54:4-3.54a1

LEGISLATIVE HISTORY CHECKLIST

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LAWS OF: 2	2007	CHAPTER:	157				
NJSA: 54:4-3.54a1 (Clarifies intent and effect of requirements of P.L.2004, c.183 with respect to historic site real property tax exemptions)							
BILL NO: A4126 (Substituted for S2808)							
SPONSOR(S): Gusciora and others							
DATE INTRODUCED: May 10, 2007							
COMMITTEE: ASSEMBLY: Housing and Local Government							
SENATE:							
AMENDED DURING PASSAGE: No							
DATE OF PASSAGE: ASSEMBLY: June 21, 2007							
	s	ENATE: J	une 21, 2007				
DATE OF APPROVAL: August 21, 2007							
FOLLOWING ARE ATTACHED IF AVAILABLE:							
FINAL TEXT OF BILL (Assembly Committee Substitute enacted)							
A4126 <u>SPONSOR'S STATEMENT</u> : (Begins on page 4 of original bill) <u>Yes</u>							
					<u>Yes</u>		
	OMMITTEE ST	IAIEMENI:		<u>SEMBLY</u> :	Yes		
			SENA	TE:	No		
(Audio archived recordings of the committee meetings, corresponding to the date of the committee statement, may possibly be found at www.njleg.state.nj.us)							
FLOOR AMENDMENT STATEMENT:					No		
LE	EGISLATIVE F	FISCAL ESTIMA	TE:		No		
S2808 <u>SPONSOR'S STATEMENT</u> : (Begins on page 8 of original bill) <u>Yes</u>							
C		TATEMENT:	AS	SEMBLY:	No		
			SENA	<u>TE</u> :	Yes		
FL		MENT STATEN	IENT:		No		
LE	EGISLATIVE F	SCAL ESTIMA	TE:		No		
VETO MESSAGE:					No		

GOVERNOR'S PRESS RELEASE ON SIGNING: No

FOLLOWING WERE PRINTED:

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REPORTS:	No
HEARINGS:	No
NEWSPAPER ARTICLES:	Yes

"Combating taxpayer indigestion over clubs," The Times, 8-22-07, p.A6

IS 5/6/08

§§1,9 C.54:4-3.54a1 &
54:4-3.54a2
§8 - Note to
C.54:4-3.54a,
54:4-3.54b &
54:4-54c

P.L. 2007, CHAPTER 157, *approved August 21, 2007* Assembly Committee Substitute for Assembly, No. 4126 (CORRECTED COPY)

1 AN ACT concerning historic site real property tax exemptions, 2 amending P.L.1962, c.92, and amending and supplementing 3 P.L.2004, c.183. 4 5 BE IT ENACTED by the Senate and General Assembly of the State 6 of New Jersey: 7 8 1. (New section) The Legislature finds and declares: 9 a. The decision of the New Jersey Supreme Court on May 30, 10 2007, in University Cottage Club of Princeton New Jersey Corp. v. New Jersey Department of Environmental Protection and the 11 Borough of Princeton, _____ N.J. ____ (2007), which effectively 12 granted to the University Cottage Club real property tax exempt 13 14 status under the historic site real property tax exemption law,

P.L.1962, c.92 (C.54:4-3.52 et seq.), and determined that revised
requirements for an historic site real property tax exemption
contained in a supplementary law to the 1962 historic site real
property tax exemption law, approved by the Legislature and
enacted as P.L.2004, c.183 (C.54:4-3.54a et seq.) on December 22,
2004, did not apply to the University Cottage Club, requires the
Legislature to clarify its intent in approving that act;

b. The court's interpretation of intended effect of P.L.2004,
c.183 is contrary to the intent of the Legislature and as a result,
corrective legislation removing any question regarding the intent,
scope and applicability of that act is necessary and appropriate;

c. The Legislature intended to preserve the tax exempt status of 26 27 historic sites that had received tax exempt status from the 28 Commissioner of Environmental Protection prior to enactment of 29 the 2004 law because the owners of those properties relied upon the tax exemption, and municipalities had already removed those 30 31 properties from their tax rolls. The Legislature intended to apply 32 the standards set forth in P.L.2004, c.183 to historic sites that were 33 not previously certified as tax exempt by the Commissioner of 34 **Environmental Protection.**

d. It is also important to clarify and expand upon the
Legislature's intent to require significant public access to any
historic site determined to be eligible for an historic site real

