



CITY *of* ESCONDIDO

MEASURE I CITIZENS' OVERSIGHT COMMITTEE

Wednesday, August 06, 2025 at 5:00 PM
Escondido City Council Chambers, 201 North Broadway, Escondido, CA 92025

WELCOME TO YOUR COMMITTEE MEETING

We welcome your interest and involvement in the legislative process of Escondido. This agenda includes information about topics coming before the Committee.

COMMITTEE MEMBERS

Sabrina Covington
Patrick Hall
Garrison Ham
Joe Portman
Carol Rogers
Karl Trujillo

CITY CLERK

Zack Beck

HOW TO WATCH

The City of Escondido provides the following way to watch a Committee meeting:

In Person



201 N. Broadway, Escondido, CA 92025



CITY *of* ESCONDIDO

MEASURE I CITIZENS' OVERSIGHT COMMITTEE

MEETING AGENDA

FLAG SALUTE

ROLL CALL

ORAL COMMUNICATION

CURRENT BUSINESS

1. ELECTION OF MEASURE I CITIZENS' OVERSIGHT COMMITTEE OFFICERS

Request the Citizens' Oversight Committee elect the following officers: Chair, Vice Chair and Secretary

Staff Recommendation: Approval (City Clerk's Office: Zack Beck, City Clerk)

Presenter: Zack Beck, City Clerk

2. MEASURE I CITIZENS' OVERSIGHT COMMITTEE BYLAWS

Request the Measure I Citizens' Oversight Committee consider approving the bylaws proposed by the Escondido City Council.

Staff Recommendation: Approval (City Clerk's Office: Zack Beck)

Presenter: Zack Beck, City Clerk

3. FISCAL YEAR 2025/2026 OPERATING BUDGET

Request the Measure I Citizens' Oversight Committee review the Fiscal Year 2025/26 Annual Operating Budget adopted by the City Council on June 18, 2025.

Staff Recommendation: Receive and File (Finance Department: Christina Holmes, Director of Finance)

Presenter: Christina Holmes, Director of Finance

a) Resolution No. 2025-74

FUTURE AGENDA ITEMS

ADJOURNMENT



CITY *of* ESCONDIDO

MEASURE I CITIZENS' OVERSIGHT COMMITTEE

HOW TO PARTICIPATE

The City of Escondido provides one way to communicate with the Committee during a meeting:

In Person



Fill out Speaker Slip and Submit to City Clerk

ASSISTANCE PROVIDED

If you need special assistance to participate in this meeting, please contact our ADA Coordinator at (760) 839-4643. Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility. Listening devices are available for the hearing impaired – please see the City Clerk.





STAFF REPORT

August 6, 2025
File Number 0610

SUBJECT

ELECTION OF MEASURE I CITIZENS' OVERSIGHT COMMITTEE OFFICERS –

DEPARTMENT

City Clerk's Office

RECOMMENDATION

Request the Citizens' Oversight Committee elect the following officers: Chair, Vice Chair and Secretary

Staff Recommendation: Approval (City Clerk's Office: Zack Beck, City Clerk)

Presenter: Zack Beck, City Clerk

BACKGROUND

On November 5, 2024, the voters of Escondido approved Measure I, the Escondido Community Investment Measure, with 61.12 percent (61.12%) Yes votes and 38.88 percent (38.88%) No votes. This voter-approved measure establishes a one-cent local sales tax for twenty years, providing essential funding to:

- Strengthen public safety
- Address homelessness
- Improve streets, sidewalks, and infrastructure
- Expand police, fire, and paramedic services
- Reduce traffic congestion
- Maintain parks, trails, and open spaces

The Measure is codified under Ordinance No. 2024-08, which mandates the creation of a Citizens' Oversight Committee. This Committee ensures transparency, accountability, open dialogue, and public participation regarding the expenditure of Measure I funds, guaranteeing that new revenues are used in accordance with the will of the voters.



CITY of ESCONDIDO

STAFF REPORT

Per Ordinance No. 2024-08, The Measure I Citizens' Oversight Committee shall elect a Chairperson, Vice-chairperson and Secretary. Their respective duties shall be as are usually carried out by such officers. In the chairperson, vice-chairperson or secretary's absence or disability, the Committee may designate a chairperson, vice chairperson or secretary pro tempore. Officers shall hold office for one year and until their successors are elected.

Any member of the Committee may make a motion to nominate themselves or another Committee member to serve as Chair, Vice-Chair or Secretary. A majority of the committee shall constitute a quorum for the transaction of business and a simple majority vote of the quorum will be required to elect the Chair, Vice Chair and Secretary.

ATTACHMENT

A) ORDINANCE NO. 2024-08

ORDINANCE NO. 2024-08

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, ADDING CHAPTER 25, ARTICLE 2, DIVISION 2, SECTION 25-33.1 THROUGH 25-33.14 TO THE ESCONDIDO MUNICIPAL CODE TO ESTABLISH A ONE-CENT GENERAL TRANSACTIONS AND USE (SALES) TAX TO BE ADMINISTERED BY THE CALIFORNIA DEPARTMENT OF TAX AND FEE ADMINISTRATION INCLUDING PROVISIONS FOR CITIZENS' OVERSIGHT AND ACCOUNTABILITY

The City Council of the City of Escondido, California does ordain as follows:

SECTION 1. Title.

This measure shall be known as the "Escondido Community Investment Measure" (the "Measure"). The City of Escondido hereinafter shall be called "City." This Measure shall be applicable in the incorporated territory of the City.

Section 2. Purpose.

The purpose of this measure is to achieve the following, among other purposes, and directs that the provisions hereof be interpreted in order to accomplish those purposes:

- A. To impose a retail transaction and use tax, in accordance with the provisions of Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code. This Measure shall be operative if a majority vote of the electors voting on the measure vote to approve the imposition of the tax at an election called for that purpose.
- B. To adopt a retail transaction and use tax measure that incorporates provisions identical to those of the Sales and Use Tax Law of the State of California insofar as those provisions are not inconsistent with the requirements and limitations contained in Part 1.6 of Division 2 of the Revenue and Taxation Code.
- C. To adopt a retail transactions and use tax measure that imposes a tax and provides a measure therefore that can be administered and collected by the California Department of Tax and Fee Administration in a manner that adapts itself as fully as practicable to, and requires the least

possible deviation from, the existing statutory and administrative procedures followed by the California Department of Tax and Fee Administration in administering and collecting California State Sales and Use Taxes.

