

CITY OF LONG BEACH

H-1

DEPARTMENT OF FINANCIAL MANAGEMENT

333 West Ocean Boulevard 6th Floor • Long Beach, CA 90802

July 22, 2008

HONORABLE MAYOR AND CITY COUNCIL City of Long Beach California

RECOMMENDATION:

Conduct hearing on proposed levy of utility users tax, receive supporting documentation into the record, conclude the hearing; adopt finding of emergency; and adopt Resolution calling an election for November 4, 2008, for the purpose of the continuation of such levy. (Citywide)

DISCUSSION

Under Long Beach Municipal Code (LBMC) 3.68.050, a Utility Users Tax (UUT) of 5 percent is charged to any person in the City of Long Beach that uses telephone services. Since the original passage of the UUT in 1985, the telecommunications industry has undergone significant technological changes with the advent of cell phones, satellite communications and other communication media. As competition increased, the industry engaged in efforts to reduce costs to the customer through bundled calling plans and simpler billing methodologies. Although the City revamped its UUT ordinance for telephone services in 2006 to eliminate a reference to the Federal Excise Tax, efforts on the federal and state level to manage the way in which fees and taxes are applied to telephone services have continued to evolve.

In 2006, the federal government issued the May 2006 Internal Revenue Service (IRS) Notice, which reduced the base of the Federal Excise Tax. On the basis of the May 2006 IRS Notice, telecommunication industry providers challenged the methodology some California cities have used to assess their UUT. Though the City corrected some of these issues in 2006, certain discrepancies still remain in the City's existing Municipal Code, thus requiring the City to update and amend its UUT. Should the City fail to modernize its UUT ordinance, the total amount of General Fund revenue derived from this source, \$15 million annually, could be jeopardized. The telephone UUT is the fifth largest General Fund revenue source, representing approximately 4 percent of the General Fund ongoing resources. In service delivery terms, the telephone UUT is greater than the entire Library Services budget or equal to all of the elected officials' (Mayor, City Council, City Attorney, City Auditor and City Prosecutor) budgets combined.

To proactively address this issue, the City Attorney has prepared a resolution calling for an election to be held on November 4, 2008 for the purpose of submitting to the Long Beach voters an ordinance that modernizes the City's LBMC Chapter 3.68. The new ordinance provides for:

- A continuation of the existing UUT rate of 5 percent;
- Continued exemptions for low income seniors and disabled residents, as well as other currently exempted entities; and,
- The incorporation of new and evolving technologies to ensure the users of older technologies are not unfairly burdened by the UUT.

Over the past two years, 22 California cities have placed UUT measures on the ballot to modernize their ordinances with a 95 percent passage rate.

This letter was reviewed by Assistant City Attorney Heather Mahood on July 7, 2008 and Budget and Performance Management Bureau Manager David Wodynski on July 3, 2008.

TIMING CONSIDERATIONS

There are bills before Congress proposing a three-year moratorium on new wireless taxes, which could prevent the City from adopting a modern UUT ordinance. Therefore, it is urgent that the City Council act in a timely manner to adopt the resolution, so the UUT modernization ordinance can be enacted before pending legislation precludes this opportunity.

FISCAL IMPACT

The residents of Long Beach have paid a UUT on telephone service for many years. The action before the City Council will not change the current tax rate of 5 percent. The revenue generated by the UUT is currently used to fund essential services including 911 emergency response, police and fire, parks and recreation, libraries, sidewalk repair, and other core services. Low-income senior and disabled residents will still be exempted from paying the UUT. The cost to place this measure on the November 4, 2008 ballot is \$415,000, as it is the first measure the City would place in the County's ballot. The proposed FY 09 City Clerk election budget can support this cost.

