EXHIBIT	NO.	
---------	-----	--

<u> 11</u> 3-14-09

City of Alexandria, Virginia

MEMORANDUM

DATE:

MARCH 11, 2009

TO:

THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM:

JAMES K. HARTMANN, CITY MANAGER

SUBJECT:

PROPOSED REAL AND PERSONAL PROPERTY TAX RATES

ORDINANCES AND PROPOSED EFFECTIVE TAX RATE INCREASE FOR

CALENDAR YEAR 2009 (FISCAL YEAR 2010)

ISSUE: What real property (residential and commercial) and personal property tax rates should be advertised for public hearing.

RECOMMENDATION: That City Council: (1) pass the proposed ordinance on first reading; and (2) set it for public hearing on Saturday April 18, and second reading and final passage on Monday, April 27. The ordinance reflects:

- 1. A base real estate tax rate on residential, commercial and industrial property for calendar year 2009 of \$____ per one hundred dollars of assessed valuation;
- 2. An add-on real estate tax rate on non-residential commercial and industrial property for calendar year 2009 to be dedicated for transportation purposes of \$ 0.00 per one hundred dollars of valuation; and
- 3. A dedication of 0.3% of real estate tax revenues for the Open Space Trust Fund Account; and
- 4. A personal property tax rate on vehicles and business tangible property for calendar year 2009 of \$4.75 per one hundred dollars of valuation.

<u>DISCUSSION</u>: Under the requirements of The Code of Virginia (The Code), the City Council annually must establish real property and personal property tax rates for each calendar year. The Code also establishes certain advertising and public hearing requirements prior to the adoption of these property tax rates. One of these Code requirements is that the rates that Council chooses to advertise are the highest rates that Council can consider adopting.

The State Code since 1990 has required a special tax hearing and tax increase hearing public notice. The applicable State Code section does not deal with the circumstance of assessments declining combined with a proposed tax rate increase. As a result, it is recommended that the 2009 real estate tax rate setting process be handled as it has for nearly two decades with a special notice and separate hearing continuing for 2009.

As a result, it is proposed that Council act on Saturday, March 14, to establish the maximum real estate tax rate which will be advertised 30 days in advance of the April 18 public hearing to be considered, including any special commercial real estate tax for transportation purposes. Because the State Code requirement regarding the 30 day notice does not apply to the 2009 tax rate setting process, Council could defer determining the maximum real estate tax rate until as late as April 14, which is the last City Council legislative meeting prior to the planned April 18 tax rates public hearing (which has been the publicized date listed on all FY 2010 budget process materials and the City's web site).

The following is the proposed schedule for calendar year 2009 (FY 2010):

Date:	<u>Topic</u> :
March 14	Introduction of proposed tax ordinance
April 13	Regular public hearing on the budget
April 18	Public hearing on the property tax rates and property tax related ordinance
April 27	Final adoption of the budget and related tax ordinance

The following chart illustrates alternative real estate tax rates that Council might consider for the base real estate tax rate which applies to residential, commercial, and industrial properties:

Tax Rate Increase	FY 2010 (in millions)	Average Change in Residential Tax (\$) (%)	
Over Current \$0.845	Revenues		
4.2 cents (proposed)	\$13.9	-1	-0.0%
5.2 cents (Alt. CIP budget)	\$17.2	+47	+1.1%
6 cents	\$19.8	+85	+2.0%
7 cents	\$23.1	+133	+3.1%
8 cents	\$26.4	+181	+4.3%

The FY 2010 proposed operating budget reflects a 4.2 cent increase to the real property tax rate of \$0.845 per \$100 to \$0.887 of assessed value, and does not include any add-on

¹ The total value of taxable real property within the City has been assessed at \$34.4 billion including non-locally assessed properties. This reflects a 2.1% decrease in total assessments. Of the total decrease, approximately 2.8% (\$992.1 million) is due to declining values of existing property, partially offset by \$268.4 million in new growth, including \$64.5 million in new residential growth and \$203.9 million in new commercial growth. The reassessments of existing properties decreased \$992.1 million. Existing commercial real property depreciated \$28.8 million; the value of existing residential property decreased by \$948.2 million. Under the proposed \$0.887 tax rate, the tax bill for the average residential unit in 2009 is expected to decrease by \$1.

commercial property tax rate option. However, the alternative CIP budget, if funded, would require a 1 cent real estate tax rate increase to the proposed rate of \$0.897.

