



STATE OF CALIFORNIA

STATE BOARD OF EQUALIZATION
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February 6, 2015

To Interested Parties:

Notice of Proposed Regulatory Action

The State Board of Equalization Proposes to Adopt Amendments to California Code of Regulations, Title 18, Section 1685.5, *Calculation of Estimated Use Tax - Use Tax Table*

NOTICE IS HEREBY GIVEN that the State Board of Equalization (Board), pursuant to the authority vested in it by Revenue and Taxation Code (RTC) section 7051, proposes to adopt amendments to California Code of Regulations, title 18, section (Regulation) 1685.5, *Calculation of Estimated Use Tax - Use Tax Table*. The proposed amendments to Regulation 1685.5 update the regulation's definition of the average state, local, and district sales and use tax rate to include the rates of all the sales and use taxes imposed under article XIII of the California Constitution, which are currently the taxes imposed by sections 35 and 36 of article XIII of the California Constitution. The proposed amendments also eliminate any future requirements to amend the regulation's definition of the average state, local, and district sales and use tax rate each time a sales and use tax is added to or deleted from article XIII of the California Constitution.

PUBLIC HEARING

The Board will conduct a meeting in Room 121 at 450 N Street, Sacramento, California on March 25-26, 2015. The Board will provide notice of the meeting to any person who requests that notice in writing and make the notice, including the specific agenda for the meeting, available on the Board's Website at www.boe.ca.gov at least 10 days in advance of the meeting.

A public hearing regarding the proposed regulatory action will be held at 9:30 a.m. or as soon thereafter as the matter may be heard on March 25 or 26, 2015. At the hearing, any interested person may present or submit oral or written statements, arguments, or contentions regarding the adoption of the proposed amendments to Regulation 1685.5.

AUTHORITY

RTC section 7051

REFERENCE

RTC section 6452.1

INFORMATIVE DIGEST/POLICY STATEMENT OVERVIEW

Summary of Existing Laws and Regulations

Under RTC sections 6202 and 6453, consumers are primarily liable for reporting and paying use tax imposed on the storage, use, or other consumption of tangible personal property in this state. However, under RTC sections 6203, 6226, and 6453, specified retailers are required to register with the Board, collect use tax from their California customers, and report and pay the use tax to the state. Therefore, under Regulation 1685, *Payment of Tax by Purchasers*, consumers are required to report and pay their own use taxes to the state when they purchase tangible personal property for storage, use, or other consumption in this state from unregistered retailers that do not collect California use tax.

Prior to 2010, consumers could only report and pay their use taxes to the Board. However, RTC section 6452.1 was enacted in 2010 to make it more convenient for consumers to comply with their use tax obligations by permitting consumers to make an irrevocable election to report “qualified use tax” on an “acceptable [income] tax return” filed with the Franchise Tax Board (FTB). RTC section 6452.1, subdivision (d)(2), as enacted by Statutes 2010, chapter 721, defined the term “qualified use tax” to mean a taxpayer’s actual unpaid use tax liability after applying the state use taxes imposed under the Sales and Use Tax Law (RTC § 6001 et seq.) and section 35 of article XIII of the California Constitution, and the local and district use taxes imposed in conformity with the Bradley-Burns Uniform Local Sales and Use Tax Law (RTC § 7200 et seq.) or in accordance with the Transactions and Use Tax Law (RTC § 7251 et seq.) to the taxpayer’s purchases of tangible personal property subject to use tax.

Senate Bill No. (SB) 86 (Stats. 2011, ch. 14) amended RTC section 6452.1 to make it more convenient for taxpayers to comply with their use tax obligations by giving taxpayers the option to report their “estimated use tax liabilities,” based upon their AGIs for income tax purposes, for one or more single nonbusiness purchases of individual items of tangible personal property each with a sales price of less than one thousand dollars (\$1000), as determined from a use tax table, on their income tax returns, instead of calculating and reporting their actual unpaid use tax liabilities (as described above). In addition, RTC section 6452.1, subdivision (d)(2)(A)(i)(II), as amended by SB 86, requires the Board to “annually calculate the estimated amount of use tax due according to a person’s adjusted gross income and by July 30 of each calendar year make available to [the] Franchise Tax Board such amounts in the form of a use tax table” for inclusion in the instructions to the FTB’s returns and use by eligible taxpayers. Furthermore, SB 86

expanded the definition of “qualified use tax” by deleting the reference to “section 35” of article XIII of the California Constitution from RTC section 6452.1, subdivision (d)(2).