EXPLANATION – Matter enclosed in **bold-faced** brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

Matter underlined <u>thus</u> is new matter.

property tax exemption, and to require that the nonprofit 1 2 corporation that owns the historic site must have a primary mission 3 as an historical organization to research, preserve and interpret 4 history and architectural history. It was the Legislature's intent in 5 2004, and remains the Legislature's intent today, that the granting 6 of property tax exempt status to an historic site, which imposes an 7 additional property tax burden on the residents of the taxing district 8 in which the historic site is located, because the budgetary needs of 9 the taxing district must be fulfilled regardless of the number of 10 taxpaying properties located in the taxing district, must be 11 contingent on the public's ability to regularly use and enjoy the 12 historic site and also understand the history of the historic site through the research, preservation and interpretation of the history 13 14 of the site, including the site's architectural history, prepared by its 15 nonprofit corporate owner. It was not the intent of the Legislature 16 in 2004, and it is not the intent of the Legislature today, that historic 17 site real property tax exemptions be granted to private clubs and 18 organizations that provide such minimal access and benefit to the 19 public that financially support them that the access and benefit is of 20 nominal or insignificant value to the public;

21 The Commissioner of Environmental Protection erred e. 22 significantly in relying on informal standards rather than rules and 23 regulations promulgated under the "Administrative Procedure Act," 24 P.L.1968, c.410 (C.52:14B-1 et seq.), to award real property tax 25 exemptions to historic sites; therefore, the Legislature is 26 transferring all authority over the historic site real property tax 27 exemption approval and certification process to the Director of the 28 Division of Taxation in the Department of the Treasury, who has 29 the expertise to administer this real property tax exemption along 30 with the input and participation of municipal tax assessors.

31 f. It is important to preserve the integrity of the historic site real 32 property tax exemption and so it is necessary and proper to amend 33 the effective date of P.L.2004, c.186 to clarify that the 2004 act is 34 applicable to properties designated as historic sites after July 1, 35 1999. Of the over 35,000 properties designated as historic sites in 36 New Jersey, only two property owners, applied for real property 37 historic site tax exempt status after July 1, 1999. In P.L.2004, c.186 38 the Legislature intended that the stricter public access requirements 39 should apply to any historic site that had not been certified to be 40 real property tax exempt prior to the effective date of the law, 41 December 22, 2004.

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43 2. Section 1 of P.L.1962, c.92 (C.54:4-3.52) is amended to read 44 as follows:

45 1. <u>a.</u> Any building and its pertinent contents and the land
46 whereon it is erected and which may be necessary for the fair
47 enjoyment thereof owned by a nonprofit corporation and which has

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been certified to be an historic site to the Director of the Division of 1 Taxation in the Department of the Treasury by the Commissioner of 2 3 [Conservation and Economic Development] Environmental 4 Protection as hereinafter provided shall be [exempt] exempted from real property taxation by the Director of the Division of 5 6 Taxation after a determination by the director that the property 7 meets the criteria set forth in section 2 of P.L.2004, c.183 (C.54:4-8 <u>3.54b)</u>. 9 b. The municipal tax assessor shall annually certify to the 10 Director of the Division of Taxation that each property certified for 11 an historic site real property tax exemption continues to be qualified 12 for its exempt status under the criteria set forth in section 2 of 13 P.L.2004, c.183 (C.54:4-3.54b). 14 The Director of the Division of Taxation, by rule or с. 15 regulation, shall set an annual fee, to be collected by the municipal assessor from the owner of an historic site that has been granted an 16 17 historic site real property tax exemption, for the review of the real 18 property tax exemption status of the historic site. The fee shall not 19 exceed \$50 per year and shall be used to offset the cost to the 20 municipal assessor for the review and certification to the director. 21 (cf: P.L.1964, c.61, s.1) 22 23 3. Section 2 of P.L.1962, c.92 (C.54:4-3.53) is amended to read 24 as follows: 2. The Commissioner of Conservation and Economic 25 26 Development <u>Environmental Protection</u> when requested for any 27 such certification and after consultation with and the advice of the 28 Resource Development Council of the Division of Resource 29 Development <u>Historic Preservation Office</u> within his department 30 The Department of Environmental Protection shall certify a 31 building to be an historic site whenever he finds such building to 32 have material relevancy to the history of the State and its 33 government warranting its preservation as an historical site and in 34 the event of a restoration, heretofore or hereafter made, such 35 building is or shall be of substantially the same kind, character and 36 description as the original. 37 (cf: P.L.1962, c.92, s.2) 38 39 4. Section 3 of P.L.1962, c.92 (C.54:4-3.54) is amended to read 40 as follows: 41 3. In the event of any substantial change in the building or the 42 premises, such certification as an historic site may be canceled by 43 the commissioner, but no such cancellation shall preclude the 44 issuance of a new certification. 45 (cf: P.L.1962, c.92, s.3)