The proposed budget and the proposed ordinance do not assume the continuation of the dedication of one cent of the real estate tax rate for affordable housing and one percent real estate tax revenue for open space. The dedication for affordable housing is proposed to be reduced to 0.7 cents, enough to cover the \$2.25 million debt service on bonds already issued (or to be potentially issued for affordable housing purposes). The dedication for open space is proposed to be reduced to 0.3% of real estate tax revenues.

As part of the transportation funding initiatives which the General Assembly approved (HB3202) during its 2007 session, local governments in Northern Virginia also were each given a commercial real estate tax option to be used for transportation purposes. Under the commercial real estate tax option, localities are now authorized to adopt a differential real estate tax rate on non-residential commercial and industrial property in the City of no more than 25 cents per \$100 of value. (Apartments and all other residential property in the City would be excluded from this new tax.) Non-residential commercial property includes office, retail, hotel, general commercial, industrial and public utility real property. The zero commercial tax rate in the proposed budget will be considerably lower than surrounding jurisdictions, because the budget continues the current policy of no add-on tax on commercial property. In their proposed budgets, Arlington County's add-on tax for commercial property is \$0.115 and Fairfax County's add on rate is \$0.11. During this session of the General Assembly a \$0.125 tax rate cap until June, 2013 was passed, reducing the previous \$0.25 tax rate cap in half.

The FY 2010 Proposed Operating budget reflects no change per \$100 of assessed value to the current various personal property tax rates:

\$4.75 for tangible personal property,

\$3.55 for vehicles with specially designed equipment for use by the physically disabled,

\$4.50 for machinery and tools used in machinery and manufacturing business, and

\$.01 for privately-owned pleasure boats and watercraft that are used for recreational purposes only.

It should be noted that because of a projected decline in average vehicle values in 2009, the average household will see their vehicle personal property tax bill drop \$66 or 23% from \$298 per household to \$224 per household.

The attached ordinance assumes that the personal property tax rates for machinery and tools, specially equipped vehicles for the disabled, and boats would not change for 2009.

FISCAL IMPACT: A one cent increase in the overall real estate tax on each \$100 of assessed value is expected to generate an additional \$1.6 million in FY 2009 and \$3.3 million in FY 2010. Each increase of one cent of the commercial real estate rate add-on real estate tax if enacted would generate \$0.5 million in FY 2009 and \$1.0 million in FY 2010.

Since 2004 the City has dedicated a portion of real estate tax revenues to the acquisition and development of open space. The dedicated tax rate for open space started as \$0.01 of the real estate tax rate, and then in 2007 was changed to 1% of real estate tax revenues. The FY 2010 budget recommends that the 1% be reduced to 0.3% of real estate tax revenues which will be sufficient to cover open space debt service of \$814,306 in FY 2010.

The FY 2010 proposed budget proposes to dedicate \$0.007 of the real estate tax rate for affordable housing. This is a reduction of \$0.003 and lowers the affordable housing dedicated income stream to a level that can support \$2.2 million of affordable housing bond debt service (\$1.4 million in existing debt service, and \$0.8 million in new debt service which could support \$8.0 million in new affordable housing bonds. As this affordable housing dedication is established by resolution, it is subject to the regular budget hearing of April 13 and to final adoption on April 27.

ATTACHMENT: Proposed Ordinance

STAFF:

Mark Jinks, Deputy City Manager Bruce Johnson, Chief Financial Officer Laura Triggs, Director, Finance Department Eric Eisinger, Budget and Management Analyst

