

Item 14

PROPOSED STATEWIDE COST ESTIMATE

\$217,678

(Unknown, but likely either no or minor, future annual costs)

Health & Safety Code Sections 33681.12, 33681.13, 33681.14, 33681.15; Revenue & Taxation
Code Sections 97.68, 97.70, 97.71, 97.72, 97.73, 97.75

Statutes of 2003, Chapter 162; Statutes of 2004, Chapter 211; Statutes of 2004, Chapter 610

Accounting for Local Revenue Realignments

05-TC-01

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BEFORE THE
COMMISSION ON STATE MANDATES
STATE OF CALIFORNIA

IN RE TEST CLAIM ON:

Health & Safety Code Sections 33681.12, 33681.13, 33681.14, and 33681.15; Revenue & Taxation Code Sections 96.81, 97.31, 97.68, 97.70, 97.71, 97.72, 97.73, 97.75, 97.76, 97.77, 98.02

Statutes 2003, Chapter 162; Statutes 2004, Chapter 211; Statutes 2004, Chapter 610

Filed on August 12, 2005

By County of Los Angeles, Claimant.

Case No.: 05-TC-01

Accounting for Local Revenue Realignment

STATEMENT OF DECISION PURSUANT TO GOVERNMENT CODE SECTION 17500 ET SEQ.; CALIFORNIA CODE OF REGULATIONS, TITLE 2, DIVISION 2, CHAPTER 2.5, ARTICLE 7.

(Adopted September 27, 2013)

(Served October 2, 2013)

STATEMENT OF DECISION

The Commission on State Mandates (Commission) heard and decided this test claim during a regularly scheduled hearing on September 27, 2013. Hasmik Yaghobyan appeared on behalf of the County of Los Angeles, Michael Byrne and Susan Geanacou appeared on behalf of the Department of Finance, and Geoffrey Neill appeared on behalf of the California State Association of Counties.

The law applicable to the Commission’s determination of a reimbursable state-mandated program is article XIII B, section 6 of the California Constitution, Government Code sections 17500 et seq., and related case law.

The Commission adopted the proposed statement of decision to partially approve the test claim at the hearing by a vote of 5-0, with one member abstaining and one member absent.

Summary of the Findings

The Commission finds that the three revenue realignment programs created by the test claim statutes impose reimbursable activities upon counties to establish new accounts within the treasury of the county, and to reduce and reallocate funds as directed by the statutes, and in amounts identified by the Department of Finance or the Controller, respectively. The Commission finds that the test claim statutes do not, by the plain language, require counties to calculate, or to verify, the amounts required to be reduced during the 2004-2005 and 2005-2006 fiscal years, but that the VLF Swap does require counties to calculate the adjustment amount beginning in the 2006-2007 fiscal year. The Commission finds that none of the statutory exclusions from reimbursement found in section 17556 are applicable to these activities in the 2004-2005 and 2005-2006 fiscal years, but beginning in 2006-2007, all counties, except for the City and County of San Francisco, are authorized by section 97.75 to charge cities within their jurisdiction fees in an amount sufficient to pay for the administrative costs of the VLF Swap and

the Triple Flip required by sections 97.70 and 97.68 of the Revenue and Taxation Code. Therefore, reimbursement for the VLF Swap and Triple Flip must end in the 2006-2007 fiscal year for all counties, except the City and County of San Francisco, because they no longer incur increased costs mandated by the state, by virtue of their authority to charge the incurred costs to cities. However, because the City and County of San Francisco is not relieved of any incurred costs by the operation of the fee authority provided, the City and County continues to be eligible for reimbursement during and after the 2006-2007 fiscal year for the VLF Swap and the Triple Flip.

COMMISSION FINDINGS

I. Chronology

08/12/2005	Claimant, County of Los Angeles, filed the test claim with the Commission on State Mandates (Commission).
06/09/2008	Claimant submitted supplemental information regarding fee authority offsets.
05/30/2013	Commission staff issued draft staff analysis and proposed statement of decision.
06/06/2013	Claimant requested an extension of time to file comments and postponement of the hearing, which was granted.
07/10/2013	Department of Finance submitted comments on draft staff analysis.
07/19/2013	Claimant submitted comments on draft staff analysis.

II. Introduction

This test claim alleges reimbursable state-mandated increased costs on the basis of three statutes, which added or amended sections of the Government Code, the Health and Safety Code, and the Revenue and Taxation Code. Only the Health and Safety Code and Revenue and Taxation Code provisions have been pled. The test claim statutes shifted and swapped revenue in three areas: the Educational Revenue Augmentation Fund (ERAF) established by each county; making the Vehicle License Fund (VLF) Swap permanent; and the “triple flip” of sales and use taxes to service debt payments on State Economic Recovery Bonds, “back-filled” from the ERAF, which was in turn replaced by direct subventions from the General Fund. The end result was a savings to the state of \$1.3 billion.¹

The Role of Property Taxes

Historically, local governments, including school districts, were funded largely by property taxes: the California Supreme Court in *Serrano v. Priest* observed that “by far the major source of school revenue is the local real property tax.”² But because not every locality is graced with similar property values (i.e., the tax *base*), or a similar degree of ability and willingness to endure increased *rates* on property within the locality, “this funding scheme invidiously discriminates against the poor because it makes the quality of a child’s education a function of the wealth of his

¹ Exhibit B, Test Claim Volume II, at p. 165 [Committee Analysis of AB 2115].

² *Serrano v. Priest (Serrano I)* (1971) 5 Cal.3d 584, at p. 592.

parents and neighbors.”³ Therefore the longstanding reliance on property taxes for school district funding, and the resulting inequality, gave rise to corrective legislative action, in the form of SB 90 (Stats. 1972, ch. 1406), “which established a system of revenue controls that limited the maximum amount of general purpose state and local revenue that a district could receive.” A key purpose of SB 90 was to bring higher- and lower-revenue districts closer to the statewide average over time, by applying a differential annual increase in funding to account for inflation (greater increases for lower-revenue districts than for higher-revenue districts). In 1976, the California Supreme Court held in *Serrano v. Priest* (1976) 18 Cal3d 728 (*Serrano II*) that SB 90’s corrective efforts had not sufficiently addressed the problem of district wealth disparities leading to disparities in educational quality.⁴

In response to *Serrano II*, the Legislature passed AB 65 (Stats. 1977, ch. 894), which provided for state assistance to poorer districts if their revenues fell below a scheduled amount.⁵ But before AB 65 was to take effect, “the voters passed Proposition 13 in 1978, which fundamentally restricted the ability of local governments to raise funds to finance schools through local property tax revenues.”⁶ Proposition 13, most significantly, limited the tax rates applicable to real property, and limited the rate of increase of the underlying assessed value; it also provided that future changes to state taxes must be passed by two-thirds of the Legislature, and future changes to local taxes must be enacted by two-thirds of the electorate. These changes significantly hampered the ability of local governments to raise revenue when necessary, and gave rise to a number of further changes to assist the local governments in providing services, while protecting revenues, including article XIII B, section 6, enacted as Proposition 4 (1980).⁷

The ERAF Shifts

School and local government funding remained stable enough, with help from the state, until the state “faced an unprecedented budgetary crisis at the outset of fiscal year 1991-1992, with expenditures projected to exceed revenues by more than \$14 billion.”⁸ The Legislature answered this crisis by directing counties to create an ERAF, into which county auditors were directed to pour a percentage of property tax revenues previously allocated to cities, counties, redevelopment agencies, and special districts. The property tax revenues in the ERAF were then to be distributed to schools and community colleges, reducing the state’s share of Proposition 98 minimum guarantee funding beginning in fiscal year 1992-1993.⁹ A second ERAF shift was ordered in 1993,¹⁰ and concurrently “the state cushioned the loss of revenue to local

³ *Id.*, at p. 589.

⁴ *Serrano v. Priest* (*Serrano II*) (1976) 18 Cal.3d 728.

⁵ *County of Sonoma v. Commission on State Mandates* (*Sonoma*) (Cal. Ct. App. 1st Dist. 2000) 84 Cal.App.4th 1264, at p. 1272.

⁶ *Id.*, at p. 1273.

⁷ *Id.*, at pp. 1273-1274.

⁸ *Sonoma, supra*, at p. 1274.

⁹ Exhibit X, LAO Report, Insufficient ERAF, at p. 4.

¹⁰ *City of El Monte v. Commission on State Mandates* (Cal. Ct. App. 3d Dist. 2000) 83 Cal.App.4th 266, at p. 274.

governments through a variety of mitigation measures, including an additional sales tax...trial court funding reform, supplemental funding for special police protection districts, grants of authority to counties to reduce general assistance levels, loans for property tax administration and a one-time mitigation of \$292 million.”¹¹

The redirecting of property taxes into the ERAF was upheld against constitutional challenge, with the court of appeal noting that the “entire law-making authority of the state, except the people’s right of initiative and referendum, is vested in the Legislature, and that body may exercise any and all legislative powers which are not expressly, or by necessary implication denied to it by the Constitution.” The court held that the principle “is of particular importance in the field of taxation,” and that “the Legislature’s authority to impose taxes and regulate the collection thereof exists unless it has been *expressly* eliminated by the Constitution.”¹² The court noted “a historical fluidity in the fiscal relationship between local governments and schools,” and found nothing in the Constitution to restrict the Legislature’s ability to engage in “comprehensive legislative planning for the funding of both entities from a variety of sources, including property tax revenue.”¹³

In addition to being upheld against constitutional challenge, the amount shifted by the ERAF legislation, and thus suffered by local government, was also held not reimbursable under article XIII B, section 6.¹⁴ Forty-eight counties, including the County of Sonoma, which would become the plaintiff in the superior court action, brought a test claim before the Commission seeking reimbursement for the revenue lost by the ERAF shift. The claimants contended that article XIII B, section 6 required the state to reimburse the local governments for the portion of their property tax revenues that had been taken and shifted to schools through the creation and funding of the ERAFs in each county, pursuant to Statutes 1992, chapters 699 and 700 (SB 844). The Commission denied the claim, concluding that “although the test claim reduced county revenues, it did not impose a spending program.”¹⁵ The trial court disagreed, but the court of appeal for the first district upheld the Commission’s decision, finding that *actual increased costs* must be demonstrated, not merely *decreases in revenue*.¹⁶ The court distinguished the case from *Lucia Mar*, and *County of San Diego*, on the ground that in both of those cases the state had previously been solely responsible for the costs of the program in question, while school funding, the

¹¹ *Sonoma, supra*, at p. 1276.

¹² *County of Los Angeles v. Sasaki* (Cal. Ct. App. 2d. Dist. 1994) 23 Cal.App.4th 1442, at pp. 1453-1454 [internal citations omitted]. See also *San Miguel Consolidated Fire Protection District v. Davis* (Cal. Ct. App. 3d Dist. 1994) 25 Cal.App.4th 134 [article XIII A, section 1, does not limit the ability of the Legislature to apportion property tax revenues].

¹³ *Sasaki, supra*, at p. 1457.

¹⁴ *Sonoma, supra*, at pp. 1277-1289.

¹⁵ *Sonoma, supra*, at p. 1277.

¹⁶ *Id*, at p. 1285.

subject of the *Sonoma* action, had been a shared endeavor of the state and local governments, “subject to changing allocations of responsibility.”¹⁷

In accord is *City of El Monte, supra*, in which ERAF losses incurred by redevelopment agencies were held not reimbursable, either to the city itself, or to the agency. In that case the court relied in part on *City of San Jose*,¹⁸ finding that “the shift of a portion of redevelopment agency funds to local schools did not create a reimbursable state mandate,” because the shift was from one local entity to another. The court also held, alternatively, that because the shifted funds were permitted, pursuant to the statute, to be paid from *any legally available source*, including tax increment financing, the legislation did not impose costs that could be recovered solely from *proceeds of taxes*, within the meaning of article XIII B, section 6. Tax increment financing, specifically, “the most important method of financing employed by a redevelopment agency,”¹⁹ had already been established as a funding source other than “proceeds of taxes.”²⁰ Accordingly, “under the reasoning of *County of Fresno v. State of California*, 53 Cal.3d at pp. 486-487, the ERAF legislation did not impose a reimbursable state mandate.”

However, the administrative activities conducted under the prior ERAF statutes, and the costs incurred by counties to shift and transfer funds, *were found to be reimbursable*, in a separate test claim. In its statement of decision on *Allocation of Property Tax Revenues* (CSM-4448), the Commission found that “the provisions of Revenue and Taxation Code sections 97, 99.01, 97.02, 97.03, 97.035, 97.5, 98, and 99, as added or amended as specified herein, do impose a new program or higher level of service...by requiring counties to redesign the terms, conditions, rules, and formulas for reallocating California’s local property tax revenues.” In that test claim, the Commission found reimbursable only “that portion of the new and additional accounting procedures that apply to school districts because counties are specifically forbidden from charging school districts for the administrative costs of allocating property taxes as specified and from recovering any lost school administrative fees by charging other types of jurisdictions.”²¹

The current ERAF shift is limited to the 2004-2005 and 2005-2006 fiscal years, and impacts cities, counties, redevelopment agencies, special districts, and joint county special districts, requiring these entities to transfer a portion of revenues otherwise received to the ERAF. This shift relieves, temporarily, the state’s burden in meeting its obligation to fund education at a minimum level. However, as discussed below, the ERAF moneys are also called upon to replace the VLF backfill payments and the sales and use tax revenue losses due to dedicating those funds to the repayment of economic recovery bonds authorized in Proposition 57.

¹⁷ *Id.*, at p. 1287 [distinguishing from *Lucia Mar Unified School District v. Honig* (1988) 44 Cal.3d 830; *County of San Diego v. State of California* (1997) 15 Cal.4th 68].

¹⁸ (1996) 45 Cal.App.4th 1802.

¹⁹ *City of El Monte, supra*, 83 Cal.App.4th at p. 269.

²⁰ See *Brown v. Community Redevelopment Agency* (1985) 168 Cal.App.3d 1014; *Bell Community Redevelopment Agency v. Woosley* (1985) 169 Cal.App.3d 24.

²¹ Test Claim Statement of Decision, *Allocation of Property Tax Revenues*, dated October 18, 1994 (CSM-4448), at pp. 18-19.

The VLF Swap

The Vehicle License Fee (VLF) has been, since its inception in 1935, primarily and traditionally a local government revenue resource.²² The fee is based on the purchase price of the vehicle, and indexed to decline as the vehicle depreciates. Beginning in the late 1990's the Legislature reduced the VLF rates, formerly set at two percent of the price of the vehicle, depreciating year over year; and "back-filled" the lost revenue to counties and cities from General Fund allocations.²³ A trigger provision was included to *increase* the VLF when General Fund revenues were determined to be insufficient to backfill the losses, which then-Governor Davis instituted in 2003, shortly before losing office in the November 2003 recall election. After assuming office, then-Governor Schwarzenegger reversed the determination of insufficiency, and reinstated the back-fill payments and the lower VLF rates. Then in 2004, a new mechanism for reimbursing the reduced VLF revenue to local governments was developed, which was meant to provide "an element of increased security," but also to save the state a substantial amount of money:

Specifically, the VLF Swap replaced the General Fund VLF backfill with property taxes redirected at the county level from (1) ERAF and, if ERAF revenues are not sufficient, from (2) nonbasic aid K-12 and community college districts. (All reductions in revenue to K-12 and community college districts are offset by additional state aid.)²⁴

The VLF Swap also provided that future growth in reimbursements would follow growth in property values within the community, by tying the annual calculation of the adjustment amount to the percentage change in gross taxable assessed valuation in the jurisdiction.

Triple Flip

The test claim statute, Statutes 2003, chapter 162 (AB 1766), created the Triple Flip as a means to provide a steady and dedicated funding stream to repay deficit financing bonds approved by the Legislature in Statutes 2003-2004, 1st Extraordinary Session, chapter 13 (AB 1X7).^{25,26} The legislatively-authorized bonds were challenged in the courts, and never issued.²⁷ Then in December 2003, the Legislature repealed and reenacted the Triple Flip,²⁸ in a bill made

²² Exhibit X, LAO Report: Insufficient ERAF, at p. 5.

²³ Exhibit X, LAO Report: Insufficient ERAF, at p. 5. See Also Statutes 1998, chapter 322 (AB 2797).

²⁴ *Id.*, at p. 6.

²⁵ Statutes 2003-2004, 1st Extraordinary Session, chapter 13 (AB 1X7) was not pled in this test claim, but does not appear to impose any activities or tasks upon local government.

²⁶ Both Statutes 2003, chapter 162 (AB 1766) and Statutes 2003-2004, 1st Extraordinary Session, chapter 13 (AB 1X7) were enacted on August 2, 2003.

²⁷ Exhibit X, Voter Information Guide, Supplemental, March 2, 2004, at p. 7.

²⁸ The repeal and reenactment of the Triple Flip had no effect on the underlying law with respect to mandates. See California Jurisprudence, 3d, Statutes, section 78 ["[I]f a new statute repeals an existing statute and they both legislate upon the same subject, and in many cases, the provisions of the two statutes are similar, and almost identical, and there never has been a moment of time

contingent upon voter approval of economic recovery bonds, to be placed on the March 2, 2004 ballot.²⁹

Then, in 2004, the voters approved Proposition 57, which created “a deficit-financing bond to address the state’s budget shortfall.” The LAO describes the triple flip as follows:

- Beginning in 2004-05, one-quarter cent of the local sales tax is used to repay the deficit-financing bond.
- During the time these bonds are outstanding, city and county revenue losses from the diverted local sales tax are replaced on a dollar-for-dollar basis with property taxes shifted from ERAF.
- K-12 and community college district tax losses from the redirection of ERAF to cities and counties, in turn, are offset by increased state aid.

The LAO projects that triple flip will end (i.e., the bonds will be repaid) by 2016-2017, and “the \$1.7 billion in ERAF monies that otherwise would have been used to fund the triple flip will be available for other uses—namely funding the VLF Swap and offsetting state K-14 expenditures.”³⁰

III. Positions of the Parties

Claimant’s Position

The claimant seeks reimbursement for the “close and daily collaboration of State and local revenue management officials” necessary to implement the “innovative revenue systems” that the state put in place in the test claim statutes.

The claimant alleges that the state saved \$1.3 billion in 2004-2005 and 2005-2006 by shifting and redirecting funds from the three sources, as discussed above. The claimant states:

Of course, reimbursement for the \$1.3 billion the State saved in reducing local governments' property tax revenues is not sought here. What is sought here is reimbursement for the increased costs which the County of Los Angeles and other counties throughout the State have incurred during 2004-05 [\$13,301,018] and

since the passage of the existing statute when these similar provisions have not been in force, the new act should be construed as a continuation of the old with the modification contained in the new act.”] See also *In re Dapper*, 71 Cal.2d 184, at p. 189, citing *Sobey v. Molony*, 40 Cal.App.2d, 381, at p. 385 [“When a statute, although new in form, re-enacts an older statute without substantial change, even though it repeals the older statute, the new statute is but a continuation of the old. There is no break in the continuous operation of the old statute, and no abatement of any of the legal consequences of acts done under the old statute.”]

²⁹ Statutes 2003-2004, 5th Extraordinary Session, chapter 2 (AB 5X9) was also not pled in this test claim, but added to section 97.68 only subdivision (g), the text of which had been in the uncodified section of Statutes 2003, chapter 162, and which does not impose any activities or tasks upon local government.

³⁰ Exhibit X, LAO Report: Insufficient ERAF, at pp. 4-5.

will incur during 2005-06 [\$12,580,829] as an unavoidable consequence of complying with this test claim legislation.

The costs claimed herein meet the requirements for reimbursable costs under Section 6 of Article XIII B of the California Constitution. First, increased costs were incurred after July 1, 1980. Secondly, such costs were incurred as a result of statutes enacted on or after January 1, 1975. And, third, increased costs were incurred to implement a new program or a higher level of service of an existing program.³¹

The claimant also asserts that sections 17556(d), 17556(e), and 17556(f) do not apply to bar reimbursement. The claimant asserts that section 17556(d) is not applicable because charging fees or levies against cities is expressly prohibited by the test claim statutes (albeit only for the 2004-2005 and 2005-2006 fiscal years), and that therefore “the County has no authority to levy services charges, fees, or other assessments under the test claim legislation or under other authority.”³² The claimant asserts that section 17556(e) does not bar reimbursement because “[n]o offsetting savings to local agencies or school districts were provided,” and because “no revenue that was specifically intended to fund the costs of the State mandates claimed herein was provided.” Finally, the claimant asserts that section 17556(f) is not applicable to bar reimbursement because, in the claimant’s view, the test claim statutes are not necessary to implement or reasonably within the scope of any voter-enacted ballot initiatives. The claimant cites Propositions 57 (March 2004), 1A, and 65 (November 2004), but argues that none implicate section 17556(f).³³

The claimant alleges also that it determined the costs of the test claim statutes, with the participation of twenty-four counties:

In order to develop and implement a compliant ancillary tax revenue allocation system, counties performed planning, implementation, State reporting, distribution and administrative duties not required under prior law. The costs of performing these duties were studied by twenty-four counties and are reported herein under the Cost Study section.

The claimant asserts that the planning activities include interpretation of the test claim statutes, and meeting and conferring with state officials to develop guidelines and a model for the shifts. The implementation activities alleged include establishing new accounts for the reallocated funds, reviewing the reduction amounts received from DOF, and “[i]nclusion of the ERAF III shift in the calculation of the County Property Tax Administrative Cost (SB2557).” The claimant also asserts that “[t]he County prepares voluminous, periodic, special State reports, required by the State Controller’s Office to monitor compliance with the subject laws.” Finally, the claimant also asserts that “County Auditor-Controller personnel were called upon to explain the new property tax revenue allocations under the subject laws,” and that “considerable staff

³¹ Exhibit A, Test Claim, at p. 11.

³² Exhibit A, Test Claim, at p. 124.

³³ Exhibit A, Test Claim, at p. 126.

time was involved in answering questions from the County's local taxing jurisdictions regarding their specific allocation(s)."³⁴

The claimant therefore has submitted a cost study, based on a survey of county staff, and including legislation analysis and other planning activities, as well as reviewing the amounts given by DOF, and other implementation activities, and administering the shifts.³⁵

The claimant submitted comments on the draft staff analysis on July 19, 2013, concurring with the draft staff analysis, and the conclusion that the test claim legislation imposes reimbursable mandated activities on counties.³⁶

State Agencies' Position(s)

The Department of Finance submitted comments on the draft staff analysis on July 10, 2013, in which DOF concurred with staff's conclusion that the test claim statutes impose a partially reimbursable state-mandated program.³⁷

IV. Discussion

Article XIII B, section 6 of the California Constitution provides in relevant part the following:

Whenever the Legislature or any state agency mandates a new program or higher level of service on any local government, the state shall provide a subvention of funds to reimburse such local government for the costs of such programs or increased level of service, except that the Legislature *may, but need not*, provide a subvention of funds for the following mandates:

- (1) Legislative mandates requested by the local agency affected.
- (2) Legislation defining a new crime or changing an existing definition of a crime.
- (3) Legislative mandates enacted prior to January 1, 1975, or executive orders or regulations initially implementing legislation enacted prior to January 1, 1975.