The City currently receives approximately \$15 million a year related to the telephone UUT. To help ensure the integrity of this vital General Fund revenue source and the essential City services it funds, the City's existing ordinance must be revised. Given pending litigation as well as a potential federal moratorium on UUT changes impacting wireless service, the time the City may act to modernize its UUT is very limited. Therefore, pursuant to Section 2(b) of California Constitution Article XIIC, it is recommended that the City Council hereby unanimously declare the existence of an emergency in that there are imminent financial risks and dangers to the public welfare

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and the City's financial ability to provide essential municipal services without disruption, such that a special election is necessary to address such risks and dangers before the next regularly scheduled municipal election for members of the City Council on April 13, 2010.

SUGGESTED ACTION:

Approve recommendation.

Respectfully submitted,

LORI ANN FARRELL

DIRECTOR OF FINANCIAL MANAGEMENT/CFO

LAF:DW:RB/TL

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ATTACHMENT

APPROVED:

PATRICK H. WEST CITY MANAGER

OFFICE OF THE CITY ATTORNEY ROBERT E. SHANNON, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach, CA 90802-4664

RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LONG BEACH CALLING AN ELECTION TO BE HELD NOVEMBER 4, 2008 FOR THE PURPOSE OF SUBMITTING TO THE VOTERS OF THE CITY OF LONG BEACH AN ORDINANCE AMENDING CHAPTER 3.68 OF THE LONG BEACH MUNICIPAL CODE, REGARDING THE UTILITY USERS TAX

WHEREAS, prior to a recent amendment, the City's utility users tax (UUT) on telecommunication services referenced the federal excise tax, and that tax may be repealed by Congress (S. 170 and S. 140), creating ambiguity and legal controversy regarding the continued implementation of the City's UUT on telecommunication services; and

WHEREAS, major telecommunication providers have taken the position that ordinances such as the City's UUT ordinance are affected by a May 2006 IRS Notice dramatically reducing the base of the federal excise tax; and

WHEREAS, lawsuits have been filed against the City and other California public agencies regarding the effect of the May 2006 IRS ruling on the defendants' UUT ordinances; and

WHEREAS, final judicial rulings in the above lawsuits, or future lawsuits, could cause the City to suffer a significant reduction of its UUT revenues; and

WHEREAS, there are bills before Congress (S. 166 and H.R. 436), proposing a three-year moratorium on new wireless taxes, which could prevent the City from adopting a modern UUT ordinance with voter approval to address the legal issues referenced above; and

WHEREAS, the residents of Long Beach have paid a UUT on telephone

service for many years; and

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WHEREAS, revenues from the UUT are presently used to fund 911 emergency response, police and fire services, maintain parks and youth recreation programs, and to fund other important City services affecting quality of life in the community; and

WHEREAS, eligible low-income seniors and disabled residents are exempt from paying the UUT; and

WHEREAS, the City currently receives approximately \$15 million a year in UUT on telecommunication services, and such tax revenues are critical to the public welfare and the City's financial ability to provide essential municipal services such as, but not limited to, police, fire, street repair, and parks and libraries; and

WHEREAS, the City desires reasonable certainty in the collection and receipt of its utility users tax on telephony, and wishes to eliminate the current uncertainties by obtaining voter approval of a modern ordinance pursuant to Proposition 218; and

WHEREAS, pursuant to Section 2(b) of California Constitution Article XIIIC, the City Council hereby unanimously declares the existence of an emergency in that there are imminent financial risks and dangers, as described above, to the public welfare and the City's financial ability to provide essential municipal services without disruption, such that a special election is necessary to address such risks and dangers before the next regularly scheduled municipal election for members of the City Council on April 13, 2010;

NOW, THEREFORE, the City Council of the City of Long Beach resolves as follows:

Section 1. Under the provisions of the Constitution and laws of the State of California and the Charter of the City of Long Beach, an election is ordered, proclaimed and called to be held in the City of Long Beach, between the hours of 7:00 a.m., and 8:00 p.m., on Tuesday, the 4th day of November, 2008, for the purpose of

Proposition A. Long Beach Utility Users Tax Modernization Measure.