5. Section 1 of P.L.2004, c.183 (C.54:4-3.54a) is amended to 1 2 read as follows: 3 1. After the effective date of P.L.2004, c.183 (C.54:4-3.54a et 4 seq.), any building, its pertinent contents and the land on which it is 5 erected and which may be necessary for the fair enjoyment thereof, owned by a nonprofit corporation that: is organized under P.L.1983, 6 7 c.127 (C.15A:1-1 et seq.); is qualified for tax exempt status under 8 the Internal Revenue Code of 1986, 26 U.S.C. s.501(c) and meets 9 all other State and federal requirements; has a primary mission as 10 an historical organization to research, preserve and interpret history 11 and architectural history; and has been certified to be an historic site 12 by the Commissioner of Environmental Protection [as hereinafter 13 provided], shall be exempt from taxation <u>upon application to, and</u> 14 certification by, the Director of the Division of Taxation in the 15 Department of the Treasury. (cf: P.L.2004, c.183, s.1) 16 17 18 6. Section 2 of P.L.2004, c.183 (C.54:4-3.54b) is amended to 19 read as follows: 20 2. a. The [Commissioner of Environmental Protection, when 21 requested for any such certification after the effective date of 22 P.L.2004, c.183 (C.54:4-3.54a et seq.), Director of the Division of 23 Taxation in the Department of the Treasury shall certify a building 24 to be an historic site qualified for <u>a real property</u> tax exemption 25 whenever the [commissioner] director finds such building to have 26 the following characteristics: 27 (1) material relevancy to the history of the State and its 28 government warranting its preservation as an historical site; 29 (2) the building is listed in the New Jersey Register of Historic 30 Places; (3) in the event of a restoration or rehabilitation, or both, 31 32 heretofore or hereafter made, such restoration or rehabilitation shall 33 be done in accordance with the United States Secretary of the 34 Interior's Standards for the Treatment of Historic Properties; and 35 (4) the building is open to the general public and freely 36 available to all people, without discrimination as to race, creed, 37 color or religion, under reasonable terms and conditions, including 38 but not limited to a nominal fee, that would ensure the preservation 39 and maintenance of the site, for a minimum of 96 days per year. 40 Notwithstanding the foregoing, the building can be open to the 41 public for less than 96 days per year if the building meets the 42 following three qualifications: (a) the nonprofit corporation that 43 owns the building applies to the **[**Commissioner of Environmental Protection] Director of the Division of Taxation for approval of 44 45 fewer days; (b) the governing body of the municipality in which the building is located passes a resolution in support of the nonprofit 46 47 fewer corporation's application for days; and (c) the

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[commissioner] director determines, based upon the financial