The purpose of article XIII B, section 6 is to "preclude the state from shifting financial responsibility for carrying out governmental functions to local agencies, which are 'ill equipped' to assume increased financial responsibilities because of the taxing and spending limitations that articles XIII A and XIII B impose."³⁸ Thus, the subvention requirement of section 6 is "directed to state-mandated increases in the services provided by [local government] ..."³⁹

³⁴ Exhibit A, Test Claim, at pp. 90-98.

³⁵ Exhibit A, Test Claim, at p. 98 and following.

³⁶ Exhibit I, Claimant Comments on Draft Staff Analysis.

³⁷ Exhibit H, DOF Comments on Draft Staff Analysis.

³⁸ *County of San Diego v. State of California* (1997) 15 Cal.4th 68, 81.

³⁹ *County of Los Angeles v. State of California* (1987) 43 Cal.3d 46, 56.

Reimbursement under article XIII B, section 6 is required when the following elements are met:

1. A state statute or executive order requires or “mandates” local agencies or school districts to perform an activity.⁴⁰
2. The mandated activity either:
 - a. Carries out the governmental function of providing a service to the public; or
 - b. Imposes unique requirements on local agencies or school districts and does not apply generally to all residents and entities in the state.⁴¹
3. The mandated activity is new when compared with the legal requirements in effect immediately before the enactment of the test claim statute or executive order and it increases the level of service provided to the public.⁴²
4. The mandated activity results in the local agency or school district incurring increased costs, within the meaning of section 17514. Increased costs, however, are not reimbursable if an exception identified in Government Code section 17556 applies to the activity.⁴³

The determination whether a statute or executive order imposes a reimbursable state-mandated program is a question of law.⁴⁴ The Commission is vested with exclusive authority to adjudicate disputes over the existence of state-mandated programs within the meaning of article XIII B, section 6.⁴⁵ In making its decisions, the Commission must strictly construe article XIII B, section 6, and not apply it as an “equitable remedy to cure the perceived unfairness resulting from political decisions on funding priorities.”⁴⁶

A. Some of the test claim statutes impose a mandated new program or higher level of service upon counties.

As noted above, the claimant seeks reimbursement for, in the words of the LAO, “the complex process county auditors follow to allocate ERAF and to reimburse cities and counties for the triple flip and VLF Swap.”⁴⁷ The following analysis will demonstrate that the operations required by the test claim statutes are indeed “complex,” and that the claimant has alleged

⁴⁰ *San Diego Unified School Dist. v. Commission on State Mandates (San Diego Unified School Dist.)* (2004) 33 Cal.4th 859, 874.

⁴¹ *Id.* at 874-875 (reaffirming the test set out in *County of Los Angeles, supra*, 43 Cal.3d 46, 56.)

⁴² *San Diego Unified School Dist., supra*, 33 Cal.4th 859, 874-875, 878; *Lucia Mar Unified School District v. Honig* (1988) 44 Cal.3d 830, 835.

⁴³ *County of Fresno v. State of California* (1991) 53 Cal.3d 482, 487; *County of Sonoma v. Commission on State Mandates* (Cal. Ct. App. 1st Dist. 2000) 84 Cal.App.4th 1265, 1284; Government Code sections 17514 and 17556.

⁴⁴ *County of San Diego, supra*, 15 Cal.4th 68, 109.

⁴⁵ *Kinlaw v. State of California* (1991) 53 Cal.3d 482, 487.

⁴⁶ *County of Sonoma, supra*, 84 Cal.App.4th 1265, 1280 [citing *City of San Jose, supra*].

⁴⁷ Exhibit X, LAO Report: Insufficient ERAF, at p. 7.

increased costs as a result of these accounting processes not previously required. The Commission therefore finds that the test claim statutes impose a state-mandated new program or higher level of service upon counties.

1. Property Taxes/ERAF III Shift

Revenue and Taxation Code sections 97.71, 97.72, and 97.73, as added by Statutes 2004, chapter 211 (SB 1096), and amended by Statutes 2004, chapter 610 (AB 2115), provide for shifting funds from cities, counties, cities and counties, and special districts, to a county's ERAF, for the 2004-2005 and 2005-2006 fiscal years. Likewise, Health and Safety Code sections 33681.12, added by Statutes 2004, chapter 211 (SB 1096); 33681.13 and 33681.14, added by Statutes 2004, chapter 211 (SB 1096) and amended by Statutes 2004 chapter 610 (AB 2115); and 33681.15, added by Statutes 2004, chapter 610 (AB 2115), provide for shifting funds from redevelopment agencies to a county's ERAF for the 2004-2005 and 2005-2006 fiscal years. The claimant alleges that these sections impose state-mandated requirements upon counties to reduce, as directed by the statutes, and in amounts identified by the Controller, revenues otherwise allocated to local entities, including cities, counties, special districts, and redevelopment agencies, and to deposit those moneys in the ERAF.

The claimant also alleges reimbursable activities under sections 97.31, as amended by Statutes 2004, chapter 211 (SB 1096); 97.77, as added by Statutes 2004, chapter 211 (SB 1096); and 98.02, as amended by Statutes 2004, chapter 211 (SB 1096), as discussed below.⁴⁸

- a. Revenue and Taxation Code section 97.71 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats. 2004, ch. 610 (AB 2115)).*

Section 97.71 defines the method of calculating the ERAF III shift amount for each city, county, and city and county. The claimant concedes that “[t]he State Controller is responsible for making these calculations and notifies each County Auditor-Controller of the amounts to shift.”⁴⁹ Therefore, from the outset it is clear that only the reduction and transfer of funds, and *not the calculation of the amounts* to reduce and transfer, constitute the mandated activities required by the plain language of the statute.

Section 97.71(a) provides dollar-amount reductions for each county, from the total revenue required to be allocated under section 97.70, to take place in the 2004-2005 and 2005-2006 fiscal years only.⁵⁰ For a city and county (i.e., the city and county of San Francisco), paragraph (b)(1) provides for an additional reduction of total revenue allocated under section 97.70 based on the fraction created by the amount of money *allocated to the city and county* from the Motor Vehicle License Fee Account for the 2002-2003 fiscal year, divided by the amount of money *allocated among all cities and counties* from the Motor Vehicle License Fee Account for the 2002-2003 fiscal year (which yields a fraction representing the city and county of San Francisco's portion of total statewide revenues from the Motor Vehicle License Fee Account); multiplied by the intended total reduction for all counties and cities and counties of \$350 million.

⁴⁸ Exhibit A, Test Claim, at pp. 73-82.

⁴⁹ Exhibit A, Test Claim, at p. 54.

⁵⁰ Revenue and Taxation Code section 97.71(a) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

For all other cities, the reduction in total revenue is allocated among the cities based on each city's share of Motor Vehicle License Fee revenues, sales and use tax revenues, and ad valorem property tax revenues, compared to those three revenue sources for all cities. The calculation required is as follows:

The first reduction factor is the revenue received by *each* city under the Transportation Tax Fund for 2002-2003, divided by the revenue received by *all* cities from the Transportation Tax Fund for 2002-2003, multiplied by thirty three and one-third percent, multiplied by \$350 million less the amount determined for the city and county of San Francisco in paragraph (b)(1).

The second reduction factor is the revenue received by contract with the State Board of Equalization from sales and use taxes by *each* city, divided by the revenue received from sales and use taxes by *all* cities, multiplied by thirty three and one-third percent, multiplied by \$350 million less the amount determined for the city and county in paragraph (b)(1).

The third reduction factor is the revenue received from ad valorem property taxes by *each* city, divided by the ad valorem property taxes received by *all* cities, multiplied by multiplied by thirty three and one-third percent, multiplied by \$350 million less the amount determined for the city and county in paragraph (b)(1).⁵¹

The total reduction calculated for any city "shall not be less than 2 percent, nor more than 4 percent, of the general revenues of the city, as reported in the 2001-02 edition of the State Controller's Cities Annual Report." If the amount determined exceeds 4 percent of a city's general revenues, the amount of the excess shall be allocated to other cities in proportionate shares.⁵²

The section provides that a city may, in lieu of reduction of revenues, "transmit to the county auditor for deposit in the county Educational Revenue Augmentation Fund an amount equal to that reduction."⁵³

These calculations are, in the words of the LAO, "complex." And the operations required are alleged to result in substantial time and expense being incurred by county auditors, as discussed below. However, as noted in the test claim, the "State Controller is responsible for making these calculations and notifies each County Auditor-Controller of the amounts to shift."⁵⁴ Performing the necessary calculations is therefore not a mandated activity; only reducing the revenues as directed is mandated.

Once the reductions are made, as directed, the section requires that the amount of revenue "that is not allocated to a county, city and county, or a city as a result of subdivisions (a) and (b), and that amount that is received by the county auditor under paragraph (5) of subdivision (b) (an

⁵¹ Revenue and Taxation Code section 97.71(b)(2) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵² Revenue and Taxation Code section 97.71(b)(4) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵³ Revenue and Taxation Code section 97.71(b)(5) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵⁴ Exhibit A, Test Claim Filing, at p. 54. See also Revenue and Taxation Code section 97.71(b)(3) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

equal amount in lieu of the reduction), shall be deposited in the county Educational Revenue Augmentation Fund and shall be allocated as specified in subdivision (d) of Section 97.3.”⁵⁵ Section 97.3 is not amended by the test claim statutes, nor pled in this test claim, and therefore the Commission does not here consider whether section 97.3, addressing the allocation of funds, imposes reimbursable state-mandated activities upon the counties.

The activities required of county auditors to reduce revenue as directed and deposit money in the county’s ERAF are mandatory, based on the plain language of the statute. The activities are also new, and are required in addition to the ERAF shifts established in the 1990’s, as discussed above. The additional, and temporary, ERAF shifts required for fiscal years 2004-2005 and 2005-2006 were not required under prior law. Finally, the activities required fall uniquely upon local government.⁵⁶ Therefore the activities to reduce revenue as directed and deposit money in the county’s ERAF impose a mandated new program or higher level of service upon counties, within the meaning of article XIII B, section 6.

The Commission finds that section 97.71 as added by Statutes 2004, chapter 211 (SB 1096), and amended by Statutes 2004, chapter 610 (AB 2115), imposes a mandated new program or higher level of service upon the counties to perform the following activities during fiscal years 2004-2005 and 2005-2006 only:

- Reduce revenue otherwise required to be allocated to each county, for the 2004-2005 and 2005-2006 fiscal years only, by the amounts listed in Revenue and Taxation Code section 97.71(a)(1), and deposit that amount in the county’s ERAF.⁵⁷
- Reduce revenue otherwise required to be allocated to a city and county, for the 2004-2005 and 2005-2006 fiscal years only, by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71 (b)(2-3), and deposit that amount in the county’s ERAF.⁵⁸
- Reduce revenue otherwise required to be allocated to each city within the county, for the 2004-2005 and 2005-2006 fiscal years only, by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county’s ERAF.⁵⁹

⁵⁵ Revenue and Taxation Code section 97.71(c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵⁶ Revenue and Taxation Code section 97.71(b)(3) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵⁷ Revenue and Taxation Code section 97.71(a)(1); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵⁸ Revenue and Taxation Code section 97.71(b); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵⁹ Revenue and Taxation Code section 97.71(c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

- Where applicable, accept from a city, in lieu of reduction of that city’s revenues, an amount equal to the required reduction, and deposit those moneys in the county’s ERAF.⁶⁰

Reimbursement is not required for calculating the amounts of revenue otherwise required to be allocated to a city, county, or city and county, which must be reduced and deposited in the county ERAF.⁶¹

b. Revenue and Taxation Code sections 97.72, 97.73, and 97.77 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats. 2004, ch. 610 (AB 2115))

Sections 97.72 and 97.73, as added by Statutes 2004, chapter 211 (SB 1096), and amended by Statutes 2004, chapter 610 (SB 2115), provide for reductions of ad valorem property tax revenue otherwise required to be allocated to special districts, and require the county to reduce the revenue, as directed, and deposit the reduced amounts in the county’s ERAF. Sections 97.72 and 97.73, in the claimant’s words, “define the method of calculating the ERAF III shift amount for each special district,” but again the claimant notes that the County Auditor-Controller will be notified of the amounts to shift.⁶² The claimant alleges that counties have incurred increased costs due to implementation of the ERAF III shift, requiring “the close collaboration of State as well as local officials.”⁶³

Section 97.72 describes the amount of ad valorem property tax revenue to be shifted from each enterprise special district to the county’s ERAF, on the basis of amounts determined by the Controller, and passed along to the county auditor by way of the Director of Finance.⁶⁴ For a special district located in more than one county, the county auditor must prorate the total shift amount among the affected counties based on the ad valorem property taxes allocated to the district from *each* county.⁶⁵ Section 97.72 provides that the amount of ad valorem property tax revenue “that is not allocated to an enterprise special district as a result of subdivision (a) shall

⁶⁰ Revenue and Taxation Code section 97.71(b)(5) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁶¹ Revenue and Taxation Code section 97.71(b)(3) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁶² Exhibit A, Test Claim, at p. 58.

⁶³ Exhibit A, Test Claim, at p. 66.

⁶⁴ Revenue and Taxation Code section 97.72(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁶⁵ Exhibit A, Test Claim Filing, at pp. 58; Revenue and Taxation Code section 97.72 (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)) Although the section states that for multi-county special districts a county auditor “shall implement that portion of the total reduction,” pursuant to paragraph (a)(1), the Controller is still required to determine the amount of revenue reductions required for each special district “required by paragraph (1),” pursuant to paragraph (a)(2).

instead be deposited in the county Educational Revenue Augmentation Fund and shall be allocated as specified in Section 97.3.”^{66,67}

Section 97.73 describes the amount of ad valorem property tax revenue to be shifted from each nonenterprise special district to the county’s ERAF, on the basis of amounts determined by the Controller. If a special district is located in more than one county, the auditor of each county “shall implement that portion of the total reduction, required by subparagraph (A) with respect to that district, determined by the ratio of the amount of ad valorem property tax revenue allocated to that district from the county to the total amount of ad valorem property tax revenue allocated to that district from all counties.”⁶⁸ And, like section 97.72, the statute provides that the amounts not allocated to a nonenterprise special district “shall instead be deposited in the county Educational Revenue Augmentation Fund and shall be allocated as specified in subdivision (d) of section 97.3.”^{69, 70}

The activities required of county auditors are mandatory, based on the plain language of the statute. Auditors are required to make the reductions based on the amounts determined by the Controller and conveyed to the auditor, and deposit the reduced amounts in the county’s ERAF in each of the 2004-2005 and 2005-2006 fiscal years. The activities are also new; the ERAF program was created in 1992, and amended in 1993, but the additional ERAF shifts required for fiscal years 2004-2005 and 2005-2006 were not required under prior law.⁷¹ Finally, the activities required fall uniquely upon local government.⁷² Therefore the activities of reducing the revenue as directed and depositing money in the county’s ERAF impose a mandated new program or higher level of service upon counties, within the meaning of article XIII B, section 6.

⁶⁶ Revenue and Taxation Code section 97.72(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁶⁷ As noted above, Section 97.3 is not amended by the test claim statutes, nor pled in this test claim, and therefore the Commission does not here consider whether section 97.3 imposes reimbursable state-mandated activities upon the counties.

⁶⁸ Revenue and Taxation Code section 97.73(a)(1)(C) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)). As with section 97.72, above, although the section states that for multi-county special districts a county auditor “shall implement that portion of the total reduction,” the Controller is still required to determine the amount of revenue reductions required for each special district “required by paragraph (1),” pursuant to paragraph (a)(2).

⁶⁹ Revenue and Taxation Code section 97.73(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷⁰ As noted above, Section 97.3 is not amended by the test claim statutes, nor pled in this test claim, and therefore the Commission does not here consider whether section 97.3 imposes reimbursable state-mandated activities upon the counties.

⁷¹ See *City of Alhambra v. County of Los Angeles* (2012) 55 Cal.4th 707, at p. 714 [discussing the “permanent base shifts required by ERAF I and ERAF II”].

⁷² Revenue and Taxation Code section 97.72(a)(2); 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

Section 97.77 provides that special districts, both enterprise and nonenterprise, *shall not pledge*, on or after July 1, 2004, and before June 30, 2006, through a bond covenant to pay debt service costs on debt instruments issued by the district, any ad valorem property tax revenue that would otherwise be dedicated to the reduction required by Sections 97.72 and 97.73. This section is prohibitive, not mandatory, and does not impose any mandated activities upon local government.

Sections 97.72 and 97.73, as added by Statutes 2004, chapter 211 (SB 1096), and amended by Statutes 2004, chapter 610 (AB 2115), impose a mandated new program or higher level of service for each county to perform the following activities during fiscal years 2004-2005 and 2005-2006 only:

- Reduce, during fiscal years 2004-2005 and 2005-2006, the amount of ad valorem property tax otherwise required to be allocated to an enterprise special district, including an enterprise special district located in more than one county, in amounts determined by the Controller and received from the Director of Finance, for each enterprise special district in the county.⁷³
- Deposit the amounts reduced in fiscal years 2004-2005 and 2005-2006 from each enterprise special district in the county's ERAF.⁷⁴
- Reduce, during fiscal years 2004-2005 and 2005-2006, the amount of ad valorem property tax otherwise required to be allocated to a nonenterprise special district, including a nonenterprise special district located in more than one county, in amounts determined by the Controller for each special district in each county.⁷⁵
- Deposit the amounts reduced in fiscal years 2004-2005 and 2005-2006 from each nonenterprise special district in the county's ERAF.⁷⁶

Reimbursement is not required for calculating the amounts of ad valorem property tax otherwise required to be allocated to an enterprise or nonenterprise special district which must be reduced and deposited in the county ERAF.⁷⁷

- c. *Health and Safety Code sections 33681.12, 33681.13, 33681.14, and 33681.15 (as added or amended by Statutes 2004, chapter 211 (SB 1096) and Statutes 2004, chapter 610 (AB 2115))*

⁷³ Revenue and Taxation Code section 97.72(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷⁴ Revenue and Taxation Code section 97.72(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷⁵ Revenue and Taxation Code section 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷⁶ Revenue and Taxation Code section 97.73(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷⁷ Revenue and Taxation Code sections 97.72(a)(2); 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

Section 33681.12 provides that a redevelopment agency shall, for the 2004-2005 and 2005-2006 fiscal years, prior to May 10, “remit an amount equal to the amount determined for that agency ... to the county auditor for deposit in the county’s Educational Revenue Augmentation Fund.” The county auditor, in turn, must receive the funds from the redevelopment agency and deposit those funds in the county’s ERAF. Paragraph (a)(2) describes how the Director of Finance determines the amount for each agency, and subparagraphs (a)(2)(J) and (K) require the Director to notify each agency and each legislative body, and each county auditor, of the amounts determined.⁷⁸ A redevelopment agency may use any funds that are legally available and not obligated for other use in order to make the allocation required. The “legislative body,” defined as “the city council, board of supervisors, or other legislative body of the community,”⁷⁹ “shall by March 1 report to the county auditor as to how the agency intends to fund the allocation required by this section.”⁸⁰ The county auditor, in turn, must receive that information from the legislative body, based on the plain language of the statute.

Section 33681.13 provides that a redevelopment agency may allocate less than the amount required under section 33681.12, if necessary to service existing indebtedness. The redevelopment agency must adopt a resolution prior to December 31 of the fiscal year, identifying each existing indebtedness and the amounts owed. A redevelopment agency is required, if constrained by existing indebtedness and thereby unable to remit the amount required under section 33681.12, to enter into an agreement with the legislative body of the county or city where the redevelopment agency is located by February 15 of the applicable fiscal year to fund the payment of the difference between the amount required under section 33681.12 and the amount available for allocation by the agency. If the agency fails to transmit the full amount required by section 33681.12, is precluded by court order from transmitting that amount, or is otherwise unable to meet its full obligation, the county auditor, “by no later than May 15 of the applicable fiscal year, shall transfer any amount necessary to meet the obligation determined for that agency...from the legislative body’s allocations pursuant to Chapter 6 (commencing with Section 95)...of the Revenue and Taxation Code.”⁸¹

Section 33681.14 provides that a legislative body may, in lieu of the remittance required by section 33681.12 “prior to May 10 of the applicable fiscal year, remit an amount equal to the amount determined for the agency...to the county auditor for deposit in the county’s Educational Revenue Augmentation Fund.” If the legislative body reported to the county auditor that it intended to remit the amount on behalf of the redevelopment agency and the legislative body fails to transmit the full amount by May 10, “the county auditor, no later than May 15 of the applicable fiscal year, shall transfer an amount necessary to meet the obligation from the legislative body’s allocations pursuant to Chapter 6 (commencing with section 95)...of the Revenue and Taxation Code.” If the amount of the legislative body’s allocations are not sufficient to meet the obligation under section 33681.12, “the county auditor shall transfer an

⁷⁸ Health and Safety Code section 33681.12(a) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷⁹ Health and Safety Code section 33007 (Stats. 1963, ch. 1812).

⁸⁰ Health and Safety Code section 33681.12(d) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

⁸¹ Health and Safety Code section 33681.13 (added by Stats. 2004, ch. 211 (SB 1096)).

additional amount necessary to meet this obligation from the property tax increment revenue apportioned to the agency pursuant to Section 33670, provided that no moneys allocated to the agency's Low and Moderate Income Housing Fund shall be used for this purpose."⁸²

Section 33681.15 provides that a redevelopment agency may enter into an agreement with an authorized bond issuer, as defined, to obtain a loan from the issuer in order to make the payment required by section 33681.12. If the redevelopment agency fails to repay the loan in accordance with the schedule provided to the county auditor, the trustee for the bonds shall promptly notify the county auditor of the amount that is past due.⁸³ The county auditor shall reallocate from the county or city legislative body and shall pay, on behalf of the redevelopment agency, the past due amount from the first available proceeds of the property tax allocation that would otherwise be transferred to the legislative body.⁸⁴ While all other activities of sections 33681.12-33681.14, by their terms, would occur within fiscal years 2004-2005 or 2005-2006, the failure of a redevelopment agency to make timely payments on its loan from an authorized bond issuer could occur at some later time. If and when that failure occurs, it triggers the requirement of the county auditor to extract the funds from allocations otherwise required to be made to the county or city with which the redevelopment agency is associated. Therefore, this activity is not limited to the 2004-2005 and 2005-2006 fiscal years, as are all other ERAF III shift activities discussed in the above analysis.

