



UNIVERSITY OF MINNESOTA | EXTENSION

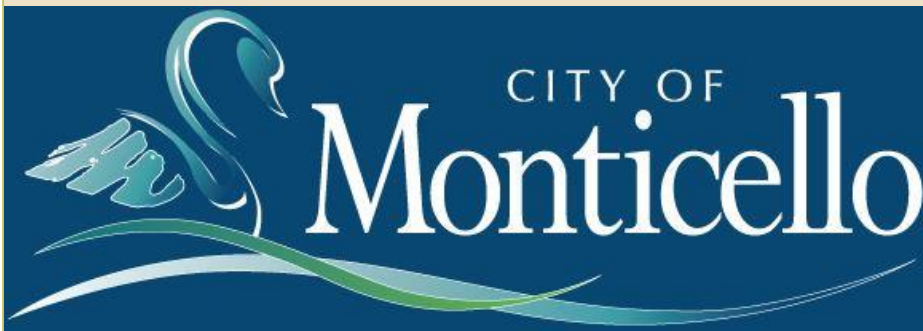


EXTENSION CENTER FOR COMMUNITY VITALITY

Local Option Sales Tax Analysis for Monticello, MN

ESTIMATED CONTRIBUTIONS OF RESIDENTS AND NON-RESIDENTS TO A LOCAL OPTION SALES TAX

Authored by Eric King



REPORT SPONSOR: CITY OF MONTICELLO, MINNESOTA

Local Option Sales Tax Analysis for Monticello

ESTIMATED CONTRIBUTIONS OF RESIDENTS AND NON-RESIDENTS TO A LOCAL OPTION SALES TAX

April 2023

Authored by Eric King, Extension Educator, University of Minnesota Extension Center for Community Vitality

Report Reviewers:
Elyse Paxton, University of Minnesota Extension, Center for Community Vitality

Sponsor:
City of Monticello

© 2023 Regents of the University of Minnesota. All rights reserved. University of Minnesota Extension is an equal opportunity educator and employer. In accordance with the Americans with Disabilities Act, this material is available in alternative formats upon request. Direct requests to 612-625-8233.
♻️ Printed on recycled and recyclable paper with at least 10 percent postconsumer waste material.



Table of Contents

- SUMMARY of findings 3**
- BACKGROUND AND METHODOLOGY 6**
- TRADE AREA ANALYSIS BY MERCHANDISE CATEGORY 7**
 - Vehicles and Parts 7**
 - Furniture Stores 8**
 - Electronics and Appliances 9**
 - These 10 businesses primarily include household-type appliances, sewing machines, cameras, computers, and other electronic goods. 9**
 - Building Materials 10**
 - Food and Groceries 11**
 - Health and Personal Items 12**
 - Gas/Convenience Stores 13**
 - Apparel/Clothing..... 14**
 - Leisure Goods 15**
 - General Merchandise Stores 16**
 - Miscellaneous Retail 17**
 - Amusement and Recreation 18**
 - Accommodations 19**
 - Eating/Drinking Establishments 20**
 - Repair and Maintenance 21**
 - Personal Services/Laundry 22**
 - Retail (Non-Store) and Other Services 23**
 - Construction, Manufacturing, Utilities, Wholesale Operations, Transportation, and Sales Suppressed for Business Confidentiality 24**
- APPENDIX A: RESEARCH ON THE EFFECTS OF A LOCAL OPTION SALES TAX 25**
- APPENDIX B: DEFINITIONS OF TERMS 27**

SUMMARY OF FINDINGS

University of Minnesota Extension conducted a study to estimate the proportion of sales proceeds attributed to both Monticello residents and non-residents.

Using 2020 sales and use tax data available from the Minnesota Department of Revenue (MN Revenue), Extension estimated that non-residents account for 68.6 percent of taxable sales subject to a local option sales tax (LOST).

In 2020, total taxable sales in Monticello were \$306 million. MN Revenue analysts estimate that approximately 91 percent would be subject to a LOST. With 68.6 percent of sales derived from non-resident spending, Extension estimated that Monticello residents spent \$88 million of the total \$280 million in taxable sales subject to a LOST.

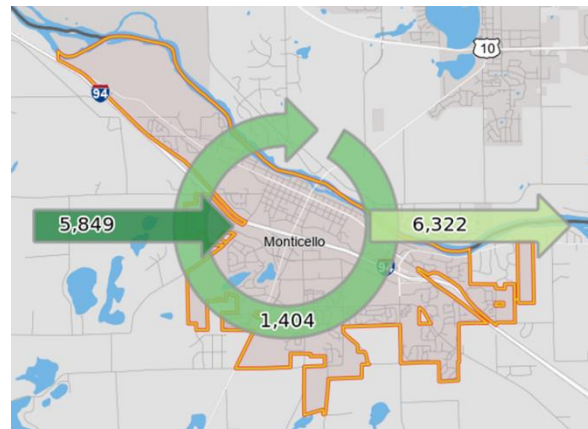
If the tax were in place in 2020, a 0.5 percent local option sales tax would have garnered \$1.4 million in tax proceeds according to Minnesota Department of Revenue analysts. Monticello residents would have contributed \$439,600 in taxes, and non-residents would have contributed \$960,400. Based on these estimates, each Monticello resident would have paid, on average, an additional \$30.41 in sales tax in 2020.

This report is based on a trade area analysis comparing actual taxable sales to potential sales. This is calculated by multiplying the Monticello population in 2020 (MN Demographic Center) by the Minnesota average per capita sales for each category, and then adjusting for the county's personal income factor. This initial analysis provided an estimate of retail and service purchases made by Monticello residents. For each merchandise group, the estimates for two types of purchasers—city residents and others—were calculated and adjusted considering the area economy. These adjustments were based on informed estimates and were aimed, in part, at reducing potential overestimates of the sales tax share attributable to non-residents. Assumptions and calculations are included for major retail and service categories so local decision makers can adjust totals if they have more nuanced insight.