- D. To adopt a retail transaction and use tax measure that can be administered in a manner that will be, to the greatest degree possible, consistent with the provisions of Part 1.6 of Division 2 of the Revenue and Taxation Code, minimize the cost of collecting the transactions and use taxes, and at the same time, minimize the burden of record keeping upon persons subject to taxation under the provisions of the Measure.
- E. To provide transactions and use tax revenue for unrestricted general revenue purposes, and not specific purposes. All the proceeds from the tax imposed by this Measure shall be placed in the City's general fund and be available for any legal municipal purpose.

Section 3. Code Amendment.

The Escondido Municipal Code is hereby revised to add Chapter 25, Article 2, Division 2, Sections 25-33.1 through 25-33.14, as set forth below, thereby enacting a local transaction and use tax within the City of Escondido to be administered by the California Department of Tax and Fee Administration:

CHAPTER 25, ARTICLE 2, DIVISION 2. ONE CENT SALES TAX.

Section 25-33.1. Transactions and Use Tax Imposition Rate.

- A. For the privilege of selling tangible personal property at retail, a tax is hereby imposed upon all retailers in the incorporated territory of the City at the rate of 1 percent (1%) of the gross receipts of any retailer from the sale of all tangible personal property sold at retail in said territory on and after the Operative Date of this Division.
- B. An excise tax is hereby imposed on the storage, use or other consumption in the City of tangible personal property purchased from any retailer on and after the Operative Date of this Division for storage, use or other consumption in said territory at the rate of 1 percent (1%) of the sales price of the property. The sales price shall include delivery charges when such charges are subject to state sales or use tax regardless of the place to which delivery is made.

Section 25-33.2. Operative Date.

“Operative Date” means the first day of the first calendar quarter commencing more than 110 days after the approval of the voters of the City of a measure approving the imposition of the transactions and use tax set forth herein, unless a later Operative Date becomes effective under the provisions of Section 25-33.4.

Section 25-33.3. Termination Date.

The authority to levy the tax imposed by this Division shall expire twenty (20) years after the Operative Date.

Section 25-33.4. Contract with California Department of Tax and Fee Administration.

Prior to the Operative Date, City shall contract with the California Department of Tax and Fee Administration to perform all functions incident to the administration and operation of this Division; provided, that if the City shall not have contracted with the California Department of Tax and Fee Administration prior to the Operative Date, it shall nevertheless so contract, and in such a case the Operative Date shall be the first day of the first calendar quarter following the effective date of such a contract.

Section 25-33.5. Place of Sale.

For the purposes of this Division, all retail sales are consummated at the place of business of the retailer unless the tangible personal property sold is delivered by the retailer or his agent to an out-of-state destination or to a common carrier for delivery to an out-of-state destination. The gross receipts from such sales shall include delivery charges, when such charges are subject to the state sales and use tax, regardless of the place to which delivery is made. In the event a retailer has no permanent place of business in the state or has more than one place of business, the place or places at which the retail sales are consummated shall be determined under rules and regulations to be prescribed and adopted by the California Department of Tax and Fee Administration.

Section 25-33.6. Adoption of Provisions of State Law.

Except as otherwise provided in this Division and except insofar as they are inconsistent with the provisions of Part 1.6 of Division 2 of the Revenue and Taxation Code, all of the provisions of Part 1

(commencing with Section 6001) of Division 2 of the Revenue and Taxation Code are hereby adopted and made a part of this Division as though fully set forth herein.

Section 25-33.7. Limitations on Adoption of State Law and Collections of Use Taxes.

In adopting the provisions of Part 1 of Division 2 of the Revenue and Taxation Code:

- A. Wherever the State of California is named or referred to as the taxing agency, the name of this City shall be substituted therefor. However, the substitution shall not be made when:
1. The word "State" is used as part of the title of the State Controller, State Treasurer, Victim Compensation and Government Claims Board, California Department of Tax and Fee Administration, State Treasury, or the Constitution of the State of California;
 2. The result of that substitution would require action be taken by or against this City or any agency, office, or employee thereof, rather than by or against the California Department of Tax and Fee Administration, in performing the functions incident to the administration or operation of this Division.
 3. In those sections, including but not necessarily limited to sections referring to the exterior boundaries of the State of California, where the result of the substitution would be to:
 - a. Provide an exemption from this tax with respect to certain sales, storage, use or other consumption of tangible personal property which would not otherwise be exempt from this tax while such sales, storage, use or other consumption remain subject to tax by the state under the provisions of Part 1 of Division 2 of the Revenue and Taxation Code; or
 - b. Impose this tax with respect to certain sales, storage, use or other consumption of tangible personal property which would not be subject to tax by the state under the said provision of that code.
 4. In Sections 6701, 6702 (except in the last sentence thereof), 6711, 6715, 6737, 6797 or 6828 of the Revenue and Taxation Code.

- B. The word “City” shall be substituted for the word “State” in the phrase “retailer engaged in business in this State” in Section 6203 and in the definition of that phrase in Section 6203.

Section 25-33.8. Permit Not Required.

If a seller’s permit has been issued to a retailer under Section 6067 of the Revenue and Taxation Code, an additional transactor’s permit shall not be required by this Division.

Section 25-33.9. Exemptions and Exclusions.