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2 resources of the nonprofit corporation, that 96 days is not feasible 3 and approves a fewer number of days. In making this determination 4 the director shall consider at least, but shall not be limited to, the 5 following criteria: the financial condition and resources of the 6 nonprofit corporate owner; whether the request is temporary 7 because of a short-term constraint regarding the public's physical 8 access to the building; whether the property relies on volunteers to 9 manage public access; and the impact upon the public interest in 10 restricting access to the real property tax exempt historic site 11 property. b. On or before January 30 annually, a nonprofit corporation 12 13 that owns the building certified as an historic site pursuant to this 14 section shall submit to the municipal tax assessor, the Historic 15 Preservation Office in the Department of Environmental Protection, 16 and the Director of the Division of Taxation a status report that 17 contains the following information: 18 (1) evidence that the property was open to the public during the 19 preceding calendar year, including proof of public notification or advertisement and a brief summary of visitation statistics; 20 21 (2) a copy of any amendments or modifications to the current 22 corporation bylaws; 23 (3) evidence that the nonprofit corporation that owns the 24 building certified as an historic site has current nonprofit status 25 pursuant to P.L.1983, c.127 (C.15A:1-1 et seq.) and is qualified for 26 tax exempt status under the Internal Revenue Code of 1986, 26 27 U.S.C. s.501(c); 28 (4) a brief description of any physical restoration or 29 rehabilitation undertaken in the preceding calendar year, with 30 photographs documenting the current condition of the building; and 31 (5) a description of any physical restoration or rehabilitation 32 anticipated to be taken in the subsequent calendar year. 33 c. The [Commissioner of Environmental Protection] Director 34 of the Division of Taxation shall on or before September 15 of each year certify that a property owner and the real property for which an 35 36 exemption is claimed pursuant to P.L.2004, c.183 (C.54:4-3.54a et seq.) have met all of the qualifications for [certification as] an 37 38 historic site real property tax exemption. If an owner and property 39 are not yet qualified for such exemption because the property was 40 not open to the public for at least the number of days required 41 pursuant to subsection a. of this section by August 31 but is 42 otherwise qualified, the [commissioner] director shall certify the

number of days the property was open by August 31, and that the
owner and property will be qualified for such exemption if the
property is open to the public for at least the required number of
days by December 31. The [commissioner] director shall deliver
such certification to the property owner and the tax assessor of the

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1 taxing district in which the real property is located. In addition to 2 the report required pursuant to subsection b. of this section, on or 3 before August 31 annually, the nonprofit corporation that owns the 4 building certified as an historic site pursuant to this section shall 5 submit to the Historic Preservation Office in the Department of 6 Environmental Protection, the municipal tax assessor, and the 7 Director of the Division of Taxation an interim status report that 8 contains current calendar year information that the [commissioner] 9 director determines is necessary to fulfill the [commissioner's] 10 director's obligation pursuant to this subsection. d. Not later than the first day of the third month next following 11 the effective date of P.L., c. (C.) (pending before the 12 13 Legislature as this bill) the Director of the Division of Taxation 14 shall promulgate rules and regulations, pursuant to the 15 "Administrative Procedure Act," P.L.1968, c.410 (C.52:14B-1 et 16 seq.), to effectuate the purposes of this section and section 1 of 17 P.L.2004, c.183 (C.54:4-3.54a). 18 (cf: P.L.2004, c.183, s.2) 19 20 7. Section 3 of P.L.2004, c.183 (C.54:4-3.54c) is amended to 21 read as follows: 22 3. [With respect to any certification as an historic site awarded 23 by the commissioner after the effective date of P.L.2004, c.183 24 (C.54:4-3.54a et seq.), in the event of any substantial change in the 25 building or the premises or in the event that the nonprofit 26 corporation that owns the building certified as an historic site fails 27 to comply with the requirements of P.L.2004, c.183 (C.54:4-3.54a 28 et seq.), that certification may be canceled by the Commissioner of 29 Environmental Protection, but no such cancellation shall preclude 30 the issuance of a new certification. Upon the cancellation of a 31 certification as an historic site pursuant to section 3 of P.L.1962, 32 c.92 (C.54:4-3.54), the commissioner shall, no later than the next 33 business day, notify the Director of the Division of Taxation in the 34 Department of the Treasury and the municipal tax assessor wherein 35 the historic site is located, of the cancellation. 36 (cf: P.L.2004, c.183, s.3) 37 38 8. Section 4 of P.L.2004, c.183 (effective date) is amended to 39 read as follows: 40 4. This act shall take effect immediately and shall be applicable 41 to any historic site determined to be eligible to receive an historic 42 site real property taxation exemption after July 1, 1999, and to any 43 historic site for which application is made for real property tax 44 exempt status as an historic site after July 1, 1999. 45 (cf: P.L.2004, c.183, s.4)

ACS for A4126

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9. (New section) Any historic site real property tax exemption 1 granted after July 1, 1999 on an historic site that is not in 2 3 compliance with the provisions of section 2 of P.L.2004, c.183 4 (C.54:4-3.54b) is null and void, and the owner of the historic site 5 shall be liable for the payment of real property taxes to the taxing 6 district for each tax year during which the historic site property was 7 not in compliance with P.L.2004, c.183 (C.54:4-3.54a et seq.). 8 9 10. This act shall take effect immediately. 10 11 12

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- 14 Clarifies intent and effect of requirements of P.L.2004, c.183
- 15 with respect to historic site real property tax exemptions.