Several factors and features of Monticello's economy helped frame the analysis for the different merchandise categories:

- As a metro community with many nearby competing shopping centers, cross-hauling is a significant factor. Monticello residents can easily shop outside of the community and residents of nearby communities can also easily access Monticello businesses. For this analysis, cross-hauling has the net effect of increasing non-resident spending.
- Monticello has less workers entering the city for employment than residents who leave for work (Figure 1). In this dynamic, commuters often shop for goods and services near where they work and those commuting into the city purchase in the city.

Figure 1: Monticello worker in-flow and out-flow



Inflow and outflow of wage earners.

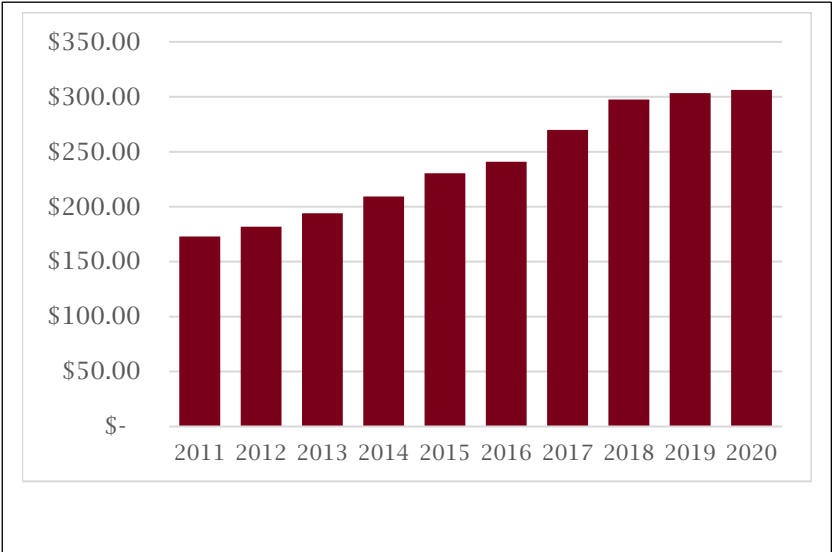
Source: 2019 U.S. Census Bureau On-The-Map

Figure 2 shows the estimated percentage of sales—across all merchandise categories—attributed to both residents and non-residents in 2020. These estimates are based on the adjusted analysis to more accurately reflect the city’s economic and consumption circumstances. Based on these findings, Extension estimates city residents represent 31.4 percent of all taxable retail and service sales subject to the tax (\$88 million), and the remaining 68.6 percent (\$192 million) are attributed to non-residents.

Figure 2: Estimated 2020 Taxable Sales Subject to LOST

	Taxable Sales	Percent of Sales
City residents	\$87,920,000	31.4%
Non-residents	\$192,080,000	68.6%

Figure 3: Total taxable sales in Monticello from 2011-2020



Source: Minnesota Department of Revenue

The total taxable sales in the city has been steadily rising over the past decade (Figure 3). Total taxable sales were \$172 million in 2011 and \$306 million in 2020. This provides some sense of the stability of a LOST going forward. The city also saw an increase from 2019 to 2020 in total taxable sales despite the impact of the pandemic.

Extension forecasted taxable sales subject

to the local tax for 2021, 2022, and 2023 using a simple exponential smoothing forecast model that employs a moving weighted average and a 95 percent confidence interval to provide an upper and lower bound to the estimate (Figures 4 and 5). This model estimates total tax proceeds in 2023 to be between an upper limit of \$1.76 million and a lower limit of \$1.51 million.

Figure 4: Forecast for Tax Proceeds based on Past Trends 2011 to 2020

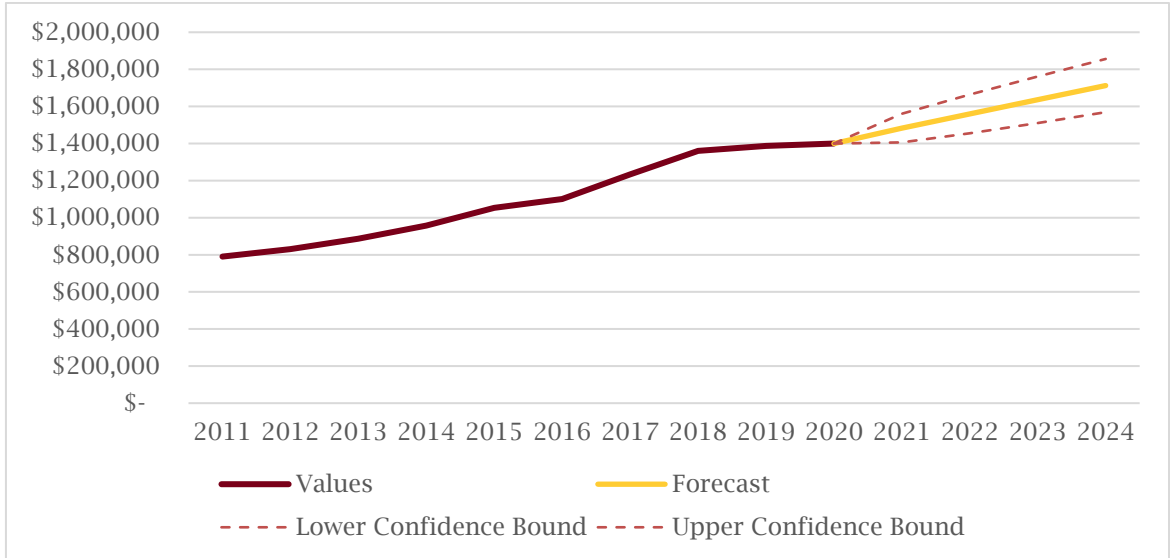


Figure 5: Forecast with Upper and Lower Bound 2021-24

	Forecast	Lower Bound	Upper Bound
2021	\$1,483,225	\$1,405,863	\$1,560,587
2022	\$1,559,657	\$1,455,526	\$1,663,789
2023	\$1,636,089	\$1,510,739	\$1,761,439
2024	\$1,712,521	\$1,569,019	\$1,856,023

Use taxes also affect the tax proceeds from a local option sales tax. Use taxes derive from city businesses purchasing products from out-of-state sources and in other Minnesota locations. Use taxes are often less consistent and more difficult to estimate accurately than sales taxes. In 2019, the city received \$675,072 in use (not sales) tax proceeds. It would have garnered \$50,500 for a LOST at the 0.5 percent rate.