The Board adopted Regulation 1685.5 on July 26, 2011, to prescribe the specific use tax table that taxpayers could use to estimate their calendar-year 2011 use taxes based upon their adjusted gross incomes (AGIs), prescribe the manner in which the Board shall annually calculate the estimated amount of use tax due according to a person’s AGI for calendar-year 2012 and subsequent years, and prescribe the format of the use tax tables the Board would be required to make available to the FTB for calendar-year 2012 and subsequent years.

As relevant here, Regulation 1685.5, subdivision (b)(7), defines the “average state, local, and district sales and use tax rate” for purposes of determining the rate of sales and use tax to be used to calculate the estimated amount of use tax due according to a person’s AGI. And, subdivision (b)(7)(A) of Regulation 1685.5 specifically includes the rate of the taxes imposed by “section 35 of article XIII of the California Constitution” in the average state, local, and district sales and use tax rate because the only statewide sales and use taxes imposed under the California Constitution at the time Regulation 1685.5 was adopted were the taxes imposed by section 35 of article XIII.

Effect, Objective, and Benefits of the Proposed Amendments to Regulation 1685.5

California voters approved Proposition 30 in the General Election of 2012, and Proposition 30 added section 36 to article XIII of the California Constitution to impose temporary sales and use taxes, and temporarily increase the statewide sales and use tax rate by one quarter of one percent on and after January 1, 2013, and before January 1, 2017. Therefore, Board staff determined that there was an issue because the definition of the average state, local, and district sales and use tax rate in Regulation 1685.5, subdivision (b)(7), does not include the rate of the temporary taxes, which must be included in the Board’s calculations of the estimated amount of use tax due according to a person’s AGI for 2013 through 2016. And, Board staff concluded that the definition of the average state, local, and district tax rate in Regulation 1685.5, subdivision (b)(7), needs to be amended to include the rate of the temporary taxes in order to address the issue.

As a result, Board staff prepared Formal Issue Paper 14-008, which recommended that the Board make Regulation 1685.5’s definition of the average state, local, and district sales and use tax rate consistent with the temporary taxes imposed under the California Constitution and the current statutory definition of “qualified use tax” by deleting the specific reference to “section 35 of” from subdivision (b)(7)(A)’s current reference to the “sales and use taxes imposed under section 35 of article XIII of the California Constitution.” This was because staff determined that deleting the reference to “section 35 of” expands the provisions of subdivision (b)(7)(A) so that they incorporate the rates of all of the sales and use taxes imposed under article XIII of the California Constitution, which are currently the sales and use taxes imposed by section 35 and the temporary taxes imposed by section 36 of article XIII of the California Constitution. This was also because staff determined that expanding the provisions of subdivision (b)(7)(A) eliminates any future requirements to amend the regulation’s definition of the average state,

local, and district sales and use tax rate each time a sales and use tax is added to or deleted from article XIII of the California Constitution. The formal issue paper did not recommend that the Board alter the regulation's definition of the average state, local, and district sales and use tax rate in any other way, and did not recommend that the Board make any other changes to the manner in which the Board is required to calculate the estimated amount of use tax due according to a person's AGI.

Board staff submitted Formal Issue Paper 14-008 to the Board for consideration during its November 19, 2014, Business Taxes Committee (BTC) meeting. And, during the Board's November 19, 2014, BTC meeting, the Board Members unanimously voted to propose the staff's recommend amendments to Regulation 1685.5 because the Board determined that the amendments are reasonably necessary to have the effect and accomplish the objective of addressing the issue referred to above by including the rate of the temporary taxes in the regulation's definition of the average state, local, and district tax rate.

The Board anticipates that the proposed amendments to Regulation 1685.5 will improve transparency by clarifying that the Board's calculations of the estimated amount of use tax due according to a person's AGI include the rates of all the sales and use taxes imposed under article XIII of the California Constitution. The Board also anticipates that the proposed amendments will benefit the Board by eliminating any future requirements to amend the regulation each time a sales and use tax is added to or deleted from article XIII of the California Constitution.

The Board has performed an evaluation of whether the proposed amendments to Regulation 1685.5 are inconsistent or incompatible with existing state regulations and determined that the proposed amendments are not inconsistent or incompatible with existing state regulations. This is because there are no other sales and use tax regulations that prescribed the manner in which the Board shall annually calculate the estimated amount of use tax due according to a person's AGI under RTC section 6452.1. In addition, the Board has determined that there are no comparable federal regulations or statutes to Regulation 1685.5 or the proposed amendments to Regulation 1685.5.

NO MANDATE ON LOCAL AGENCIES AND SCHOOL DISTRICTS

The Board has determined that the adoption of the proposed amendments to Regulation 1685.5 will not impose a mandate on local agencies or school districts, including a mandate that is required to be reimbursed under part 7 (commencing with section 17500) of division 4 of title 2 of the Government Code.