1 Introduction and first reading: 3/14/09 2 Public hearing: 4/18/09 3 Second reading and enactment: 4/27/09 4 5 INFORMATION ON PROPOSED ORDINANCE 6 7 Title 8 9 AN ORDINANCE to amend and reordain Section 3-1-2 (OPEN SPACE TRUST FUND 10 ACCOUNT) of Chapter 1 (GENERAL PROVISIONS) and Section 3-2-181 11 (LEVIED; AMOUNT) and Section 3-2-188 (CLASSIFICATION AND TAXATION OF CERTAIN COMMERCIAL AND INDUSTRIAL PROPERTY), 12 13 of Division 1, (REAL ESTATE), and Section 3-2-221 (LEVIED ON TANGIBLE 14 PERSONAL PROPERTY OTHER THAN MOBILE HOMES, AUTOMOBILES, 15 TRUCKS, ANTIQUE MOTOR VEHICLES, TAXICABS, MOTOR VEHICLES 16 WITH SPECIALLY DESIGNED EQUIPMENT FOR USE BY THE 17 HANDICAPPED, MOTORCYCLES, CAMPERS AND OTHER 18 RECREATIONAL VEHICLES, BOATS AND TRAILERS; AMOUNT), Section 19 3-2-222 (LEVIED ON MACHINERY AND TOOLS USED IN MINING OR 20 MANUFACTURING BUSINESS; AMOUNT), Section 3-2-223 (LEVIED ON 21 MOBILE HOMES; AMOUNT), Section 3-2-224 (LEVIED ON 22 AUTOMOBILES, TRUCKS, TRAILERS, SEMI-TRAILERS ANTIQUE 23 MOTOR VEHICLES, TAXICABS, MOTORCYCLES, CAMPERS AND 24 OTHER RECREATIONAL VEHICLES, BOATS AND TRAILERS; AMOUNT) 25 of Division 3 (TANGIBLE PERSONAL PROPERTY AND MACHINERY AND 26 TOOLS), all of Article M (LEVY AND COLLECTION OF PROPERTY 27 TAXES), Chapter 2 (TAXATION), Title 3 (FINANCE, TAXATION AND 28 PROCUREMENT) of The Code of the City of Alexandria, Virginia, 1981, as 29 amended. 30 31 Summary 32 33 The proposed ordinance sets the city's 2009 general tax rates for (1) real property; 34 (2) tangible personal property; (3) does not impose an additional real property tax 35 on all commercial and industrial property; and (4) sets the amount of real estate 36 tax set aside for the Open Space Trust Fund Account starting on January 1, 2009 37 to the amount necessary to cover debt services on Open Space Trust Fund 38 supported bonds (0.3% of estimated 2009 real estate tax revenue) as part of FY 39 2010 budget cycle, City Council can increase the amount set aside for this fund. 40 41 The ordinance sets the 2009 real property tax rate at \$ on each \$100 of 42 assessed value, compared with the 2008 rate of \$0.845. Personal property tax 43 rates are unchanged from 2008. The ordinance levies for calendar year 2009, an 44 additional real property tax of \$0.00 per \$100 of assessed value on all commercial 45 and industrial property in the City. City Council has the authority to lower the tax 46 rates set forth in the ordinance.

1	
2	Sponsor
3	
4	<u>Staff</u>
5	,
6	Mark Jinks, Deputy City Manager
7	Laura Triggs, Director of Finance
8	Bruce Johnson, Chief Financial Officer
9	Christopher Spera, Acting City Attorney
10	
11	Authority
12	
13	Article X, § 4, Virginia Constitution
14	§§ 2.02(a)(1), 6.15 Alexandria City Charter
15	§ 58.1-3221.3, Code of Virginia
16	
17	Estimated Costs of Implementation
18	
19	None.
20	
21	Attachments in Addition to Proposed Ordinance and its Attachments (if any)
22	
23	None.
24 25	
23	

ORDINANCE NO.