Policymakers must also consider the impacts that a LOST may have on consumer purchasing behavior, particularly whether it will result in a loss of consumer purchases to other jurisdictions. Extension examined records of 11 cities that enacted a local option sales tax between 1999 and 2006 (information available on the Minnesota Department of Revenue website). Records do not indicate a major purchasing change due to the additional sales tax, and most of the jurisdictions have shown continued sales growth (see Appendix A). These communities, however, may not be comparable to Monticello. All communities included in this analysis are located outside the Twin Cities metro area and may retain more shoppers than communities in the metro area where one can easily switch spending from one jurisdiction to another.

BACKGROUND AND METHODOLOGY

Community economics educators at University of Minnesota Extension provide applied research and education to help community and business partners make better informed decisions. In recent years, Minnesota has adopted laws enabling local governments to enact a local option sales tax. Extension has assisted these administrations in estimating their potential tax proceeds and the portion of taxes paid by local residents.

This report estimates the proportion of tax proceeds generated by Monticello residents compared to non-residents. The most recently available state sales tax data (2020) from the Minnesota Department of Revenue (MN Revenue) was used.

Trade Area Analysis and Calculations

Extension conducted a trade area analysis of retail and service sales in select merchandise categories, estimating the amount of taxable sales subject to sales taxes made by both local residents and non-residents. Use tax is a much smaller portion of the total collection compared to sales tax proceeds. It is also estimated using a different formula.

Extension calculated potential sales for the city in each merchandise category and compared this calculation to actual taxable sales from the Minnesota Department of Revenue sales tax statistics for the same category. Actual sales greater than potential sales indicate the county attracts sales from outside its boundaries or has sales greater than one would expect from its residents. Extension used the difference between potential and actual sales to set reasonable estimates of spending by residents and non-residents across all categories. These estimates also helped inform adjustments for each category.

Potential sales calculations are based on average statewide spending by merchandise category and the population of the county, then adjusted by the level of income in Monticello. Specifically, potential sales result from county population, state per capita taxable sales, and the index of income (see sidebar and Appendix B).

The following section details the initial and adjusted trade area calculations for all merchandise categories. The sections labeled “Analysis with Adjustments” lists the final estimate of sales generated by non-residents. A rationale for adjustments and conclusions is also included.

Potential sales estimate the dollar amounts for purchases made by local residents *if* local residents spend as much as the average Minnesota resident.

Potential sales are calculated by the following formula:

$$(T \div PMn) \times PO \times (YWC \div YMn) = \text{potential sales}$$

T = Total Minnesota taxable sales for a merchandise category

PMn = 2020 population of Minnesota (5,706,494)

PO = 2020 population of Monticello (14,455)

YWC = Per capita income of Wright County residents (\$55,218)

YMn = Per capita income of Minnesota residents (\$62,005)

TRADE AREA ANALYSIS BY MERCHANDISE CATEGORY

The following pages provide detailed analysis by merchandise category.

Vehicles and Parts

9.0 percent of total taxable retail and service sales

The **11 businesses** in this retail category include repair parts, snowmobiles, boats, trailers, and recreational vehicles. *Sales of cars and other on-road vehicles are not included in this category since they are subject to a different tax.*

	(\$Millions)
Actual taxable sales	\$25.37
-Potential sales	\$7.59
= \$ variance	\$17.78
= as % of potential	234.2%

Unadjusted Trade Area Analysis

Potential taxable sales to residents	\$7.59
Surplus	\$17.78
Total	\$25.37
Surplus percentage	70.1%

Analysis with Adjustments

Capture rate of Monticello residents	87%
Residents' \$ share	\$6.60
Non-Residents' \$ share	\$18.77
Total	\$25.37
Non-resident share per group	74.0%

Analysis for Vehicles and Parts

Extension's trade area analysis estimates that the city has a large surplus in this category of over \$17.5 million. Based on this surplus, Extension estimated about 74 percent of all sales in this category were to non-residents. And the local capture rate of 87 percent highlights the strength of this category within the city.

Furniture Stores

1.0 percent of total taxable retail and service sales

These **seven businesses** sell furniture, beds, carpeting, window coverings, kitchenware, and wood-burning stoves.

	(\$Millions)
Actual taxable sales	\$2.74
Potential sales	\$3.53
= \$ variance	(\$0.78)
= as % of potential	-22.2%

Unadjusted Trade Area Analysis

Potential sales to residents	\$3.53
Surplus	(\$0.78)
Total	\$2.74
Non-resident share per group	-28.6%

Analysis with Adjustments

Capture rate of Monticello residents	70%
Residents' \$ share	\$2.47
Non-Residents' \$ share	\$0.27
Total	\$2.74
Non-resident share per group	10.0%

Analysis for Furniture Stores

At 1 percent of total taxable retail sales, furniture stores are a moderate category in Monticello. Considering the small deficit in actual sales versus expected, Extension adjusted the non-resident share to a conservative 10 percent. The seven businesses in this category still have sales at over \$2.75 million, which suggests a somewhat robust market.

Electronics and Appliances

1.1 percent of total taxable retail and service sales*

These **10 businesses** primarily include household-type appliances, sewing machines, cameras, computers, and other electronic goods.

	(\$Millions)
Actual taxable sales	\$3.01
-Potential sales	\$3.39
= \$ variance	(\$0.38)
= as % of potential	-11.1%

Unadjusted Trade Area Analysis

Potential sales to residents	\$3.39
Surplus	(\$0.38)
Total	\$3.01
Non-resident share per group	-12.5%

Analysis with Adjustments

Capture rate of Monticello residents	76%
Residents' \$ share	\$2.56
Non-residents' \$ share	\$0.45
Total	\$3.01
Non-resident share per group	15.0%

Analysis for Electronics and Appliances

Taxable sales are lower than expected in the electronics and appliances category. The category accounts for around 1 percent of all retail and service taxable sales. Extension set the non-resident share at 15 percent in this category to account for some shopping from non-residents, which translated into a capture rate of 76 percent of spending by Monticello residents.