Without raising current tax rates, shall an ordinance be adopted to help preserve funding for critical City services, including police and fire protection, paramedic and emergency response, street maintenance, parks, youth services, and libraries, by updating the telephone users tax to include new and evolving technologies so that all taxpayers are treated equally regardless of technology used?

Section 2. Notice is hereby given of the time and place of the election.

The City Clerk is directed and authorized to print and publish the proposition as required by law. All particulars not provided in this resolution shall be held under the provisions of law governing the conduct of such elections in the City of Long Beach.

Section 3. The proposition shall be stated as provided in Section 13119 of the Elections Code of the State of California. The ballot used in voting upon the propositions shall contain the words "yes" and "no". The text of Proposition A is set forth in full in Exhibit "A".

Section 4. That only qualified voters of the City of Long Beach shall be permitted to vote in the election called by this resolution.

Section 5. This resolution shall take effect immediately upon its adoption by the City Council, and the City Clerk shall certify the vote adopting this resolution.

I hereby certify that the foregoing resolution was adopted by the City

Council of the City of Long Beach at its meeting of _______, 2008, by the

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following vote: Ayes: Councilmembers: Councilmembers: Noes: Councilmembers: Absent: City Clerk OFFICE OF THE CITY ATTORNEY ROBERT E. SHANNON, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach, CA 90802-4664 HAM:fl 07/14/08 A08-01925

OFFICE OF THE CITY ATTORNEY ROBERT E. SHANNON, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach, CA 90802-4664

EXHIBIT A

ORDINANCE NO.

AN ORDINANCE OF THE CITY OF LONG BEACH,
CALIFORNIA AMENDING CHAPTER 3.68 OF THE LONG
BEACH MUNICIPAL CODE TO MODERNIZE THE UTILITY
USERS TAX

THE PEOPLE OF THE CITY OF LONG BEACH DO ORDAIN AS FOLLOWS:

Section 1. Section 3.68.020 of the Long Beach Municipal Code is hereby amended to read as follows:

"3.68.020 Definitions.

Except where the context otherwise requires, the definitions given in this section govern the construction of this chapter.

- A. 'Ancillary telecommunications services' means services that are associated with or incidental to the provision, use or enjoyment of telecommunications services including, but not limited to, the following:
- 1. Services that link two or more participants of an audio or video conference call, including the provision of a telephone number.
- 2. Services that separately state information pertaining to individual calls on a customer's billing statement.
- 3. Services that provide telephone number information, and/or address information.
- 4. Services offered in connection with one or more telecommunications services, which offer advanced calling features that allow customers to identify callers or to manage multiple calls and call

connections.

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- 5. Services that enable customers to store, send or receive recorded messages.
- 'Billing address' means the mailing address of a service user B. where a service supplier submits invoices or bills for payment by the service user.
 - C. 'City' means the City of Long Beach.
- 'Electrical corporation' has the same meaning as defined in D. Section 218 of the Public Utilities Code.
 - E. 'Month' means a calendar month.
- F. 'Person' means, without limitation, any natural person; domestic, nonprofit or foreign corporation; firm; trust; estate; association; syndicate; joint stock company; limited liability company; partnership of any kind; joint venture; club; business or common-law trust of any kind; society; cooperative; receiver, trustee, guardian or other representative appointed by order of any court; municipal district; or municipal corporation (other than the city); or the manager, lessee, agent, servant, officer or employee of any of them.
- G. 'Service address' means the residential street address or the business street address of the service user's primary place of use.
- Н. 'Service supplier' means any entity or person that provides telephone communication, electric, gas, or water service to a user of such services within the city.
- I. 'Service user' means a person required to pay a tax imposed by this chapter.
- J. 'Tax administrator' means the revenue administrator of the City of Long Beach.
 - K. 'Telephone communication services' includes the