- A. There shall be excluded from this Division of the transactions tax and the use tax the amount of any sales tax or use tax imposed by the State of California or by any city, city and county, or county pursuant to the Bradley-Burns Uniform Local Sales and Use Tax Law or the amount of any state-administered transactions or use tax.
- B. There are exempted from the computation of the amount of transactions tax the gross receipts from:
1. Sales of tangible personal property, other than fuel or petroleum products, to operators of aircraft to be used or consumed principally outside the county in which the sale is made and directly and exclusively in the use of such aircraft as common carriers of persons or property under the authority of the laws of this State, the United States, or any foreign government.
 2. Sales of property to be used outside the City which is shipped to a point outside the City, pursuant to the contract of sale, by delivery to such point by the retailer or his agent, or by delivery by the retailer to a carrier for shipment to a consignee at such point. For the purposes of this paragraph, delivery to a point outside the City shall be satisfied:
 - a. With respect to vehicles (other than commercial vehicles) subject to registration pursuant to Chapter 1 (commencing with Section 4000) of Division 3 of the Vehicle Code, aircraft license in compliance with Section 21411 of the Public Utilities Code, and undocumented vessels registered under Chapter 2 of Division 3.5 (commencing with Section 9840) of the Vehicle Code by registration to an out-

of-City address and by a declaration under penalty of perjury, signed by the buyer, stating that such address is, in fact, his or her principal place of residence; and

- b. With respect to commercial vehicles, by registration to a place of business out-of-City and declaration under penalty of perjury, signed by the buyer, that the vehicle will be operated from that address.
 3. The sale of tangible personal property if the seller is obligated to furnish the property for a fixed price pursuant to a contract entered into prior to the Operative Date of this Division.
 4. A lease of tangible personal property which is a continuing sale of such property, for any period of time for which the lessor is obligated to lease the property for an amount fixed by the lease prior to the Operative Date of this Division.
 5. For the purposes of subsections (B)(3) and (B)(4) of this section, the sale or lease of tangible personal property shall be deemed to be obligated pursuant to a contract or lease for any period of time for which any party to the contract or lease has the unconditional right to terminate the contract or lease upon notice, whether or not such right is exercised.
- C. There are exempted from the use tax imposed by this Division, the storage, use or other consumption in this City of tangible personal property:
1. The gross receipts from the sale of which have been subject to a transactions tax under any state-administered transactions and use tax ordinance.
 2. Other than fuel or petroleum products purchased by operators of aircraft and used or consumed by such operators directly and exclusively in the use of such aircraft as common carriers of persons or property for hire or compensation under a certificate of public convenience and necessity issued pursuant to the laws of this state, the United States, or any foreign government. This exemption is in addition to the exemptions provided in Sections 6366 and 6366.1 of the Revenue and Taxation Code of the State of California.
 3. If the purchaser is obligated to purchase the property for a fixed price pursuant to a contract entered into prior to the Operative Date of this Division.

4. If the possession of, or the exercise of any right or power over, the tangible personal property arises under a lease which is a continuing purchase of such property for any period of time for which the lessee is obligated to lease the property for an amount fixed by a lease prior to the Operative Date of this Division.
 5. For the purposes of subsections (C)(3) and (C)(4) of this section, storage, use, or other consumption, or possession of, or exercise or any right or power over, tangible personal property shall be deemed not to be obligated pursuant to a contract or lease for any period of time for which any party to the contract or lease has the unconditional right to terminate the contract or lease upon notice, whether or not such right is exercised.
 6. Except as provided in subsections (C)(7), a retailer engaged in business in the City shall not be required to collect use tax from the purchaser of tangible personal property, unless the retailer ships or delivers the property into the City or participates within the City in making the sale of the property, including, but not limited to, soliciting or receiving the order, either directly or indirectly, at a place of business of the retailer in the City or through any representative, agent, canvasser, solicitor, subsidiary, or person in the City under the authority of the retailer.
 7. "A retailer engaged in business in the City" shall also include any retailer of any of the following: vehicles subject to registration pursuant to Chapter 1 (commencing with Section 4000) of Division 3 of the Vehicle Code, aircraft licensed in compliance with Section 21411 of the Public Utilities Code, or undocumented vessels registered under Division 3.5 (commencing with Section 9840) of the Vehicle Code. That retailer shall be required to collect use tax from any purchaser who registers or licenses the vehicle, vessel, or aircraft at an address in the City.
- D. Any person subject to use tax under this Division may credit against that tax any transactions tax or reimbursement for transactions tax paid to a district imposing, or retailer liable for a transactions tax pursuant to Part 1.6 of Division 2 of the Revenue and Taxation Code with respect to the sale to the person of the property the storage, use or other consumptions of which is subject to the use tax.

Section 25-33.10. Amendments to Revenue and Taxation Code.

All amendments subsequent to the Operative Date of this Division to Part 1 of Division 2 of the Revenue and Taxation Code relating to sales and use taxes and which are not inconsistent with Part 1.6 and Part 1.7 of Division 2 of the Revenue and Taxation Code, and all amendments to Part 1.6 and Part 1.7 of Division 2 of the Revenue and Taxation Code, shall automatically become a part of this Division; provided however, that no such amendment shall operate so as to affect the rate of tax imposed by this Division.

Section 25-33.11. Enjoining Collection Forbidden.

No injunction or writ of mandate or other legal or equitable process shall issue in any suit, action or proceeding in any court against the state or the City, or against any officer of the state or the City, to prevent or enjoin the collection under this Division, or Part 1.6 of Division 2 of the Revenue and Taxation Code, of any tax or any amount of tax required to be collected.

Section 25-33.12. Amendments by City Council.

The following amendments to this Division must be approved by the voters of the City: terminating the tax, increasing or decreasing the tax rate; revising the methodology for calculating the tax, such that a tax increase would result; or, imposing the tax on transactions and uses not previously subject to the tax (unless such amendment occurs automatically by operation of law). The City Council may otherwise amend this Division without submitting the amendment to the voters for approval.

Section 25-33.13. Use of Proceeds.

The proceeds from the tax imposed by this Division shall be for unrestricted general revenue purposes of the City and shall be received into the general fund of the City. Nothing in this Division shall constitute the tax imposed under this Division as a special tax, or bind the City to use the proceeds for any specific purpose or function; the City Council shall retain discretion to expend the proceeds of the tax for any lawful purpose of the City.

Section 25-33.14. Citizens' Oversight and Accountability.