ASSEMBLY, No. 4126 STATE OF NEW JERSEY 212th LEGISLATURE

INTRODUCED MAY 10, 2007

Sponsored by: Assemblyman REED GUSCIORA District 15 (Mercer)

SYNOPSIS

Clarifies law concerning historic site property tax exemptions.

CURRENT VERSION OF TEXT

As introduced.



2

1 AN ACT concerning historic site property tax exemptions and 2 amending P.L.2004, c.183. 3 4 **BE IT ENACTED** by the Senate and General Assembly of the State 5 of New Jersey: 6 7 1. Section 1 of P.L.2004, c.183 (C.54:4-3.54a) is amended to 8 read as follows: 9 1. After the effective date of P.L.2004, c.183 (C.54:4-3.54a et 10 seq.) and for applications for historic site tax exemptions submitted for tax year 2001 and thereafter, any building, its pertinent contents 11 12 and the land on which it is erected and which may be necessary for 13 the fair enjoyment thereof, owned by a nonprofit corporation that: is 14 organized under P.L.1983, c.127 (C.15A:1-1 et seq.); is qualified 15 for tax exempt status under the Internal Revenue Code of 1986, 26 16 U.S.C. s.501(c) and meets all other State and federal requirements; 17 has a primary mission as an historical organization to research, 18 preserve and interpret history and architectural history; and has 19 been certified to be an historic site by the Commissioner of 20 Environmental Protection as hereinafter provided, shall be exempt 21 from taxation. 22 (cf: P.L.2004, c.183, s.1) 23 24 2. Section 2 of P.L.2004, c.183 (C.54:4-3.54b) is amended to 25 read as follows: 26 2. a. The Commissioner of Environmental Protection, when 27 requested for any such certification after the effective date of 28 P.L.2004, c.183 (C.54:4-3.54a et seq.) and for applications for 29 historic site tax exemptions submitted for tax year 2001 and 30 thereafter, shall certify a building to be an historic site qualified for 31 tax exemption whenever the commissioner finds such building to 32 have the following characteristics: 33 material relevancy to the history of the State and its (1)34 government warranting its preservation as an historical site; 35 (2) the building is listed in the New Jersey Register of Historic Places: 36 37 in the event of a restoration or rehabilitation, or both, (3) heretofore or hereafter made, such restoration or rehabilitation shall 38 39 be done in accordance with the United States Secretary of the 40 Interior's Standards for the Treatment of Historic Properties; and 41 (4) the building is open to the general public and freely available 42 to all people, without discrimination as to race, creed, color or 43 religion, under reasonable terms and conditions, including but not 44 limited to a nominal fee, that would ensure the preservation and 45 maintenance of the site, for a minimum of 96 days per year.

EXPLANATION – Matter enclosed in **bold-faced** brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

Matter underlined <u>thus</u> is new matter.

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1 Notwithstanding the foregoing, the building can be open to the 2 public for less than 96 days per year if the building meets the 3 following three qualifications: (a) the nonprofit corporation that 4 owns the building applies to the Commissioner of Environmental 5 Protection for approval of fewer days; (b) the governing body of the 6 municipality in which the building is located passes a resolution in 7 support of the nonprofit corporation's application for fewer days; 8 and (c) the commissioner determines, based upon the financial 9 resources of the nonprofit corporation, that 96 days is not feasible 10 and approves a fewer number of days.

b. On or before January 30 annually, a nonprofit corporation that
owns the building certified as an historic site pursuant to this
section shall submit to the Historic Preservation Office in the
Department of Environmental Protection a status report that
contains the following information:

(1) evidence that the property was open to the public during the
preceding calendar year, including proof of public notification or
advertisement and a brief summary of visitation statistics;

19 (2) a copy of any amendments or modifications to the current20 corporation bylaws;

(3) evidence that the nonprofit corporation that owns the
building certified as an historic site has current nonprofit status
pursuant to P.L.1983, c.127 (C.15A:1-1 et seq.) and is qualified for
tax exempt status under the Internal Revenue Code of 1986, 26
U.S.C. s.501(c);

(4) a brief description of any physical restoration or
rehabilitation undertaken in the preceding calendar year, with
photographs documenting the current condition of the building; and
(5) a description of any physical restoration or rehabilitation
anticipated to be taken in the subsequent calendar year.