As discussed in *City of El Monte v. Commission on State Mandates* (Cal. Ct. App. 3d Dist. 2000) 83 Cal.App.4th 266, a redevelopment agency is not an eligible claimant before the Commission.⁸⁵ However, there are mandated activities found in the plain language of the test claim statute, as noted above, imposed upon counties. Those activities that are imposed upon the counties constitute mandated new programs or higher levels of service. The activities are new, with respect to prior law, and the activities fall uniquely upon local government.

The Commission finds that Health and Safety Code sections 33681.12, 33681.13, 33681.14, and 33681.15, as added or amended by Statutes 2004, chapter 211 (SB 1096), or Statutes 2004, chapter 610 (AB 2115), mandate a new program or higher level of service on counties as specified below:

For the county auditor to perform the following activities for 2004-2005 and 2005-2006 fiscal years only:

- Receive funds directly from a redevelopment agency in the amount identified by the Director of Finance, and deposit those funds in the county's ERAF.⁸⁶

⁸² Health and Safety Code section 33681.14 (added by Stats. 2004, ch. 211 (SB 1096)).

⁸³ Health and Safety Code section 33681.15(f) (added by Stats 2004, ch. 610 (AB 2115)).

⁸⁴ Health and Safety Code section 33681.15(g) (added by Stats 2004, ch. 610 (AB 2115)).

⁸⁵ See also, *Bell Community Redevelopment Agency v. Woosley*, (1985) 169 Cal.App.3d 24, at pp. 33-34; *Brown v. Community Redevelopment Agency*, (1985) 168 Cal.App.3d 1014 at p. 1020.

⁸⁶ Health and Safety Code section 33681.12(a) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

- Receive from the legislative body of the relevant city or county associated with a redevelopment agency, by March 1 of the applicable fiscal year, a report as to how the redevelopment agency intends to secure the funds required to be transferred to the county.⁸⁷
- If a redevelopment agency fails to transmit the full amount of funds required by Section 33681.12, is precluded by court order from transmitting that amount, or is otherwise unable to meet its full obligation pursuant to section 33681.12, by no later than May 15 of the applicable fiscal year, transfer any amount necessary to meet the obligations determined under section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with Section 95) of the Revenue and Taxation Code.⁸⁸
- If the legislative body of the relevant city or county, pursuant to Section 33681.12(d), reported to the county auditor that it intended to remit the amount required on behalf of the redevelopment agency and the legislative body fails to transmit the full amount as authorized by section 33681.12 by May 10 of the applicable fiscal year, by no later than May 15 of the applicable fiscal year, transfer an amount necessary to meet the redevelopment agency's obligation pursuant to section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with Section 95) of the Revenue and Taxation Code. If the amount of the legislative body's allocations are not sufficient to meet the redevelopment agency's obligation pursuant to section 33681.12, transfer an additional amount necessary to meet the redevelopment agency's obligation from the property tax increment revenue apportioned to the redevelopment agency pursuant to Section 33670, provided that no moneys allocated to the agency's Low and Moderate Income Housing Fund shall be used for this purpose.⁸⁹

For the county auditor to perform the following activity beginning July 1, 2004:

- If a redevelopment agency enters into an agreement with an authorized issuer, as defined, pursuant to section 33681.15, in order to obtain a loan, financed by bonds, to make the payment required by section 33681.12 to the county auditor for deposit in the county's ERAF, the county auditor shall receive a schedule of payments for that loan. And in the event the redevelopment agency fails to timely repay the loan in accordance with the schedule, the county auditor shall receive notification from the trustee for the bonds of the amount that is past due. The county auditor shall then reallocate funds from the legislative body of the community associated with a redevelopment agency and shall pay to the authorized issuer, on behalf of the redevelopment agency, the past due amount on the loan from the first available proceeds of the property tax allocation that would otherwise be transferred to the legislative body pursuant to Chapter 6 (commencing with Section 95) of Part 0.5 of Division 1 of the Revenue and Taxation Code. This transfer shall be deemed a reallocation of the property tax revenue from the legislative body to the

⁸⁷ Health and Safety Code section 33681.12(d) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

⁸⁸ Health and Safety Code section 33681.13(e) (added by Stats. 2004, ch. 211 (SB 1096))

⁸⁹ Health and Safety Code section 33681.14(c) (added by Stats. 2004, ch. 211 (SB 1096)).

agency for the purpose of payment of the loan, and not as a payment by the legislative body on the loan.⁹⁰

Reimbursement is not required to calculate the amount of moneys to be remitted to the county auditor by a redevelopment agency.⁹¹

d. Revenue and Taxation Code sections 97.31, 98.02, and 97.77, as added or amended by Statutes 2004, chapter 211 (SB 1096), Statutes 2004, chapter 610 (AB 2115)

Section 97.31, as amended by Statutes 2004, chapter 211 (SB 1096) provides for reductions of ERAF shifts in the 1993-1994 fiscal year. The prior section provided as follows:

The Director of Finance may direct the county auditor to reduce the amount of the transfer to the Educational Revenue Augmentation Fund determined pursuant to subdivision (a) of Section 97.3 for any eligible county in accordance with subdivision (b) of this section, and also shall reduce the amount of that transfer for certain counties in accordance with subdivision (c).

The amended section provides:

The Director of Finance shall direct the county auditor to reduce, in the 1993-94 fiscal year, the amount of the transfer to the Educational Revenue Augmentation Fund determined pursuant to subdivision (a) of Section 97.3 for any eligible county in accordance with subdivision (b) of this section, and also shall direct the county auditor to reduce, in the 1993-94 fiscal year, the amount of that transfer for certain counties in accordance with subdivision (c).

The claimant alleges that “Revenue and Taxation Code section 97.31 requires the County auditor to perform numerous duties at the request of the Department of Finance.”⁹² But any activities that might be found in the amended section are mandated for the 1993-1994 fiscal year, and are therefore outside the period of reimbursement for this test claim. The plain language of the amended section has no bearing on the 2004-2005 and 2005-2006 ERAF shift operations conducted by the counties.⁹³ The prior version of section 97.31 would have provided for reductions in the amounts shifted, without regard to the fiscal year in which the shift was to take place. If the statute had not been amended, its provision for reductions in the ERAF shift might have frustrated the intent of the Legislature with respect to the 2004-2005 and 2005-2006 fiscal year ERAF shifts, by permitting DOF to direct the county to reduce the amount of the ERAF shift in any given year. The Commission finds that section 97.31, as amended by Statutes 2004,

⁹⁰ Health and Safety Code section 33681.15(e-g) (added by Stats 2004, ch. 610 (AB 2115)).

⁹¹ Health and Safety Code section 33681.12 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

⁹² Exhibit A, Test Claim Filing, at p. 73.

⁹³ Moreover, even if the statute is read to provide that DOF shall direct a county auditor, in the current year, to retroactively reduce allocations made in the 1993-1994 fiscal year, the counties have not pled any executive orders made by DOF, and therefore no reimbursable activities are found on the basis of this section.

chapter 211 (SB 1096) does not impose any new mandated activities upon local government within the period of reimbursement of this test claim.

Section 98.02 was amended by Statutes 2004, chapter 211 (SB 1096) to delete former subdivision (j), which required a county auditor to “compute an amount that is equal to 60 percent of the total amount transferred to all qualifying cities pursuant to this section...” There are no new mandated activities imposed by the deletion of this provision. The Commission finds that section 98.02, as amended, does not mandate a new program or higher level of service on counties and is, therefore, denied.

Section 97.77 provides that either an enterprise or nonenterprise special district “shall not pledge...through a bond covenant to pay debt service costs on debt instruments issued by the district, any ad valorem property tax revenue that would otherwise be dedicated to the reduction required by Sections 97.72 and 97.73.” This section, as added by Statutes 2004, chapter 211 (SB 1096), prohibits certain actions by special districts, and does not impose any new mandated activities on counties. Section 97.77, as added, does not mandate a new program or higher level of service on counties and is, therefore, denied.

2. Vehicle License Fee Swap

The VLF Swap requires counties to redirect property taxes from the ERAF, or from school districts and community college districts if the ERAF is insufficient, in order to provide a more stable source of funding for city and county governments. The VLF Swap also provides funding levels that increase with property values in each successive year.⁹⁴

- a. *Revenue and Taxation Code sections 97.70 and 97.76 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats. 2004, ch. 610 (AB 2115))*

Section 97.70 provides that a county auditor shall reduce the total amount of ad valorem property tax otherwise required to be allocated to a county’s ERAF by the countywide VLF adjustment amount.⁹⁵ The section provides also that if, after performing the adjustments and allocations required by section 97.68, “there is not enough ad valorem property tax revenue that is otherwise required to be allocated to a county Educational Revenue Augmentation Fund for the auditor to complete the allocation reduction,” the auditor shall reduce the total amount of ad valorem property tax revenue otherwise required to be allocated to school districts and community college districts in the county, in order to yield the remainder of the countywide VLF adjustment amount. Direct reductions to school districts and community college districts are made in proportion to each district’s share of total ad valorem property tax revenue.⁹⁶ However, direct reductions to school districts and community college districts are prohibited for so-called “basic aid” districts, or those districts for which local revenues are sufficient to fund schools to the level

⁹⁴ Exhibit X, LAO Report, Insufficient ERAF, at p. 7.

⁹⁵ Revenue and Taxation Code section 97.70(a)(1)(A) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

⁹⁶ Revenue and Taxation Code section 97.70(a)(1)(B) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

required by Proposition 98.⁹⁷ The countywide VLF adjustment amount is allocated to the Vehicle License Fee Property Tax Compensation Fund established in the treasury of each county.⁹⁸

The auditor is required to allocate the moneys in the Vehicle License Fee Property Tax Compensation Fund to each city in the county, and to the county or city and county, based on each entity's VLF adjustment amount.⁹⁹ The auditor allocates one-half of the entity's VLF adjustment amount on or before January 31 of each fiscal year, and the other one-half on or before May 31 of each fiscal year.¹⁰⁰ The calculations required to determine the VLF adjustment amounts are as follows:

(1) "Vehicle license fee adjustment amount" for a particular city, county, or a city and county means, subject to an adjustment under paragraph (2) and Section 97.71, all of the following:

(A) For the 2004–05 fiscal year, an amount equal to the difference between the following two amounts:

(i) The estimated total amount of revenue that would have been deposited to the credit of the Motor Vehicle License Fee Account in the Transportation Tax Fund, including any amounts that would have been certified to the Controller by the auditor of the County of Ventura under subdivision (j) of Section 98.02, as that section read on January 1, 2004, for distribution under the law as it read on January 1, 2004, to the county, city and county, or city for the 2004–05 fiscal year if the fee otherwise due under the Vehicle License Fee Law (Pt. 5 (commencing with Section 10701) of Div. 2) was 2 percent of the market value of a vehicle, as specified in Section 10752 and 10752.1 as those sections read on January 1, 2004.

(ii) The estimated total amount of revenue that is required to be distributed from the Motor Vehicle License Fee Account in the Transportation Tax Fund to the county, city and county, and each city in the county for the 2004–05 fiscal year under Section 11005, as that section read on the operative date of the act that amended this clause.

(B) (i) Subject to an adjustment under clause (ii), for the 2005–06 fiscal year, the sum of the following two amounts:

⁹⁷ Revenue and Taxation Code section 97.70(a)(1)(B) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)). See also Revenue and Taxation Code section 95, defining "excess tax school entity," also known as "basic aid" schools or school districts; Exhibit X, LAO Report: Insufficient ERAF, at p. 10 ["...state law does not allow county auditors to shift property taxes from basic aid districts to fund the VLF swap..."].

⁹⁸ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

⁹⁹ Revenue and Taxation Code section 97.70(b)(1) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰⁰ Revenue and Taxation Code section 97.70(b)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

(I) The difference between the following two amounts:

(Ia) The actual total amount of revenue that would have been deposited to the credit of the Motor Vehicle License Fee Account in the Transportation Tax Fund, including any amounts that would have been certified to the Controller by the auditor of the County of Ventura under subdivision (j) of Section 98.02, as that section read on January 1, 2004, for distribution under the law as it read on January 1, 2004, to the county, city and county, or city for the 2004–05 fiscal year if the fee otherwise due under the Vehicle License Fee Law (Part 5 (commencing with Section 10701) of Division 2) was 2 percent of the market value of a vehicle, as specified in Sections 10752 and 10752.1 as those sections read on January 1, 2004.

(Ib) The actual total amount of revenue that was distributed from the Motor Vehicle License Fee Account in the Transportation Tax Fund to the county, city and county, and each city in the county for the 2004–05 fiscal year under Section 11005, as that section read on the operative date of the act that amended this sub-subclause.

(II) The product of the following two amounts:

(IIa) The amount described in subclause (I).

(IIb) The percentage change from the prior fiscal year to the current fiscal year in gross taxable assessed valuation within the jurisdiction of the entity, as reflected in the equalized assessment roll for those fiscal years. For the first fiscal year for which a change in a city’s jurisdictional boundaries first applies, the percentage change in gross taxable assessed valuation from the prior fiscal year to the current fiscal year shall be calculated solely on the basis of the city’s previous jurisdictional boundaries, without regard to the change in that city’s jurisdictional boundaries. For each following fiscal year, the percentage change in gross taxable assessed valuation from the prior fiscal year to the current fiscal year shall be calculated on the basis of the city’s current jurisdictional boundaries.

(ii) The amount described in clause (i) shall be adjusted as follows:

(I) If the amount described in subclause (I) of clause (i) for a particular city, county, or city and county is greater than the amount described in subparagraph (A) for that city, county, or city and county, the amount described in clause (i) shall be increased by an amount equal to this difference.

(II) If the amount described in subclause (I) of clause (i) for a particular city, county, or city and county is less than the amount described in subparagraph (A) for that city, county, or city and county, the amount described in clause (i) shall be decreased by an amount equal to this difference.

(C) For the 2006–07 fiscal year and for each fiscal year thereafter, the sum of the following two amounts:

(i) The vehicle license fee adjustment amount for the prior fiscal year, if Section 97.71 and clause (ii) of subparagraph (B) did not apply for that fiscal year, for that city, county, and city and county.

(ii) The product of the following two amounts:

(I) The amount described in clause (i).

(II) The percentage change from the prior fiscal year to the current fiscal year in gross taxable assessed valuation within the jurisdiction of the entity, as reflected in the equalized assessment roll for those fiscal years. For the first fiscal year for which a change in a city's jurisdictional boundaries first applies, the percentage change in gross taxable assessed valuation from the prior fiscal year to the current fiscal year shall be calculated solely on the basis of the city's previous jurisdictional boundaries, without regard to the change in that city's jurisdictional boundaries. For each following fiscal year, the percentage change in gross taxable assessed valuation from the prior fiscal year to the current fiscal year shall be calculated on the basis of the city's current jurisdictional boundaries.¹⁰¹

The *countywide* VLF adjustment amount is defined as the sum of the VLF adjustment amounts for all entities in the county. On or before June 30 of each fiscal year, the auditor is required to report to the State Controller the VLF adjustment amount for the county and each city in the county for that fiscal year, based on the calculations required in section 97.70(c)(1).¹⁰² However, for the 2004-2005 and 2005-2006 fiscal years, section 97.76 requires the Controller to determine the countywide VLF adjustment amount, and the VLF adjustment amounts for each city and county, as follows:

(a) On or before September 1, 2004, the Controller shall determine the countywide vehicle license fee adjustment amount, as defined in Section 97.70, for the 2004-05 fiscal year and the vehicle license fee adjustment amount, as defined in Section 97.70, for each city, county, and city and county for the 2004-05 fiscal year, and notify the county auditor of these amounts.

(b) On or before September 1, 2005, the Controller shall determine the amount specified in clause (i) of subparagraph (B) of paragraph (1) of subdivision (c) of Section 97.70 for each city, county, and city and county and notify the county auditor of these amounts.¹⁰³

Because the Controller is directed to calculate the adjustment amounts for the 2004-2005 and 2005-2006 fiscal years, the county auditor is only required to perform the above-described calculations under section 97.70(c)(1)(C), for the 2006-2007 fiscal year and after. The claimant requests reimbursement for "[r]eview of the VLF Adjustment amounts determined by the State Controller's Office," but no review is required by the plain language of the statutes. For the 2004-2005 and 2005-2006 fiscal years, the county auditor is only required to make the reductions in amounts identified by the Controller.

¹⁰¹ Revenue and Taxation Code section 97.70(c)(1) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰² Revenue and Taxation Code section 97.70(c)(3) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰³ Revenue and Taxation Code section 97.76 (Stats. 2004, ch. 211 (SB 1096)).

The reductions and shifts of funds described above are mandated, based on the plain language of the statutes. These activities are also new, with respect to prior law. Therefore, the test claim statutes mandate a new program or higher level of service, within the meaning of article XIII B, section 6.

The Commission finds that Revenue and Taxation Code section 97.70, as added by Statutes 2004, chapter 211 (SB 1096), and amended by Statutes 2004, chapter 610 (AB 2115), requires each county to perform the following new activities:

Beginning July 1, 2004:

- Establish a Vehicle License Fee Property Tax Compensation Fund in the treasury of the county.¹⁰⁴ This is a one-time activity, by definition.
- Reduce the total amount of ad valorem property tax otherwise required to be allocated to a county's ERAF by the countywide VLF fee adjustment amount.¹⁰⁵
- If, after performing the adjustments and allocations required by section 97.68, there is not enough ad valorem property tax revenue that is otherwise required to be allocated to a county ERAF for the auditor to complete the allocation reduction, the auditor shall also reduce the total amount of ad valorem property tax revenue otherwise required to be allocated to all school districts and community college districts in the county, to produce the remainder of the countywide VLF adjustment amount. Reductions to school districts and community college districts shall be made in proportion to each district's share of total ad valorem property tax revenue. School districts and community college districts subject to reductions when ERAF moneys are insufficient shall not include any districts that are excess tax school entities, as defined in Revenue and Taxation Code section 95.¹⁰⁶
- Allocate the countywide VLF adjustment amount to the Vehicle License Fee Property Tax Compensation Fund established in the treasury of each county.¹⁰⁷
- Allocate the moneys in the Vehicle License Fee Property Tax Compensation Fund to each city in the county, and to the county or city and county, based on each entity's VLF adjustment amount.¹⁰⁸ Allocate one-half of the entity's VLF adjustment amount on or

¹⁰⁴ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰⁵ Revenue and Taxation Code section 97.70(a)(1)(A) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰⁶ Revenue and Taxation Code section 97.70(a)(1)(B) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰⁷ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹⁰⁸ Revenue and Taxation Code section 97.70(b)(1) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

before January 31 of each fiscal year, and the other one-half on or before May 31 of each fiscal year.¹⁰⁹

- On or before June 30 of each fiscal year, report to the Controller the VLF adjustment amount for the county and each city in the county for that fiscal year.¹¹⁰

Beginning July 1, 2006:

- Calculate each entity's VLF adjustment amount, and the countywide VLF adjustment amount, defined as the sum of the VLF adjustment amounts of all entities in the county, pursuant to section 97.70(c)(1)(C).¹¹¹

This activity includes increasing the prior year's VLF fee adjustment amount for each entity based on the percentage change from the prior fiscal year to the current fiscal year in gross taxable assessed valuation within the jurisdiction of the entity, as reflected in the equalized assessment roll for those fiscal years.

Reimbursement is not required for calculating each entity's VLF adjustment amount for the 2004-2005 and 2005-2006 fiscal years.

- b. Sections 96.81, 98.02, and 97.75, as added or amended by Statutes 2004, chapter 211 (SB 1096), and Statutes 2004, chapter 610 (AB 2115)*

Section 96.81 is also alleged by the claimant to impose reimbursable state-mandated activities; section 96.81 provides as follows:

Notwithstanding any other provision of law, the property tax apportionment factors applied in allocating property tax revenues in a county for which a Controller's audit conducted under Section 12468 of the Government Code between July 1, 1993, and June 30, 2001, determined that an allocation method was required to be adjusted and a reallocation was required for prior fiscal years, are deemed to be correct. However, for the 2001-02 fiscal year and each fiscal year thereafter, property tax apportionment factors applied in allocating property tax revenues in a county described in the preceding sentence shall be determined on the basis of property tax apportionment factors for prior fiscal years that have been fully corrected and adjusted, pursuant to the review and recommendation of the Controller, as would be required in the absence of the preceding sentence.¹¹²

The claimant alleges that this provision requires the counties to "redo property tax apportionment factors applied in allocating property tax revenues in a county based on property tax

¹⁰⁹ Revenue and Taxation Code section 97.70(b)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹¹⁰ Revenue and Taxation Code section 97.70(c)(3) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

¹¹¹ Revenue and Taxation Code section 97.70(c)(1)(C) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)). See also Revenue and Taxation Code section 97.76 (Stats. 2004, ch. 211 (SB 1096)).

¹¹² Exhibit A, Test Claim Filing, at p. 33; Revenue and Taxation Code section 96.81 (Stats. 2004, ch. 211 (SB 1096)).

apportionment factors for prior fiscal years that have been fully corrected and adjusted, pursuant to the review and recommendation of the State Controller’s Office.”¹¹³ But the plain language of the statute belies the existence of any new program or higher level of service. The first sentence above provides for a situation in which apportionment factors applied between 1993 and 2001 are deemed to be correct. The second sentence indicates that for the 2001-2002 fiscal year and after, apportionment factors must be determined on the basis of apportionment factors for prior fiscal year that have been fully corrected and adjusted, “*as would be required in the absence of the preceding sentence.*” The Commission finds that no new mandated activities are imposed by this section; the section only provides for an exception, “deeming” correct the calculation of apportionment factors for prior years.

The claimant also requests reimbursement to “Calculate Unitary Tax Roll in excess of the 2%, beginning with fiscal year 2005-06. Note: AF91 for 2004-05. (See Volume III, pages 15-16).” It is unclear to which of the test claim statutes this activity refers. Moreover, pages 15-16 of Volume III of the claimant’s filing show no connection to any statute or code section, or any narrative explanation of the claimed activity. This activity is therefore denied.

