

# BILL ANALYSIS

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Department, Board, Or Commission	Author	Bill Number
<b>Franchise Tax Board</b>	<b>Hall, et al.</b>	<b>AB 2017</b>

## SUBJECT

California Youth Leadership Fund

## SUMMARY

This bill would allow taxpayers to make voluntary contributions to the California Youth Leadership Fund on their state personal income tax returns.

## PURPOSE OF BILL

According to the author's office, the purpose of this bill is to provide funding so that California's youth may have an opportunity to learn about the legislative process and to promote a lifetime of civic engagement and participation.

## EFFECTIVE/OPERATIVE DATE

Assuming enactment on or before September 30, 2010, this bill would be effective beginning on or after January 1, 2011, except that this bill would only become operative if SB 516 (DeSaulnier, 2009/2010) is chaptered and becomes operative. If this occurs, the fund could first appear on the 2010 personal income tax returns filed on or after January 1, 2011.

## ANALYSIS

### FEDERAL/STATE LAW

Current federal tax law provides a check off to direct \$3 of a taxpayer's tax liability to the presidential election fund. Designation of the \$3 amount does not affect a taxpayer's tax liability or refund amount.

Current state tax law allows taxpayers to make contributions of their own funds (not tax liability) on their personal income tax returns to the 15 voluntary contribution funds (VCFs) listed on the state tax return. Each fund provides for the reimbursement of the Franchise Tax Board's (FTB's) and the Controller's actual costs to administer the fund.

Except for the California Seniors Special Fund, which has no sunset date, the voluntary contribution funds have various sunset dates. Generally, the initial minimum contribution amount is \$250,000, which is indexed annually for each fund.

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Current state law provides that if the number of contingent voluntary contribution designations<sup>1</sup> that are eligible to be added to the return is greater than the number of designations removed, then the voluntary contribution designations will be queued and added to the return in order of the date of enactment.

### THIS BILL

This bill would establish the California Youth Leadership Fund and would allow taxpayers to designate their own funds (not tax liability) for contribution to the fund on their personal income tax returns in full dollar amounts of \$1 or more. Each signatory on a joint return may make the contributions individually. The designations for any taxable year must be made on the initial personal income tax return for the taxable year and, once made, are irrevocable.

This bill would require the Franchise Tax Board (FTB) to revise the personal income tax return to include a designation space for the fund beginning with the first taxable year that another voluntary contribution fund is removed. This designation could be added to the 2010 tax return filed on or after January 1, 2011.

For the second taxable year the fund is on the return, this bill would require the fund to meet the \$250,000 minimum contribution test. The FTB is required to estimate by September 1 of each calendar year after the first taxable year the fund appears on tax returns that contributions made under this bill will be less than \$250,000 (as indexed for inflation). The law authorizing designations for this fund would be repealed if contributions made under this bill will be less than the minimum contribution amount.

This bill would allow the voluntary contribution designation to remain on the tax return for five years unless a later enacted statute deletes or extends that date.

Beginning with the third calendar year after the fund appears on the personal income tax return, the FTB would adjust the minimum contribution amount for the fund by September 1, of that year. The minimum contribution amount would adjust according to the California Consumer Price Index (also known as CCPI).

This bill states that if payments and credits reported on the return do not exceed the taxpayer's liability, then the taxpayer's return would be treated as if no designation has been made. If no designee is specified, a designated contribution amount would be transferred to the General Fund.

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<sup>1</sup> A contingent voluntary contribution designation is a voluntary contribution designation that contains specific language stating that it may not be added to the return until another voluntary contribution designation is removed from the return.

This bill would require the Controller to transfer money designated for this fund by taxpayers from the Personal Income Tax Fund to the California Youth Leadership Fund. Upon appropriation by the Legislature, money would be transferred from this fund to the State Controller's Office and the FTB for reimbursement of the costs associated with administering this fund. The remaining funds would then be allocated equally to the California YMCA Youth and Government Program for its ongoing activities to support the youth and to the Joint Committee on Rules for support of California Youth Legislature. If the fund collects more than \$250,000, the California Youth Leadership Fund would also be allocated, in specified amounts, to the following programs:

- The African American Youth Leadership Project,
- The Asian Pacific Youth Leadership Project, and
- The Chicano Latino Youth Leadership Project.