- A. Purpose. The purpose of the Citizens' Oversight Committee is to ensure citizen participation, open discussion, and accountability regarding the use of the revenue generated under this Division.

B. Establishment. A Citizens' Oversight Committee ("Committee") is hereby established to oversee revenues received by the City from the transaction and use tax imposed pursuant to this Division, and to ensure that tax revenues are used by the City in a manner consistent with the voter approved measure adopting this Division.

C. Appointment and Composition of Committee Members.

1. The Citizens' Oversight Committee shall consist of five (5) members, as follows:

a. One (1) member shall be a current serving Officer of the Escondido Police Officers Association, as selected by the Association's Board of Directors.

b. One (1) member shall be a current serving Officer of the Escondido Firefighters Association, as selected by the Association's Board of Directors.

c. Three (3) members shall be appointed by the City Council, as follows:

i. One (1) member shall be active in a business organization representing the business community located in the City.

ii. One (1) member shall be a representative of the San Diego County Taxpayers Association. In the case that a member of the San Diego County Taxpayers Association cannot be identified to serve on the Committee, solicitation for representation of a bona-fide taxpayers association shall be opened to the broader community.

iii. One (1) member shall be of the community at-large.

2. The City Council shall also appoint one (1) alternate member who will serve only when quorum is not met without his or her participation.

3. If no representative is able and willing to serve on the Committee in any of the appointment categories specified in subsection (1), the City Council shall have the discretion to appoint a member of the community at-large to fill that Committee position.

4. Upon their appointment and during their incumbency, members of the Committee shall be and remain residents of the incorporated territory of the City. Current and past employees, officials or vendors shall be eligible to serve on the Committee, provided that there are no conflicts of interest as determined by the City Attorney.
5. Candidates for Committee membership pursuant to subsection (1)(c) shall be solicited through an open application process that is promoted through a broad-based recruitment process. Any resident of the incorporated territory of the City of voting age is eligible to apply for Committee membership, subject to the appointment categories specified in subsection (1)(c). All applications will be reviewed by the City Council, who will collectively have the authority to make all final decisions on committee membership.

D. Terms of Service; Vacancies.

1. Members of the Committee shall be appointed for terms of two (2) years. No committee member shall serve more than three (3) consecutive terms.
2. Committee members whose terms expire shall continue to serve until their successor is appointed and qualified. If a vacancy occurs other than by expiration of a term, it shall be filled by appointment for the unexpired portion of the term.
3. Should a member of the Committee fail to attend two (2) consecutive regular meetings, unless excused for cause by the chairperson, that member's service shall be deemed vacant and the member's term ended. The Committee secretary shall immediately notify the City Council of such termination.
4. Committee members shall serve at the pleasure of the City Council and may be removed in the sole determination, with or without cause, notice, hearing or appeal, by the City Council.
5. All Committee members' terms will end when the Escondido Community Investment Measure terminates pursuant to Section 25-33.3.

E. Meetings; Officers; Rules of Procedure; Quorum.

1. The Committee may adopt rules and regulations to govern proceedings and shall set a time for regular meetings which shall be held at least bi-annually.

2. The Committee shall elect a chairperson, vice-chairperson and secretary. Their respective duties shall be as are usually carried out by such officers. In the chairperson, vice-chairperson or secretary's absence or disability, the Committee may designate a chairperson, vice-chairperson or secretary pro tempore. Officers shall hold office for one year and until their successors are elected.
3. A majority of the committee shall constitute a quorum for the transaction of business.
4. Committee meetings are subject to all open-meeting laws, and must be noticed and open to the public. Committee minutes and reports are a matter of public record and must be made available to the public in the manner provided by law.
5. Orientation and training is mandatory for all new committee members. Each committee member shall attend such orientation and training prior to their first regular committee meeting.

F. Powers and Duties.

1. The Citizens' Oversight Committee shall review the revenue collected pursuant to this Division and provide an audit report on the use of that revenue to the City Council at least annually, no later than ninety (90) days following the conclusion of each fiscal year. The Committee shall confine its oversight specifically to revenues generated under this Division.
2. The City Manager or his or her designee shall provide any reasonable administrative or technical assistance required by the Committee to fulfill its responsibilities or publicize its findings.

Section 4. Effective Date.

This Measure shall be binding and effective immediately, upon approval by a simple majority of the voters voting on the question at an election called for that purpose.

Section 5. Severability.

If any provision of this Measure or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or applications of the Measure which can be given effect

without the invalid provision or application, and to this end the provisions of this Measure are severable. The people of the City of Escondido hereby declare that they would have passed the Measure irrespective of the invalidity of any particular portion thereof and intend that the invalid portions should be severed and the balance of the Measure be enforced.

Section 6. Inconsistent Provisions.

If any provision of this Measure conflicts with other provisions contained in the Escondido Municipal Code, or appendices thereto, or any other ordinances of the City inconsistent herewith, the provisions of the Measure shall supersede any other conflicting provision.

Section 7. Conflicts with State and Federal Law.

The provisions of this Measure shall not apply to the extent that they would violate state or federal laws.

PASSED, ADOPTED AND APPROVED by the City Council of the City of Escondido at a regular meeting thereof this 11th day of December, 2024 by the following vote to wit:

AYES : Councilmembers: C. GARCIA, J. GARCIA, MARTINEZ, MORASCO, WHITE

NOES : Councilmembers: NONE

ABSENT : Councilmembers: NONE

APPROVED:

DocuSigned by:

 19FFE5DB8C3B409...
 DANE WHITE, Mayor of the
 City of Escondido, California

ATTEST:

DocuSigned by:

 A58535D0BDC1430...
 ZACK BECK, City Clerk of the
 City of Escondido, California

STATE OF CALIFORNIA)
 COUNTY OF SAN DIEGO : ss.
 CITY OF ESCONDIDO)

I, Zack Beck, City Clerk of the City of Escondido, hereby certify that the foregoing ORDINANCE NO. 2024-08 passed at a regular meeting of the City Council of the City of Escondido held on the 11th day of December, 2024, after having been read at the regular meeting of said City Council held on the 10th day of July, 2024.