NO COST OR SAVINGS TO ANY STATE AGENCY, LOCAL AGENCY, OR SCHOOL DISTRICT

The Board has determined that the adoption of the proposed amendments to Regulation 1685.5 will result in no direct or indirect cost or savings to any state agency, no cost to any local agency or school district that is required to be reimbursed under part 7 (commencing with section 17500)

of division 4 of title 2 of the Government Code, no other non-discretionary cost or savings imposed on local agencies, and no cost or savings in federal funding to the State of California.

NO SIGNIFICANT STATEWIDE ADVERSE ECONOMIC IMPACT DIRECTLY AFFECTING BUSINESS

The Board has made an initial determination that the adoption of the proposed amendments to Regulation 1685.5 will not have a significant, statewide adverse economic impact directly affecting business, including the ability of California businesses to compete with businesses in other states.

The adoption of the proposed amendments to Regulation 1685.5 may affect small business.

NO COST IMPACTS TO PRIVATE PERSONS OR BUSINESSES

The Board is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed action.

RESULTS OF THE ECONOMIC IMPACT ASSESSMENT REQUIRED BY GOVERNMENT CODE SECTION 11346.3, SUBDIVISION (b)

The Board has determined that the proposed amendments to Regulation 1685.5 are not a major regulation, as defined in Government Code section 11342.548 and California Code of Regulations, title 1, section 2000. Therefore, the Board has prepared the economic impact assessment required by Government Code section 11346.3, subdivision (b)(1), and included it in the initial statement of reasons. The Board has determined that the adoption of the proposed amendments to Regulation 1685.5 will neither create nor eliminate jobs in the State of California nor result in the elimination of existing businesses nor create or expand business in the State of California. Furthermore, the Board has determined that the adoption of the proposed amendments to Regulation 1685.5 will not affect the benefits of Regulation 1685.5 to the health and welfare of California residents, worker safety, or the state's environment.

NO SIGNIFICANT EFFECT ON HOUSING COSTS

The adoption of the proposed amendments to Regulation 1685.5 will not have a significant effect on housing costs.

DETERMINATION REGARDING ALTERNATIVES

The Board must determine that no reasonable alternative considered by it or that has been otherwise identified and brought to its attention would be more effective in carrying out the purpose for which the action is proposed, would be as effective and less burdensome to affected private persons than the proposed action, or would be more cost effective to affected private

persons and equally effective in implementing the statutory policy or other provision of law than the proposed action.

CONTACT PERSONS

Questions regarding the substance of the proposed amendments should be directed to Bradley M. Heller, Tax Counsel IV, by telephone at (916) 323-3091, by e-mail at Bradley.Heller@boe.ca.gov, or by mail at State Board of Equalization, Attn: Bradley Heller, MIC:82, 450 N Street, P.O. Box 942879, Sacramento, CA 94279-0082.

Written comments for the Board's consideration, notice of intent to present testimony or witnesses at the public hearing, and inquiries concerning the proposed administrative action should be directed to Mr. Rick Bennion, Regulations Coordinator, by telephone at (916) 445-2130, by fax at (916) 324-3984, by e-mail at Richard.Bennion@boe.ca.gov, or by mail at State Board of Equalization, Attn: Rick Bennion, MIC:80, 450 N Street, P.O. Box 942879, Sacramento, CA 94279-0080.

WRITTEN COMMENT PERIOD

The written comment period ends at 9:30 a.m. on March 25, 2015, or as soon thereafter as the Board begins the public hearing regarding the adoption of the proposed amendments to Regulation 1685.5 during the March 25-26, 2015, Board meeting. Written comments received by Mr. Rick Bennion at the postal address, email address, or fax number provided above, prior to the close of the written comment period, will be presented to the Board and the Board will consider the statements, arguments, and/or contentions contained in those written comments before the Board decides whether to adopt the proposed amendments to Regulation 1685.5. The Board will only consider written comments received by that time.

AVAILABILITY OF INITIAL STATEMENT OF REASONS AND TEXT OF PROPOSED REGULATION

The Board has prepared an underscored and strikeout version of the text of Regulation 1685.5 illustrating the express terms of the proposed amendments. The Board has also prepared an initial statement of reasons for the adoption of the proposed amendments to Regulation 1685.5, which includes the economic impact assessment required by Government Code section 11346.3, subdivision (b)(1). These documents and all the information on which the proposed amendments are based are available to the public upon request. The rulemaking file is available for public inspection at 450 N Street, Sacramento, California. The express terms of the proposed amendments and the initial statement of reasons are also available on the Board's Website at www.boe.ca.gov.