This bill would become operative only if SB 516 is also enacted and becomes operative.

## **LEGISLATIVE HISTORY**

AB 658 (Hayashi, et al., 2009/2010) would allow taxpayers to make voluntary contributions to the California Police Activities League (CALPAL) Fund on their state personal income tax returns. AB 658 is on the Senate Floor.

AB 1088 (Fletcher, 2009/2010) would allow taxpayers to make voluntary contributions to the Morale, Welfare, and Recreation Fund on their state personal income tax returns. AB 1088 is on the Senate Floor.

AB 1983 (Torrico, 2009/2010) would allow taxpayers to make voluntary contributions to the Safely Surrendered Babies Fund on their state personal income tax returns. AB 1983 is on the Senate Floor.

SB 516 (DeSaulnier, 2009/2010) would establish the California Youth Legislature and would be contingent upon passage of AB 2017. SB 516 is on the Assembly Floor.

SB 1076 (Price, 2009/2010) would allow taxpayers to make voluntary contributions to the Arts Council Fund on their state personal income tax returns. SB 1076 is on the Assembly Floor.

## **PROGRAM BACKGROUND**

Fifteen voluntary contribution funds appeared on the 2009 California personal income tax returns. Total contributions to these funds have varied from approximately \$3.4 million in 1989/1990 to approximately \$4 million in 2009/2010. The number of individuals contributing (first tabulated in 1993) has increased to approximately 400,000, or slightly more than 2 percent of all taxpayers.

**OTHER STATES' INFORMATION**

The states surveyed include *Florida, Illinois, Massachusetts, Michigan, Minnesota, and New York*. These states were selected due to their similarities to California's economy, business entity types, and tax laws.

*Florida* does not have a personal income tax but allows contribution designations on the state's motor vehicle registration and renewal forms.

*Illinois, Massachusetts, Michigan, Minnesota, and New York* allow for taxpayer contribution designations on the personal income tax returns; however, none of these states provide a voluntary contribution comparable to the one discussed in this bill.

**FISCAL IMPACT**

This bill would not impact the department's costs.

**ECONOMIC IMPACT**

Revenue Estimate

This bill would result in the following revenue losses:

Estimated Revenue Impact of AB 2017 Effective On or After January 1, 2011 Assumed Enactment September 30, 2010		
2009-10	2010-11	2011-12
No Impact	No Impact	-\$15,000

This estimate does not consider the possible changes in employment, personal income, or gross state product that could result from this bill.

If an itemized deduction is claimed for every dollar contributed to the fund and affected taxpayers have an average marginal tax rate of 6 percent, the estimated revenue loss of this bill would be approximately \$15,000 annually (\$250,000 x 6%).

## **Support/Opposition**

### Support

California Collaboration for Youth, California State Alliance of YMCAs Safe Cities Foundation, YMCA San Luis Obispo, Omega Psi Phi Fraternity, Inc., Channel Islands YMCA, California YMCA Youth and Government, Berkeley-Albany YMCA, YMCA of San Francisco, Anaheim Family YMCA, Asian Pacific Islander Legislative Caucus, California Legislative Black Caucus Chicano-Latino Youth Leadership Project, Inc., Simi Valley Family YMCA, Shasta Family YMCA, YMCA of Superior California, Southeast Ventura County YMCA, YMCA of Greater Long Beach, YMCA of Greater Whittier

### Opposition

None received.

## **VOTES**

Assembly Floor – Ayes: 71, Noes: 0

Senate Floor – Ayes: 30, Noes: 2

Concurrence – Ayes: 73, Noes: 0

## **LEGISLATIVE STAFF CONTACT**

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