Section 98.02, also pled, addresses a number of special treatments or dispensations for the county of Ventura. This section was amended by Statutes 2004, chapter 211 to delete subdivision (j), which required the auditor to “compute an amount that is equal to 60 percent of the total amount transferred to all qualifying cities pursuant to this section,” and to “certify that amount to the Controller for allocation of funds to the county pursuant to subdivision (a) of Section 11005.” The Commission finds that there are no new mandated activities imposed by the deletion of that subdivision.¹¹⁴

Section 97.75 provides that for the 2004-2005 and 2005-2006 fiscal years, “a county shall not impose a fee, charge, or other levy on a city, nor reduce a city’s allocation of ad valorem property tax revenue, in reimbursement for the services performed by the county under Sections 97.68 and 97.70.” For the 2006-2007 fiscal year and each year thereafter, “a county may impose a fee, charge, or other levy on a city for these services, but the fee, charge, or other levy shall not exceed the actual cost of providing these services.”¹¹⁵ Section 97.68, as discussed in this analysis, constitutes the bulk of the Triple Flip activities required of counties. Section 97.70, as discussed above, details the requirements of the VLF Swap. Section 97.75 provides that a county may levy fees or charges against cities for services provided relating to the Triple Flip and the VLF Swap, but not until the 2006-2007 fiscal year. The Commission finds that section 97.75, as added by Statutes 2004, chapter 211 (SB 1096), does not impose any mandated activities upon local government. However, section 97.75 is analyzed below with respect to whether counties have incurred increased costs mandated by the state.

Accordingly, the Commission finds that Sections 96.81, 98.02, and 97.75, as added or amended by Statutes 2004, chapter 211, and Statutes 2004, chapter 610 do not mandate a new program or higher level of service on counties.

¹¹³ Exhibit A, Test Claim, Volume I, at p. 34.

¹¹⁴ Revenue and Taxation Code section 98.02 (Stats. 2004, ch. 211 (SB 1096)).

¹¹⁵ Revenue and Taxation Code section 97.75 (Stats. 2004, ch. 211 (SB 1096)).

3. Triple Flip Shift

In *City of Alhambra v. County of Los Angeles* the California Supreme Court explains the Triple Flip succinctly as follows:

In 2004, the voters approved Proposition 57, the California Economic Recovery Bond Act, which allowed the state to sell up to \$15 billion in bonds to close the state budget deficit. (Gov. Code, § 99050.) In order to create a dedicated revenue source to guarantee repayment of these bonds without raising taxes, the Legislature had passed already section 97.68, a temporary revenue measure that shifts revenue in a three-stage process known as the “Triple Flip.” (Stats. 2003, 5th Ex.Sess.2003–2004, ch. 2, § 4.1.) In the first “flip,” 0.25 percent of local sales and use tax revenues are diverted to the state for bond repayment. (§§ 97.68, subd. (b)(2), 7203.1, 7204.) In the second “flip,” the lost local sales and use tax revenues are replaced by property tax revenue that would have been placed in the county ERAF but are instead set aside in a Sales and Use Tax Compensation Fund established in each county's treasury. (§ 97.68, subds.(a), (c)(1)-(6).) In the final “flip,” any shortfall to schools caused by the reduction of funds to the county ERAF is compensated out of the state's general fund. This so-called “Triple Flip” is slated to end once the Recovery Act bonds are repaid. (§§ 97.68, subd. (b)(1), 7203.1; Gov. Code, § 99006, subd. (b).)¹¹⁶

- a. Revenue and Taxation Code section 97.68 (added by Stats. 2003, ch. 162; amended by Stats. 2004, ch. 211 (SB 1096)).

Section 97.68 provides that during the “fiscal adjustment period,” the amount otherwise required to be allocated to a county’s ERAF shall be reduced by the county auditor by the “countywide adjustment amount,” and deposited in a “Sales and Use Tax Compensation Fund” (SUTCF) established in the treasury of each county. The funds shifted from ERAF to the SUTCF are then to be back-filled by direct appropriations from the state to school districts and community colleges.¹¹⁷

During the fiscal adjustment period, “in lieu local sales and use tax revenues,” defined as “revenues that are transferred under this section to a county or city from a Sales and Use Tax Compensation Fund or an Educational Revenue Augmentation Fund,” shall be allocated among the county and cities in the county in amounts identified by Finance.¹¹⁸ Finance is required to identify the portion of the countywide adjustment amount to be allocated to each city and to the county, and notify the county auditor of those amounts. Note that the claimant requests reimbursement for “review of the countywide adjustment amounts,”¹¹⁹ but no such review is required by the plain language of the statutes, as discussed below. A county auditor “shall

¹¹⁶ *City of Alhambra v. County of Los Angeles* (2012) 55 Cal.4th 707, at pp. 715-716.

¹¹⁷ Revenue and Taxation Code section 97.68 (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)). See also, Exhibit X, LAO Report, Insufficient ERAF, at p. 5.

¹¹⁸ Revenue and Taxation Code section 97.68(c) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹¹⁹ Exhibit A, Test Claim, Volume I, at p. 31.

allocate one-half of the amount [identified by Finance for each city and for the county] in each January during the fiscal adjustment period and shall allocate the balance of that amount in each May during the fiscal adjustment period.”¹²⁰

At the end of each fiscal year, Finance recalculates the portions of the countywide adjustment amount estimated for the county, and for each city within the county, and notifies the county auditor of the corrected amount.¹²¹ The county auditor then adjusts the allocation to that city or to the county in the following year, either transferring the difference from the SUTCF to the city or county, or reducing the amount otherwise allocated to the city or county and transferring that amount instead to the ERAF. If there are not sufficient funds remaining in the SUTCF to make the required adjustments, the county auditor shall transfer sufficient funds from the ERAF.

The fiscal adjustment period, during which these calculations and adjustments must be made, is defined as beginning in the 2004-2005 fiscal year, and extending until the Director of the Department of Finance notifies the State Board of Equalization that the period is over, and the bonds have been repaid.¹²² That notification is provided for in Government Code 99006. Revenue and Taxation Code section 7203.1 explains also that when the notification provided for in section 99006 of the Government Code is made, the suspension of cities’ and counties’ authority to impose a 0.25% tax rate under Revenue and Taxation Code sections 7202 and 7203 is also ended (the 0.25% tax suspension is the first step of the Triple Flip, and represents the designated revenue stream for repaying the economic recovery bonds). Section 97.68(d) provides that when section 7203.1 “ceases to be operative,” the countywide adjustment amount for the fiscal year in which that occurs is calculated differently, essentially providing for a pro-rata shift, based on the quarter of the fiscal year in which the suspension of sales and use tax authority is ended.¹²³

The activities required of county auditors are mandatory, based on the plain language of the statute. The activities are also new; these shifts were not required under prior law. Finally, the activities required fall uniquely upon local government, except where DOF is required to calculate and identify the amounts to adjust, and recalculate based upon actual sales and use taxes not transmitted in a given fiscal year.¹²⁴ Therefore the activities discussed above impose a mandated new program or higher level of service upon counties, within the meaning of article XIII B, section 6.

¹²⁰ Revenue and Taxation Code section 97.68(c)(2) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹²¹ Revenue and Taxation Code section 97.68(c)(3) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹²² Revenue and Taxation Code section 97.68(a-b) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹²³ Revenue and Taxation Code section 97.68(d) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹²⁴ *E.g.*, Revenue and Taxation Code section 97.68(b)(2); (c)(1) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

The remaining provisions of section 97.68 do not impose activities upon local government, but rather are prohibitive in nature. Section 97.68(e) provides that for the 2005-2006 fiscal year and thereafter, “the amounts determined under subdivision (a) of Section 96.1, or any successor to that provision, *may not reflect* any portion of any property tax revenue allocation required by this section for a preceding fiscal year.” Section 97.68(f) provides that this section “*may not be construed* to do any of the following...” And section 97.68(g) states that existing tax exchange or revenue sharing agreements entered into prior to the operative date of this section shall be deemed to be temporarily modified to account for the reduced revenues. None of these provisions impose mandated activities upon counties, based on the plain language of the statute.

The Commission finds that Revenue and Taxation Code section 97.68, as added by Statutes 2003, chapter 162 (AB 1766), and amended by Statutes 2004, chapter 211 (SB 1096), mandates a new program or higher level of service on counties for the following activities, beginning in the 2004-2005 fiscal year:

- Establish a Sales and Use Tax Compensation Fund in the treasury of the county.¹²⁵ This is a one-time activity, by definition.
- During the fiscal adjustment period, reduce, by the countywide adjustment amount provided by the Department of Finance, the amount otherwise required to be allocated to a county’s ERAF, and deposit that amount in the Sales and Use Tax Compensation Fund.¹²⁶

This section does not require the county to calculate the countywide adjustment amount; the amount is annually estimated by the Department of Finance, pursuant to section 97.68(b)(2), except in a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

- During the fiscal adjustment period, allocate revenues in the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance for each city and for the county. Allocate one half of the amount identified for each city and for the county in each January during the fiscal adjustment period, and one half the amount identified for each city and for the county in each May during the fiscal adjustment period.¹²⁷

This section does not require the county auditor to calculate the portion of the countywide adjustment amount attributable to the county and each city within the county; the amounts are provided by the Department of Finance, pursuant to section 97.68(c)(1), and recalculated after the end of each fiscal year, pursuant to section

¹²⁵ Revenue and Taxation Code section 97.68(a)(2) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹²⁶ Revenue and Taxation Code section 97.68(a-b) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹²⁷ Revenue and Taxation Code section 97.68(c) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

97.68(c)(3), except a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

- If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is greater than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, transfer an amount of ad valorem property tax revenue equal to this difference from the Sales and Use Tax Compensation Fund to that local agency.¹²⁸
- If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is less than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, in the fiscal year following the fiscal year for which the allocation was made, reduce the total amount of ad valorem property tax revenue otherwise allocated to that city or county from the Sales and Use Tax Compensation Fund by an amount equal to this difference and instead allocate this difference to the county ERAF.¹²⁹
- If there is an insufficient amount of moneys in a county's Sales and Use Tax Compensation Fund to make the necessary transfers, transfer from the county ERAF to the Sales and Use Tax Compensation Fund an amount sufficient to make the full amount of these transfers.¹³⁰
- If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on October 1 of any fiscal year:
 - Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county on or before January 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the prior year's *first quarter* sales and use tax revenues transmitted under section 7204; *plus* the difference between 1) the total amount allocated from the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance in the prior year; and 2) the actual amount of sales and use tax not transmitted to all entities in the county for the prior year as a result of the 0.25% suspension of local sales and use tax authority.
 - If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent

¹²⁸ *Ibid.*

¹²⁹ *Ibid.*

¹³⁰ *Ibid.*

suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.

- If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county Educational Revenue Augmentation Fund to that entity the difference between those amounts.¹³¹

Section 97.68(d)(1) does not require the county auditor to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.¹³²

- If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on January 1 of any fiscal year:
 - Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county; one half of the amount on or before January 31 of that fiscal year, and the remaining half of the amount on or before May 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the sales and use tax revenues transmitted under section 7204 for the *first two quarters* of the prior fiscal year as determined by the Board of Equalization and reported to the director on or before that August 15; *plus* the difference between the total amount allocated to all entities in the county in the prior year and the actual amount of sales and use tax not transmitted to all entities in the county for the prior year.
 - If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.

¹³¹ Revenue and Taxation Code section 97.68(d)(1) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹³² Revenue and Taxation Code section 97.68(c)(3); (d)(1)(C)(ii) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

- If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.¹³³

Section 97.68(d)(2) does not require the county auditor to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.¹³⁴

- If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on April 1 of any fiscal year:
 - Reduce the amount otherwise required to be allocated in May of that fiscal year from the Sales and Use Tax Compensation Fund by the amount reported by director representing that portion of the countywide adjustment amount attributable to the estimated sales and use tax revenue losses resulting from the rate suspension applied by section 7203.1 for the fourth quarter of that fiscal year for the county and each city in the county.
 - After May allocations have been made, transfer any moneys remaining in the county Sales and Use Tax Compensation Fund to the county ERAF.
 - If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or

¹³³ Revenue and Taxation Code section 97.68 (d)(2) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹³⁴ Revenue and Taxation Code section 97.68(c)(3); (d)(2)(C)(ii) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.¹³⁵

Section 97.68(d)(3) does not require the county auditor to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.¹³⁶

- If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on July 1 of any fiscal year:
 - If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.¹³⁷

Section 97.68(d)(4) does not require the county auditor to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.¹³⁸

¹³⁵ Revenue and Taxation Code section 97.68(d)(3) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹³⁶ Revenue and Taxation Code section 97.68(c)(3); (d)(3)(C)(ii) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹³⁷ Revenue and Taxation Code section 97.68(d)(4) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

¹³⁸ Revenue and Taxation Code section 97.68(c)(3); (d)(4)(B)(2) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

B. Some of the test claim statutes impose increased costs mandated by the state on counties within the meaning of Government Code section 17514.

Government Code section 17514 provides that “[c]osts mandated by the state’ means any increased costs which a local agency or school district is required to incur after July 1, 1980, as a result of any statute enacted on or after January 1, 1975, or any executive order implementing any statute enacted on or after January 1, 1975, which mandates a new program or higher level of service of an existing program within the meaning of Section 6 of Article XIII B of the California Constitution.” Government Code section 17564 provides that “[n]o claim shall be made pursuant to Sections 17551, 17561, or 17573, nor shall any payment be made on claims submitted pursuant to Sections 17551, or 17561, or pursuant to a legislative determination under Section 17573, unless these claims exceed one thousand dollars.”

The claimant has presented a cost study, based on survey responses of county staff, and including a number of planning, implementation, and administrative duties that LA County identifies as being required by the test claim statutes. Many of the activities for which the claimant has presented cost data are indeed mandated by the plain language of the test claim statutes. For example, establishing new accounts, such as the Vehicle License Fee Property Tax Compensation Fund, and the Sales and Use Tax Compensation Fund, is clearly required by the plain language, as discussed above. Similarly, allocating and adjusting revenues as directed by DOF and SCO, is clearly mandated, as discussed above. However, a number of activities alleged in the cost study, such as “[r]eview of the ‘countywide adjustment amounts’ for the Sales and Use Tax and Vehicle License Fee as submitted by [DOF],” analyze the legislation and conduct training for county departments, or answer questions from other taxing jurisdictions in the county, are not required by the plain language of the test claim statutes. These activities may be reasonably necessary to comply with the mandate, as determined at the parameters and guidelines phase, and will require evidence in the record. That evidence must demonstrate that the alleged reasonably necessary activities are reasonably necessary to implement the reimbursable activities mandated by the test claim statutes and approved in this test claim decision. All alleged costs, however, are included in the cost study provided by the claimant.

The claimant estimates costs to implement the ERAF III, VLF Swap, and Triple Flip for the 2004-2005 and 2005-2006 fiscal years to be \$13,301,018, and \$12,580,829, respectively.¹³⁹ The claimant is only required to allege increased costs of \$1000 and the costs alleged clearly exceed the initial \$1000 requirement.¹⁴⁰

However, further analysis is required to determine if any of the exceptions to “costs mandated by the state” in Government Code section 17556 are applicable.

1. Fee authority authorized by Revenue and Taxation Code section 97.75 applied to mandated activities under the VLF Swap and Triple Flip ends reimbursement for those activities on June 30, 2006, with one exception (Gov. Code, § 17556(d)).

Government Code section 17556 provides, in pertinent part, that the Commission “shall not find” costs mandated by the state, if:

¹³⁹ Exhibit B, Test Claim Volume II, at pp. 6-29.

¹⁴⁰ Government Code section 17564.

The local agency or school district has the authority to levy service charges, fees, or assessments sufficient to pay for the mandated program or increased level of service. This subdivision applies regardless of whether the authority to levy charges, fees, or assessments was enacted or adopted prior to or after the date on which the statute or executive order was enacted or issued.¹⁴¹

The claimant argues that “funding disclaimers are not available to bar recovery of otherwise reimbursable costs.” The claimant cites to Revenue and Taxation Code section 97.75, which specifically bars, for the 2004-2005 and 2005-2006 fiscal years, the imposition of a fee or other levy by a county upon a city, “in reimbursement for the services performed by the county under sections 97.68 and 97.70.”¹⁴² For those years, then, no fees are permitted, with respect to the VLF Swap mandated under section 97.70 or the Triple Flip mandated by section 97.68. The claimant argues:

Here the County has no authority to levy service charges, fees or assessments under the test claim legislation or under other authority. In fact the test claim legislation explicitly prohibits the County from imposing a service charge, fee or assessment to pay for services claimed herein under Revenue and Taxation Code Section 97.75.¹⁴³

However, the same section goes on to state that for fiscal year 2006-2007 and after, “a county *may impose a fee, charge, or other levy on a city for these services,*” not to exceed the actual costs of providing these services.¹⁴⁴ Section 97.75 states, in its entirety:

Notwithstanding any other provision of law, for the 2004–05 and 2005–06 fiscal years, a county shall not impose a fee, charge, or other levy on a city, nor reduce a city’s allocation of ad valorem property tax revenue, in reimbursement for the services performed by the county under Sections 97.68 and 97.70. For the 2006–07 fiscal year and each fiscal year thereafter, a county may impose a fee, charge, or other levy on a city for these services, but the fee, charge, or other levy shall not exceed the actual cost of providing these services.¹⁴⁵

The provision authorizes a county to charge the cities for the costs of performing the “services” required by the Triple Flip and the VLF Swap in 2006-2007 or after, but the section is not clear with respect to what “services” may give rise to costs chargeable against the cities. The California Supreme Court addressed the extent of this fee authority, though on an unrelated claim, in *City of Alhambra, supra*: “we conclude that section 97.75 permits a county to charge cities for only the new, incremental costs associated with a county auditor's services in administering the Triple Flip and VLF Swap.”¹⁴⁶ The court analyzed the term “services,” as used in section 97.75, holding that the provision “merely authorizes counties to demand from

¹⁴¹ Government Code section 17556(d) (Stats. 2010, ch. 719 (SB 856)).

¹⁴² Revenue and Taxation Code section 97.75 (Stats. 2004, ch. 211 (SB 1096)).

¹⁴³ Exhibit A, Test Claim, at p. 125.

¹⁴⁴ *Ibid.*

¹⁴⁵ Revenue and Taxation Code section 97.75 (Stats. 2004, ch. 211 (SB 1096)).

¹⁴⁶ 55 Cal.4th 707, at p. 720.

cities payment for only the actual cost of *administering the Triple Flip and VLF Swap* and nothing more.” Based on the court’s conclusion in *City of Alhambra*, counties are permitted to charge cities for the actual costs of administering the Triple Flip and the VLF Swap, which includes, as discussed above, calculating VLF adjustment amounts, for the county and each city within the county, beginning in fiscal year 2006-2007.¹⁴⁷

In *Connell v. Superior Court*,¹⁴⁸ the court of appeal held that reimbursement was barred where water districts had authority to levy sufficient fees or charges to cover the costs of mandated activities, notwithstanding the districts’ demonstration that such fees were not economically feasible. Similarly, in *Clovis Unified School District v. Chiang*,¹⁴⁹ the court of appeal upheld the Controller’s decision to reduce reimbursement to the extent of authorized fees, whether the community colleges chose to exercise their authority or not. Here, as a matter of law, the counties have the authority to impose a fee or charge upon the cities for the administrative costs of implementing the VLF Swap and the Triple Flip, beginning in the 2006-2007 fiscal year. Given that the administrative costs of the VLF Swap and Triple Flip programs are the only costs alleged in this test claim, and based on the reasoning of *Connell*, and *Clovis*, *supra*, the Commission cannot find costs mandated by the state, in the face of sufficient fee authority, beginning on July 1, 2006 (fiscal year 2006-2007).

The supplemental filing submitted by the claimant continues to stress, relying on section 97.75, that “costs incurred in performing the work necessary to comply with the sections 97.68 and 97.70, for fiscal year 2004-05 and 2005-06 as detailed in Attachment A, are recoverable solely under the subject test claim.”¹⁵⁰ The claimant’s exhibits and submissions,¹⁵¹ as well as the test claim narrative itself,¹⁵² fail to acknowledge the express fee authority provided in the second sentence, and instead focus on the prohibition found in the first sentence, with one exception: the document, “SB 1096 Guidelines,” submitted by the claimant in support of the test claim, acknowledges that in 2006-2007 and after, counties will be authorized to allocate against the cities the costs of administering the VLF Swap and the Triple Flip.¹⁵³ The SB 1096 Guidelines were in part the subject of dispute in *City of Alhambra*, *supra*, but the issue before the court was not *whether* counties could recoup costs of administering the Triple Flip and VLF Swap, but the *method* by which those costs could be recouped.¹⁵⁴

¹⁴⁷ See Revenue and Taxation Code sections 97.70(c)(1), and 97.76, as added or amended by Statutes 2004, chapter 2119 (SB 1096), and Statutes 2004, chapter 610 (AB 2115).

¹⁴⁸ (Cal. Ct. App. 3d Dist. 1997) 59 Cal.App.4th 382.

¹⁴⁹ (Cal. Ct. App. 3d Dist. 2010) 188 Cal.App.4th 794.

¹⁵⁰ Exhibit F, Claimant’s Supplemental Filing on Fee Information, at p. 2.

¹⁵¹ See, e.g., Declaration of Kelvin Aikens, Exhibit B, Volume II-Declarations, at p. 5; Declaration of Darlene Hoang, Exhibit B, Volume II-Declarations, at p. 33.

¹⁵² Exhibit A, Test Claim, at pp. 11-12.

¹⁵³ See “SB 1096 Guidelines,” authored by the Accounting Standards Committee of the California State Association of Auditors, Exhibit D, Volume IV Documentation, at p. 117.

¹⁵⁴ 55 Cal.4th at pp. 718-720.

But in this context the case of the City and County of San Francisco demands a different result. Where in *Connell* the water districts were authorized to charge users to cover the costs of mandated activities, and in *Clovis* the community college districts were authorized to charge students, up to a certain amount, for their health services, here the counties are authorized to charge cities for the administrative costs of the VLF Swap and the Triple Flip. For all other cities that authority is sufficient to offset the costs of the mandate, and leads to a conclusion that no increased costs are incurred. This is so because, article XIII B, section 6 is intended to protect the tax revenues of the local government;¹⁵⁵ if a source of revenue other than the local proceeds of taxes is available to cover the costs of the mandate, reimbursement must either be denied (*Connell, supra*), or offset to the extent of the available revenue (*Clovis, supra*). Here, while the City and County of San Francisco is required to perform the reductions and transfers under sections 97.70 and 97.68, just as is every other county, the City and County of San Francisco is one consolidated local government with no separate or subordinate city government upon which to levy a fee or charge; the county would in effect be charging itself, which cannot logically be characterized as anything other than the proceeds of local taxes.^{156,157}

Similarly, in *City of San Jose*,¹⁵⁸ counties were authorized to charge cities and school districts for the costs of booking suspects into the county jail who were arrested within the jurisdiction of the cities or school districts. The court held that cities were not eligible for reimbursement of costs shifted from one local entity to another in this manner, because the charges were not costs mandated by the state, but imposed by another local government entity. But the City and County of San Francisco, *acting as a county*, could not, and logically would not, have availed itself of the authority to charge the city for booking arrestees under those statutes, because the jurisdiction of the City and County is one and the same. Therefore the City of San Francisco would not have incurred costs under that statute, as did the City of San Jose.