Building Materials

18.9 percent of total taxable retail and service sales*

These **eight businesses** sell lumber, hardware, paint, wallpaper, tile, hardwood floors, roofing, fencing, ceiling fans, lawn equipment, and garden items.

	(\$Millions)
Actual taxable sales	\$53.16
Potential sales	\$15.82
= \$ variance	\$37.34
= as % of potential	236.0%

Unadjusted Trade Area Analysis

Potential sales to residents	\$15.82
Surplus	\$37.34
Total	\$53.16
Non-resident share per group	70.2%

Analysis with Adjustments

Capture rate of Monticello residents	84%
\$49Residents' \$ share	\$13.29
Non-residents' \$ share	\$39.87
Total	\$53.16
Non-resident share per group	75.0%

Analysis for Building Materials

Building materials is a large category in Monticello, accounting for around 19 percent of all retail and service taxable sales. A considerable surplus of \$37.34 million was estimated by Extension in this category. Extension set the non-resident share of taxable sales at 75 percent, which translated to a capture rate of 84 percent of spending by Monticello residents, about the type of leakage in a category where shopping is done local often if businesses are present.

Food and Groceries

5.5 percent of total taxable retail and service sales

The **nine businesses** in this merchandise group include grocery stores, delis, bakeries, and butcher shops that sell food to be prepared at home. Liquor stores are also included in this group.

	(\$Millions)
Actual taxable sales	\$15.41
- Potential sales	\$10.62
= \$ variance	\$4.79
= as % of potential	45.1%

Unadjusted Trade Area Analysis

Potential sales to residents	\$10.62
Surplus	\$4.79
Total	\$15.41
Non-resident share per group	31.1%

Analysis with Adjustments

Capture rate of Monticello residents	87%
Residents' \$ share	\$9.25
Non-residents' \$ share	\$6.16
Total	\$15.41
Non-resident share per group	40.0%

Analysis for Food and Groceries

Extension's trade area analysis estimated a moderate surplus in the food and liquor category in this category. Extension set the non-resident share at 40 percent, primarily to allow for some reasonable portion of out-shopping by Monticello residents. The Monticello capture rate remains at a conservative 87 percent in this category where customers often remain loyal to local operations, and accessing competition in nearby communities can be a long distance to travel.

Health and Personal Items

0.8 percent of total taxable retail and service sales

Stores selling prescription drugs, food supplements, vision supplies, cosmetics, and hearing aids are among the **10 businesses** included in this merchandise group.

	(\$Millions)
Actual taxable sales	\$2.37
Potential sales	\$1.42
= \$ variance	\$0.95
= as % of potential	66.8%

Unadjusted Trade Area Analysis

Potential sales to residents	\$1.42
Surplus	\$0.95
Total	\$2.37
Non-resident share per group	40.0%

Analysis with Adjustments

Capture rate of Monticello residents	92%
Residents' \$ share	\$1.31
Non-residents' \$ share	\$1.07
Total	\$2.37
Non-resident share per group	45.0%

Analysis for Health and Personal Items

Health and personal stores are a somewhat smaller category, accounting for 0.8 percent of taxable retail and service sales in the city. Taxable sales are more than would be expected, resulting in an almost \$1.0 million surplus. Extension set the non-resident share at a modest 45percent, which translates into a conservative 92 percent capture rate of local resident spending. This allows for some amount of spending from residents commuting and traveling outside the city for what are generally more local purchases.

Gas/Convenience Stores

2.5 percent of total taxable retail and service sales

This merchandise group covers **six businesses** selling convenience items at a store that also sells fuel.

	(\$Millions)
Actual taxable sales	\$7.16
-Potential sales	\$3.39
= \$ variance	\$3.76
= as % of potential	110.9%

Unadjusted Trade Area Analysis

Potential sales to residents	\$3.39
Surplus	\$3.76
Total	\$7.16
Non-resident share per group	52.6%

Analysis with Adjustments

Capture rate of Monticello residents	72%
Residents' \$ share	\$2.43
Non-residents' \$ share	\$4.72
Total	\$7.16
Non-resident share per group	66.0%

Analysis for Gas/Convenience Stores

Monticello has a sizeable surplus in the gas and convenience store category. Extension set the non-resident share at 66 percent to account for non-resident spending when traveling through on major thoroughfares and for commuters into the city for work. This amounted to a 72 percent capture rate for Monticello residents, allowing for some leakage for those working, traveling, and shopping outside the community but still a conservative estimate for local spending.

Apparel/Clothing

1.2 percent of total taxable retail and service sales

This merchandise group includes **four businesses** selling new clothing and accessories, jewelry, shoes, bridal items, clocks, and luggage.

	(\$Millions)
Actual taxable sales	\$3.41
Potential sales	\$1.56
= \$ variance	\$1.85
= as % of potential	118.5%

Unadjusted Trade Area Analysis

Potential sales to residents	\$1.56
Surplus	\$1.85
Total	\$3.41
Non-resident share per group	54.2%

Analysis with Adjustments

Capture rate of Monticello residents	66%
Residents' \$ share	\$1.02
Non-residents' \$ share	\$2.38
Total	\$3.41
Non-resident share per group	70.0%

Analysis for Apparel/Clothing

Extension's trade area analysis estimates that the city brings in nearly \$1.85 million more in taxable sales than expected. With four businesses in this category, Monticello clearly has a few stores in this category competitive with other nearby shopping areas. However, with this nearby competition in close proximity, Extension set capture rate at 66 percent, which translated into a 70 percent non-resident share to allow for about one-third of resident spending to leave the community.

Leisure Goods

0.1 percent of total taxable retail and service sales

The **six businesses** in this merchandise group sell sporting goods, books, music, hobby items, fabrics, and toys.