31 The Commissioner of Environmental Protection shall on or c. 32 before September 15 of each year certify that a property owner and 33 the real property for which an exemption is claimed pursuant to 34 P.L.2004, c.183 (C.54:4-3.54a et seq.) as amended by P.L., c. 35 (pending before the Legislature as this bill) have met all of the 36 qualifications for certification as an historic site. If an owner and 37 property are not yet qualified for such exemption because the 38 property was not open to the public for at least the number of days 39 required pursuant to subsection a. of this section by August 31 but 40 is otherwise qualified, the commissioner shall certify the number of 41 days the property was open by August 31, and that the owner and 42 property will be qualified for such exemption if the property is open 43 to the public for at least the required number of days by December 44 The commissioner shall deliver such certification to the 31. 45 property owner and the tax assessor of the taxing district in which 46 the real property is located. In addition to the report required 47 pursuant to subsection b. of this section, on or before August 31 48 annually, the nonprofit corporation that owns the building certified

A4126 GUSCIORA

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1 as an historic site pursuant to this section shall submit to the 2 Historic Preservation Office in the Department of Environmental 3 Protection an interim status report that contains current calendar 4 year information that the commissioner determines is necessary to 5 fulfill the commissioner's obligation pursuant to this subsection. 6 (cf: P.L.2004, c.183, s.2) 7 8 3. Section 3 of P.L.2004, c.183 (C.54:4-3.54c) is amended to 9 read as follows: 10 3. With respect to any certification as an historic site awarded by the commissioner after the effective date of P.L.2004, c.183 11 12 (C.54:4-3.54a et seq.) and for tax year 2001 and thereafter, in the event of any substantial change in the building or the premises or in 13 14 the event that the nonprofit corporation that owns the building 15 certified as an historic site fails to comply with the requirements of 16 P.L.2004, c.183 (C.54:4-3.54a et seq.), that certification may be 17 canceled by the Commissioner of Environmental Protection, but no 18 such cancellation shall preclude the issuance of a new certification. 19 (cf: P.L.2004, c.183, s.3) 20 21 4. This act shall take effect immediately and shall be applicable to applications for a historic site property tax exemption submitted 22 23 for tax year 2001 and thereafter. 24 25 26 **STATEMENT** 27 This bill extends the requirements for designation as a historic 28 29 site, and qualification for the attendant property tax exemption, to 30 applications for historic site tax exemptions submitted for tax year 31 2001 and thereafter. P.L.2004, c.183 created stricter standards for 32 the designation of a property as a historic site, but did not specify 33 the tax year for which those standards should first apply. This bill 34 would amend P.L.2004, c.183 to provide that those stricter standards would apply for any application for a historic site tax 35 36 exemption submitted for tax year 2001 or any year thereafter.

ASSEMBLY HOUSING AND LOCAL GOVERNMENT COMMITTEE

STATEMENT TO

ASSEMBLY COMMITTEE SUBSTITUTE FOR ASSEMBLY, No. 4126

STATE OF NEW JERSEY

DATED: JUNE 14, 2007

The Assembly Housing and Local Government Committee reports favorably Assembly Committee Substitute for Assembly Bill No. 4126.

This bill clarifies the intent of the Legislature with respect to the effect of the requirements of P.L.2004, c.183 concerning historic site real property tax exemptions. The bill amends the effective date clause of P.L.2004, c.183 to require that the strict requirements of P.L.2004, c.183 shall be applicable to any historic site determined to be eligible to receive an historic site real property tax exemption after July 1, 1999, and to any historic site for which application is made for real property tax exempt status as an historic site after July 1, 1999. In furtherance of that intent, the bill also requires that any historic site real property tax exemption granted after July 1, 1999 on an historic site that is not in compliance with the provisions of section 2 of P.L.2004, c.183 (C.54:4-3.54b) is null and void, and the owner of the historic site shall be liable for the payment of real property taxes to the taxing district for each tax year during which the historic site property was not in compliance with P.L.2004, c.183 (C.54:4-3.54 et seq.). Of the over 35,000 properties designated as historic sites in New Jersey, only two property owners, applied for real property historic site tax exempt status after July 1, 1999. In P.L.2004, c.183, the Legislature intended that the stricter public access requirements should apply to any historic site that had not been certified to be real property tax exempt prior to the effective date of the law, December 22, 2004.