In the context of the statutes addressed in *City of San Jose, supra*, the City of San Francisco would not have incurred costs exacted by the County, because the jurisdiction of local law enforcement and the courts is unified. In the context of the statutes addressed in *Connell, supra*, there was a subordinate entity that the districts were empowered to charge, to generate offsetting revenues in the form of fees. And, in the context of *Clovis, supra*, there was a “user” that the community college districts were authorized to charge. Here, there is no subordinate entity for

¹⁵⁵ See *County of Fresno v. State of California* (1991) 53 Cal.3d 482, at p. 487.

¹⁵⁶ *County of Fresno, supra*, at p. 487 [Section 17556 “effectively construes the term ‘costs’ in the constitutional provision as excluding expenses that are recoverable from sources other than taxes.”]

¹⁵⁷ See Government Code section 23138, defining the boundaries of San Francisco city and county. See also San Francisco Administrative Code, section 2.1-1 [“The powers of the City and County, except the powers reserved to the people or delegated to other officials, boards or commissions by the Charter, shall be vested in the Board of Supervisors and shall be exercised as provided in the Charter. [¶]The exercise of all rights and powers of the City and County when not prescribed in the Charter shall be as provided by ordinance or resolution of the Board of Supervisors.”] (Ordinance 65-13, File No. 130018, approved April 17, 2013, effective May 17, 2013.)

¹⁵⁸ *City of San Jose v. State of California* (Cal. Ct. App. 6th Dist. 1996) 45 Cal.App.4th 1802.

the City and County of San Francisco to impose the charges upon; and the City and County is mandated to incur the same costs as other counties.

Therefore the Commission finds that section 17556(d) does not bar the Commission from finding costs mandated by the state in fiscal year 2006-2007 and after, within the meaning of Government Code section 17514, *for the City and County of San Francisco only*. As for all other counties, section 97.75 provides for sufficient fee authority to cover the costs of mandated activities beginning in fiscal year 2006-2007, and therefore no costs mandated by the state may be found after June 30, 2006. Thus reimbursement is required for the City and County of San Francisco beginning in the 2004-2005 fiscal year, and continuing for each fiscal year that the City and County can show increased costs. For all other counties, reimbursement is required only for the 2004-2005 and 2005-2006 fiscal years for the administrative activities required by sections 97.68 and 97.70.

2. There is no evidence of offsetting savings or revenues to pay for the program pursuant to Government Code section 17556(e)

Section 17556(e) provides that the Commission shall not find costs mandated by the state if:

The statute, executive order, or an appropriation in a Budget Act or other bill provides for offsetting savings to local agencies or school districts that result in no net costs to the local agencies or school districts, or includes additional revenue that was specifically intended to fund the costs of the state mandate in an amount sufficient to fund the cost of the state mandate. This subdivision applies regardless of whether a statute, executive order, or appropriation in the Budget Act or other bill that either provides for offsetting savings that result in no net costs or provides for additional revenue specifically intended to fund the costs of the state mandate in an amount sufficient to fund the cost of the state mandate was enacted or adopted prior to or after the date on which the statute or executive order was enacted or issued.¹⁵⁹

The claimant asserts that section 17556(e) does not bar reimbursement of this test claim, as follows:

No offsetting savings to local agencies or school districts were provided. Further, no revenue that was specifically intended to fund the costs of the State mandates claimed herein was provided. In this regard, no dedicated State, federal, local, or other non-local funds was available to implement the test claim legislation.¹⁶⁰

There is nothing in the plain language of the test claim statutes, or of any other law revealed in the record, that provides offsetting savings, or additional revenue specifically intended to fund the costs of the mandated activities. The Commission finds that section 17556(e) does not bar reimbursement.

3. The voter initiative exception to reimbursement in Government Code section 17556(f) does not apply

¹⁵⁹ Government Code section 17556(e) (Stats. 2010, ch. 719 (SB 856)).

¹⁶⁰ Exhibit A, Test Claim, at p. 126.

The claimant notes that Propositions 1A and 57 are both potentially relevant to this claim, but argues that neither Proposition 1A, nor Proposition 57, is sufficiently related to the ERAF or VLF shifting provisions of the test claim statutes.¹⁶¹ The claimant argues that section 17556(f) is not applicable, as follows:

Prop 1A guarantees 0.65% VLF rate to cities and counties. The VLF/property tax Swap is statutory and is not referred to in any way by Proposition 1A. There's nothing in Proposition 1A that otherwise contemplates, refers to, or obliquely references ERAF III. While Proposition 1A does reference the triple flip, it only prohibits the Legislature from extending the triple flip beyond the date on which it terminates according to the existing statute (the day the fiscal recovery bonds are paid off). However, the triple flip is not “reasonably within the scope of” Proposition 1A simply because the same subject matter is referenced.

Proposition 57 added Government Code section 99072(c) which pledges revenues raised from the additional 1/4 cent sales tax to the “Fiscal Recovery Fund” to pay off the fiscal recovery bond. Section 99072(c), however, it is [*sic*] not part of the test claim legislation. Further, there is nothing in Prop 57 which indicates that the additional 1/4 cent sales tax, requiring a “triple flip”, [*sic*] is "necessary to implement Prop 57.[”]

With respect to whether “triple flip” is “reasonably within the scope of” Proposition 57, the test claim legislation goes far beyond any bond financing scheme envisioned by the framers of Prop 57. In this regard, the Senate Floor Analysis of SB 1096, included herein in Volume II, page 157, indicates that SB 1096 “contains legislative findings and declarations that this entire measure [including the “triple flip”] is a comprehensive revision to local government finances ...”, [*sic*] not encompassed by Prop 57.

Further, SB 1096 was not affected by Proposition 65 either. Prop 65 was not approved by the voters in the November 2, 2004 general election and, accordingly, is also not applicable here.

Therefore, the ballot initiative funding disclaimer set forth in Government Code Section 17556 (f) does not bar the recovery of ‘costs mandated by the state’, [*sic*] as defined in Government Code Section 17514.¹⁶²

Section 17556(f) provides that the Commission shall not find costs mandated by the state if:

The statute or executive order imposes duties that are necessary to implement, or are expressly included in, a ballot measure approved by the voters in a statewide or local election. This subdivision applies regardless of whether the statute or

¹⁶¹ Exhibit A, Test Claim, at pp. 12, Fn 3.

¹⁶² Exhibit A, Test Claim, at pp. 125-126 [As noted above, at the time this test claim was filed, section 17556(f) prohibited a finding of costs if the test claim statute imposed duties “necessary to implement, reasonably within the scope of, or expressly included in” a ballot measure.].

executive order was enacted or adopted prior to or after the date on which the ballot measure was approved by the voters.¹⁶³

California School Boards Association v. State of California (CSBA I) makes clear that the statutory exclusion from reimbursement contained in the first sentence is consistent with the subvention requirements of article XIII B, section 6.¹⁶⁴ The court in *CSBA I* reasoned that the subvention requirement applies to mandates imposed by the Legislature, not by the voters; the voters' powers of initiative and referendum are reserved powers, and not vested in the Legislature, and are therefore not limited by article XIII B, section 6. *CSBA I* holds that the reimbursement requirement applies only to state-mandated costs, not costs incurred by way of "the people acting pursuant to the power of initiative."¹⁶⁵

"Having established that costs imposed on local governments by ballot measure mandates need not be reimbursed by the state," and thus approving the statutory exclusion to the extent of statutes "expressly included in" a ballot measure, the court considered also whether activities embodied in a test claim statute that are "necessary to implement" a voter-enacted ballot measure are subject to reimbursement. In *San Diego Unified School District v. Commission on State Mandates*, costs that were incidental to a federal mandate were not reimbursable under section 17556(c), because those costs were imposed under Education Code provisions "adopted to implement a federal due process mandate." The *CSBA I* court concluded that "[t]he language of [section 17556(f)] relieving the State of the obligation to reimburse a local government for duties 'necessary to implement' a ballot measure is *unobjectionable* because it corresponds to the Supreme Court's holding in *San Diego Unified* that state statutes codifying federal mandates are not reimbursable."^{166,167} The court also held that the "necessary to implement" test of section 17556(f) should be strictly construed; that the language was actually *narrower* than the "adopted to implement" language regarding federal mandates, approved in *San Diego Unified*.¹⁶⁸ The court at the same time struck down, as being overbroad, the "reasonably within the scope of" language also provided in subdivision (f), and the Legislature amended the code section the following year to excise the offending language.¹⁶⁹

¹⁶³ Government Code section 17556(f) (Stats. 2010, ch. 719, (SB 856)).

¹⁶⁴ *California School Boards Association v. State of California (CSBA I)* (Cal. Ct. App. 3d Dist. 2009) 171 Cal.App.4th 1183, 1206-1207; 1210.

¹⁶⁵ *Ibid.*

¹⁶⁶ *San Diego Unified, supra*, (2004) 33 Cal.4th 859.

¹⁶⁷ *California School Boards Association v. State (CSBA I)* (Cal. Ct. App. 3d Dist. 2009) 171 Cal.App.4th 1183, at p. 1213 [emphasis added].

¹⁶⁸ *Ibid.*

¹⁶⁹ Government Code section 17556(f) (Stats. 2010, ch. 719 (SB 856) [amended to remove "reasonably within the scope of," as an alternative test to "expressly included in," or "necessary to implement," consistent with the court's decision in *CSBA I, supra*]). Note that the test claim invokes the "reasonably within the scope of" language, which was still in force at the time of filing.

Section 17556(f) also states that the rule “applies regardless of whether the statute or executive order was adopted prior to or after the date on which the statute or executive order was enacted or issued.” This provision, like the “reasonably within the scope of,” and “necessary to implement” tests, first appeared in section 17556 in 2005.¹⁷⁰ This last provision, stating that the order of enactment is not material to the analysis under section 17556(f), has not yet been determined in the courts.¹⁷¹ However, the Commission must presume that the statutes enacted by the Legislature are constitutional,¹⁷² and therefore if a voter-enacted ballot initiative embracing the same subject matter were to be enacted either before or after a test claim statute, an analysis under section 17556(f) would be in order.

Despite the claimant’s protestations that Propositions 1A and 57 have no bearing on the test claim statutes, the following analysis will show that there is indeed a connection, and that the propositions in question embraced much of the same subject matter. However, the analysis ultimately concludes that reimbursement is not barred by section 17556(f), because the test claim statutes do not impose duties *expressly included in or necessary to implement* the ballot measures in question.

a. Proposition 57 and the Triple Flip

On August 2, 2003, the Governor signed into law a bond repayment mechanism now known as the Triple Flip. Section 97.68 required a county auditor to reduce and shift funds from the county’s ERAF to the Sales and Use Tax Compensation Fund, as discussed above, and to allocate the moneys in the SUTCF to cities and counties, “to reimburse these entities for local tax revenue losses resulting from a specified statute, as provided.” The “specified statute” was Statutes 2003-2004, 1st Extraordinary Session, chapter 13 (AB 1X7), in which the Legislature suspended the sales and use tax authority of local government in order to repay recovery bonds authorized by the Legislature.¹⁷³ That statute was challenged in the courts, and no bonds were issued.¹⁷⁴

¹⁷⁰ As discussed above, the “reasonably within the scope of” test has been disapproved by the courts and removed from the code; compare Statutes 2004, chapter 895 (AB 2855) to Statutes 2005, chapter 72 (AB 138).

¹⁷¹ The constitutionality of Government Code sections 17570, in conjunction with the amendments to section 17556, is being challenged in *California School Boards Assoc., et al. v. State of California, Commission on State Mandates, John Chiang, as State Controller, and Ana Matosantos, as Director of the Department of Finance*, Alameda County Superior Court, Case No. RG11554698.

¹⁷² *California School Boards Association v. State of California, (CSBA II)* (Cal. Ct. App. 4th Dist. 2011) 192 Cal.App.4th 770, 795; *Porter v. City of Riverside* (1968) 261 Cal.App.2d 832, 837.

¹⁷³ Exhibit X, AB 1766 Bill Analysis, at p. 1. See also Government Code section 99006; Revenue and Taxation Code section 7203.1 (Stats. 2003-2004, 1st Ex. Sess., ch. 13 (AB 1X7)) [repealed and replaced by Stats. 2003-2004, 5th Ex. Sess., ch. 2 (AB 5X9)].

¹⁷⁴ Exhibit X, Voter Information Guide, Supplemental, March 2, 2004, at p. 7.

In December 2003, the Legislature passed, in the 5th extraordinary session, a bill repealing and adding provisions of the Government Code and the Revenue and Taxation Code, relating to fiscal recovery financing: AB5X 9. Additions to the Government Code included section 99050 et seq., which provided authority to issue more bonds, raising greater revenues, to address the state's mounting budget shortfall; the bond provisions were contingent on voter approval at the March 2004 primary election. AB5X 9 also repealed and reenacted section 7203.1 of the Revenue and Taxation Code, which provides for repayment of the deficit financing bonds created by section 99050 et seq., by suspending, until the bonds are repaid, a portion of local governments' authority to impose sales and use taxes, and redirecting funds that would otherwise be raised by those sales and use taxes to repay the bonds. The earlier bond repayment scheme had called for a one-half percent reduction of sales and use tax authority; the later provisions called for a one-quarter percent reduction.¹⁷⁵ AB 5X9 also repealed and reenacted section 97.68 of the Revenue and Taxation Code, which, as discussed above, requires redirecting property tax revenues otherwise required to be allocated to the ERAF, and distributing those to the counties and cities, to make up for the lost sales and use tax revenue.¹⁷⁶ Section 97.68 was amended by AB 5X9 to incorporate subdivision (g), stating that existing tax exchange or revenue sharing agreements involving local agencies would be deemed modified to account for the reduced revenues; the earlier statute had contained similar language in the uncodified section of the bill.^{177,178} However, AB 5X9 did not add any new *activities* to be performed by local government and so was not pled in this test claim.

In March 2004 the voters passed Propositions 57 and 58, adopting both the economic recovery bond and the Balanced Budget Act, which, according to the ballot materials, were each contingent upon the other being adopted.¹⁷⁹ The adoption of Propositions 57 and 58 also made sections 7203.1 and 97.68 of the Revenue and Taxation Code operative, pursuant to section 8 of AB5X 9, thus providing for a steady stream of revenue to repay the bonds.

On August 5, 2004, the Legislature enacted Statutes 2004, chapter 211 (SB 1096), which amended section 97.68 by adding a new subdivision (d). The former provision simply provided:

¹⁷⁵ Compare Revenue and Taxation Code section 7203.1 (Stats. 2003-2004, 1st Ex. Sess., ch. 13 (AB 1X7)) with Revenue and Taxation Code section 7203.1 (Stats. 2003-2004, 5th Ex. Sess., ch. 2 (AB 5X9)).

¹⁷⁶ Revenue and Taxation Code section 97.68 (Stats. 2003-2004, 5th Ex. Sess., ch. 2 (AB 5X9)).

¹⁷⁷ See Statutes 2003, ch. 162 (AB 1766) section 2.

¹⁷⁸ The repeal and reenactment of the Triple Flip had no effect on the underlying law with respect to mandates. See *In re Dapper*, 71 Cal.2d 184, at p. 189, citing *Sobey v. Molony*, 40 Cal.App.2d, 381, at p. 385 ["When a statute, although new in form, re-enacts an older statute without substantial change, even though it repeals the older statute, the new statute is but a continuation of the old. There is no break in the continuous operation of the old statute, and no abatement of any of the legal consequences of acts done under the old statute."]

¹⁷⁹ See Exhibit X, Voter Guide, Supplemental, March 2, 2004 Primary Election, at p. 10 ["The California Economic Recovery Bond Act will not take effect unless voters approve the California Balanced Budget Act, which PROHIBITS BORROWING TO PAY DEFICITS ever again and requires enactment of a BALANCED BUDGET."].

(d)(1) If Section 7203.1 ceases to be operative during any calendar quarter that is not the calendar quarter in which the fiscal year begins, the excess amount, as defined in paragraph (2), of the county and each city in the county shall be reallocated from each of those local agencies to the Educational Revenue Augmentation Fund.

(2) For purposes of this subdivision, “excess amount” means the product of both of the following:

(A) The total amount of ad valorem property tax revenue allocated to that local agency pursuant to paragraph (2) of subdivision (c).

(B) That percentage of the fiscal year in which Section 7203.1 is not operative.

Amended subdivision (d) provides for a specific calculation of the countywide adjustment amount in the final year of the fiscal adjustment period, depending on the quarter of the fiscal year in which the bonds are repaid and the suspension of sales and use tax authority is ended. Because amended subdivision (d) provides for an alternative calculation of the countywide adjustment amount, several other provisions of section 97.68 were amended to read, “except as otherwise provided in subdivision (d).”¹⁸⁰

Statutes 2004, chapter 211 (SB 1096) also amended sections 97.31 and 98.02 of the Revenue and Taxation Code, and added sections 96.81, 97.70, 97.71, 97.72, 97.73, 97.74, 97.75, 97.76, and 97.77 to the Revenue and Taxation Code, and 33681.12, 33681.13, and 33681.14 to the Health and Safety Code. These added sections address the swap of VLF revenues otherwise allocated to the ERAF to cities and counties, and the ERAF III shift, from cities, counties, cities and counties, redevelopment agencies, and special districts. Neither of those programs is directly relevant to the deficit financing bond created by AB5X 9, and enacted by the voters in Proposition 57.

Section 17556(f) only bars reimbursement of mandated increased costs where the mandate imposes duties expressly included in or necessary to implement a voter-enacted ballot measure. As discussed above, the “necessary to implement” test is interpreted very narrowly by the courts. Here, the economic recovery bonds adopted by the voters in Proposition 57 arguably precipitated the Triple Flip, and the ERAF III shift, and perhaps even the VLF Swap. And furthermore, the Triple Flip in particular would not have been made effective without the voters’ action. However, there are any number of methods or means that the Legislature *might have chosen* to repay the recovery bonds, and neither the Triple Flip, nor the other two programs, were expressly included in Proposition 57, or “necessary” to implement Proposition 57.¹⁸¹ Clearly, when Proposition 57 was put before the voters the Legislature had already chosen its preferred solution to repay the bond, if authorized: the Triple Flip had already been put in place; but in no event can it be argued that the Triple Flip was “necessary to implement” the ballot measure, because the ballot measure only approved the state entering into debt to address a then-existing budget shortfall. The ballot measure did not compel any particular method or means by which the debt would be repaid. The Voter Information Guide may be argued to have hinted at the Triple Flip: “[t]he repayment of the bond would result in annual General Fund costs equivalent to one-

¹⁸⁰ Revenue and Taxation Code section 97.68 (as amended by Statutes 2004, chapter 211 (SB 1096)).

¹⁸¹ See *CSBA I, supra* [“necessary to implement” test strictly construed].

quarter cent of California’s sales tax revenues,”¹⁸² but that statement does not require the reduction of local sales and use tax authority as a means to repay the bonds. Moreover, the oblique reference to “costs equivalent to one-quarter cent” of sales tax revenues, even if it could be argued to make necessary a reduction of local revenue such as imposed by Revenue and Taxation Code section 7203.1, falls short of *requiring* the “elaborate provisions,” and the “many accounting functions not previously required,” which were envisioned by the Legislature to reimburse local government for the tax revenue lost.¹⁸³

b. Proposition 1A, and The Triple Flip, ERAF III, and VLF Swap

On November 2, 2004, the voters adopted Proposition 1A. Proposition 1A was intended, according to the ballot pamphlet materials, to restrict the Legislature’s ability to manipulate local revenues. The Voter Information Guide explains that Proposition 1A “amends the State Constitution to significantly reduce the state’s authority over major local government revenue sources.” The “major local government revenue sources” include local sales taxes, property taxes, and the VLF. Proposition 1A:

- 1) [P]rohibits the state from: reducing any local sales tax rate, limiting existing local government authority to levy a sales tax rate, or changing the allocation of local sales tax revenues...
- 2) [G]enerally prohibits the state from shifting to schools or community colleges any share of property tax revenues allocated to local governments for any fiscal year under the laws in effect as of November 3, 2004...[and]...
- 3) If the state reduces the VLF rate below its current level, the measure requires the state to provide local governments with equal replacement revenues.¹⁸⁴

Proposition 1A added article XIII, section 25.5 of the California Constitution, to provide that “[o]n or after November 3, 2004, the Legislature shall not enact a statute to do any of the following:”

(1)(A) Except as otherwise provided in subparagraph (B), modify the manner in which ad valorem property tax revenues are allocated in accordance with subdivision (a) of Section 1 of Article XIII A so as to reduce for any fiscal year the percentage of the total amount of ad valorem property tax revenues in a county that is allocated among all of the local agencies in that county below the percentage of the total amount of those revenues that would be allocated among those agencies for the same fiscal year under the statutes in effect on November 3, 2004. ¶...¶

(2)(A) Except as otherwise provided in subparagraphs (B) and (C), restrict the authority of a city, county, or city and county to impose a tax rate under, or change the method of distributing revenues derived under, the Bradley–Burns Uniform Local Sales and Use Tax Law set forth in Part 1.5 (commencing with

¹⁸² Exhibit X, Voter Information Guide, Supplemental, March 2, 2004 Primary Election.

¹⁸³ See Exhibit A, Test Claim, at p. 17.

¹⁸⁴ Exhibit X, Voter Information Guide, Supplemental, November 5, 2004, General Election at p. 6.

Section 7200) of Division 2 of the Revenue and Taxation Code, as that law read on November 3, 2004. ¶...¶

(3) Except as otherwise provided in subparagraph (C) of paragraph (2), change for any fiscal year the pro rata shares in which ad valorem property tax revenues are allocated among local agencies in a county other than pursuant to a bill passed in each house of the Legislature by roll call vote entered in the journal, two-thirds of the membership concurring.

(4) Extend beyond the revenue exchange period, as defined in Section 7203.1 of the Revenue and Taxation Code as that section read on November 3, 2004, the suspension of the authority, set forth in that section on that date, of a city, county, or city and county to impose a sales and use tax rate under the Bradley–Burns Uniform Local Sales and Use Tax Law.

(5) Reduce, during any period in which the rate authority suspension described in paragraph (4) is operative, the payments to a city, county, or city and county that are required by Section 97.68 of the Revenue and Taxation Code, as that section read on November 3, 2004.