ZACK BECK, City Clerk of the
 City of Escondido, California

ORDINANCE NO. 2024-08



STAFF REPORT

August 6, 2025
File Number 0610

SUBJECT

MEASURE I CITIZENS' OVERSIGHT COMMITTEE BYLAWS

DEPARTMENT

City Clerk's Office

RECOMMENDATION

Request the Measure I Citizens' Oversight Committee consider approving the bylaws proposed by the Escondido City Council.

Staff Recommendation: Approval (City Clerk's Office: Zack Beck)

Presenter: Zack Beck, City Clerk

BACKGROUND

On November 5, 2024, the voters of Escondido approved Measure I, the Escondido Community Investment Measure, with 61.12 percent (61.12%) Yes votes and 38.88 percent (38.88%) No votes. This voter-approved measure establishes a one-cent local sales tax for twenty years, providing essential funding to:

- Strengthen public safety
- Address homelessness
- Improve streets, sidewalks, and infrastructure
- Expand police, fire, and paramedic services
- Reduce traffic congestion
- Maintain parks, trails, and open spaces

The Measure is codified under Ordinance No. 2024-08, which mandates the creation of a Citizens' Oversight Committee. This Committee ensures transparency, accountability, open dialogue, and public participation regarding the expenditure of Measure I funds, guaranteeing that new revenues are used in accordance with the will of the voters.



CITY of ESCONDIDO

STAFF REPORT

Committee Composition and Eligibility:

Per Ordinance No. 2024-08, the Citizens' Oversight Committee shall consist of five (5) members, as follows:

- One (1) member shall be a current serving Officer of the Escondido Police Officers Association, as selected by the Association's Board of Directors.
- One (1) member shall be a current serving Officer of the Escondido Firefighters Association, as selected by the Association's Board of Directors.
- One (1) member shall be a representative of the San Diego County Taxpayers Association. In the case that a member of the San Diego County Taxpayers Association cannot be identified to serve on the Committee, solicitation for representation of a bona-fide taxpayers association shall be opened to the broader community.
- (3) members shall be appointed by the City Council, as follows:
 - One (1) member shall be active in a business organization representing the business community located in the City.
 - One (1) member shall be of the community at-large.
 - One (1) alternate member who will serve only when quorum is not met without his or her participation.

Any resident of the incorporated City of Escondido of voting age is eligible to serve. Members are appointed for two-year terms, with a limit of three consecutive terms. Committee members serve at the pleasure of the City Council and may be removed with or without cause.

After careful consideration and public interviews, the City Council appointed the following candidates to the Measure I Citizens' Oversight Committee on March 19, 2025:

- Business Seat: Carol Rogers
- At-Large Seat: Sabrina Covington
- Alternate Seat: Karl Edward Trujillo

The following members were appointed to the Citizens' Oversight Committee:



CITY of ESCONDIDO

STAFF REPORT

- Escondido Police Officers Association: Pat Hall
- Escondido Firefighters Association: Joe Portman
- San Diego County Taxpayers Association: Garrison Ham

Measure I Citizens' Oversight Committee Bylaws

At the March 5, 2025 City Council Vision Workshop the City Clerk was directed to draft Bylaws for the Measure I Citizens' Oversight Committee (Attachment 1) and have them reviewed by the Boards and Commissions Subcommittee. The Boards and Commissions Subcommittee reviewed the Bylaws on March 31, 2025 and May 13, 2025 and are recommending the Bylaws be approved by the full City Council and sent to the Measure I Citizens' Oversight Committee for adoption with the corresponding letter (Attachment 2). The City Council Unanimously approved the bylaws and recommendation letter on June 11, 2025.

Per Ordinance No. 2024-08, the Committee may adopt rules and regulations to govern proceedings and shall set a time for regular meetings which shall be held at least bi-annually. Therefore, the Committee may amend the proposed bylaws prior to adoption.

ATTACHMENTS

- a. Measure I Bylaws
- b. Recommendation Letter

MEASURE I CITIZENS' OVERSIGHT COMMITTEE BYLAWS

ARTICLE I: THE COMMITTEE

Section 1.1 Name of Committee

The name of the Committee shall be the "Citizens' Oversight Committee" (hereinafter referred to as "COC").

Section 1.2 Purpose

The purpose of the COC is to ensure citizen participation, open discussion, and accountability regarding the use of the revenue generated through the one-cent General Transactions and Use (Sales) Tax approved by voters through passage of the Escondido Community Investment Measure (Measure I) on November 5, 2024. The COC shall review and report on the revenues collected through Measure I and provide an audit report on the use of that revenue to the City Council at least annually, no later than ninety (90) days following the conclusion of each fiscal year. The Committee shall confine its oversight specifically to revenues generated by Measure I.

The COC is advisory in nature, and as such shall have no authority to approve, disapprove or prevent any City action, and shall have no authority to direct the conduct of any department or employee. Final spending authority for proceeds lies solely with the City Council.

ARTICLE II: MEMBERSHIP

Section 2.1 Composition

The Citizens' Oversight Committee shall consist of five (5) members, as follows:

1. One (1) member shall be a current serving Officer of the Escondido Police Officers Association, as selected by the Association's Board of Directors.
2. One (1) member shall be a current serving Officer of the Escondido Firefighters Association, as selected by the Association's Board of Directors.

Three (3) members shall be appointed by the City Council, as follows:

1. One (1) member shall be active in a business organization representing the business community located in the City.
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3. One (1) member shall be of the community at-large.

The City Council shall also appoint one (1) alternate member who will serve only when quorum is not met without his or her participation.

If no representative is able and willing to serve on the Committee in any of the appointment categories specified above, the City Council shall have the discretion to appoint a member of the community at-large to fill that Committee position.

Upon their appointment and during their incumbency, members of the Committee shall be and remain residents of the incorporated territory of the City. Current and past employees, officials or vendors shall be eligible to serve on the Committee, provided that there are no conflicts of interest as determined by the City Attorney.