1 2 3

4

5

6

7

8

10

11

12

13

14 15

16

17

18 19

20

21

AN ORDINANCE to amend and reordain Section 3-1-2 (OPEN SPACE TRUST FUND ACCOUNT) of Chapter 1 (GENERAL PROVISIONS) and Section 3-2-181 (LEVIED; AMOUNT) and Section 3-2-188 (CLASSIFICATION AND TAXATION OF CERTAIN COMMERCIAL AND INDUSTRIAL PROPERTY), of Division 1. (REAL ESTATE), and Section 3-2-221 (LEVIED ON TANGIBLE PERSONAL PROPERTY OTHER THAN MOBILE HOMES, AUTOMOBILES, TRUCKS. ANTIQUE MOTOR VEHICLES, TAXICABS, MOTOR VEHICLES WITH SPECIALLY DESIGNED EQUIPMENT FOR USE BY THE HANDICAPPED, MOTORCYCLES, CAMPERS AND OTHER RECREATIONAL VEHICLES. BOATS AND TRAILERS; AMOUNT), Section 3-2-222 (LEVIED ON MACHINERY AND TOOLS USED IN MINING OR MANUFACTURING BUSINESS; AMOUNT), Section 3-2-223 (LEVIED ON MOBILE HOMES; AMOUNT), Section 3-2-224 (LEVIED ON AUTOMOBILES, TRUCKS, TRAILERS, SEMI-TRAILERS ANTIQUE MOTOR VEHICLES, TAXICABS, MOTORCYCLES, CAMPERS AND OTHER RECREATIONAL VEHICLES. BOATS AND TRAILERS; AMOUNT) of Division 3 (TANGIBLE PERSONAL PROPERTY AND MACHINERY AND TOOLS), all of Article M (LEVY AND COLLECTION OF PROPERTY TAXES), Chapter 2 (TAXATION), Title 3 (FINANCE, TAXATION AND PROCUREMENT) of The Code of the City of Alexandria, Virginia, 1981, as amended.

22 23 24

THE CITY COUNCIL OF ALEXANDRIA HEREBY ORDAINS:

2526

Section 1. That Section 3-1-2 of the Code of the City of Alexandria, Virginia, 1981, as amended, be, and the same hereby is, amended to read as follows:

272829

Sec. 3-1-2 Open Space Trust Fund Account.

30 31 32

> 33 34

(a) Establishment of account. There is hereby established for the City of Alexandria a permanent account within the Capital Projects Fund to be known and designated as The City of Alexandria Open Space Trust Fund Account, which account shall be accounted for and maintained separate and apart from all other accounts maintained by the City of Alexandria.

35 36 37

38

39

40

(b) Funding of account. There is hereby assigned and appropriated to such account, and for the fiscal year commencing <u>January 1, 2009</u> and in each succeeding fiscal year, from the tax on real estate levied pursuant to section 3-2-181 of this code, in addition to all other appropriations made to such account, if any, the sum of 0.3 percent of the total amount of tax so levied.

41 42 43

44

45

46

(c) Expenditures from account. Notwithstanding any contrary provision of law, appropriations from the said account shall be authorized and made exclusively to finance permanent open space public improvements included in the capital budget. Unexpended appropriations to such account shall not lapse or expire at the end of the fiscal year in which made, irrespective of whether such appropriations were encumbered within such fiscal year.

47 48

All revenues generated from the real property tax imposed by this Section (c) 3-2-188 shall be used exclusively for transportation-related projects and services that benefit the City of Alexandria.

43

44 45

46 47

48

The real property tax imposed by this Section 3-2-188 shall be levied, administered, enforced and collected in the same manner as set forth in Subtitle III of Title

on each \$100 of

(e) The director of the department of real estate assessments shall separately assess and set forth upon the City of Alexandria's land book the fair market value of that property that is designated as a separate class of real property in accordance with the provisions of this section.

(f) There shall be levied and collected for the calendar year 2009 on all real estate located within the territorial boundaries of the city and subject to taxation pursuant to this section, a tax of \$0.00 on each \$100 of the assessed value thereof, for the purposes set forth in subsection (c) above.

Section 4. That Section 3-2-221 of The Code of the City of Alexandria, Virginia, 1981, as amended, be, and the same hereby is, amended and reordained to read as follows:

Sec. 3-2-221 Levied on tangible personal property other than mobile homes, automobiles, trucks, antique motor vehicles, taxicabs, motor vehicles with specially designed equipment for use by the handicapped, motorcycles, campers and other recreational vehicles, boats and boat trailers; amount.