(6) Restrict the authority of a local entity to impose a transactions and use tax rate in accordance with the Transactions and Use Tax Law (Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code), or change the method for distributing revenues derived under a transaction and use tax rate imposed under that law, as it read on November 3, 2004.¹⁸⁵

This amendment clearly implicates the Triple Flip, imposed by section 97.68, and the suspension of the Sales and Use Tax intended to finance the economic recovery bonds, and prohibits the state from further “modifying” the allocation of ad valorem property tax revenues, thus implicating the ERAF shifts. Furthermore, as noted above, the fact that Proposition 1A was adopted after the test claim statutes does not bar an analysis under section 17556(f).

However, the limitations expressed in Proposition 1A are expressly prospective, and therefore cannot have retroactive effect on the programs and activities imposed by Statutes 2003, chapter 162, Statutes 2004, chapter 211 (SB 1096), and Statutes 2004, chapter 610 (AB 2115), all of which were in effect prior to November 3, 2004. Furthermore, with respect to the analysis under section 17556(f), the test claim statutes creating the Triple Flip and the VLF Swap cannot be said to be expressly included in or necessary to implement Proposition 1A, not least because Proposition 1A is intended specifically and explicitly to *prohibit* future manipulations of local revenue such as those embodied in the test claim statute, on or after November 3, 2004. As discussed, Proposition 1A was meant to curb the Legislature’s authority to implement this sort of manipulation of tax revenues *in the future*, and therefore section 17556(f) does not bar reimbursement of the test claim statutes for which mandated activities are found above.

¹⁸⁵ California Constitution, article XIII, section 25.5 (added, Proposition 1A, November 2, 2004, effective November 3, 2004).

c. Proposition 65

Proposition 65 was on the November 2, 2004 ballot as an alternative to Proposition 1A, and was expressly made null and void if Proposition 1A were to pass, which it did. The Voter Information Guide stated as follows:

Proposition 65 on this ballot contains similar provisions affecting local government finance and mandates. (The nearby box provides information on the major similarities and differences between these measures.) Proposition 1A specifically states that if it and Proposition 65 are approved and Proposition 1A receives more yes votes, none of the provisions of Proposition 65 will go into effect.

None of the provisions of Proposition 65 went into effect, pursuant to the results of the November 2, 2004 election. Only a *voter-enacted* ballot measure requires an analysis under section 17556(f). Therefore section 17556(f) is not applicable.

V. Conclusion

The Commission finds that Revenue and Taxation Code sections 97.71, 97.72, 97.73, 97.70, and 97.68, as added or amended by Statutes 2003, chapter 162 (AB 1766); Statutes 2004, chapter 211 (SB 1096); and Statutes 20004, chapter 610 (AB 2115) and Health and Safety Code sections 33681.12, 33681.13, 33681.14, and 33681.15, as added or amended by Statutes 2004, chapter 211 (SB 1096) and Statutes 2004, chapter 610 (AB 2115), impose a reimbursable state-mandated program within the meaning of article XIII B, section 6 of the California Constitution for the activities listed below:

A. ERAF III Shift

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties beginning in the 2004-2005 fiscal year.

1. ERAF Shift from Counties and Cities

For 2004-2005 and 2005-2006 fiscal years only:

- a. Reduce revenue otherwise required to be allocated to each county by the amounts listed in Revenue and Taxation Code section 97.71(a)(1), and deposit that amount in the county's ERAF.¹⁸⁶
- b. Reduce revenue otherwise required to be allocated to a city and county by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county's ERAF.¹⁸⁷
- c. Reduce revenue otherwise required to be allocated to each city within the county by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county's ERAF.¹⁸⁸

¹⁸⁶ Revenue and Taxation Code section 97.71(a)(1); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁸⁷ Revenue and Taxation Code section 97.71(b); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

Beginning July 1, 2004

- a. Where applicable, accept from a city, in lieu of reduction of that city's revenues, an amount equal to the required reduction, and deposit those moneys in the county's ERAF.¹⁸⁹

Reimbursement is not required for calculating the amounts of revenue otherwise required to be allocated to a city, county, or city and county, which must be reduced and deposited in the county ERAF.¹⁹⁰

2. ERAF Shift from Special Districts

For fiscal years 2004-2005 and 2005-2006 only:

- a. Reduce the amount of ad valorem property tax otherwise required to be allocated to an enterprise special district, including an enterprise special district located in more than one county, in amounts determined by the Controller and received from the Director of Finance, for each enterprise special district in the county.¹⁹¹
- b. Deposit the amounts reduced from each enterprise special district in the county's ERAF.¹⁹²
- c. Reduce the amount of ad valorem property tax otherwise required to be allocated to a nonenterprise special district, including a nonenterprise special district located in more than one county, in amounts determined by the Controller for each special district in each county.¹⁹³
- d. Deposit the amounts reduced from each nonenterprise special district in the county's ERAF.¹⁹⁴

Reimbursement is not required for calculating the amounts of ad valorem property tax otherwise required to be allocated to an enterprise or nonenterprise special district which must be reduced and deposited in the county ERAF.¹⁹⁵

¹⁸⁸ Revenue and Taxation Code section 97.71(c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁸⁹ Revenue and Taxation Code section 97.71(b)(5) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁹⁰ Revenue and Taxation Code section 97.71(a)(1); (b)(3) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁹¹ Revenue and Taxation Code section 97.72(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁹² Revenue and Taxation Code section 97.72(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁹³ Revenue and Taxation Code section 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁹⁴ Revenue and Taxation Code section 97.73(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

3. ERAF Shift from Redevelopment Agencies, For fiscal years 2004-2005 and 2005-2006 only:
- a. Receive funds directly from a redevelopment agency in the amount identified by the Director of Finance, and deposit those funds in the county's ERAF.¹⁹⁶
 - b. Receive from the legislative body of the community associated with a redevelopment agency by March 1 of the applicable fiscal year, a report as to how the redevelopment agency intends to secure the funds required to be transferred to the county.¹⁹⁷
 - c. If a redevelopment agency fails to transmit the full amount of funds required by Section 33681.12, is precluded by court order from transmitting that amount, or is otherwise unable to meet its full obligation pursuant to section 33681.12 the county auditor, by no later than May 15 of the applicable fiscal year, shall transfer any amount necessary to meet the obligations determined under section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with Section 95) of the Revenue and Taxation Code.¹⁹⁸
 - d. If the legislative body of the community associated with a redevelopment agency, pursuant to Section 33681.12(d), reported to the county auditor that it intended to remit the amount required on behalf of the redevelopment agency and the legislative body fails to transmit the full amount as authorized by section 33681.12 by May 10 of the applicable fiscal year: the county auditor shall, no later than May 15 of the applicable fiscal year, transfer an amount necessary to meet the redevelopment agency's obligation pursuant to section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with Section 95) of the Revenue and Taxation Code. If the amount of the legislative body's allocations are not sufficient to meet the redevelopment agency's obligation pursuant to section 33681.12, the county auditor shall transfer an additional amount necessary to meet the redevelopment agency's obligation from the property tax increment revenue apportioned to the redevelopment agency pursuant to Section 33670, provided that no moneys allocated to the agency's Low and Moderate Income Housing Fund shall be used for this purpose.¹⁹⁹

¹⁹⁵ Revenue and Taxation Code sections 97.72(a)(2); 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁹⁶ Health and Safety Code section 33681.12(a)(1) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

¹⁹⁷ Health and Safety Code section 33681.12(d) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

¹⁹⁸ Health and Safety Code section 33681.13(e) (added by Stats. 2004, ch. 211 (SB 1096)

¹⁹⁹ Health and Safety Code section 33681.14(c) (added by Stats. 2004, ch. 211 (SB 1096)).

Reimbursement is not required to calculate the amount of moneys to be remitted to the county auditor by a redevelopment agency.²⁰⁰

4. ERAF Shift from Redevelopment Agencies, Beginning July 1, 2004:

- a. If a redevelopment agency enters into an agreement with an authorized issuer, as defined, pursuant to section 33681.15, in order to obtain a loan, financed by bonds, to make the payment required by section 33681.12 to the county auditor for deposit in the county's ERAF, the county auditor shall receive a schedule of payments for that loan. And in the event the redevelopment agency fails to timely repay the loan in accordance with the schedule, the county auditor shall receive notification from the trustee for the bonds of the amount that is past due. The county auditor shall then reallocate funds from the legislative body of the community associated with a redevelopment agency and shall pay to the authorized issuer, on behalf of the redevelopment agency, the past due amount on the loan from the first available proceeds of the property tax allocation that would otherwise be transferred to the legislative body pursuant to Chapter 6 (commencing with Section 95) of Part 0.5 of Division 1 of the Revenue and Taxation Code. This transfer shall be deemed a reallocation of the property tax revenue from the legislative body to the agency for the purpose of payment of the loan, and not as a payment by the legislative body on the loan.²⁰¹

B. Vehicle License Fee Swap

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties for the 2004-2005 and 2005-2006 fiscal years, and for the City and County of San Francisco ONLY, in the 2006-2007 fiscal year and after.

1. Establish a Vehicle License Fee Property Tax Compensation Fund in the treasury of the county.²⁰² This is a one-time activity, by definition.
2. Reduce the total amount of ad valorem property tax otherwise required to be allocated to a county's ERAF by the countywide vehicle license fee adjustment amount.²⁰³
3. If, after performing the adjustments and allocations required by section 97.68, there is not enough ad valorem property tax revenue that is otherwise required to be allocated to a county ERAF for the auditor to complete the allocation reduction, the auditor shall also reduce the total amount of ad valorem property tax revenue otherwise required to be allocated to all school districts and community college districts in the county, in order to produce the remainder of the countywide vehicle license fee

²⁰⁰ Health and Safety Code section 33681.12 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

²⁰¹ Health and Safety Code section 33681.15(e-g) (added by Stats 2004, ch. 610 (AB 2115)).

²⁰² Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰³ Revenue and Taxation Code section 97.70(a)(1)(A) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

adjustment amount. Reductions to school districts and community college districts shall be made in proportion to each district's share of total ad valorem property tax revenue. School districts and community college districts subject to reductions when ERAF moneys are insufficient shall not include any districts that are excess tax school entities, as defined in Revenue and Taxation Code section 95.²⁰⁴

4. Allocate the countywide vehicle license fee adjustment amount to the Vehicle License Fee Property Tax Compensation Fund established in the treasury of each county.²⁰⁵
5. Allocate the moneys in the Vehicle License Fee Property Tax Compensation Fund to each city in the county, and to the county or city and county, based on each entity's vehicle license fee adjustment amount.²⁰⁶ Allocate one-half of the entity's vehicle license fee adjustment amount on or before January 31 of each fiscal year, and the other one-half on or before May 31 of each fiscal year.²⁰⁷
6. On or before June 30 of each fiscal year, report to the Controller the vehicle license fee adjustment amount for the county and each city in the county for that fiscal year.²⁰⁸

Reimbursement for activities B 1-6 is not required for calculating each entity's vehicle license fee adjustment amount for the 2004-2005 and 2005-2006 fiscal years.²⁰⁹

7. For the City and County of San Francisco only: Beginning in the 2006-2007 fiscal year, and continuing thereafter, calculate each entity's vehicle license fee adjustment amount, and the countywide vehicle license fee adjustment amount, defined as the sum of the vehicle license fee adjustment amounts of all entities in the county, pursuant to section 97.70(c)(1)(C).²¹⁰

This activity includes increasing the prior year's vehicle license fee adjustment amount for each entity based on the percentage change from the prior fiscal year to

²⁰⁴ Revenue and Taxation Code section 97.70(a)(1)(B) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰⁵ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰⁶ Revenue and Taxation Code section 97.70(b)(1) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰⁷ Revenue and Taxation Code section 97.70(b)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰⁸ Revenue and Taxation Code section 97.70(c)(3) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰⁹ Revenue and Taxation Code section 97.76 (added, Stats. 2004, ch. 211 (SB 1096); amended Stats. 2004, ch. 610 (AB 2115)).

²¹⁰ Revenue and Taxation Code section 97.70(c)(1)(C) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)). See also Revenue and Taxation Code section 97.76 (Stats. 2004, ch. 211 (SB 1096)).

the current fiscal year in gross taxable assessed valuation within the jurisdiction of the entity, as reflected in the equalized assessment roll for those fiscal years.

C. Triple Flip

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties for the 2004-2005 and 2005-2006 fiscal years, and for the City and County of San Francisco ONLY, beginning in the 2006-2007 fiscal year.

1. Establish a Sales and Use Tax Compensation Fund in the treasury of the county.²¹¹
This is a one-time activity, by definition.
2. During the fiscal adjustment period, reduce, by the countywide adjustment amount provided by the Department of Finance, the amount otherwise required to be allocated to a county's ERAF, and deposit that amount in the Sales and Use Tax Compensation Fund.²¹²

Reimbursement is not required to calculate the countywide adjustment amount; the amount is annually estimated by the Department of Finance, pursuant to section 97.68(b)(2), except in a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

3. During the fiscal adjustment period, allocate revenues in the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance for each city and for the county. Allocate one half of the amount identified for each city and for the county in each January during the fiscal adjustment period, and one half the amount identified for each city and for the county in each May during the fiscal adjustment period.²¹³

Reimbursement is not required to calculate the portion of the countywide adjustment amount attributable to the county and each city within the county; the amounts are provided by the Department of Finance, pursuant to section 97.68(c)(1), and recalculated after the end of each fiscal year, pursuant to section 97.68(c)(3), except a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

4. If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is greater than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of

²¹¹ Revenue and Taxation Code section 97.68(a)(2) (Stats.2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

²¹² Revenue and Taxation Code section 97.68(a-b) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

²¹³ Revenue and Taxation Code section 97.68(c) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

- Finance, transfer an amount of ad valorem property tax revenue equal to this difference from the Sales and Use Tax Compensation Fund to that local agency.²¹⁴
5. If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is less than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, in the fiscal year following the fiscal year for which the allocation was made, reduce the total amount of ad valorem property tax revenue otherwise allocated to that city or county from the Sales and Use Tax Compensation Fund by an amount equal to this difference and instead allocate this difference to the county ERAF.²¹⁵
 6. If there is an insufficient amount of moneys in a county's Sales and Use Tax Compensation Fund to make the necessary transfers, transfer from the county ERAF to the Sales and Use Tax Compensation Fund an amount sufficient to make the full amount of these transfers.²¹⁶
 7. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on October 1 of any fiscal year:
 - a. Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county on or before January 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the prior year's *first quarter* sales and use tax revenues transmitted under section 7204; *plus* the difference between 1) the total amount allocated from the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance in the prior year; and 2) the actual amount of sales and use tax not transmitted to all entities in the county for the prior year as a result of the 0.25% suspension of local sales and use tax authority.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not

²¹⁴ *Ibid.*

²¹⁵ *Ibid.*

²¹⁶ *Ibid.*

transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.²¹⁷

Reimbursement is not required, under Section 97.68(d)(1), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.²¹⁸

8. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on January 1 of any fiscal year:
 - a. Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county; one half of the amount on or before January 31 of that fiscal year, and the remaining half of the amount on or before May 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the sales and use tax revenues transmitted under section 7204 for the *first two quarters* of the prior fiscal year as determined by the Board of Equalization and reported to the director on or before that August 15; *plus* the difference between the total amount allocated to all entities in the county in the prior year and the actual amount of sales and use tax not transmitted to all entities in the county for the prior year.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.²¹⁹

²¹⁷ Revenue and Taxation Code section 97.68(d)(1) (Stats. 2004, ch. 211 (SB 1096)).

²¹⁸ Revenue and Taxation Code section 97.68(d)(1)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

²¹⁹ Revenue and Taxation Code section 97.68 (d)(2) (Stats. 2004, ch. 211 (SB 1096)).

Reimbursement is not required, under Section 97.68(d)(2), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.²²⁰

9. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on April 1 of any fiscal year:
 - a. Reduce the amount otherwise required to be allocated in May of that fiscal year from the Sales and Use Tax Compensation Fund by the amount reported by director representing that portion of the countywide adjustment amount attributable to the estimated sales and use tax revenue losses resulting from the rate suspension applied by section 7203.1 for the fourth quarter of that fiscal year for the county and each city in the county.
 - b. After May allocations have been made, transfer any moneys remaining in the county Sales and Use Tax Compensation Fund to the county ERAF.
 - c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - d. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.²²¹

Reimbursement is not required, under Section 97.68(d)(3), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.²²²

²²⁰ Revenue and Taxation Code section 97.68(d)(2)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

²²¹ Revenue and Taxation Code section 97.68(d)(3) (Stats. 2004, ch. 211 (SB 1096)).

²²² Revenue and Taxation Code section 97.68(d)(3)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

10. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on July 1 of any fiscal year:
- a. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.²²³

Reimbursement is not required, under Section 97.68(d)(4), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.²²⁴

All other test claim statutes and allegations not specifically approved above do not result in a reimbursable state-mandated program subject to article XIII B, section 6 of the California Constitution and are, therefore, denied.

²²³ Revenue and Taxation Code section 97.68(d)(4) (Stats. 2004, ch. 211 (SB 1096)).

²²⁴ Revenue and Taxation Code section 97.68(d)(4)(B)(2) (Stats. 2004, ch. 211 (SB 1096)).

COMMISSION ON STATE MANDATES

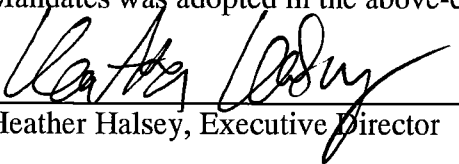
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RE: Adopted Statement of Decision

Local Revenue Realignment, 05-TC-01
Health and Safety Code Section 33681 et al.
County of Los Angeles, Claimant

On September 27, 2013, the foregoing statement of decision of the Commission on State Mandates was adopted in the above-entitled matter.



Heather Halsey, Executive Director

Dated: October 2, 2013

Adopted: January 24, 2014

PARAMETERS AND GUIDELINES

Health & Safety Code Sections 33681.12, 33681.13, 33681.14,
33681.15; Revenue & Taxation Code Sections 97.68, 97.70, 97.71,
97.72, 97.73, 97.75

Statutes 2003, Chapter 162; Statutes 2004, Chapter 211; Statutes
2004, Chapter 610

Accounting for Local Revenue Realignments

05-TC-01

County of Los Angeles, Claimant

I. SUMMARY OF THE MANDATE

On September 27, 2013, the Commission on State Mandates (Commission) adopted a test claim statement of decision finding that the test claim statutes impose a partially reimbursable state-mandated program upon local agencies within the meaning of article XIII B, section 6 of the California Constitution and Government Code section 17514.

The test claim statutes shifted and swapped revenue in three areas: the Educational Revenue Augmentation Fund (ERAF) established by each county; the Vehicle License Fund (VLF) Swap, which was made permanent; and the “triple flip” of sales and use taxes to service debt payments on State Economic Recovery Bonds, “back-filled” from the ERAF, which was in turn replaced by direct subventions from the General Fund. The end result was a savings to the state of \$1.3 billion.¹ The three revenue realignment programs created by the test claim statutes imposed reimbursable activities upon counties to establish new accounts within the treasury of the county, and to reduce and reallocate funds as directed by the statutes, and in amounts identified by the Department of Finance or the Controller, respectively. The test claim statutes do not, by the plain language, require counties to calculate, or to verify, the amounts required to be reduced during the 2004-2005 and 2005-2006 fiscal years, but the VLF Swap does require counties to calculate the adjustment amount beginning in the 2006-2007 fiscal year. None of the statutory exclusions from reimbursement found in section 17556 are applicable to these activities in the 2004-2005 and 2005-2006 fiscal years, but beginning in 2006-2007, all counties, except for the City and County of San Francisco, are authorized by Revenue and Taxation Code section 97.75 to charge cities within their jurisdiction fees in an amount sufficient to pay for the administrative costs of the VLF Swap and the Triple Flip required by sections 97.70 and 97.68 of the Revenue and Taxation Code. Therefore, reimbursement for the VLF Swap and Triple Flip must end in the 2006-2007 fiscal year for all counties, except the City and County of San Francisco, because they no longer incur increased costs mandated by the state, by virtue of their authority to charge the incurred costs to cities. However, because the City and County of San Francisco is not relieved of any incurred costs by the operation of the fee authority provided, the City and County continues to be eligible for reimbursement during and after the 2006-2007 fiscal year for the VLF Swap and the Triple Flip.

¹ Exhibit A, Test Claim Statement of Decision, at p. 2.

II. ELIGIBLE CLAIMANTS

Any county, or city and county, which incurs increased costs as a result of this mandate, is eligible to claim reimbursement.

III. PERIOD OF REIMBURSEMENT

Government Code section 17557(e), states that a test claim shall be submitted on or before June 30 following a given fiscal year to establish eligibility for that fiscal year. The County of Los Angeles filed the test claim on August 12, 2005, establishing eligibility for reimbursement for the 2004-2005 fiscal year. Therefore, costs incurred are reimbursable on or after July 1, 2004, or later periods for statutes or amendments enacted after July 1, 2004. Statutes 2003, chapter 162 (AB 1766) has an effective date of August 2, 2003, but does not require any activities until the beginning of fiscal year 2004-2005. Statutes 2004, chapter 211 (SB 1096) has an effective date of August 5, 2004. Statutes 2004, chapter 610 (AB 2115) has an effective date of September 20, 2004.

All activities under Revenue and Taxation Code sections 97.71, 97.72, 97.73, and Health and Safety Code sections 33681.12, 33681.13, and 33681.14 are mandated **only** for the 2004-2005 and 2005-2006 fiscal years, and therefore are no longer reimbursable after June 30, 2006. One remaining activity under Health and Safety Code section 33681.15, as discussed below, may, where applicable, result in state-mandated increased costs other than during fiscal years 2004-2005 and 2005-2006, and therefore may be reimbursable on or after July 1, 2006.

In addition, section 97.75 provides for fee authority for activities mandated by sections 97.68 and 97.70, beginning in fiscal year 2006-2007. Specifically, counties are authorized to charge the administrative costs of the Triple Flip and the VLF swap against their subordinate cities, beginning in fiscal year 2006-2007. The Commission determined in the test claim decision that the fee authority is sufficient to pay for the mandated program, within the meaning of Government Code section 17556(d), for all counties except for the City and County of San Francisco, which cannot, either legally or as a practical matter, avail itself of the fee authority granted. Therefore, the Commission found that reimbursement for the activities required by sections 97.68 and 97.70 ends, for all claimants except the City and County of San Francisco, on June 30, 2006.

The relevant period of reimbursement for each of the activities is specified below under section IV. Reimbursable Activities.

Reimbursement for state-mandated costs may be claimed as follows:

1. Actual costs for one fiscal year shall be included in each claim.
2. Pursuant to Government Code section 17561(d)(1)(A), all claims for reimbursement of initial fiscal year costs shall be submitted to the State Controller within 120 days of the issuance date for the claiming instructions.
3. Pursuant to Government Code section 17560(a), a local agency may, by February 15 following the fiscal year in which costs were incurred, file an annual reimbursement claim that details the costs actually incurred for that fiscal year.
4. If revised claiming instructions are issued by the Controller pursuant to Government Code section 17558(c), between November 15 and February 15, a local agency filing an

annual reimbursement claim shall have 120 days following the issuance date of the revised claiming instructions to file a claim. (Government Code section 17560(b).)