	(\$Millions)
Actual taxable sales	\$0.22
Potential sales	\$2.69
= \$ variance	(\$2.47)
= as % of potential	-91.8%

Unadjusted Trade Area Analysis

Potential sales to residents	\$2.69
Surplus	(\$2.47)
Total	\$0.22
Non-resident share per group	-1125.4%

Analysis with Adjustments

Capture rate of Monticello residents	8%
Residents' \$ share	\$0.21
Non-Residents' \$ share	\$0.01
Total	\$0.22
Non-resident share per group	5.0%

Analysis for Leisure Goods

Extension's trade area analysis estimates that the city has a \$2.47 million deficit in this minor category, which is focused on specialized retail. Extension set the non-resident share at 5 percent as a floor in this category. As a result of the small total amount of taxable sales in this category, it is relatively safe to assume that almost the entirety of spending by Monticello residents in this category leaks outside of the city.

General Merchandise Stores

32.6 percent of total taxable retail and service sales*

The **four businesses** in this category sell general merchandise and are unique because they have the equipment and staff needed to sell a large variety of goods from a single location. This includes department stores, superstores, dollar stores, and variety stores.

	(\$Millions)
Actual taxable sales	\$91.61
potential sales	\$14.23
= \$ variance	\$77.38
= as % of potential	543.9%

Unadjusted Trade Area Analysis

Potential sales to residents	\$14.23
Surplus	\$77.38
Total	\$91.61
Non-resident share per group	84.5%

Analysis with Adjustments

Capture rate of Monticello residents	90%
Residents' \$ share	\$12.83
Non-Residents' \$ share	\$78.78
Total	\$91.61
Non-resident share per group	86.0%

Analysis for General Merchandise Stores

This is the largest category in Monticello by far, accounting for over 32 percent of all retail and service sales in the community. In 2020, Monticello actual sales in the general merchandise category resulted in \$77.38 million surplus compared to estimates. Extension estimated non-residents in this category accounted for roughly 86 percent of all sales, capturing about 90 percent of Monticello resident spending in this category.

Miscellaneous Retail

3.6 percent of total taxable retail and service sales

Twenty businesses are part of this group, including florists, used merchandise stores, pet supply stores, and other retailers.

	(\$Millions)
Actual taxable sales	\$10.16
Potential sales	\$3.83
= \$ variance	\$6.33
= as % of potential	165.1%

Unadjusted Trade Area Analysis

Potential sales to residents	\$3.83
Surplus	\$6.33
Total	\$10.16
Non-resident share per group	62.3%

Analysis with Adjustments

Capture rate of Monticello residents	87%
Residents' \$ share	\$3.35
Non-residents' \$ share	\$6.81
Total	\$10.16
Non-resident share per group	67.0%

Analysis for Miscellaneous Retail

Extension's trade area analysis estimates that Monticello had over a \$6 million surplus in the miscellaneous retail category. Extension set the non-resident share to 67 percent since general merchandise is very competitive in the metro and some miscellaneous retail, such as antique shops in the community, would reasonably have a large draw. This translates into a conservative 87 percent capture rate of spending by Monticello residents.

Amusement and Recreation

0.9 percent of total taxable retail and service sales*

The **seven businesses** in this group include casinos, bowling lanes, water parks, amusement parks, arcades, bingo halls, golf courses, ski slopes, marinas, dance or fitness centers, recreational clubs, ice rinks, swimming pools, roller rinks, etc.

	(\$Millions)
Actual taxable sales	\$2.57
Potential sales	\$3.58
= \$ variance	(\$1.01)
= as % of potential	-28.3%

Unadjusted Trade Area Analysis

Potential sales to residents	\$3.58
Surplus	(\$1.01)
Total	\$2.57
Non-resident share per group	-39.4%

Analysis with Adjustments

Capture rate of Monticello residents	52%
Residents' \$ share	\$1.88
Non-residents' \$ share	\$0.69
Total	\$2.57
Non-resident share per group	27.0%

Analysis for Amusement and Recreation

Extension's trade area analysis estimates that the city has a minor deficit of potential sales in this category of over \$1 million. Extension set the non-resident share at 27 percent to account for roughly a 50 percent capture rate of Monticello spending in this category. This allows for some leakage of Monticello residents into other communities for what are often regional draws or attractions.

Accommodations

0.6 percent of total taxable retail and service sales

These **five businesses** provide lodging or short-term accommodations for travelers, vacationers, and others. Included are hotels, motels, lodges, bed & breakfasts, campgrounds, fraternities, boarding houses, and dormitories.

	(\$Millions)
Actual taxable sales	\$1.66
Potential sales	\$2.57
= \$ variance	(\$0.91)
= as % of potential	-35.5%

Unadjusted Trade Area Analysis

Potential sales to residents	\$2.57
Surplus	(\$0.91)
Total	\$1.66
Non-resident share per group	-55.0%

Analysis with Adjustments

Capture rate of Monticello residents	6%
Residents' \$ share	\$0.17
Non-residents' \$ share	\$1.49
Total	\$1.66
Non-resident share per group	90.0%

Analysis for Accommodations

Logically, a significant percentage of lodging sales are from non-residents visiting the area or staying overnight for business or vacation. As with other previous LOST analyses, Extension set the non-resident share at 90 percent of sales to allow for resident spending related to events, facility charges, and 'staycations.'

Eating/Drinking Establishments

14.8 percent of total taxable retail and service sales

These **36 businesses** sell food at full-service or limited-service establishments. The group includes cafeterias, bagel shops, ice cream parlors, snack bars, food service contractors, caterers, lunch wagons, and street vendors. It also includes bars, taverns, and nightclubs.

	(\$Millions)
Actual taxable sales	\$41.49
Potential sales	\$16.65
= \$ variance	\$24.84
= as % of potential	149.2%

Unadjusted Trade Area Analysis

Potential sales to residents	\$16.65
Surplus	\$24.84
Total	\$41.49
Non-resident share per group	59.9%

Analysis with Adjustments

Capture rate of Monticello residents	75%
Residents' \$ share	\$12.45
Non-residents' \$ share	\$29.04
Total	\$41.49
Non-resident share per group	70.0%

Analysis for Eating/Drinking Establishments

The eating and drinking category—which includes all bars, restaurants, and other food service—is a significant category with \$41 million in taxable sales and has a significant surplus at nearly \$25 million. Extension estimated a conservative capture rate of 75 percent for Monticello resident spending in this category, based on 70 percent of sales attributed to non-resident spending.