The bill also removes from the authority of the Commissioner of Environmental Protection, and places under the authority of the Director of the Division of Taxation in the Department of the Treasury, the ability to certify an historic site as real property tax exempt. The bill also requires the municipal tax assessor to annually certify to the Director of the Division of Taxation that each property certified for an historic site real property tax exemption continues to be qualified for that real property tax exemption, and requires the payment of an annual fee by the owner of a real property tax exempt historic site not to exceed \$50, to the municipal assessor to offset the cost to the assessor for the review and certification to the director.

The Legislature has deemed this clarification of P.L.2004, c.183 necessary and appropriate in light of the decision of the New Jersey Supreme Court on May 30, 2007, in *University Cottage Club of Princeton New Jersey Corp. v. New Jersey Department of Environmental Protection and the Borough of Princeton*, _______N.J. ______ (2007). This decision effectively granted to the University Cottage Club real property tax exempt status under the historic site real property tax exemption law enacted as P.L.1962, c.92 (C.54:4-3.52 et seq.), and determined that the revised and much stricter requirements for an historic site real property tax exemption contained in P.L.2004, c.183 (C.54:4-3.54a et seq.) did not apply to the University Cottage Club.

The Legislature declares that it is also important to clarify and expand upon a legislative intent of requiring significant public access to any historic site determined to be eligible for an historic site real property tax exemption, and also requiring that the nonprofit corporation that owns the historic site must have a primary mission as an historical organization to research, preserve and interpret history and architectural history. It was the Legislature's intent in 2004, and remains the Legislature's intent today, that the granting of property tax exempt status to an historic site, which imposes an additional property tax burden on the residents of the taxing district in which the historic site is located, because the budgetary needs of the taxing district must be fulfilled regardless of the number of taxpaying properties located in the taxing district, must be contingent on the public's ability to regularly visit the site and gain an understanding of the site's historical significance, including its architectural history, through research, preservation, and interpretation prepared by its nonprofit corporate owner. It was not the intent of the Legislature in 2004, and it is not the intent of the Legislature today, that historic site real property tax exemptions be granted to private clubs and organizations that provide such minimal access and benefit to the public that financially support them that the access and benefit is of nominal or insignificant value to the public.

SENATE, No. 2808

STATE OF NEW JERSEY 212th LEGISLATURE

INTRODUCED JUNE 14, 2007

Sponsored by: Senator SHIRLEY K. TURNER District 15 (Mercer)

SYNOPSIS

Clarifies intent and effect of requirements of P.L.2004, c.183 with respect to historic site real property tax exemptions.

CURRENT VERSION OF TEXT

As introduced.



S2808 TURNER 2

AN ACT concerning historic site real property tax exemptions,
 amending P.L.1962, c.92, and amending and supplementing
 P.L.2004, c.183.

4 5

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

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1. (New section) The Legislature finds and declares:

9 a. The decision of the New Jersey Supreme Court on May 30, 10 2007, in University Cottage Club of Princeton New Jersey Corp. v. 11 New Jersey Department of Environmental Protection and the Borough of Princeton, _____ N.J. ____ (2007), which effectively 12 granted to the University Cottage Club real property tax exempt 13 14 status under the historic site real property tax exemption law, 15 P.L.1962, c.92 (C.54:4-3.52 et seq.), and determined that revised 16 requirements for an historic site real property tax exemption 17 contained in a supplementary law to the 1962 historic site real 18 property tax exemption law, approved by the Legislature and 19 enacted as P.L.2004, c.183 (C.54:4-3.54a et seq.) on December 22, 20 2004, did not apply to the University Cottage Club, requires the 21 Legislature to clarify its intent in approving that act;

b. The court's interpretation of intended effect of P.L.2004,
c.183 is contrary to the intent of the Legislature and as a result,
corrective legislation removing any question regarding the intent,
scope and applicability of that act is necessary and appropriate;