5. If the total costs for a given fiscal year do not exceed \$1,000, no reimbursement shall be allowed except as otherwise allowed by Government Code section 17564(a).
6. There shall be no reimbursement for any period in which the Legislature has suspended the operation of a mandate pursuant to state law.

IV. REIMBURSABLE ACTIVITIES

To be eligible for mandated cost reimbursement for any fiscal year, only actual costs may be claimed. Actual costs are those costs actually incurred to implement the mandated activities. Actual costs must be traceable and supported by source documents that show the validity of such costs, when they were incurred, and their relationship to the reimbursable activities. A source document is a document created at or near the same time the actual cost was incurred for the event or activity in question. Source documents may include, but are not limited to, employee time records or time logs, sign-in sheets, invoices, and receipts.

Evidence corroborating the source documents may include, but is not limited to, worksheets, cost allocation reports (system generated), purchase orders, contracts, agendas, training packets, and declarations. Declarations must include a certification or declaration stating, "I certify (or declare) under penalty of perjury under the laws of the State of California that the foregoing is true and correct," and must further comply with the requirements of Code of Civil Procedure section 2015.5. Evidence corroborating the source documents may include data relevant to the reimbursable activities otherwise in compliance with local, state, and federal government requirements. However, corroborating documents cannot be substituted for source documents.

The claimant is only allowed to claim and be reimbursed for increased costs for reimbursable activities identified below. Increased cost is limited to the cost of an activity that the claimant is required to incur as a result of the mandate.

For each eligible claimant that incurs increased costs, the following activities are reimbursable:

A. ERAF III Shift

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties beginning in the 2004-2005 fiscal year.

1. ERAF Shift from Counties and Cities

For 2004-2005 and 2005-2006 fiscal years only, beginning August 5, 2004:

- a. Reduce revenue otherwise required to be allocated to each county by the amounts listed in Revenue and Taxation Code section 97.71(a)(1), and deposit that amount in the county's ERAF.²
- b. Reduce revenue otherwise required to be allocated to a city and county by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county's ERAF.³

² Revenue and Taxation Code section 97.71(a)(1); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

- c. Reduce revenue otherwise required to be allocated to each city within the county by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county's ERAF.⁴
- d. Where applicable, accept from a city, in lieu of reduction of that city's revenues, an amount equal to the required reduction, and deposit those moneys in the county's ERAF.⁵

Reimbursement is not required for calculating the amounts of revenue otherwise required to be allocated to a city, county, or city and county, which must be reduced and deposited in the county ERAF.⁶

2. ERAF Shift from Special Districts

For fiscal years 2004-2005 and 2005-2006 only, beginning August 5, 2004:

- a. Reduce the amount of ad valorem property tax otherwise required to be allocated to an enterprise special district, including an enterprise special district located in more than one county, in amounts determined by the Controller and received from the Director of Finance, for each enterprise special district in the county.⁷
- b. Deposit the amounts reduced from each enterprise special district in the county's ERAF.⁸
- c. Reduce the amount of ad valorem property tax otherwise required to be allocated to a nonenterprise special district, including a nonenterprise special district located in more than one county, in amounts determined by the Controller for each special district in each county.⁹

³ Revenue and Taxation Code section 97.71(b); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁴ Revenue and Taxation Code section 97.71(c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵ Revenue and Taxation Code section 97.71(b)(5) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁶ Revenue and Taxation Code section 97.71(a)(1); (b)(3) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁷ Revenue and Taxation Code section 97.72(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁸ Revenue and Taxation Code section 97.72(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁹ Revenue and Taxation Code section 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

- d. Deposit the amounts reduced from each nonenterprise special district in the county's ERAF.¹⁰

Reimbursement is not required for calculating the amounts of ad valorem property tax otherwise required to be allocated to an enterprise or nonenterprise special district which must be reduced and deposited in the county ERAF.¹¹

3. ERAF Shift from Redevelopment Agencies

For fiscal years 2004-2005 and 2005-2006 only, beginning August 5, 2004:

- a. Receive funds directly from a redevelopment agency in the amount identified by the Director of Finance, and deposit those funds in the county's ERAF.¹²
- b. Receive from the legislative body of the community associated with a redevelopment agency by March 1 of the applicable fiscal year, a report as to how the redevelopment agency intends to secure the funds required to be transferred to the county.¹³
- c. If a redevelopment agency fails to transmit the full amount of funds required by section 33681.12, is precluded by court order from transmitting that amount, or is otherwise unable to meet its full obligation pursuant to section 33681.12 the county auditor, by no later than May 15 of the applicable fiscal year, shall transfer any amount necessary to meet the obligations determined under section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with section 95) of the Revenue and Taxation Code.¹⁴
- d. If the legislative body of the community associated with a redevelopment agency, pursuant to section 33681.12(d), reported to the county auditor that it intended to remit the amount required on behalf of the redevelopment agency and the legislative body fails to transmit the full amount as authorized by section 33681.12 by May 10 of the applicable fiscal year: the county auditor shall, no later than May 15 of the applicable fiscal year, transfer an amount necessary to meet the redevelopment agency's obligation pursuant to section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with section 95) of the Revenue and Taxation Code. If the amount of the legislative body's allocations are not sufficient to meet the redevelopment agency's obligation pursuant to section 33681.12, the county auditor shall transfer an additional

¹⁰ Revenue and Taxation Code section 97.73(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹¹ Revenue and Taxation Code sections 97.72(a)(2); 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹² Health and Safety Code section 33681.12(a)(1) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

¹³ Health and Safety Code section 33681.12(d) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

¹⁴ Health and Safety Code section 33681.13(e) (added by Stats. 2004, ch. 211 (SB 1096))

amount necessary to meet the redevelopment agency's obligation from the property tax increment revenue apportioned to the redevelopment agency pursuant to section 33670, provided that no moneys allocated to the agency's Low and Moderate Income Housing Fund shall be used for this purpose.¹⁵

Reimbursement is not required to calculate the amount of moneys to be remitted to the county auditor by a redevelopment agency.¹⁶

4. ERAF Shift from Redevelopment Agencies

Beginning September 20, 2004:

If a redevelopment agency enters into an agreement with an authorized issuer, as defined, pursuant to section 33681.15, in order to obtain a loan, financed by bonds, to make the payment required by section 33681.12 to the county auditor for deposit in the county's ERAF, the county auditor shall receive a schedule of payments for that loan. And in the event the redevelopment agency fails to timely repay the loan in accordance with the schedule, the county auditor shall receive notification from the trustee for the bonds of the amount that is past due. The county auditor shall then reallocate funds from the legislative body of the community associated with a redevelopment agency and shall pay to the authorized issuer, on behalf of the redevelopment agency, the past due amount on the loan from the first available proceeds of the property tax allocation that would otherwise be transferred to the legislative body pursuant to Chapter 6 (commencing with section 95) of Part 0.5 of Division 1 of the Revenue and Taxation Code. This transfer shall be deemed a reallocation of the property tax revenue from the legislative body to the agency for the purpose of payment of the loan, and not as a payment by the legislative body on the loan.¹⁷

B. Vehicle License Fee Swap

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties for the 2004-2005 and 2005-2006 fiscal years, beginning August 5, 2004, and for the City and County of San Francisco ONLY, continuing in the 2006-2007 fiscal year.

1. Establish a Vehicle License Fee Property Tax Compensation Fund in the treasury of the county.¹⁸ This is a one-time activity, by definition.
2. Reduce the total amount of ad valorem property tax otherwise required to be allocated to a county's ERAF by the countywide vehicle license fee adjustment amount.¹⁹

¹⁵ Health and Safety Code section 33681.14(c) (added by Stats. 2004, ch. 211 (SB 1096)).

¹⁶ Health and Safety Code section 33681.12 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

¹⁷ Health and Safety Code section 33681.15(e-g) (added by Stats 2004, ch. 610 (AB 2115)).

¹⁸ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

3. If, after performing the adjustments and allocations required by section 97.68, there is not enough ad valorem property tax revenue that is otherwise required to be allocated to a county ERAF for the auditor to complete the allocation reduction, the auditor shall also reduce the total amount of ad valorem property tax revenue otherwise required to be allocated to all school districts and community college districts in the county, in order to produce the remainder of the countywide vehicle license fee adjustment amount. Reductions to school districts and community college districts shall be made in proportion to each district's share of total ad valorem property tax revenue. School districts and community college districts subject to reductions when ERAF moneys are insufficient shall not include any districts that are excess tax school entities, as defined in Revenue and Taxation Code section 95.²⁰
 4. Allocate the countywide vehicle license fee adjustment amount to the Vehicle License Fee Property Tax Compensation Fund established in the treasury of each county.²¹
 5. Allocate the moneys in the Vehicle License Fee Property Tax Compensation Fund to each city in the county, and to the county or city and county, based on each entity's vehicle license fee adjustment amount.²² Allocate one-half of the entity's vehicle license fee adjustment amount on or before January 31 of each fiscal year, and the other one-half on or before May 31 of each fiscal year.²³
 6. On or before June 30 of each fiscal year, report to the Controller the vehicle license fee adjustment amount for the county and each city in the county for that fiscal year.²⁴
- Reimbursement for activities B 1-6 is not required for** calculating each entity's vehicle license fee adjustment amount for the 2004-2005 and 2005-2006 fiscal years.²⁵
7. For the City and County of San Francisco only: Beginning in the 2006-2007 fiscal year calculate each entity's vehicle license fee adjustment amount, and the countywide vehicle license fee adjustment amount, defined as the sum of the vehicle

¹⁹ Revenue and Taxation Code section 97.70(a)(1)(A) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰ Revenue and Taxation Code section 97.70(a)(1)(B) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²¹ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²² Revenue and Taxation Code section 97.70(b)(1) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²³ Revenue and Taxation Code section 97.70(b)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁴ Revenue and Taxation Code section 97.70(c)(3) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁵ Revenue and Taxation Code section 97.76 (added, Stats. 2004, ch. 211 (SB 1096); amended Stats. 2004, ch. 610 (AB 2115)).

license fee adjustment amounts of all entities in the county, pursuant to section 97.70(c)(1)(C).²⁶

This activity includes increasing the prior year's vehicle license fee adjustment amount for each entity based on the percentage change from the prior fiscal year to the current fiscal year in gross taxable assessed valuation within the jurisdiction of the entity, as reflected in the equalized assessment roll for those fiscal years.

C. Triple Flip

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties for the 2004-2005 and 2005-2006 fiscal years, and for the City and County of San Francisco ONLY, continuing in the 2006-2007 fiscal year.

1. Establish a Sales and Use Tax Compensation Fund in the treasury of the county.²⁷ This is a one-time activity, by definition.
2. During the fiscal adjustment period, reduce, by the countywide adjustment amount provided by the Department of Finance, the amount otherwise required to be allocated to a county's ERAF, and deposit that amount in the Sales and Use Tax Compensation Fund.²⁸

Reimbursement is not required to calculate the countywide adjustment amount; the amount is annually estimated by the Department of Finance, pursuant to section 97.68(b)(2), except in a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

3. During the fiscal adjustment period, allocate revenues in the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance for each city and for the county. Allocate one half of the amount identified for each city and for the county in each January during the fiscal adjustment period, and one half the amount identified for each city and for the county in each May during the fiscal adjustment period.²⁹

Reimbursement is not required to calculate the portion of the countywide adjustment amount attributable to the county and each city within the county; the amounts are provided by the Department of Finance, pursuant to section 97.68(c)(1), and recalculated after the end of each fiscal year, pursuant to section 97.68(c)(3),

²⁶ Revenue and Taxation Code section 97.70(c)(1)(C) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)). See also Revenue and Taxation Code section 97.76 (Stats. 2004, ch. 211 (SB 1096)).

²⁷ Revenue and Taxation Code section 97.68(a)(2) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

²⁸ Revenue and Taxation Code section 97.68(a-b) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

²⁹ Revenue and Taxation Code section 97.68(c) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

except a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

4. If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is greater than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, transfer an amount of ad valorem property tax revenue equal to this difference from the Sales and Use Tax Compensation Fund to that local agency.³⁰
5. If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is less than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, in the fiscal year following the fiscal year for which the allocation was made, reduce the total amount of ad valorem property tax revenue otherwise allocated to that city or county from the Sales and Use Tax Compensation Fund by an amount equal to this difference and instead allocate this difference to the county ERAF.³¹
6. If there is an insufficient amount of moneys in a county's Sales and Use Tax Compensation Fund to make the necessary transfers, transfer from the county ERAF to the Sales and Use Tax Compensation Fund an amount sufficient to make the full amount of these transfers.³²
7. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on October 1 of any fiscal year:
 - a. Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county on or before January 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the prior year's *first quarter* sales and use tax revenues transmitted under section 7204; *plus* the difference between 1) the total amount allocated from the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance in the prior year; and 2) the actual amount of sales and use tax not transmitted to all entities in the county for the prior year as a result of the 0.25% suspension of local sales and use tax authority.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25

³⁰ *Ibid.*

³¹ *Ibid.*

³² *Ibid.*

percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.

- c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³³

Reimbursement is not required, under Section 97.68(d)(1), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.³⁴

8. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on January 1 of any fiscal year:
 - a. Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county; one half of the amount on or before January 31 of that fiscal year, and the remaining half of the amount on or before May 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the sales and use tax revenues transmitted under section 7204 for the *first two quarters* of the prior fiscal year as determined by the Board of Equalization and reported to the director on or before that August 15; *plus* the difference between the total amount allocated to all entities in the county in the prior year and the actual amount of sales and use tax not transmitted to all entities in the county for the prior year.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not

³³ Revenue and Taxation Code section 97.68(d)(1) (Stats. 2004, ch. 211 (SB 1096)).

³⁴ Revenue and Taxation Code section 97.68(d)(1)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³⁵

Reimbursement is not required, under Section 97.68(d)(2), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.³⁶

9. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on April 1 of any fiscal year:
 - a. Reduce the amount otherwise required to be allocated in May of that fiscal year from the Sales and Use Tax Compensation Fund by the amount reported by director representing that portion of the countywide adjustment amount attributable to the estimated sales and use tax revenue losses resulting from the rate suspension applied by section 7203.1 for the fourth quarter of that fiscal year for the county and each city in the county.
 - b. After May allocations have been made, transfer any moneys remaining in the county Sales and Use Tax Compensation Fund to the county ERAF.
 - c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - d. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³⁷

Reimbursement is not required, under Section 97.68(d)(3), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts

³⁵ Revenue and Taxation Code section 97.68 (d)(2) (Stats. 2004, ch. 211 (SB 1096)).

³⁶ Revenue and Taxation Code section 97.68(d)(2)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

³⁷ Revenue and Taxation Code section 97.68(d)(3) (Stats. 2004, ch. 211 (SB 1096)).

allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.³⁸

10. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on July 1 of any fiscal year:
 - a. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³⁹

Reimbursement is not required, under Section 97.68(d)(4), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.⁴⁰

All other test claim statutes and allegations not specifically approved above do not result in a reimbursable state-mandated program subject to article XIII B, section 6 of the California Constitution and are, therefore, denied.

V. CLAIM PREPARATION AND SUBMISSION

Each of the following cost elements must be identified for each reimbursable activity identified in section IV, Reimbursable Activities, of this document. Each claimed reimbursable cost must be supported by source documentation as described in section IV. Additionally, each reimbursement claim must be filed in a timely manner.

³⁸ Revenue and Taxation Code section 97.68(d)(3)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

³⁹ Revenue and Taxation Code section 97.68(d)(4) (Stats. 2004, ch. 211 (SB 1096)).

⁴⁰ Revenue and Taxation Code section 97.68(d)(4)(B)(2) (Stats. 2004, ch. 211 (SB 1096)).

A. Direct Cost Reporting

Direct costs are those costs incurred specifically for the reimbursable activities. The following direct costs are eligible for reimbursement.

1. Salaries and Benefits

Report each employee implementing the reimbursable activities by name, job classification, and productive hourly rate (total wages and related benefits divided by productive hours). Describe the specific reimbursable activities performed and the hours devoted to each reimbursable activity performed.

2. Materials and Supplies

Report the cost of materials and supplies that have been consumed or expended for the purpose of the reimbursable activities. Purchases shall be claimed at the actual price after deducting discounts, rebates, and allowances received by the claimant. Supplies that are withdrawn from inventory shall be charged on an appropriate and recognized method of costing, consistently applied.

3. Contracted Services

Report the name of the contractor and services performed to implement the reimbursable activities. If the contractor bills for time and materials, report the number of hours spent on the activities and all costs charged. If the contract is a fixed price, report the services that were performed during the period covered by the reimbursement claim. If the contract services are also used for purposes other than the reimbursable activities, only the pro-rata portion of the services used to implement the reimbursable activities can be claimed. Submit contract consultant and attorney invoices with the claim and a description of the contract scope of services.

4. Fixed Assets

Report the purchase price paid for fixed assets (including computers) necessary to implement the reimbursable activities. The purchase price includes taxes, delivery costs, and installation costs. If the fixed asset is also used for purposes other than the reimbursable activities, only the pro-rata portion of the purchase price used to implement the reimbursable activities can be claimed.

5. Travel

Report the name of the employee traveling for the purpose of the reimbursable activities. Include the date of travel, destination, the specific reimbursable activity requiring travel, and related travel expenses reimbursed to the employee in compliance with the rules of the local jurisdiction. Report employee travel time according to the rules of cost element A.1., Salaries and Benefits, for each applicable reimbursable activity.

B. Indirect Cost Rates

Indirect costs are costs that are incurred for a common or joint purpose, benefiting more than one program, and are not directly assignable to a particular department or program without efforts disproportionate to the result achieved. Indirect costs may include both: (1) overhead costs of the unit performing the mandate; and (2) the costs of the central government services distributed to the other departments based on a systematic and rational basis through a cost allocation plan.

Compensation for indirect costs is eligible for reimbursement utilizing the procedure provided in 2 CFR Part 225 (Office of Management and Budget (OMB) Circular A-87). Claimants have the option of using 10% of direct labor, excluding fringe benefits, or preparing an Indirect Cost Rate Proposal (ICRP) if the indirect cost rate claimed exceeds 10%.

If the claimant chooses to prepare an ICRP, both the direct costs (as defined and described in 2 CFR Part 225, Appendix A and B (OMB Circular A-87 Attachments A and B) and the indirect costs shall exclude capital expenditures and unallowable costs (as defined and described in 2 CFR Part 225, Appendix A and B (OMB Circular A-87 Attachments A and B)). However, unallowable costs must be included in the direct costs if they represent activities to which indirect costs are properly allocable.

The distribution base may be: (1) total direct costs (excluding capital expenditures and other distorting items, such as pass-through funds, major subcontracts, etc.); (2) direct salaries and wages; or (3) another base which results in an equitable distribution.

In calculating an ICRP, the claimant shall have the choice of one of the following methodologies:

1. The allocation of allowable indirect costs (as defined and described in OMB Circular A-87 Attachments A and B) shall be accomplished by: (1) classifying a department's total costs for the base period as either direct or indirect; and (2) dividing the total allowable indirect costs (net of applicable credits) by an equitable distribution base. The result of this process is an indirect cost rate which is used to distribute indirect costs to mandates. The rate should be expressed as a percentage which the total amount of allowable indirect costs bears to the base selected; or
2. The allocation of allowable indirect costs (as defined and described in OMB Circular A-87 Attachments A and B) shall be accomplished by: (1) separating a department into groups, such as divisions or sections, and then classifying the division's or section's total costs for the base period as either direct or indirect; and (2) dividing the total allowable indirect costs (net of applicable credits) by an equitable distribution base. The result of this process is an indirect cost rate that is used to distribute indirect costs to mandates. The rate should be expressed as a percentage which the total amount of allowable indirect costs bears to the base selected.

VI. RECORD RETENTION

Pursuant to Government Code section 17558.5(a), a reimbursement claim for actual costs filed by a local agency or school district pursuant to this chapter⁴¹ is subject to the initiation of an audit by the Controller no later than three years after the date that the actual reimbursement claim is filed or last amended, whichever is later. However, if no funds are appropriated or no payment is made to a claimant for the program for the fiscal year for which the claim is filed, the time for the Controller to initiate an audit shall commence to run from the date of initial payment of the claim. In any case, an audit shall be completed not later than two years after the date that the audit is commenced. All documents used to support the reimbursable activities, as described in section IV, must be retained during the period subject to audit. If an audit has been initiated by

⁴¹ This refers to Title 2, division 4, part 7, chapter 4 of the Government Code.

the Controller during the period subject to audit, the retention period is extended until the ultimate resolution of any audit findings.

VII. OFFSETTING REVENUES AND REIMBURSEMENTS

Any offsetting revenue the claimant experiences in the same program as a result of the same statutes or executive orders found to contain the mandate shall be deducted from the costs claimed. In addition, reimbursement for this mandate from any source, including but not limited to, service fees collected, federal funds, and other state funds, shall be identified and deducted from this claim.

VIII. STATE CONTROLLER'S CLAIMING INSTRUCTIONS

Pursuant to Government Code section 17558(b), the Controller shall issue claiming instructions for each mandate that requires state reimbursement not later than 90 days after receiving the adopted parameters and guidelines from the Commission, to assist local agencies and school districts in claiming costs to be reimbursed. The claiming instructions shall be derived from the test claim decision and the parameters and guidelines adopted by the Commission.

Pursuant to Government Code section 17561(d)(1), issuance of the claiming instructions shall constitute a notice of the right of the local agencies and school districts to file reimbursement claims, based upon parameters and guidelines adopted by the Commission.

IX. REMEDIES BEFORE THE COMMISSION

Upon request of a local agency or school district, the Commission shall review the claiming instructions issued by the State Controller or any other authorized state agency for reimbursement of mandated costs pursuant to Government Code section 17571. If the Commission determines that the claiming instructions do not conform to the parameters and guidelines, the Commission shall direct the Controller to modify the claiming instructions and the Controller shall modify the claiming instructions to conform to the parameters and guidelines as directed by the Commission.

In addition, requests may be made to amend parameters and guidelines pursuant to Government Code section 17557(d), and California Code of Regulations, title 2, section 1183.2.

X. LEGAL AND FACTUAL BASIS FOR THE PARAMETERS AND GUIDELINES

The statements of decision adopted for the test claim and parameters and guidelines are legally binding on all parties and provide the legal and factual basis for the parameters and guidelines. The support for the legal and factual findings is found in the administrative record. The administrative record is on file with the Commission.