There shall be levied and collected for the calendar year 2008-2009 on all tangible personal property, other than mobile homes, automobiles, trucks, antique motor vehicles, taxicabs, motor vehicles with specially designed equipment for use by the handicapped, motorcycles, campers and other recreational vehicles, boats and trailers, owned or held by residents or citizens of the city or located within the territorial boundaries of the city or otherwise having a situs within the city and subject to taxation for city purposes under the constitution and laws of this state and city, a tax of \$4.75 on every \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.

Section 5. That Section 3-2-222 of The Code of the City of Alexandria, Virginia, 1981, as amended, be, and the same hereby is, amended and reordained to read as follows:

Sec. 3-2-222 Levied on machinery and tools used in mining or manufacturing business; amount.

There shall be levied and collected for the calendar year 2008–2009 on all machinery and tools used in a mining or manufacturing business taxable on capital and subject to taxation for city purposes under the constitution and laws of this state and city, a tax of \$4.50 on each \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.

Section 6. That Section 3-2-223 of The Code of the City of Alexandria, Virginia, 1981, as amended, be, and the same hereby is, amended and reordained to read as follows:

Sec. 3-2-223 Levied on mobile homes; amount.

There shall be levied and collected for the calendar year 2008-2009 on all vehicles without motor power, used or designed to be used as mobile homes as defined in section 46.2-100 of the Code of Virginia, owned or held by residents or citizens of the city or located within the territorial boundaries of the city or otherwise having a situs within the city and subject to taxation for city purposes under the constitution and laws of this state and city, a tax of \$_____ on each \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.

Section 7. That Section 3-2-224 of The Code of the City of Alexandria, Virginia, 1981, as amended, be, and the same hereby is, amended and reordained to read as follows:

Sec. 3-2-224 Levied on automobiles, trucks, trailers, semi-trailers, antique motor vehicles, taxicabs, motorcycles, campers and other recreational vehicles, boats and trailers; amount.

(a) Except as provided in subsections (b), (c) and (d), there shall be levied and collected for the calendar year 2008-2009 on all automobiles, trucks, trailers, semi-trailers, antique motor vehicles (as defined in section 46.2-100 of the Code of Virginia, 1950, as amended, which may be used for general transportation purposes as provided in subsection C of section 46.2-730 of the Code of Virginia, 1950, as amended), taxicabs, motorcycles, campers and other recreational vehicles, boats and boat trailers owned or held by residents or citizens of the city or located within the territorial boundaries of the city or otherwise having a situs for taxation in the city, a tax of \$4.75 on every \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.

 (b) There shall be levied on and collected for the calendar year $\frac{2008}{2009}$ on all automobiles, trucks, trailers and semi-trailers with a gross vehicle weight of 10,000 pounds or more which are used to transport property for hire by a motor carrier engaged in interstate commerce, and are owned or held by residents or citizens of the city, are located within the territorial boundaries of the city or otherwise have a situs for taxation in the city, a tax of \$4.50 on every \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.

(c) There shall be levied on and collected for the calendar year $\frac{2008-2009}{2009}$ on all automobiles and trucks which are equipped with specially designed equipment for use by the handicapped and are owned or held by residents or citizens of the city, are located within the territorial boundaries of the city or otherwise have a situs for taxation in the city, a tax of \$3.55 on every \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.