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transmission, conveyance, or routing of voice, data, audio, video, or any other information or signals to a point, or between or among points, whether or not such information is transmitted through interconnected service with the public switched network, whatever the technology used, whether such transmission, conveyance or routing occurs by wire, cable, fiber-optic, light wave, laser, microwave, radio wave (including, but not limited to, cellular service, commercial mobile service, personal communications service (PCS), specialized mobile radio (SMR), and other types of personal wireless service – see 47 USCA Section 332(c) (7) (C) (i) – regardless of radio spectrum used), switching facilities, satellite or any other technology now existing or developed after the adoption of this section, and includes, without limitation, fiber optic, coaxial cable, and wireless. The term 'telephone communication services' includes such transmission, conveyance, or routing in which computer processing applications are used to act on the form, code or protocol of the content for purposes of transmission, conveyance or routing without regard to whether such services are referred to as voice over internet protocol (VoIP) services or are classified by the Federal Communications Commission as enhanced or value added, and includes video and/or data services that are functionally integrated with telecommunications services. 'Telephone communication services' include, but are not limited to, the following services, regardless of the manner or basis on which such services are calculated or billed: central office and custom calling features (including but not limited to call waiting, call forwarding, caller identification and three-way calling), local number portability, text messaging, ancillary telecommunication services, prepaid and post-paid telecommunications services (including but not limited to prepaid calling cards); mobile telecommunications service; private telecommunication service; paging service; 800 service (or any other toll-

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free numbers designated by the Federal Communications Commission); and value-added non-voice data service. For purposes of this section, 'private telecommunication service' means any dedicated telephone communications service that entitle a user to exclusive or priority use of communications channels. 'Telephone communication service' does not include: internet access services; video programming services; and digital downloads, such as downloads of books, music, ringtones, games and similar digital products.

L. 'Telephone corporation' has the same meaning as defined in section 234 of the Public Utilities Code."

Section 3.68.050 of the Long Beach Municipal Code is hereby Section 2. amended to read as follows:

"3.68.050 Telephone tax.

There is imposed a tax upon every person, other than a Α. telephone corporation, who uses telephone communication services in the city, including intrastate, interstate, and international telephone communication services, to the extent permitted by federal and state law. Interstate calls shall be deemed to include calls to the District of Columbia. The telephone users tax is intended to, and does, apply to all charges within the city's tax jurisdiction, such as charges billed to a telephone account having a situs in the city as permitted by the Mobile Telecommunications Sourcing Act of 2000, 4 U.S.C. § 116 et seq. The tax imposed by this section shall be at the rate of five percent (5%). The tax shall apply to all charges made for such telephone communication services and shall be collected from the service user by the services supplier or its billing agent. There is a rebuttable presumption that telephone communication services billed to a billing or service address in the city are

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used, in whole or in part, within the city, and that such services are subject to taxation under this chapter. There is also a rebuttable presumption that telephone communication services sold within the city that are not billed to a billing address or provided to a primary physical location (such as prepaid calling card services) are used, in whole or in part, within the city and are therefore subject to taxation under this chapter.

- B. As used in this section, the term 'charges' shall include the value of any other services, credits, property of every kind or nature, or other consideration provided by the service user in exchange for the telephone communication services.
- C. The tax administrator may, from time to time, issue and disseminate to telecommunication service suppliers administrative rulings identifying those telecommunication services that are subject to the tax of subsection A of this section. Such administrative rulings shall be consistent with legal nexus and laws pertaining to telephone communications services and shall not impose a new tax, revise an existing tax methodology, or increase an existing tax, except as allowed by California Government Code Section 53750(h) (2) and (3) or other law. The tax administrator may consider state-wide interpretive rules and guidelines promulgated by any government agency or association of government agencies as a factor in determining the intent of voters adopting this section. To the extent that the tax administrator determines that the tax imposed under this section shall not be collected in full for any period of time, such an administrative ruling falls within the tax administrator's discretion to settle disputes. The tax administrator's exercise of prosecutorial forbearance under this chapter does not constitute a change in taxing methodology for purposes of Government Code section 53750(h), and the city does not waive or abrogate its ability to impose the telephone users' tax in full as a result of

issuing such administrative rulings and may suspend such rulings and recommence collection of the tax without additional voter approval.