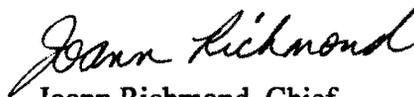
SUBSTANTIALLY RELATED CHANGES PURSUANT TO GOVERNMENT CODE SECTION 11346.8

The Board may adopt the proposed amendments to Regulation 1685.5 with changes that are nonsubstantial or solely grammatical in nature, or sufficiently related to the original proposed text that the public was adequately placed on notice that the changes could result from the originally proposed regulatory action. If a sufficiently related change is made, the Board will make the full text of the proposed regulation, with the change clearly indicated, available to the public for at least 15 days before adoption. The text of the resulting regulation will be mailed to those interested parties who commented on the original proposed regulation orally or in writing or who asked to be informed of such changes. The text of the resulting regulation will also be available to the public from Mr. Bennion. The Board will consider written comments on the resulting regulation that are received prior to adoption.

AVAILABILITY OF FINAL STATEMENT OF REASONS

If the Board adopts the proposed amendments to Regulation 1685.5, the Board will prepare a final statement of reasons, which will be made available for inspection at 450 N Street, Sacramento, California, and available on the Board's Website at www.boe.ca.gov.

Sincerely,


Joann Richmond, Chief
Board Proceedings Division

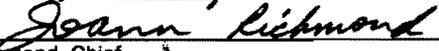
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STATE BOARD OF EQUALIZATION



BOARD APPROVED

At the March 25, 2015 Board Meeting



Joann Richmond, Chief
Board Proceedings Division

**Initial Statement of Reasons for
Proposed Amendments to California Code of Regulations, Title 18,
Section 1685.5, *Calculation of Estimated Use Tax - Use Tax Table***

SPECIFIC PURPOSE AND NECESSITY

Current Law

Under Revenue and Taxation Code (RTC) sections 6202 and 6453, consumers are primarily liable for reporting and paying use tax imposed on the storage, use, or other consumption of tangible personal property in this state. However, under RTC sections 6203, 6226, and 6453, specified retailers are required to register with the State Board of Equalization (Board), collect use tax from their California customers, and report and pay the use tax to the state. Therefore, under California Code of Regulations, title 18, section (Regulation) 1685, *Payment of Tax by Purchasers*, consumers are required to report and pay their own use taxes to the state when they purchase tangible personal property for storage, use, or other consumption in this state from unregistered retailers that do not collect California use tax.

Prior to 2010, consumers could only report and pay their use taxes to the Board. However, RTC section 6452.1 was enacted in 2010 to make it more convenient for consumers to comply with their use tax obligations by permitting consumers to make an irrevocable election to report “qualified use tax” on an “acceptable [income] tax return” filed with the Franchise Tax Board (FTB). RTC section 6452.1, subdivision (d)(2), as enacted by Statutes 2010, chapter 721, defined the term “qualified use tax” to mean a taxpayer’s actual unpaid use tax liability after applying the state use taxes imposed under the Sales and Use Tax Law (RTC § 6001 et seq.) and section 35 of article XIII of the California Constitution, and the local and district use taxes imposed in conformity with the Bradley-Burns Uniform Local Sales and Use Tax Law (RTC § 7200 et seq.) or in accordance with the Transactions and Use Tax Law (RTC § 7251 et seq.) to the taxpayer’s purchases of tangible personal property subject to use tax.

Senate Bill No. (SB) 86 (Stats. 2011, ch. 14) amended RTC section 6452.1 to make it more convenient for taxpayers to comply with their use tax obligations by giving taxpayers the option to report their “estimated use tax liabilities,” based upon their adjusted gross incomes (AGIs) for income tax purposes, for one or more single nonbusiness purchases of individual items of tangible personal property each with a sales price of less than one thousand dollars (\$1000), as determined from a use tax table, on their income tax returns, instead of calculating and reporting their actual unpaid use tax liabilities (as described above). In addition, RTC section 6452.1, subdivision (d)(2)(A)(i)(II), as amended by SB 86, requires the Board to “annually calculate the estimated amount of use tax due according to a person’s adjusted gross income and by July 30 of each calendar year make available to [the] Franchise Tax Board such amounts in the form of a use tax table” for inclusion in the instructions to the FTB’s returns and

use by eligible taxpayers. Furthermore, SB 86 expanded the definition of “qualified use tax” by deleting the reference to “section 35” of article XIII of the California Constitution from RTC section 6452.1, subdivision (d)(2).