Hearing: December 5, 2014

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Item ___

DRAFT PROPOSED STATEWIDE COST ESTIMATE

\$217,678

(Unknown, but likely either no or minor, future annual costs)

Health & Safety Code Sections 33681.12, 33681.13, 33681.14, 33681.15; Revenue & Taxation Code Sections 97.68, 97.70, 97.71, 97.72, 97.73, 97.75

Statutes of 2003, Chapter 162; Statutes of 2004, Chapter 211; Statutes of 2004, Chapter 610

Accounting for Local Revenue Realignments

05-TC-01

STAFF ANALYSIS

Background and Summary of the Mandate

This program addresses the shifting and swapping of revenue in three areas: the Educational Revenue Augmentation Fund (ERAF) established by each county; making the Vehicle License Fund (VLF) Swap permanent; and the “triple flip” of sales and use taxes to service debt payments on State Economic Recovery Bonds, “back-filled” from the ERAF, which was in turn replaced by direct subventions from the General Fund.

On September 27, 2013, the Commission on State Mandates (Commission) adopted a test claim statement of decision¹ finding that the test claim statutes impose a partially reimbursable state-mandated program upon local agencies within the meaning of article XIII B, section 6 of the California Constitution and Government Code section 17514.

Parameters and guidelines² were adopted on January 24, 2014 approving the reimbursable activities described below under the *Reimbursable Activities* section.

Eligible claimants were required to file initial reimbursement claims, for costs incurred between July 1, 2004, and June 30, 2013, with the State Controller’s Office (SCO) by August 28, 2014. Late initial reimbursement claims may be filed until August 28, 2015. Annual reimbursement claims for fiscal year 2013-2014 are due by February 17, 2015.

Eligible Claimants and Period of Reimbursement

Any county, or city and county, which incurs increased costs as a result of this mandate, is eligible to claim reimbursement.

Government Code section 17557(e) states that a test claim shall be submitted on or before June 30 following a given fiscal year to establish eligibility for that fiscal year. The test claim was filed on August 12, 2005, establishing eligibility for reimbursement for the 2004-2005 fiscal year. However, the approved activities have different periods of reimbursement, based on their effective and ending dates, as specified under *Reimbursable Activities*, below.

¹ Exhibit A.

² Exhibit B.

All reimbursable activities under Revenue and Taxation Code sections 97.71, 97.72, 97.73, and Health and Safety Code sections 33681.12, 33681.13, and 33681.14 are mandated **only** for the 2004-2005 and 2005-2006 fiscal years, and therefore are no longer reimbursable after June 30, 2006. One remaining activity under Health and Safety Code section 33681.15, as discussed below, under *Reimbursable Activities* may result in continuing state-mandated increased costs after June 30, 2006.

Reimbursement for the activities required by Revenue and Taxation Code sections 97.68 and 97.70 ends, for all claimants **except** the City and County of San Francisco (San Francisco), on June 30, 2006.

The relevant period of reimbursement for each of the activities is specified below.

Reimbursable Activities

For each eligible claimant that incurs increased costs, only the following activities are reimbursable:

A. ERAF III Shift

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties beginning in the 2004-2005 fiscal year.

1. ERAF Shift from Counties and Cities

For 2004-2005 and 2005-2006 fiscal years only, beginning August 5, 2004:

- a. Reduce revenue otherwise required to be allocated to each county by the amounts listed in Revenue and Taxation Code section 97.71(a)(1), and deposit that amount in the county's ERAF.³
- b. Reduce revenue otherwise required to be allocated to a city and county by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county's ERAF.⁴
- c. Reduce revenue otherwise required to be allocated to each city within the county by an amount identified by the Controller pursuant to Revenue and Taxation Code section 97.71(b)(2-3), and deposit that amount in the county's ERAF.⁵
- d. Where applicable, accept from a city, in lieu of reduction of that city's revenues, an amount equal to the required reduction, and deposit those moneys in the county's ERAF.⁶

³ Revenue and Taxation Code section 97.71(a)(1); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁴ Revenue and Taxation Code section 97.71(b); (c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁵ Revenue and Taxation Code section 97.71(c) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁶ Revenue and Taxation Code section 97.71(b)(5) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

Reimbursement is not required for calculating the amounts of revenue otherwise required to be allocated to a city, county, or city and county, which must be reduced and deposited in the county ERAF.⁷

2. ERAF Shift from Special Districts

For fiscal years 2004-2005 and 2005-2006 only, beginning August 5, 2004:

- a. Reduce the amount of ad valorem property tax otherwise required to be allocated to an enterprise special district, including an enterprise special district located in more than one county, in amounts determined by the Controller and received from the Director of Finance, for each enterprise special district in the county.⁸
- b. Deposit the amounts reduced from each enterprise special district in the county's ERAF.⁹
- c. Reduce the amount of ad valorem property tax otherwise required to be allocated to a nonenterprise special district, including a nonenterprise special district located in more than one county, in amounts determined by the Controller for each special district in each county.¹⁰
- d. Deposit the amounts reduced from each nonenterprise special district in the county's ERAF.¹¹

Reimbursement is not required for calculating the amounts of ad valorem property tax otherwise required to be allocated to an enterprise or nonenterprise special district which must be reduced and deposited in the county ERAF.¹²

3. ERAF Shift from Redevelopment Agencies

For fiscal years 2004-2005 and 2005-2006 only, beginning August 5, 2004:

- a. Receive funds directly from a redevelopment agency in the amount identified by the Director of Finance, and deposit those funds in the county's ERAF.¹³

⁷ Revenue and Taxation Code section 97.71(a)(1); (b)(3) (Stats. 2004, ch. 211 (AB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁸ Revenue and Taxation Code section 97.72(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

⁹ Revenue and Taxation Code section 97.72(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹⁰ Revenue and Taxation Code section 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹¹ Revenue and Taxation Code section 97.73(b) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹² Revenue and Taxation Code sections 97.72(a)(2); 97.73(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004, ch. 610 (AB 2115)).

¹³ Health and Safety Code section 33681.12(a)(1) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

- b. Receive from the legislative body of the community associated with a redevelopment agency by March 1 of the applicable fiscal year, a report as to how the redevelopment agency intends to secure the funds required to be transferred to the county.¹⁴
- c. If a redevelopment agency fails to transmit the full amount of funds required by section 33681.12, is precluded by court order from transmitting that amount, or is otherwise unable to meet its full obligation pursuant to section 33681.12 the county auditor, by no later than May 15 of the applicable fiscal year, shall transfer any amount necessary to meet the obligations determined under section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with section 95) of the Revenue and Taxation Code.¹⁵
- d. If the legislative body of the community associated with a redevelopment agency, pursuant to section 33681.12(d), reported to the county auditor that it intended to remit the amount required on behalf of the redevelopment agency and the legislative body fails to transmit the full amount as authorized by section 33681.12 by May 10 of the applicable fiscal year: the county auditor shall, no later than May 15 of the applicable fiscal year, transfer an amount necessary to meet the redevelopment agency's obligation pursuant to section 33681.12 from the legislative body's allocations pursuant to Chapter 6 (commencing with section 95) of the Revenue and Taxation Code. If the amount of the legislative body's allocations are not sufficient to meet the redevelopment agency's obligation pursuant to section 33681.12, the county auditor shall transfer an additional amount necessary to meet the redevelopment agency's obligation from the property tax increment revenue apportioned to the redevelopment agency pursuant to section 33670, provided that no moneys allocated to the agency's Low and Moderate Income Housing Fund shall be used for this purpose.¹⁶

Reimbursement is not required to calculate the amount of moneys to be remitted to the county auditor by a redevelopment agency.¹⁷

4. ERAF Shift from Redevelopment Agencies

Beginning September 20, 2004:

If a redevelopment agency enters into an agreement with an authorized issuer, as defined, pursuant to section 33681.15, in order to obtain a loan, financed by bonds, to make the payment required by section 33681.12 to the county auditor for deposit in the county's ERAF, the county auditor shall receive a schedule of payments for that loan. And in the event the redevelopment agency fails to timely repay the loan in accordance with the schedule, the county auditor shall receive notification from the trustee for the bonds of the amount that is past due. The county auditor shall

¹⁴ Health and Safety Code section 33681.12(d) (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

¹⁵ Health and Safety Code section 33681.13(e) (added by Stats. 2004, ch. 211 (SB 1096)).

¹⁶ Health and Safety Code section 33681.14(c) (added by Stats. 2004, ch. 211 (SB 1096)).

¹⁷ Health and Safety Code section 33681.12 (added by Stats. 2004, ch. 211 (SB 1096); amended by Stats 2004, ch. 610 (AB 2115)).

then reallocate funds from the legislative body of the community associated with a redevelopment agency and shall pay to the authorized issuer, on behalf of the redevelopment agency, the past due amount on the loan from the first available proceeds of the property tax allocation that would otherwise be transferred to the legislative body pursuant to Chapter 6 (commencing with section 95) of Part 0.5 of Division 1 of the Revenue and Taxation Code. This transfer shall be deemed a reallocation of the property tax revenue from the legislative body to the agency for the purpose of payment of the loan, and not as a payment by the legislative body on the loan.¹⁸

B. Vehicle License Fee Swap

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties for the 2004-2005 and 2005-2006 fiscal years, beginning August 5, 2004, and for the City and County of San Francisco ONLY, continuing in the 2006-2007 fiscal year.

1. Establish a Vehicle License Fee Property Tax Compensation Fund in the treasury of the county.¹⁹ This is a one-time activity, by definition.
2. Reduce the total amount of ad valorem property tax otherwise required to be allocated to a county's ERAF by the countywide vehicle license fee adjustment amount.²⁰
3. If, after performing the adjustments and allocations required by section 97.68, there is not enough ad valorem property tax revenue that is otherwise required to be allocated to a county ERAF for the auditor to complete the allocation reduction, the auditor shall also reduce the total amount of ad valorem property tax revenue otherwise required to be allocated to all school districts and community college districts in the county, in order to produce the remainder of the countywide vehicle license fee adjustment amount. Reductions to school districts and community college districts shall be made in proportion to each district's share of total ad valorem property tax revenue. School districts and community college districts subject to reductions when ERAF moneys are insufficient shall not include any districts that are excess tax school entities, as defined in Revenue and Taxation Code section 95.²¹
4. Allocate the countywide vehicle license fee adjustment amount to the Vehicle License Fee Property Tax Compensation Fund established in the treasury of each county.²²

¹⁸ Health and Safety Code section 33681.15(e-g) (added by Stats 2004, ch. 610 (AB 2115)).

¹⁹ Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁰ Revenue and Taxation Code section 97.70(a)(1)(A) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²¹ Revenue and Taxation Code section 97.70(a)(1)(B) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²² Revenue and Taxation Code section 97.70(a)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

5. Allocate the moneys in the Vehicle License Fee Property Tax Compensation Fund to each city in the county, and to the county or city and county, based on each entity's vehicle license fee adjustment amount.²³ Allocate one-half of the entity's vehicle license fee adjustment amount on or before January 31 of each fiscal year, and the other one-half on or before May 31 of each fiscal year.²⁴
6. On or before June 30 of each fiscal year, report to the Controller the vehicle license fee adjustment amount for the county and each city in the county for that fiscal year.²⁵

Reimbursement for activities B 1-6 is not required for calculating each entity's vehicle license fee adjustment amount for the 2004-2005 and 2005-2006 fiscal years.²⁶

7. For the City and County of San Francisco only: Beginning in the 2006-2007 fiscal year calculate each entity's vehicle license fee adjustment amount, and the countywide vehicle license fee adjustment amount, defined as the sum of the vehicle license fee adjustment amounts of all entities in the county, pursuant to section 97.70(c)(1)(C).²⁷

This activity includes increasing the prior year's vehicle license fee adjustment amount for each entity based on the percentage change from the prior fiscal year to the current fiscal year in gross taxable assessed valuation within the jurisdiction of the entity, as reflected in the equalized assessment roll for those fiscal years.

C. Triple Flip

The following requirements of the test claim statutes impose a reimbursable state-mandated program upon all counties for the 2004-2005 and 2005-2006 fiscal years, and for the City and County of San Francisco ONLY, continuing in the 2006-2007 fiscal year.

1. Establish a Sales and Use Tax Compensation Fund in the treasury of the county.²⁸ This is a one-time activity, by definition.
2. During the fiscal adjustment period, reduce, by the countywide adjustment amount provided by the Department of Finance, the amount otherwise required to be

²³ Revenue and Taxation Code section 97.70(b)(1) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁴ Revenue and Taxation Code section 97.70(b)(2) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁵ Revenue and Taxation Code section 97.70(c)(3) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)).

²⁶ Revenue and Taxation Code section 97.76 (added, Stats. 2004, ch. 211 (SB 1096); amended Stats. 2004, ch. 610 (AB 2115)).

²⁷ Revenue and Taxation Code section 97.70(c)(1)(C) (Stats. 2004, ch. 211 (SB 1096); Stats. 2004 ch. 610 (AB 2115)). See also Revenue and Taxation Code section 97.76 (Stats. 2004, ch. 211 (SB 1096)).

²⁸ Revenue and Taxation Code section 97.68(a)(2) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

allocated to a county's ERAF, and deposit that amount in the Sales and Use Tax Compensation Fund.²⁹

Reimbursement is not required to calculate the countywide adjustment amount; the amount is annually estimated by the Department of Finance, pursuant to section 97.68(b)(2), except in a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

3. During the fiscal adjustment period, allocate revenues in the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance for each city and for the county. Allocate one half of the amount identified for each city and for the county in each January during the fiscal adjustment period, and one half the amount identified for each city and for the county in each May during the fiscal adjustment period.³⁰

Reimbursement is not required to calculate the portion of the countywide adjustment amount attributable to the county and each city within the county; the amounts are provided by the Department of Finance, pursuant to section 97.68(c)(1), and recalculated after the end of each fiscal year, pursuant to section 97.68(c)(3), except a fiscal year in which the suspension of 0.25 percent taxing authority is ended, pursuant to Revenue and Taxation Code section 7203.1.

4. If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is greater than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, transfer an amount of ad valorem property tax revenue equal to this difference from the Sales and Use Tax Compensation Fund to that local agency.³¹
5. If the amount recalculated by the Department of Finance after the end of each fiscal year based on the actual amount of sales and use taxes not transmitted for the prior fiscal year is less than the amount allocated to a city or to the county based on the portion of the countywide adjustment amount estimated by the Department of Finance, in the fiscal year following the fiscal year for which the allocation was made, reduce the total amount of ad valorem property tax revenue otherwise allocated to that city or county from the Sales and Use Tax Compensation Fund by an amount equal to this difference and instead allocate this difference to the county ERAF.³²
6. If there is an insufficient amount of moneys in a county's Sales and Use Tax Compensation Fund to make the necessary transfers, transfer from the county ERAF

²⁹ Revenue and Taxation Code section 97.68(a-b) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

³⁰ Revenue and Taxation Code section 97.68(c) (Stats. 2003, ch. 162 (AB 1766); Stats. 2004, ch. 211 (SB 1096)).

³¹ *Ibid.*

³² *Ibid.*

to the Sales and Use Tax Compensation Fund an amount sufficient to make the full amount of these transfers.³³

7. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on October 1 of any fiscal year:
 - a. Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county on or before January 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the prior year's *first quarter* sales and use tax revenues transmitted under section 7204; *plus* the difference between 1) the total amount allocated from the Sales and Use Tax Compensation Fund among the county and the cities in the county pursuant to the portions of the countywide adjustment amount identified by the Department of Finance in the prior year; and 2) the actual amount of sales and use tax not transmitted to all entities in the county for the prior year as a result of the 0.25% suspension of local sales and use tax authority.
 - b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
 - c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by Section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³⁴

Reimbursement is not required, under Section 97.68(d)(1), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.³⁵

8. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on January 1 of any fiscal year:

³³ *Ibid.*

³⁴ Revenue and Taxation Code section 97.68(d)(1) (Stats. 2004, ch. 211 (SB 1096)).

³⁵ Revenue and Taxation Code section 97.68(d)(1)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

- a. Allocate that portion of the countywide adjustment amount attributable to the county and each city within the county; one half of the amount on or before January 31 of that fiscal year, and the remaining half of the amount on or before May 31 of that fiscal year. The countywide adjustment amount shall be defined as the combined total revenue loss to the county and each city within the county, as estimated by the director of the Department of Finance based on the sales and use tax revenues transmitted under section 7204 for the *first two quarters* of the prior fiscal year as determined by the Board of Equalization and reported to the director on or before that August 15; *plus* the difference between the total amount allocated to all entities in the county in the prior year and the actual amount of sales and use tax not transmitted to all entities in the county for the prior year.
- b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
- c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³⁶

Reimbursement is not required, under Section 97.68(d)(2), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.³⁷

9. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on April 1 of any fiscal year:
 - a. Reduce the amount otherwise required to be allocated in May of that fiscal year from the Sales and Use Tax Compensation Fund by the amount reported by director representing that portion of the countywide adjustment amount attributable to the estimated sales and use tax revenue losses resulting from the rate suspension applied by section 7203.1 for the fourth quarter of that fiscal year for the county and each city in the county.
 - b. After May allocations have been made, transfer any moneys remaining in the county Sales and Use Tax Compensation Fund to the county ERAF.

³⁶ Revenue and Taxation Code section 97.68 (d)(2) (Stats. 2004, ch. 211 (SB 1096)).

³⁷ Revenue and Taxation Code section 97.68(d)(2)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

- c. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
- d. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.³⁸

Reimbursement is not required, under Section 97.68(d)(3), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.³⁹

10. If the suspension of sales and use tax authority under section 7203.1 ceases to be operative on July 1 of any fiscal year:

- a. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is greater than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of that fiscal year, reallocate from the entity to the county ERAF the difference between those amounts.
- b. If, for any county or city, the portion of the countywide adjustment amount allocated to that entity from the Sales and Use Tax Compensation Fund is less than the actual total amount of local sales and use tax revenue that was not transmitted to the entity for the prior fiscal year as a result of the 0.25 percent suspension of local sales and use tax authority applied by section 7203.1, on or before January 31 of the following fiscal year, reallocate from the county ERAF to that entity the difference between those amounts.⁴⁰

Reimbursement is not required, under Section 97.68(d)(4), to calculate or identify countywide adjustment amount, or the portion attributable to the county and to each city within the county, or the difference between the countywide adjustment amounts

³⁸ Revenue and Taxation Code section 97.68(d)(3) (Stats. 2004, ch. 211 (SB 1096)).

³⁹ Revenue and Taxation Code section 97.68(d)(3)(C)(ii) (Stats. 2004, ch. 211 (SB 1096)).

⁴⁰ Revenue and Taxation Code section 97.68(d)(4) (Stats. 2004, ch. 211 (SB 1096)).

allocated to the county and to each city and the actual sales and use tax revenues not transmitted to the county and to each city as a result of the suspension of sales and use tax authority; the county auditor shall be notified of those amounts by the director of the Department of Finance.⁴¹

Offsetting Revenues and Reimbursements

The parameters and guidelines⁴² provide:

Any offsets the claimant experiences in the same program as a result of the same statutes or executive orders found to contain the mandate shall be deducted from the costs claimed. In addition, reimbursement for this mandate from any source, including but not limited to, service fees collected, federal funds, and other state funds, shall be identified and deducted from this claim.

Statewide Cost Estimate

Assumptions

Staff reviewed the reimbursement claims data submitted by 8 counties and compiled by the SCO.⁴³ The actual claims data showed that 16 initial claims were filed for fiscal years 2004-2005 through 2005-2006 for a total of \$217, 678. Based on this data, staff made the following assumptions and used the following methodology to develop a statewide cost estimate for this program.

- *The actual amount claimed for reimbursement may increase and exceed the statewide cost estimate.*
 - There are currently 58 counties in California. Of those, only 8 counties filed claims. If eligible claimants file late or amended initial claims, the reimbursement claims would exceed the statewide cost estimate. Late initial claims for the majority of activities in this program, which are reimbursable only for fiscal years 2004-2005 through 2005-2006, may be filed until August 28, 2015.
 - One remaining activity under Health and Safety Code section 33681.15, may have resulted in state-mandated increased costs for fiscal years 2006-2007 through 2012-2013 in the initial claiming period. No initial claims have been filed for costs during those fiscal years, however, such costs may be included in late initial claims, due by August 28, 2015. This activity may also result in continuing increased costs, beyond the initial claiming period.
 - San Francisco is the only local agency eligible to claim costs for the activities required by Revenue and Taxation Code sections 97.68 and 97.70 in fiscal years 2006-2007 through 2012-13, and annually thereafter. No claims have been filed by San Francisco for the initial claiming period to date. San Francisco may file a late claim and may also file an annual claim for 2013-14 by February 15, 2015, and future annual claims thereafter.
- *The total amount of reimbursement for this program may be lower than the statewide cost*

⁴¹ Revenue and Taxation Code section 97.68(d)(4)(B)(2) (Stats. 2004, ch. 211 (SB 1096)).

⁴² Exhibit B.

⁴³ Claims data reported as of September 10, 2014.

estimate because the SCO may reduce any reimbursement claim for this program.

- The SCO may conduct audits and reduce any claims it deems to be excessive or unreasonable. The reimbursable activities in this program are part of a larger process and several activities were specifically identified in the test claim decision and parameters and guidelines as non-reimbursable. Claimants may file claims for activities that, while part of the larger process, are not reimbursable and those claims may therefore be reduced by the SCO.

Methodology

Fiscal Years 2004-2005 through 2005-2006

The statewide cost estimate for fiscal years 2004-2005 through 2005-2006 was developed by totaling the 16 reimbursement claims filed with the SCO for these years, for a total of \$217,678. One remaining activity under Health and Safety Code section 33681.15, may result in state-mandated increased costs on or after July 1, 2006. However, to date, no claims have been filed for fiscal years after 2005-2006. Additionally, beginning in fiscal year 2006-2007, San Francisco is the only potential claimant eligible to claim costs for activities required by Revenue and Taxation Code sections 97.68 and 97.70. All other activities cease to be reimbursable as of June 30, 2006.

San Francisco has not submitted a claim on this program. Therefore, staff cannot estimate potential future annual costs on these few remaining activities because there is a lack of data to support such an estimate. San Francisco could submit a late initial claim by August 28, 2015 or future annual claims by the annual deadline of February 15. Following is a breakdown of estimated total costs per fiscal year:

Fiscal Year	Number of Claims Filed with SCO	Estimated Cost
2004-2005	8	\$123,285
2005-2006	8	\$94,393
TOTAL	16	\$217,678

Staff Recommendation

Staff recommends the Commission adopt the proposed statewide cost estimate of **\$217,678** for costs incurred in complying with the *Accounting for Local Revenue Realignments* program.