Candidates for Committee membership pursuant to subsection (3) shall be solicited through an open application process that is promoted through a broad-based recruitment process. Any resident of the incorporated territory of the City of voting age is eligible to apply for Committee membership, subject to the appointment categories specified. All applications will be reviewed by the City Council, who will collectively have the authority to make all final decisions on committee membership.

Section 2.2 Terms of Service

Members of the Committee shall be appointed for terms of two (2) years. No committee member shall serve more than three (3) consecutive terms.

Committee members whose terms expire shall continue to serve until their successor is appointed and qualified. If a vacancy occurs other than by expiration of a term, it shall be filled by appointment for the unexpired portion of the term.

Should a member of the Committee fail to attend two (2) consecutive regular meetings, unless excused for cause by the Chair, that member's service shall be deemed vacant and the member's term ended. The Committee secretary shall immediately notify the City Council of such termination.

Committee members shall serve at the pleasure of the City Council and may be removed in the sole determination, with or without cause, notice, hearing or appeal, by the City Council.

All Committee members' terms will end when the Escondido Community Investment Measure terminates.

ARTICLE III: OFFICERS

Section 3.1 Officers

The Committee shall elect a Chair, Vice-Chair and Secretary. Their respective duties shall be as are usually carried out by such officers. In the Chair, Vice-Chair or Secretary's absence or disability, the Committee may designate a Chair, Vice-Chair or Secretary pro tempore. Officers shall hold office for one year and until their successors are elected.

ARTICLE IV: MEETINGS

Section 4.1 Regular Meetings

The Committee may adopt rules and regulations to govern proceedings and shall set a time for regular meetings which shall be held six times per year.

Section 4.2 Rules of Procedure; Quorum

A majority of the committee shall constitute a quorum for the transaction of business.

Committee meetings are subject to all open-meeting laws, and must be noticed and open to the public. Committee minutes and reports are a matter of public record and must be made available to the public in the manner provided by law.

Orientation and training is mandatory for all new committee members. Each committee member shall attend such orientation and training prior to their first regular committee meeting.

Section 4.3 Special Meetings

Special meetings may be held upon call of the Chair or of the majority of the membership of the COC in consultation with the City Manager or designee, for the purpose of transacting any business designated in the call.

ARTICLE V: REPRESENTATION BEFORE PUBLIC BODIES

Section 5.1 Representation

Any official representation on behalf of the COC before the City Council, or any public body, shall be made by the Chair, the Vice Chair in the Chair's absence, or a member of the COC specifically designated by the COC.

ARTICLE VI: POWERS AND DUTIES

Section 6.1 Administrative Support

The City Clerk shall serve as the primary staff for the Citizens' Oversight Committee and shall be responsible for:

1. Coordinating and scheduling all Committee meetings
2. Preparing agendas and meeting materials
3. Recording and maintaining minutes of all Committee meetings
4. Managing Committee correspondence and communications
5. Facilitating the orientation and training of new Committee members
6. Ensuring compliance with all open-meeting laws and public records requirements
7. Ensure the Committee's findings and recommendations are properly communicated to the City Council
8. Supporting the Committee in preparing its annual report to the City Council

The Finance Director shall provide relevant updates and reports to the Citizens' Oversight Committee, including but not limited to:

1. Quarterly financial reports on Measure I revenue collection
2. Quarterly expenditure reports showing how Measure I funds are being allocated and spent
3. Supporting documentation for the Committee's annual audit report

The City Manager or his or her designee may engage with the Citizens' Oversight Committee to:

1. Address policy questions related to the implementation of Measure I priorities
2. Support the Committee's public education and community engagement efforts

Section 6.2 Independent Auditor Selection

The Committee shall have the authority to select an independent auditor to conduct annual audits of Measure I funds. The selection process shall include the following steps:

1. The Committee shall have the authority to develop and issue a Request for Proposals (RFP) for independent audit services, with assistance from City staff as needed.
2. The Committee shall review proposals from qualified firms and may interview potential auditors.
3. The Committee shall have the authority to select an independent auditor based on qualifications, experience with similar municipal tax measures, proposed methodology, and cost considerations.
4. The selected auditor shall have the authority to be engaged for a term not to exceed two (2) years, after which the Committee shall conduct a new selection process.
5. The independent auditor shall have the authority to report directly to the Committee and shall provide a comprehensive audit of all Measure I revenues and expenditures.
6. The Committee shall have the authority to incorporate the independent auditor's findings into its annual report to the City Council.
7. The cost of the independent audit shall have the authority to be paid from Measure I funds as an administrative expense.

Section 6.3 Escondido Community Investment Measure (Measure I) Priorities

The Committee shall specifically monitor and evaluate expenditures to ensure they address the community priorities as described in the Escondido Community Investment Measure (Measure I) ballot question, including:

1. **Providing Public Safety:** Monitor investments in equipment, technology, facilities, and programs that enhance overall public safety.
2. **Addressing Homelessness:** Evaluate expenditures related to homelessness prevention, intervention, and support services, including outreach teams, transitional housing, and collaborative community programs.
3. **Improving Streets, Sidewalks, and Infrastructure:** Review investments in repair, maintenance, and improvement of streets, sidewalks, and critical infrastructure throughout the city.
4. **Increasing Police, Fire, and Paramedic Services:** Assess funding allocated to expand police, fire, and emergency medical services, including staffing, equipment, and response capabilities.

5. **Reducing Traffic Congestion:** Monitor expenditures aimed at alleviating traffic congestion, improving traffic flow, and enhancing transportation systems throughout the city.
6. **Maintaining Parks, Trails, and Open Space:** Evaluate funding for the maintenance, improvement, and expansion of parks, recreational facilities, trails, and open space preservation.

The Committee shall provide specific reporting on how funds are being used to address each of these priority areas in its annual report to the City Council and the community.

ARTICLE VII: COMMUNITY TRUST AND ACCOUNTABILITY

Section 7.1 Transparency and Community Engagement

The Committee recognizes the importance of building trust and accountability with the community by meeting their expectations around the expenditure of Measure I funds. To accomplish this, the Committee shall ensure all reports, meeting minutes, and financial documents are easily accessible to the public through the City's website and other appropriate communication channels.