The Board adopted Regulation 1685.5, *Calculation of Estimated Use Tax - Use Tax Table*, on July 26, 2011, to prescribe the specific use tax table that taxpayers could use to estimate their calendar-year 2011 use taxes based upon their AGIs, prescribe the manner in which the Board shall annually calculate the estimated amount of use tax due according to a person’s AGI for calendar-year 2012 and subsequent years, and prescribe the format of the use tax tables the Board would be required to make available to the FTB for calendar-year 2012 and subsequent years.

As relevant here, Regulation 1685.5, subdivision (b)(7), defines the “average state, local, and district sales and use tax rate” for purposes of determining the rate of sales and use tax to be used to calculate the estimated amount of use tax due according to a person’s AGI. And, subdivision (b)(7)(A) of Regulation 1685.5 specifically includes the rate of the taxes imposed by “section 35 of article XIII of the California Constitution” in the average state, local, and district sales and use tax rate because the only statewide sales and use taxes imposed under the California Constitution at the time Regulation 1685.5 was adopted were the taxes imposed by section 35 of article XIII.

Specific Purpose, Necessity, and Benefits of the Proposed Amendments

California voters approved Proposition 30 in the General Election of 2012, and Proposition 30 added section 36 to article XIII of the California Constitution to impose temporary sales and use taxes, and temporarily increase the statewide sales and use tax rate by one quarter of one percent on and after January 1, 2013, and before January 1, 2017. Therefore, Board staff determined that there was an issue (or problem within the meaning of Gov. Code, § 11346.2, subdivision (b)(1)) because the definition of the average state, local, and district sales and use tax rate in Regulation 1685.5, subdivision (b)(7), does not include the rate of the temporary taxes, which must be included in the Board’s calculations of the estimated amount of use tax due according to a person’s AGI for 2013 through 2016 to ensure that the Board’s calculations are consistent with the provisions of the California Constitution and the statutory definition of “qualified use tax.” And, Board staff concluded that the definition of the average state, local, and district tax rate in Regulation 1685.5, subdivision (b)(7), needs to be amended to include the rate of the temporary taxes in order to address the issue.

As a result, Board staff prepared Formal Issue Paper 14-008, which recommended that the Board make Regulation 1685.5’s definition of the average state, local, and district sales and use tax rate consistent with the temporary taxes imposed under the California Constitution and the current statutory definition of “qualified use tax” by deleting the specific reference to “section 35 of” from subdivision (b)(7)(A)’s current reference to the “sales and use taxes imposed under section 35 of article XIII of the California Constitution.” This was because staff determined that deleting the reference to “section 35 of” expands the provisions of subdivision (b)(7)(A) so that they incorporate the rates

of all of the sales and use taxes imposed under article XIII of the California Constitution, which are currently the sales and use taxes imposed by section 35 and the temporary taxes imposed by section 36 of article XIII of the California Constitution. This was also because staff determined that expanding the provisions of subdivision (b)(7)(A) eliminates any future requirements to amend the regulation's definition of the average state, local, and district sales and use tax rate each time a sales and use tax is added to or deleted from article XIII of the California Constitution. The formal issue paper did not recommend that the Board alter the regulation's definition of the average state, local, and district sales and use tax rate in any other way, and did not recommend that the Board make any other changes to the manner in which the Board is required to calculate the estimated amount of use tax due according to a person's AGI.

Board staff submitted Formal Issue Paper 14-008 to the Board for consideration during its November 19, 2014, Business Taxes Committee (BTC) meeting. And, during the Board's November 19, 2014, BTC meeting, the Board Members unanimously voted to propose the amendments to Regulation 1685.5 recommended by staff because the Board determined that the amendments are reasonably necessary for the specific purpose of addressing the issue (or problem) referred to above by including the rate of the temporary taxes in the regulation's definition of the average state, local, and district tax rate.

The Board anticipates that the proposed amendments to Regulation 1685.5 will improve transparency by clarifying that the Board's calculations of the estimated amount of use tax due according to a person's AGI include the rates of all the sales and use taxes imposed under article XIII of the California Constitution. The Board also anticipates that the proposed amendments will benefit the Board by eliminating any future requirements to amend the regulation each time a sales and use tax is added to or deleted from article XIII of the California Constitution.

The proposed amendments to Regulation 1685.5 were not mandated by federal law or regulations. There is no previously adopted or amended federal regulation that is identical to Regulation 1685.5 or the proposed amendments to Regulation 1685.5.

DOCUMENTS RELIED UPON

The Board relied upon Formal Issue Paper 14-008, the exhibits to the formal issue paper, and the comments made during the Board's discussion of the formal issue paper during its November 18, 2014, BTC meeting in deciding to propose the amendments to Regulation 1685.5 described above.