- (d) There shall be levied on and collected for the calendar year 2008-2009 on all privately owned pleasure boats and watercraft, which are used for recreational purposes only, and are owned or held by residents or citizens of the city, or are located within the territorial boundaries of the city or otherwise have a situs for taxation in the city, a tax of \$.01 on every \$100 of assessed value thereof, for the support of the city government, for the payment of principal and interest of the city debt and for other municipal expenses and purposes.
- (e) For tax years commencing in 2006, the City adopts the provisions of Item 503.E of Chapter 951 of the 2005 Acts of Assembly (the 2005 revisions to the 2004-06 Appropriations Act, the "2005 Appropriations Act"), providing for the computation of tax relief under the Personal Property Tax Relief Act of 1998, sections 58.1-3523 et seq. of the Code of Virginia, as amended, as a specific dollar amount to be offset against the total taxes that would otherwise be due but for the Personal Property Tax Relief Act of 1998, sections 58.1-3523 et seq. of the Code of Virginia, as amended, and the reporting of such specific dollar relief on the tax bill.
- (i) The City shall, following adoption of the annual budget adopted pursuant to Chapter 25 of Title 15.2 of the Code of Virginia and sections 6.01 through 6.15 of the City Charter, set the rate of tax relief under this subsection at such a level that it is anticipated fully to exhaust relief funds under the Personal Property Tax Relief Act of 1998, sections 58.1-3523 et seq. of the Code of Virginia, as amended, provided to the City by the Commonwealth. Any amount of relief funds under the Personal Property Tax Relief Act of 1998, sections 58.1-3523 et seq. of the Code of Virginia, as amended, provided to the City by the Commonwealth, not used within the City's fiscal year shall be carried forward and used to increase the funds available for personal property tax relief under this subsection in the following fiscal year.
- (ii) Personal property tax bills shall set forth on their face the specific dollar amount of relief under this subsection credited with respect to each qualifying vehicle, together with an explanation of the general manner in which such relief is allocated.
- (iii) Allocation of relief under this subsection shall be provided in accordance with the general provisions of this section, as implemented by the specific provisions of the City's annual budget relating to relief under this subsection.
- (iv) Relief under this subsection shall be allocated in such as manner as to eliminate personal property taxation of each qualifying vehicle with an assessed value of \$1,000 or less.
- (v) Relief under this subsection with respect to qualifying vehicles with assessed values of more than \$1,000 shall be provided at a rate, annually fixed in the City budget and applied to the first \$20,000 in value of each such qualifying vehicle, that is estimated fully to use all relief funds under the Personal Property Tax Relief Act of 1998, sections 58.1-3523 et seq. of the Code of Virginia, as amended, provided to the City by the Commonwealth.

1	Section 8	3. That this ordinance shall be	come effective January 1, 2009, nunc pro
2	tunc.		
3			
4			WILLIAM D. EUILLE
5			Mayor
6			
7	Introduction:	3/14/2009	
8	First Reading:	3/14/2009	
9	Publication:		
10	Public Hearing:		
11	Second Reading:		
12	Final Passage:		
13			
14			
15			
16			
17			
18			
19			
20			
21			
22			
23			
24			
25			
26			

Total Impact			Ave		
Tax	Rate	Revenue Impact '09	Revenue Impact '10	Tax Bill Increase	%
Current Ra	k 84.5	0			
Proposed A	88.7	\$7.1m	\$13.9m	- 1	0.0%
+1 cent	89.7	\$8.8m	\$17.2m	47	1.1%
+ le conts	90.5	\$10.2m	\$19.8m	85	2.0%
+ If conti	91.5	\$11.8m	\$23.1m	133	3.1%

Additional Impact			Ave		
		Revenue	Revenue	Tax Bill	
Taxi	Rate	Impact '09	Impact '10	Increase	%
Proposed Act	88.7	0	0	-1	0.0%
+ i cent	89.7	\$1.7m	\$3.3m	48	1.1%
+ 6 cents	90.5	\$3.1m	\$5.3m	85	2.0%
+7 conts	91.5	\$4.7m	\$9.2m	133	3.1%

¹ cent = \$1.7m in 09

¹ cent = \$3.3m in '10

¹ cent =tax bill increase of \$48 or 1.1%

MEMORANDUM

TO:

The Honorable Members of Council

FROM:

William D. Euille, Mayor

DATE:

March 13, 2009

RE:

Advertising Tax Rates on March 14 REVISED

Today the Manager issued Budget Memo #23, "Tax Alternatives" for our review and for consideration at our Saturday, March 14 meeting.

I want to propose that we advertise a real estate tax rate of 7 cents (\$9M = \$125 average tax bill increase) which is 2.8 cents more than the amount the Manager has in his proposed budget. This will allow for a "cushion" to enable us to possibly address the following concerns with some flexibility:

- 1. Human Services (\$2 M) for Safety Net Programs
- 2. Affordable Housing (\$1 M) Foreclosures
- 3. One-time Bonus (\$2 M) for Schools and City
- 4. Economic Development (\$300K)
- 5. Contingent Reserves (\$1 M) for Future Needs
- 6. Capital Expenditures (\$2.7) in Support of Stimulus Dollars

At a minimum we should consider advertising \$.06.