- D. The following shall be exempt from the tax imposed by this section:
- 1. Charges paid for by inserting coins in coin-operated telephones available to the public with respect to local telephone service, or with respect to long distance telephone service if the charge for such long distance telephone service is less than 25 cents; except that where such coin-operated telephone service is furnished for a guaranteed amount, the amounts paid under such guarantee plus any fixed monthly or other periodic charge shall be subject to the tax.
- charges for services used in the collection of news for the public press, or a news ticker service furnishing a general news service similar to that of the public press, or radio broadcasting, or in the dissemination of news through the public press, or a news ticker service furnishing a general news service similar to that of the public press, or by means of radio broadcasting, if the charge for such service is billed in writing to such person.
- 3. Charges for services furnished to an international organization designated under the International Organizations Immunities Act and defined in 22 USCA 288 or to the American National Red Cross.
- 4. Charges for any long distance telephone service which originates within a combat zone, as defined in section 112 of the Internal Revenue Code, from a member of the Armed Forces of the United States performing service in such combat zone, as determined under such section, provided a certificate, setting forth such facts as the Secretary of the U.S. Treasury may by regulations prescribe, is furnished to the person receiving such payment.

	5.	Charges for any long distance telephone service to the
extent that th	ne amo	unt so paid is for use by a common carrier, telephone or
telegraph co	mpany,	or radio broadcasting station or network in the conduct
of its busines	ss as sı	uch.

- 6. Amounts paid by a nonprofit hospital for services furnished to such organization. For purposes of this subsection, the term "nonprofit hospital" means a hospital referred to in Internal Revenue Code section 170(b)(1)(A)(iii) which is exempt from income tax under Internal Revenue Code section 501(a).
- 7. Charges for services or facilities furnished to the government of any State, or any political subdivision thereof, or the District of Columbia.
- 8. Charges paid by a nonprofit educational organization for services or facilities furnished to such organization. For purposes of this subsection, the term "nonprofit educational organization" means an educational organization described in Internal Revenue Code section 170(b)(1)(A)(ii) which is exempt from income tax under Internal Revenue Code section 501(a). The term also includes a school operated as an activity of an organization described in Internal Revenue Code section 501(c)(3) which is exempt from income tax under Internal Revenue Code section 501(a), if such school normally maintains a regular faculty and curriculum and normally has a regularly enrolled body of pupils or students in attendance at the place where its educational activities are regularly carried on.
- 9. Charges for maritime mobile services as defined in Section 2.1 of Title 47 of the Code of Federal Regulations as such section existed on January 1, 1970.
 - E. To prevent actual multi-jurisdictional taxation of telephone

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communication services subject to tax under this section, any service user. upon proof to the tax administrator that the service user has previously paid the same tax in another American jurisdiction on such telephone communication services, shall be allowed a credit against the tax imposed to the extent of the amount of such tax legally imposed in such other jurisdiction; provided, however, the amount of credit shall not exceed the tax owed to the city under this section. This ordinance shall be construed broadly in favor of the imposition and collection of the utility users tax to the fullest extent permitted by California and federal law, and as it may change from time to time.