ALTERNATIVES CONSIDERED

The Board considered whether to begin the formal rulemaking process to adopt the proposed amendments to Regulation 1685.5 at this time or, alternatively, whether to take no action at this time. The Board decided to begin the formal rulemaking process to adopt the proposed amendments at this time because the Board determined that the amendments are reasonably necessary for the reasons set forth above.

The Board did not reject any reasonable alternative to the proposed amendments to Regulation 1685.5 that would lessen any adverse impact the proposed action may have on small business or that would be less burdensome and equally effective in achieving the purposes of the proposed action. No reasonable alternative has been identified and brought to the Board's attention that would lessen any adverse impact the proposed action may have on small business, be more effective in carrying out the purposes for which the action is proposed, would be as effective and less burdensome to affected private persons than the proposed action, or would be more cost effective to affected private persons and equally effective in implementing the statutory policy or other provision of law than the proposed action.

INFORMATION REQUIRED BY GOVERNMENT CODE SECTION 11346.2, SUBDIVISION (b)(5) AND ECONOMIC IMPACT ASSESSMENT REQUIRED BY GOVERNMENT CODE SECTION 11346.3, SUBDIVISION (b)

As previously explained, the Board adopted Regulation 1685.5 in 2011 to prescribe the manner in which the Board shall annually calculate the estimated amount of use tax due according to a person's AGI, as required by RTC section 6452.1. And, Regulation 1685.5, subdivision (b)(7), defines the "average state, local, and district sales and use tax rate" for purposes of determining the rate of sales and use tax to be used to calculate the estimated amount of use tax due according to a person's AGI.

Prior to January 1, 2013, the only statewide sales and use taxes imposed under the California Constitution were imposed by section 35 of article XIII and subdivision (b)(7)(A) of Regulation 1685.5 specifically includes the rate of the taxes imposed by "section 35 of article XIII of the California Constitution" in the average state, local, and district sales and use tax rate. However, California voters approved Proposition 30 in the General Election of 2012, Proposition 30 added section 36 to article XIII of the California Constitution to impose temporary sales and use taxes from January 1, 2013, through December 31, 2016, and the rate of the temporary taxes must be included in the Board's calculations of the estimated amount of use tax due according to a person's AGI for 2013 through 2016 to ensure that the Board's calculations are consistent with the provisions of the California Constitution and the statutory definition of "qualified use tax."

The proposed amendments to Regulation 1685.5 update the regulation's definition of the average state, local, and district sales and use tax rate to include the rates of all the sales and use taxes imposed under article XIII of the California Constitution, which are currently the taxes imposed by section 35 and the temporary taxes imposed by section 36 of article XIII of the California Constitution. The current practice of staff in the Board's Research and Statistics Section is to account for all relevant changes to the sales and use tax law, including changes to the California Constitution's sales and use tax provisions, when calculating the estimated amount of use tax due according to a person's AGI. As a result, the Research and Statistics Section's current practice is to include the rate of the temporary taxes in its calculations of the estimated amount of use tax due according to a

person's AGI and, consequently, there is nothing in the proposed amendments to Regulation 1685.5 that would change the way the Board currently calculates the estimated amount of use tax due according to a person's AGI, impact sales and use tax revenue, or impose any costs on individuals and businesses.

The Board anticipates that the proposed amendments to Regulation 1685.5 will improve transparency by clarifying that the Board's calculations of the estimated amount of use tax due according to a person's AGI include the rates of all the sales and use taxes imposed under article XIII of the California Constitution, including the temporary taxes. The Board also anticipates that the proposed amendments will benefit the Board by eliminating any future requirements to amend the regulation each time a sales and use tax is added to or deleted from article XIII of the California Constitution.

Therefore, the Board estimates that the proposed amendments will not have a measurable economic impact on individuals and business. And, the Board has determined that the proposed amendments to Regulation 1685.5 are not a major regulation, as defined in Government Code section 11342.548 and California Code of Regulations, title 1, section 2000, because the Board has estimated that the proposed amendments will not have an economic impact on California business enterprises and individuals in an amount exceeding fifty million dollars (\$50,000,000) during any 12-month period.

Further, based on these facts and all of the information in the rulemaking file, the Board has also determined that the adoption of the proposed amendments to Regulation 1685.5 will neither create nor eliminate jobs in the State of California nor result in the elimination of existing businesses nor create or expand business in the State of California.

Furthermore, Regulation 1685.5 does not regulate the health and welfare of California residents, worker safety, or the state's environment. Therefore, the Board has also determined that the adoption of the proposed amendments to Regulation 1685.5 will not affect the benefits of Regulation 1685.5 to the health and welfare of California residents, worker safety, or the state's environment.

The forgoing information also provides the factual basis for the Board's initial determination that the adoption of the proposed amendments to Regulation 1685.5 will not have a significant adverse economic impact on business.