ARTICLE VIII: MISCELLANEOUS

Section 8.1 Procedural Situations Not Addressed

In procedural situations not addressed in the body of the COC Bylaws, the determination of the situation shall be subject to the jurisdiction of the City Attorney.

Subject: Request for Adoption of Measure I Citizens' Oversight Committee Bylaws

Dear Measure I Citizens' Oversight Committee Members,

On behalf of the Escondido City Council, I am pleased to formally transmit the Measure I Citizens' Oversight Committee Bylaws, which were approved by the City Council on June 11, 2025. We respectfully request that your Committee consider adopting these Bylaws to establish the framework for your vital oversight responsibilities.

The overwhelming approval of Measure I by 61.12% of Escondido voters on November 5, 2024, represents a profound expression of community trust. Our residents have placed their confidence in the City's ability to wisely invest their tax dollars in critical priorities that will strengthen our community for generations to come. Your Committee serves as the essential bridge between that trust and our commitment to transparent, accountable governance.

As members of the Citizens' Oversight Committee, you have been entrusted with one of the most important responsibilities in our city's recent history: ensuring that every dollar generated through the one-cent sales tax is allocated and spent in strict accordance with the priorities outlined in Measure I. These priorities (enhancing public safety, addressing homelessness, improving infrastructure, expanding emergency services, reducing traffic congestion, and maintaining our parks and open spaces) reflect the heart of what makes Escondido a thriving community.

The proposed Bylaws establish a comprehensive framework designed to empower your Committee with the tools, authority, and support necessary to fulfill your oversight mandate effectively. Key provisions include:

- **Independent Oversight Authority:** The Bylaws grant your Committee the authority to select independent auditors, ensuring that financial reviews are conducted with complete objectivity and professional rigor.
- **Comprehensive Reporting Requirements:** The framework establishes clear expectations for annual reporting to both the City Council and the community, with specific focus on how funds address each Measure I priority area.
- **Transparency and Public Access:** All Committee meetings, minutes, and reports will be fully accessible to the public, reinforcing our shared commitment to open government and community engagement.
- **Professional Support Structure:** The City Clerk will serve as your primary staff liaison, with additional support from the Finance Director and City Manager's office to ensure you have access to all necessary information and resources.



- **Clear Operational Guidelines:** The Bylaws establish meeting schedules, quorum requirements, officer roles, and procedural standards that will enable efficient and effective Committee operations.

These Bylaws are specifically designed to ensure that your Committee can provide meaningful oversight and accountability to the residents of Escondido. Through quarterly financial reporting, annual comprehensive audits, and regular public reporting, you will serve as the community's watchdog, ensuring that Measure I funds are invested exactly as voters intended.

The framework also recognizes that true accountability requires both transparency and accessibility. By making all Committee materials readily available through the City's website and other communication channels, we ensure that every resident can stay informed about how their investment in Escondido's future is being managed.

While your Committee operates independently in its oversight function, we view this relationship as a partnership in service to our community. The City Council stands ready to support your work, respond to your findings and recommendations, and work collaboratively to ensure that Measure I delivers the maximum benefit to our residents.

We recognize that the success of Measure I depends not only on wise spending decisions but also on maintaining the public trust that made this investment possible. Your Committee's diligent oversight will be instrumental in preserving and strengthening that trust.

We respectfully request that your Committee formally adopt these Bylaws at your earliest convenience. The framework they provide will enable you to begin your important work with clarity, authority, and the full support of the City organization.

Should you have any questions about the Bylaws or require any clarification regarding their provisions, please contact City Clerk Zack Beck (Zack.Beck@Escondido.Gov) who will serve as your primary staff liaison, or any member of the City Council.

The citizens of Escondido have invested their trust in both the City Council and your Committee to ensure that Measure I fulfills its promise of a stronger, safer, and more vibrant community. We are confident that with these Bylaws as your foundation, your Committee will provide the rigorous oversight and transparent reporting that our residents deserve.

Thank you for your willingness to serve our community in this critical capacity. We look forward to working with you as we collectively steward this historic investment in Escondido's future.

With appreciation and respect,

Dane White
Mayor of Escondido



STAFF REPORT

August 6, 2025
File Number 0610

SUBJECT

FISCAL YEAR 2025/2026 OPERATING BUDGET –

DEPARTMENT

Finance

RECOMMENDATION

Request the Measure I Citizens' Oversight Committee review the Fiscal Year 2025/26 Annual Operating Budget adopted by the City Council on June 18, 2025.

Staff Recommendation: Receive and File (Finance: Christina Holmes, Director of Finance)

Presenter: Christina Holmes, Director of Finance

The FY2025/26 Annual Operating Budget document can be viewed on the City's website at:

escondido.gov/DocumentCenter/View/8150/FY25-26-Operating-Budget-Final-PDF

PREVIOUS ACTION

On June 18, 2025, the City Council adopted the FY2025/26 Operating Budget.

ANALYSIS

The City's annual budget process begins around December each year with an update of the budgetary forecast and the General Fund Multi-Year Financial Plan. The financial forecast takes a look forward at the City's General Fund revenues and expenditures. The purpose of the forecast is to identify financial trends, shortfalls, and potential issues so the City can proactively address them. The forecast provides a snapshot of what the future will look like, projecting the fiscal result of maintaining the City's current service levels and policies.

Staff prepared the Fiscal Year 2025/2026 Operating Budget after considering input from the City Council and public. The appropriation total for all operating funds is \$261.6 million, and this budget is balanced with the use of Measure I funding and a one-time transfer of \$3.1 million from the Workers Compensation Fund.

City Council Priorities



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This budget aligns with the following strategic priorities identified by the City Council in January 2025, which serve as the foundation for budget planning:

- Financial stewardship
- Prioritizing public safety
- Being business friendly
- Driving community and land development

Measure I

Measure I, a one-cent general sales tax that increases the sales tax rate in Escondido from 7.75% to 8.75% and has a 20-year sunset, was placed on the November 2024 ballot and approved by voters with 61.12% in favor, demonstrating trust in City leadership and a commitment to investing in this community.