- F. The tax on telephone communication services imposed by this section shall be collected from the service user by the service supplier. The amount of tax collected from the twenty-sixth day of each month through the twenty-fifth day of the following month shall be remitted to the city clerk on or before the twenty-sixth day of such following month, or at the option of the person required to collect and remit the tax, an estimated amount of tax collected, measured by billings of the previous month, shall be remitted to the clerk on or before the twenty-sixth day of each month.
- For purposes of imposing a tax or establishing a duty to collect and remit a tax under this subchapter, "substantial nexus" and "minimum contacts" shall be construed broadly in favor of the imposition. collection and/or remittance of the utility users tax to the fullest extent permitted by state and federal law, and as that law may change from time to time. Any telephone communication service (including VoIP) used by a person with a service address in the city, which service is capable of making a call to another person on the general telephone network, shall be subject to a rebuttable presumption that "substantial nexus/minimum" contacts" exists for purposes of imposing a tax, or establishing a duty to

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collect and remit a tax, under this chapter. A service supplier shall be deemed to have sufficient activity in the city to be obligated to collect and remit the tax imposed by this chapter if it does any of the following: maintains or has within the city, directly or through an agent or subsidiary, a place of business of any nature; solicits business in the city by employees, independent contractors, resellers, agents or other representatives; solicits business in the city by means of advertising that is broadcast or relayed from a transmitter within the city or distributed from a location within the city; or advertises in newspapers or other periodicals printed and published within the city or through materials distributed in the city by means other than the United States mail."

Section 3. Section 3.68.065 of the Long Beach Municipal Code, added in 2006 by Ordinance 06-0035, is hereby ratified and readopted.

Section 4. Section 3.68.075 of the Long Beach Municipal Code is hereby added to read as follows:

"3.68.075 Effect of state and federal authorization

To the extent that the city's authorization to impose or collect any tax imposed under this chapter is expanded or limited as a result of changes in state or federal law, no amendment or modification of this chapter shall be required to conform the tax to those changes, and the tax shall be imposed and collected to the full extent of the city's authorization up to the full amount of the tax imposed under this chapter."

Section 5. Section 3.68.170 of the Long Beach Municipal Code is hereby added to read as follows:

"3.68.170 Independent Audit

The city shall annually verify that the taxes owed under this chapter have been properly applied, exempted, collected, and remitted in accordance with this chapter, and properly expended according to

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applicable law. The annual verification shall be performed by a qualified independent third party and the review shall employ reasonable, costeffective steps to assure compliance, including the use of sampling audits. The verification shall not be required of as to a service supplier where the cost of the verification is expected to exceed the tax revenues to be reviewed."

This Ordinance does not change the existing rate of any tax Section 6. imposed under Chapter 3.68 of the Long Beach Municipal Code.

Section 7. This Ordinance does not change the existing exemptions for low-income seniors and disabled persons from the any tax imposed under Chapter 3.68 of the Long Beach Municipal Code as specified in Section 3.68.080 of that Chapter. Any change to those exemptions which constitutes a tax increase within the meaning of Government Code Section 53750(h) shall require a vote of the people of the City of Long Beach.

Chapter 3.68 of the Long Beach Municipal Code as amended Section 8. by this Ordinance may be repealed or amended by the City Council without a vote of the people except as follows: as required by Proposition 218, any amendment to that chapter that increases the amount or rate of tax beyond the levels authorized by this Ordinance may not take effect unless approved by a vote of the people. The City Council may impose the taxes authorized by that chapter in any amount or rate which does not exceed the rate approved by the voters of the City.

If any section, sentence, clause, phrase, or portion of this Section 9. Ordinance is for any reason held to be invalid or unenforceable by a court of competent jurisdiction, the remaining sections, sentences, clauses, phrases, or portions of this ordinance shall nonetheless remain in full force and effect. The people of the City of Long Beach hereby declare that they would have adopted each section, sentence, clause, phrase, or portion of this Ordinance, irrespective of the fact that any one or more sections, sentences, clauses, phrases, or portions of this Ordinance be declared invalid

or unenforceable and, to that end, the provisions of this Ordinance are severable.

Section 10. As provided in Section 2001 of the Long Beach City Charter, if a majority of those electors voting on this ordinance vote in favor of same, it shall be adopted upon a declaration of the result of such ballot by the City Council, and it shall take effect ten (10) days after that date.

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