The proposed amendments to Regulation 1685.5 may affect small businesses.

**Text of Proposed Amendments to
California Code of Regulations, Title 18, Section 1685.5**

1685.5. Calculation of Estimated Use Tax - Use Tax Table.

(a) In General.

(1) Estimated Use Tax and Use Tax Table. The Board of Equalization (BOE) is required to annually calculate the estimated amount of use tax due according to a person's adjusted gross income (AGI) and make such amounts available to the Franchise Tax Board (FTB), by July 30 of each year, in the form of a use tax table for inclusion in the instructions to the FTB's returns.

(2) Who is Eligible to Use BOE Use Tax Tables.

(A) Consumers may elect to use the use tax tables included in the instructions to their FTB returns to report their estimated use tax liabilities for one or more single nonbusiness purchases of individual items of tangible personal property each with a sales price of less than one thousand (\$1,000) on their FTB returns. However, eligible consumers may still calculate their actual use tax liabilities using the worksheets in the instructions to their FTB returns and report their actual use tax liabilities on their FTB returns. Consumers are not required to use the use tax tables included in the instructions to their FTB returns.

(B) The use tax table may not be used to estimate use tax liabilities for business purchases, including purchases made by businesses required to hold a seller's permit or to register with the BOE under the Sales and Use Tax Law and report their use tax liabilities directly to the BOE.

(3) Safe Harbor. If eligible consumers use the use tax tables included in the instructions to their FTB returns to estimate their use tax liabilities for qualified nonbusiness purchases and correctly report their estimated use tax liabilities for their qualified nonbusiness purchases in accordance with their AGI ranges, then the BOE may not assess the difference, if any, between the estimated use tax liabilities reported in accordance with the use tax tables and the consumers' actual use tax liabilities for qualified nonbusiness purchases.

(b) Definitions and Data Sources.

(1) AGI Ranges. The use tax table shall be separated into fifteen (15) AGI ranges as follows:

- (A) AGI less than \$10,000;
- (B) AGI of \$10,000 to \$19,999;
- (C) AGI of \$20,000 to \$29,999;
- (D) AGI of \$30,000 to \$39,999;
- (E) AGI of \$40,000 to \$49,999;

- (F) AGI of \$50,000 to \$59,999;
- (G) AGI of \$60,000 to \$69,999;
- (H) AGI of \$70,000 to \$79,999;
- (I) AGI of \$80,000 to \$89,999;
- (J) AGI of \$90,000 to \$99,999;
- (K) AGI of \$100,000 to \$124,999;
- (L) AGI of \$125,000 to \$149,999;
- (M) AGI of \$150,000 to \$174,999;
- (N) AGI of \$175,000 to \$199,999;
- (O) AGI more than \$199,999.

(2) Use Tax Liability Factor or Use Tax Table Percentage. For the 2011 calendar year the use tax liability factor or use tax table percentage shall be 0.070 percent (.0007). On June 1, 2012, the BOE shall calculate the use tax liability factor or use tax table percentage for the current calendar year by multiplying the percentage of income spent on taxable purchases for the preceding calendar year by 0.37, multiplying the product by the average state, local, and district sales and use tax rate, and then rounding the result to the nearest thousandth of a percent. On June 1, 2013, and each June 1 thereafter, the BOE shall calculate the use tax liability factor or use tax table percentage for the current calendar year by multiplying the percentage of income spent on taxable purchases for the preceding calendar year by 0.23, multiplying the product by the average state, local, and district sales and use tax rate, and then rounding the result to the nearest thousandth of a percent.

(3) Total Personal Income. Total personal income shall be determined by reference to the most current personal income data published by the United States Bureau of Economic Analysis.

(4) Total Spending at Electronic Shopping and Mail Order Houses. Total spending at electronic shopping and mail order houses shall be determined by reference to the most current electronic shopping and mail order house spending data published by the United States Census Bureau.

(5) Total Spending on Taxable Purchases. Total spending on taxable purchases shall be determined by:

- (A) Determining the percentage, rounded to the nearest tenth of a percent, of total spending at electronic shopping and mail order houses that are not included in the

following categories of items, by reference to the most current retail trade product lines statistics by kind of business data published by the United States Census Bureau:

- (i) Groceries and other foods for human consumption off premises, excluding bottled, canned, or packaged soft drinks;
- (ii) Prescriptions;
- (iii) Video content downloads;
- (iv) Audio content downloads;
- (v) Prepackaged computer software, including software downloads; and
- (vi) All nonmerchandise receipts.