Repair and Maintenance

2.1 percent of total taxable retail and service sales

The **21 businesses** in this group restore machinery, equipment, and other products. The group does not include plumbing or electrical repair services but does encompass auto repair, cameras, televisions, computers, copiers, appliances, lawn mowers, specialized equipment, small engines, furniture, shoes, guns, etc.

	(\$Millions)
Actual taxable sales	\$5.86
Potential sales	\$3.53
= \$ variance	\$2.33
= as % of potential	66.0%

Unadjusted Trade Area Analysis

Potential sales to residents	\$3.53
Surplus	\$2.33
Total	\$5.86
Non-resident share per group	39.8%

Analysis with Adjustments

Capture rate of Monticello residents	83%
Residents' \$ share	\$2.93
Non-residents' \$ share	\$2.93
Total	\$5.86
Non-resident share per group	50.0%

Analysis for Repair and Maintenance

At 2.1 percent of total taxable sales, repair and maintenance is a relatively small category in Monticello at just over \$5.8 million in actual sales. Extension estimated the share of total spending coming from non-residents at approximately 50 percent, which translates to an 83 percent capture rate for Monticello resident spending in this category.

Personal Services/Laundry

0.3 percent of total taxable retail and service sales

The **34 businesses** in this merchandise group include barber shops and beauty parlors, death care services, laundry and dry-cleaning services, and a wide range of other personal services, such as pet care (except veterinary), photofinishing, temporary parking, and dating services.

	(\$Millions)
Actual taxable sales	\$0.84
Potential Sales	\$1.62
= \$ variance	(\$0.77)
= as % of potential	-47.8%

Unadjusted Trade Area Analysis

Potential sales to residents	\$1.62
Surplus	(\$0.77)
Total	\$0.84
Non-resident share per group	-91.6%

Analysis with Adjustments

Capture rate of Monticello residents	47%
Residents' \$ share	\$0.76
Non-residents' \$ share	\$0.08
Total	\$0.84
Non-resident share per group	10.0%

Analysis for Personal Services/Laundry

This category includes businesses that typically serve a local market, such as barbers, hair salons, and dry-cleaning operations. Extension set the non-resident share at 10 percent, which translates in a 47 percent capture rate based on total taxable sales and the deficit that exists.

Retail (Non-Store) and Other Services

This section includes taxable sales attributed to North American Industrial Classification System categories 511-813 released by MN Revenue.

	(\$Millions)
Actual taxable sales	\$14.13
% of total taxable retail and service sales In Monticello	5.0%

Analysis with Adjustments

	(\$Millions)
Residents' \$ share	\$10.74
Non-residents' \$ share	\$3.39
Total	\$14.13
Non-resident share per group	24%

Analysis for Retail and Other Services

This group includes non-store retailers (such as direct selling operations), healthcare, waste management, rental/lease services, administrative support, and the performing arts. Some of these categories serve primarily a local market, whereas categories like 541 (professional and technical services) often serve a non-local market. This mix of business types is too diverse to run a trade area analysis for, but Extension estimated an aggregate 24 percent of these sales are to non-resident customers. The categories of sales are shown below:

Category	Taxable Sales	% non-local	\$ non-local
454 RETL -NONSTORE RETAILERS	\$320,538	50%	\$160,269
517 INFO -TELECOMMUNICATIONS	\$8,833,079	20%	\$1,766,616
522 CREDIT INTERMEDIATION	\$498,673	40%	\$199,469
532 RENTAL, LEASING SERVICES	\$934,139	20%	\$186,828
541 PROF,SCIENTIFIC,TECH SERV	\$1,032,083	40%	\$412,833
561 ADMIN, SUPPORT SERVICES	\$558,018	30%	\$167,405
611 EDUCATIONAL SERVICES	\$35,439	20%	\$7,088
621 HEALTH -AMBULATORY CARE	\$502,608	40%	\$201,043
813 RELIGIOUS,CIVIC,PROF ORGS	\$1,419,631	20%	\$283,926
TOTAL	\$14,134,208	24%	\$3,385,478

Construction, Manufacturing, Utilities, Wholesale Operations, Transportation, and Sales Suppressed for Business Confidentiality

A diverse mix of businesses fall into these non-retail categories, and a portion of sales are within a suppressed or non-disclosed subcategory. These industries and services generate \$24.9 million in taxable sales, or 8.2 percent of total taxable sales in Monticello. A significant portion of this amount would be subject to any new sales taxes, including a local option sales tax.

This category includes utilities that primarily serve a local market and are subject to a local option sales tax. The diversity of firm types included in this category makes it difficult to understand the customer mix of these businesses; however, Extension broke out each known subcategory with an assumption of whether customers paying the taxable sales were non-local.

Category	Taxable Sales	% non-local	\$ non-local
CONSTRUCTION	\$329,527	50%	\$164,763.50
MANUFACTURING	\$1,155,954	80%	\$924,763.20
WHOLESALE	\$16,647,698	60%	\$9,988,618.80
UNDESIGNATED/SUPPRESSED	\$6,783,788	30%	\$2,035,136.40
Total	\$24,916,967	53%	\$13,113,281.90

Extension estimated that, overall, 53 percent of sales are to non-residents. This analysis assumes that some subcategories, such as manufacturing, sell primarily (80 percent) to non-resident customers, whereas subcategories like construction split sales between resident and non-resident customers.

Analysis with Adjustments

	(\$Millions)
Residents' \$ share	\$11.79
Non-residents \$ share	\$13.29
Total	\$25.08
Non-resident share	53%

APPENDIX A: RESEARCH ON THE EFFECTS OF A LOCAL OPTION SALES TAX

Policymakers are often concerned that enacting a local sales tax will result in a loss of consumer purchases to neighboring communities that have not adopted the tax.