As a general tax, Measure I can be used for any general governmental purpose; however, the ballot language approved by voters specifically included these items as potential uses:

- Providing public safety
- Addressing homelessness
- Improving streets, sidewalks, and infrastructure
- Increasing police, fire, and paramedic services
- Reducing traffic congestion
- Maintaining parks, trails, and open space

Utilizing both Measure I Local District Tax and General Fund revenues, the FY2025/26 Operating Budget provides resources for those essential services identified in the ballot language in addition to City Council priorities. The line-item detail budget for Measure I includes the following:

- ✓ 30 new staff positions and 6 restored staff positions that were cut in prior years;
- ✓ Positions, as well as maintenance and operations costs, from Police, Fire, and Street Maintenance have been reallocated to the Measure I fund to ensure the continuity of those services;
- ✓ Funding for one-time investments of critical Police and Fire vehicles;
- ✓ Funding for open space and deferred maintenance that includes roof and other building repairs, a historic property facility assessment, repairs at the California Center for the Arts, funding for the Reidy Creek Golf course, and an allocation to prepare an analysis for a Smart City program.

This year's budget also reflects a shift toward performance-based budgeting which aligns City resources with the strategic priorities of the City Council and community. The inclusion of overarching goals and metrics associated with the new positions and enhanced services funded through Measure I provide a new level of transparency and accountability for the additional investments being made and will aid in our ongoing dialogue with the City Council and community around delivery of priorities.

Structural Budget Deficit

Despite this incredible investment in Escondido's future, it's important to recognize that operating revenue has not kept pace with the growing costs of providing City services and, as a result, the General



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Fund long-term financial plan still projects annual deficits exceeding \$10 million annually growing to \$24 million by FY2035 which creates a structural budget deficit. To address this projected shortfall, the City has maintained a hardline on expenditures and staff are continuously seeking measures that ensure efficiency, while enhancing basic operations. In addition, since the Great Recession, the City has controlled costs by annually deferring maintenance and capital project costs. In FY2023/24 to close a \$11,295,840 General Fund budget deficit and continue to provide essential City services, reserve balances were used as well as deferring major purchases to future years. In FY2024/25, 10 full-time vacant positions were eliminated and both the Library and California Center for the Arts were removed from the General Fund and were funded with American Rescue Plan Act Funds, a one-time source of funds that expire on December 31, 2026.

Revenue-generating opportunities have been explored and some fully implemented with the approval of the City Council. These include the approval of a short-term rental program, joining the paramedic Ground Emergency Medical Transportation Program, and moving the User Fee schedule to full cost recovery effective September 2024.

Despite all of these measures, and the City's efforts to fund projects with grants and other sources of one-time funds, it has not been enough to meet growing costs and demand for services. The passage of Measure I provides funding for the next 20 years that will mitigate the impacts of this structural deficit and provide Staff time to continue to explore additional ways to align revenues with expenditures.

Conclusion

As a result of the new resources provided by Measure I in November 2024, the FY2025/26 Operating Budget preserves the essential services and programs provided to our residents, businesses, and visitors. The FY2025/26 budget offers the City Council, City Staff, and the community a sense of optimism, however, we continue to remain conservative and strategic in our operational growth bearing in mind the continued existence of a structural deficit. As the additional resources from Measure I are collected, Staff look forward to continuing the budget conversations with the City Council, Citizens' Oversight Committee and community over the course of this fiscal year.

ATTACHMENTS

- a. Resolution No. 2025-74

RESOLUTION NO. 2025-74

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, ADOPTING OPERATING BUDGETS FOR CERTAIN CITY DEPARTMENTS FOR FISCAL YEAR 2025/26 SUBJECT TO ANY AMENDMENT MADE PURSUANT TO COMPENSATION PLANS FOR THE CITY OF ESCONDIDO AND ESTABLISHING CONTROLS ON CHANGES IN APPROPRIATIONS TO VARIOUS FUNDS AND DEPARTMENTS

WHEREAS, the budgets for all City Departments for the period July 1, 2025, through June 30, 2026, inclusive, contained in the Fiscal Year 2025/26 Operating Budget Document (a copy of which is on file in the Office of the City Clerk) as amended by Council, are adopted as the final budgets for the Fiscal Year 2025/26, subject to any further amendments pursuant to approval of Compensation Plans for employees of the City of Escondido; and

WHEREAS, the amount designated as Department Total for each department and each fund in the budgets on file with the City Clerk, is hereby appropriated to the department or fund for which it is designated subject to adjustments for Compensation Plan approvals. Such appropriations as adjusted shall not be increased without approval of the City Council, except that transfers within funds may be approved by the City Manager. All amounts designated as Employee Services, Maintenance and Operation, and Capital Outlay in each budget on file with the City Clerk, are hereby appropriated for such uses to the department or fund under which they are listed, subject to any amendments made pursuant to approval of Compensation Plans for employees of the City of Escondido, and shall not be increased without approval of the City Manager; and

WHEREAS, the approval of the Operating Budget Document, including the Department Total expressed for each department, and any subsequent amendments shall include approval for all actions of the City acting as Successor Agency of the former Escondido Redevelopment Agency as expressed in said Operating Budget Document.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.
2. That the City Council adopts operating budgets for certain City Departments for Fiscal Year 2025/26 subject to any amendment made pursuant to compensation plans for the City of Escondido and establishing controls on changes in appropriations to various funds and departments.

PASSED, ADOPTED AND APPROVED by the City Council of the City of Escondido at a regular meeting thereof the 18th day of JUNE, 2025 by the following vote to wit:

AYE : Councilmembers: FITZGERALD, GARCIA, GARCIA, MARTINEZ, WHITE

NOES : Councilmembers: NONE

ABSENT : Councilmembers: NONE

APPROVED:

DocuSigned by:
Dane White
19FF5DB8C3B409...
DANE WHITE, Mayor of the
City of Escondido, California

ATTEST:

DocuSigned by:
Zack Beck
A58535D0BDC1430...
ZACK BECK, City Clerk of the
City of Escondido, California

RESOLUTION NO. 2025-74