(B) Adding ten billion dollars (\$10,000,000,000) to the total spending at electronic shopping and mail order houses to account for spending that is not included in the spending data published by the United States Census Bureau; and

(C) Multiplying the sum calculated in (B) by the percentage of total spending at electronic shopping and mail order houses that are not included in the categories of items listed in (A) above so that the result does not include spending on nontaxable purchases, and then rounding the result to the nearest tenth of a percent.

(6) Percentage of Income Spent on Taxable Purchases. The percentage of income spent on taxable purchases during a calendar year shall be calculated by dividing the total spending on taxable purchases for that year by the total personal income for that year, multiplying the result by 100, and rounding the result to the nearest tenth of a percent.

(7) Average State, Local, and District Sales and Use Tax Rate. The average state, local, and district sales and use tax rate for a calendar year shall be the total of:

(A) The rates of the statewide sales and use taxes imposed under ~~section 35 of article XIII~~ of the California Constitution and the Sales and Use Tax Law (Rev. & Tax. Code, § 6001 et seq.) in effect on January 1 of that year;

(B) The statewide rate of local tax imposed under the Bradley-Burns Uniform Local Sales and Use Tax Law (Rev. & Tax. Code, § 7200 et seq.) in effect on January 1 of that year; and

(C) The weighted average rate of the district taxes imposed under the Transactions and Use Tax Law (Rev. & Tax Code, § 7251 et seq.) in effect in the various jurisdictions throughout the state on January 1 of that year after taking into account the proportion of the total statewide taxable transactions (by dollar) reported for each jurisdiction during the fourth quarter of the calendar year that is two years prior to the calendar year for

which the calculation is made. For example, the total reported taxable transactions (by dollar) for the fourth quarter of 2010 shall be used to determine the weighted average rate of the district tax rates in effect on January 1, 2012, to calculate the weighted average rate of district taxes for calendar year 2012.

(c) Calculation of the Estimated Use Tax Liability.

(1) The estimated use tax liability for the AGI range described in subdivision (b)(1)(A) shall be determined by multiplying \$5,000 by the use tax liability factor or use tax table percentage and then rounding the result to the nearest whole dollar.

(2) The estimated use tax liability for the AGI ranges described in subdivision (b)(1)(B) through (N) shall be determined by multiplying the midpoint of each AGI range by the use tax liability factor or use tax table percentage and then rounding the result to the nearest whole dollar.

(3) The estimated use tax liability for the AGI range described in subdivision (b)(1)(O) shall be determined by multiplying each range member's actual AGI by the use tax liability factor or use tax table percentage and then rounding the result to the nearest whole dollar.

(d) Use Tax Table Format.

(1) The use tax table for calendar year 2011 shall provide as follows:

Adjusted Gross Income (AGI) Range	Use Tax Liability
Less Than \$20,000	\$7
\$20,000 to \$39,999	\$21
\$40,000 to \$59,999	\$35
\$60,000 to \$79,999	\$49
\$80,000 to \$99,999	\$63
\$100,000 to \$149,999	\$88
\$150,000 to \$199,999	\$123
More than \$199,999 -Multiply AGI by 0.070% (.0007)	

2) The use tax tables for calendar year 2012 and subsequent years shall utilize the same format as follows:

Adjusted Gross Income (AGI)		Use Tax Liability
Range		
Less Than \$10,000		\$
\$10,000	to \$19,999	\$
\$20,000	to \$29,999	\$
\$30,000	to \$39,999	\$
\$40,000	to \$49,999	\$
\$50,000	to \$59,999	\$
\$60,000	to \$69,999	\$
\$70,000	to \$79,999	\$
\$80,000	to \$89,999	\$
\$90,000	to \$99,999	\$
\$100,000	to \$124,999	\$
\$125,000	to \$149,000	\$
\$150,000	to \$174,999	\$
\$175,000	to \$199,999	\$
More than \$199,999 -Multiply AGI by		% (.000)

Note: Authority cited: Section 7051, Revenue and Taxation Code. Reference: Section 6452.1, Revenue and Taxation Code.

Regulation History

Type of Regulation: Sales and Use Tax

Regulation: 1685.5

Title: *Calculation of Estimated Use Tax - Use Tax Table*

Preparation: Bradley Heller

Legal Contact: Bradley Heller

The State Board of Equalization proposes to adopt amendments to update the definition of the average state, local, and district sales and use tax rate

History of Proposed Regulation:

March 25-26, 2015	Public Hearing
February 6, 2015	OAL publication date; 45-day public comment period begins; Interested Parties mailing
January 27, 2014	Notice to OAL
November 19, 2014	Business Tax Committee, Board Authorized Publication (Vote 5-0)

Sponsor: NA

Support: NA

Oppose: NA