The Minnesota Department of Revenue records the tax collected from a set of Minnesota jurisdictions that have had a local sales or use tax in effect for at least eight years. Most of these cities show continued sales growth. A comparison that includes 11 Minnesota cities adopting a 0.5 percent local option sales tax is offered below (refer to Figures 4, 5, 6, and 7).

Policymakers must determine the best allowable method to raise revenue from a variety of options. One option is raising property taxes, which is not directly related to a household's current income and raises the financial burden of low-income or retired homeowners. Sales taxes raise revenues based on household expenditures, which, in Minnesota, excludes the basic necessities of food and clothing. However, since sales tax raises revenues from non-residents who shop in Monticello, resident contributions to tax revenues are significantly lower than a tax generated exclusively by local residents, such as a property tax. Policymakers must carefully consider these and other factors before making a decision about enacting a local sales tax.

Figure 4: Taxable retail and service sales by communities that began collecting a local option sales tax from 1999 to 2006

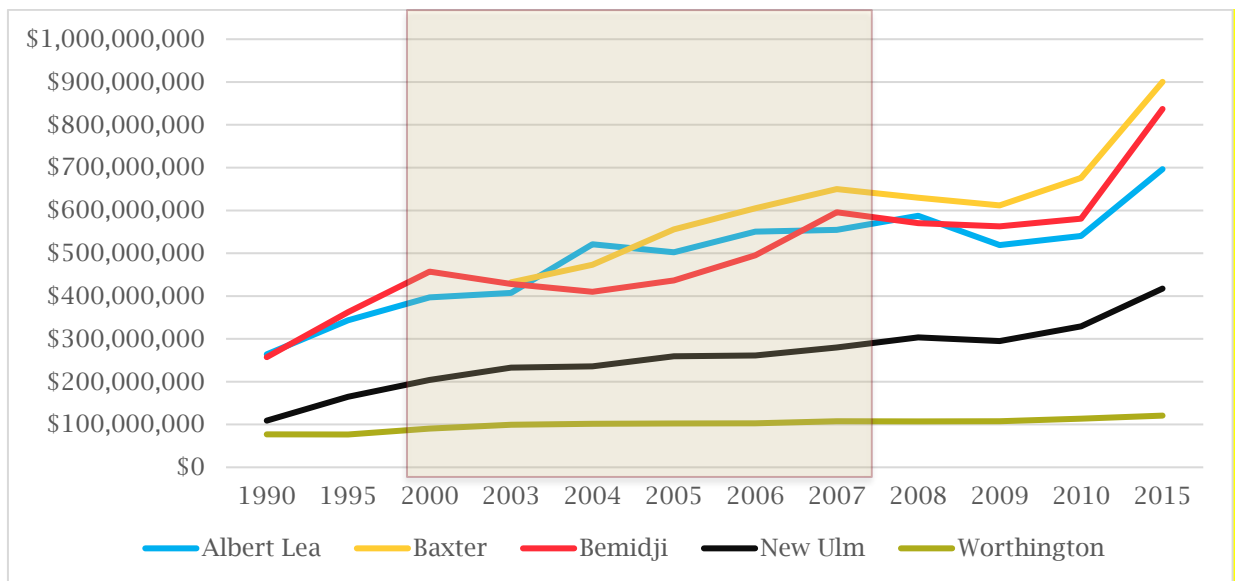


Figure 5: Data table for example communities, taxable retail and service sales (in millions)

Town Name	2015 Population	Year LOST	90	95	00	03	04	05	06	07	08	09	10	15
Albert Lea	18,356	2006	\$264	\$344	\$397	\$407	\$521	\$502	\$551	\$555	\$588	\$519	\$541	\$696
Baxter	8,065	2006				\$432	\$473	\$556	\$605	\$650	\$630	\$612	\$676	\$900
Bemidji	11,917	2005	\$257	\$362	\$457	\$428	\$410	\$437	\$495	\$596	\$570	\$563	\$581	\$837
New Ulm	13,594	1999	\$109	\$165	\$204	\$233	\$236	\$259	\$261	\$280	\$303	\$295	\$329	\$417
Worthington	11,283	2005	\$77	\$77	\$91	\$99	\$102	\$103	\$103	\$108	\$107	\$108	\$114	\$121

Figure 6: Taxable retail and service sales by communities that began collecting a local option sales tax between 2011- 2012

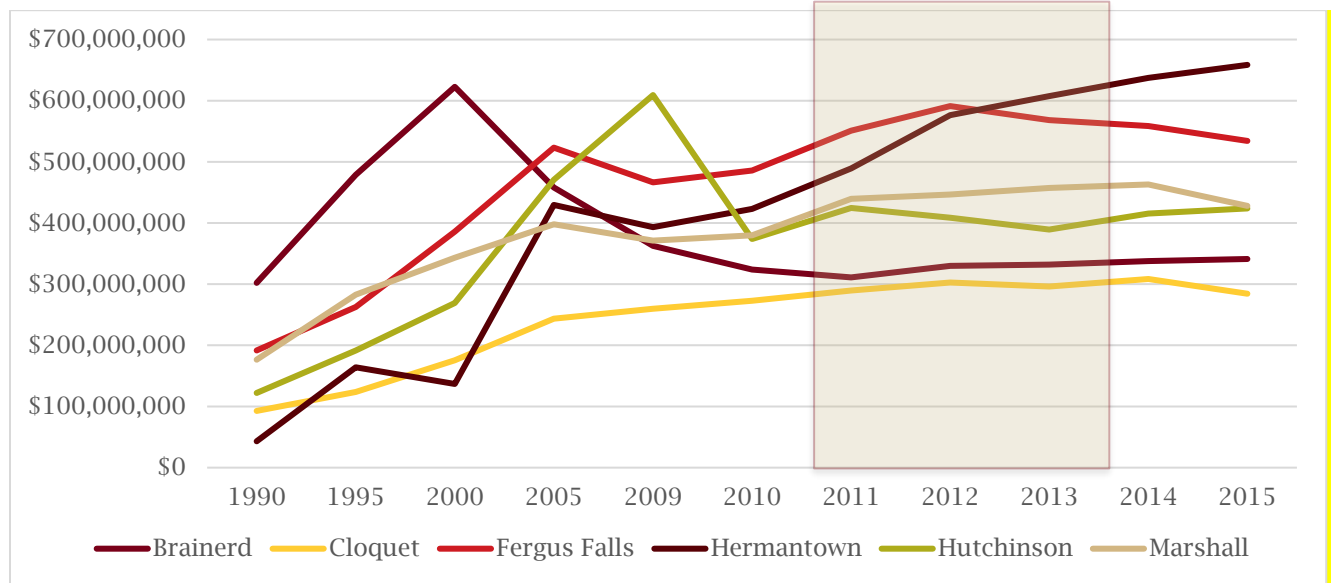


Figure 7: Data table for example communities, taxable retail and service sales (in millions)

Town Name	2015 Pop	Year LOST	90	95	00	05	09	10	11	12	13	14	15
<i>Brainerd</i>	13,178	2011	\$302	\$479	\$623	\$458	\$362	\$324	\$311	\$330	\$332	\$338	\$341
<i>Cloquet</i>	11,201	2011	\$93	\$124	\$175	\$244	\$260	\$273	\$290	\$303	\$296	\$308	\$284
<i>Fergus Falls</i>	13,471	2011	\$192	\$263	\$386	\$523	\$467	\$486	\$551	\$591	\$568	\$558	\$534
<i>Hermantown</i>	7,448	1996 - increase 2012	\$43	\$164	\$137	\$430	\$393	\$423	\$489	\$576	\$607	\$637	\$659
<i>Hutchinson</i>	13,080	2011	\$122	\$191	\$269	\$471	\$609	\$374	\$425	\$409	\$389	\$415	\$424
<i>Marshall</i>	12,735	2011	\$176	\$283	\$343	\$398	\$371	\$380	\$440	\$447	\$457	\$463	\$428

APPENDIX B: DEFINITIONS OF TERMS

Gross sales

Gross sales include taxable sales and exempt businesses with sales and use tax permits. This is the most inclusive indicator of business activity for reporting jurisdictions, but it can be misleading when used in comparisons. At times, non-taxable commodity items (e.g., gasoline) can have large price variations, creating huge swings in gross sales.

Taxable sales

Taxable sales are sales subject to sales tax. Taxable sales exclude exempt items, items sold for resale, items sold for exempt purposes, and items sold to exempt organizations. For the purpose of this study, taxable sales were the focus of the analysis. For more information on what is taxed in Minnesota, see the "Minnesota Sales and Use Tax Instruction Booklet" available at <https://www.revenue.state.mn.us/minnesota-tax-handbooks>.

Taxable retail and service sales

In this study and other retail trade analyses conducted by University of Minnesota Extension, the term "taxable retail and service sales" refers to the North American Industry Classification System (NAICS) numbers of 441 to 454 (retail) and 511 to 812 (most service industries) released by the Minnesota Department of Revenue for a geographic area.

Current and constant dollar sales

Current dollar (or "nominal dollar") sales are those reported by the state. No adjustment has been made for price inflation. In general, this measure of sales is not satisfactory for comparisons over long periods of time since it does not account for changes in population, inflation, or the state's economy. Constant dollar (or "real dollar") sales reflect changes in price inflation by adjusting current dollar sales according to the Consumer Price Index (CPI). Constant dollar sales indicate the real sales level with respect to a base year. This is a more realistic method of evaluating sales over time than current dollar comparisons, but it still does not take into consideration changes in population or the state's economy.

Number of businesses

The number of sales and use tax permit holders who filed one or more tax returns for the year.

Index of income

This index provides a relative measure of income, calculated by dividing local per capita income by state per capita income. The base is 1.00. For example, a 1.20 index of income indicates that per capita income in the area is 20 percent above the state average.

Potential sales

Potential sales are an estimate of the amount of money spent on retail goods and services by residents of a county or county. It is the product of county population, state per capita sales, and the index of income (based on the county personal per capita income).

Actual sales

For this study, the Minnesota Department of Revenue's 2019 sales data for Monticello provides the actual sales numbers used.

Variance between actual and potential sales

The variance between actual and expected sales is the difference in sales from the “norm” (i.e., the amount above or below the standard established by the expected sales formula). When actual sales exceed expected sales, the county has a “surplus” of retail sales. When actual sales fall short of expected sales, the county has a retail sales “leakage.” Discrepancies between expected and actual sales occur for a variety of reasons. For this study, we use potential sales per merchandise group to create a first-cut estimate of residents’ purchase activities.

Cautions

Gross sales

Gross sales are a comprehensive measure of business activity, but it should be noted the numbers in this report are self-reported. Furthermore, gross sales are not audited by the state of Minnesota. It is believed that gross sales figures are generally reliable, but there is the possibility of distortions, especially in smaller cities where misreporting may have occurred.

Misclassification

Holders of sales and use tax permits select the North American Industry Classification System (NAICS) category that best fits their business. All sales reported by a business are attributed to that selected NAICS category. Regardless of who makes this classification, errors are occasionally made. Also, sometimes a business will start out as one type but evolve over time to a considerably different type. Misclassifications can distort sales among business categories, especially in smaller cities. For example, a furniture store that is classified as a general merchandise store will underreport sales in the furniture store category and over-report sales in the general merchandise category.

Suppressed data

The sales data for merchandise categories that have less than four reporting firms are not reported. This is a measure taken by most states to protect the confidentiality of sales tax permit holders. Sales for suppressed retail categories are placed into the miscellaneous retail category (NAICS 999) and included in total sales but not total sales of a typical retail trade analysis. For this report, however, all taxable sales—including NAICS 999—are part of calculating the amount of special taxes collected.

Consolidated reporting

Vendors with more than one location in Minnesota have the option of filing a separate return for each location or filing one consolidated return for all locations. The consolidated return shows sales made, tax due, and location by county, and county for each business. Data for consolidated filers are combined with data for single-location filers to produce the figures in this report. Occasionally, consolidated reports may not be properly deconstructed, and all sales for a company may be reported for one town or county. Whenever misreporting is discovered, the Minnesota Department of Revenue is contacted to clarify the situation.