26 c. The Legislature intended to preserve the tax exempt status of 27 historic sites that had received tax exempt status from the Commissioner of Environmental Protection prior to enactment of 28 29 the 2004 law because the owners of those properties relied upon the 30 tax exemption, and municipalities had already removed those 31 properties from their tax rolls. The Legislature intended to apply 32 the standards set forth in P.L.2004, c.183 to historic sites that were 33 not previously certified as tax exempt by the Commissioner of 34 **Environmental Protection.**

35 d. It is also important to clarify and expand upon the Legislature's intent to require significant public access to any 36 37 historic site determined to be eligible for an historic site real 38 property tax exemption, and to require that the nonprofit 39 corporation that owns the historic site must have a primary mission 40 as an historical organization to research, preserve and interpret 41 history and architectural history. It was the Legislature's intent in 42 2004, and remains the Legislature's intent today, that the granting 43 of property tax exempt status to an historic site, which imposes an 44 additional property tax burden on the residents of the taxing district 45 in which the historic site is located, because the budgetary needs of

EXPLANATION – Matter enclosed in **bold-faced** brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

Matter underlined <u>thus</u> is new matter.

1 the taxing district must be fulfilled regardless of the number of 2 taxpaying properties located in the taxing district, must be 3 contingent on the public's ability to regularly use and enjoy the 4 historic site and also understand the history of the historic site 5 through the research, preservation and interpretation of the history 6 of the site, including the site's architectural history, prepared by its 7 nonprofit corporate owner. It was not the intent of the Legislature 8 in 2004, and it is not the intent of the Legislature today, that historic 9 site real property tax exemptions be granted to private clubs and 10 organizations that provide such minimal access and benefit to the 11 public that financially support them that the access and benefit is of 12 nominal or insignificant value to the public;

13 e. The Commissioner of Environmental Protection erred 14 significantly in relying on informal standards rather than rules and 15 regulations promulgated under the "Administrative Procedure Act," 16 P.L.1968, c.410 (C.52:14B-1 et seq.), to award real property tax 17 exemptions to historic sites; therefore, the Legislature is 18 transferring all authority over the historic site real property tax 19 exemption approval and certification process to the Director of the 20 Division of Taxation in the Department of the Treasury, who has 21 the expertise to administer this real property tax exemption along 22 with the input and participation of municipal tax assessors.

23 f. It is important to preserve the integrity of the historic site real 24 property tax exemption and so it is necessary and proper to amend 25 the effective date of P.L.2004, c.186 to clarify that the 2004 act is 26 applicable to properties designated as historic sites after July 1, 27 1999. Of the over 35,000 properties designated as historic sites in 28 New Jersey, only two property owners, applied for real property 29 historic site tax exempt status after July 1, 1999. In P.L.2004, c.186 30 the Legislature intended that the stricter public access requirements 31 should apply to any historic site that had not been certified to be 32 real property tax exempt prior to the effective date of the law, 33 December 22, 2004.

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35 2. Section 1 of P.L.1962, c.92 (C.54:4-3.52) is amended to read 36 as follows:

37 1. <u>a.</u> Any building and its pertinent contents and the land 38 whereon it is erected and which may be necessary for the fair 39 enjoyment thereof owned by a nonprofit corporation and which has 40 been certified to be an historic site to the Director of the Division of 41 Taxation in the Department of the Treasury by the Commissioner of 42 [Conservation and Economic Development] Environmental 43 Protection as hereinafter provided shall be [exempt] exempted 44 from real property taxation by the Director of the Division of 45 Taxation after a determination by the director that the property 46 meets the criteria set forth in section 2 of P.L.2004, c.183 (C.54:4-47 <u>3.54b)</u>.

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1 b. The municipal tax assessor shall annually certify to the 2 Director of the Division of Taxation that each property certified for 3 an historic site real property tax exemption continues to be qualified 4 for its exempt status under the criteria set forth in section 2 of 5 P.L.2004, c.183 (C.54:4-3.54b). 6 c. The Director of the Division of Taxation, by rule or 7 regulation, shall set an annual fee, to be collected by the municipal 8 assessor from the owner of an historic site that has been granted an 9 historic site real property tax exemption, for the review of the real 10 property tax exemption status of the historic site. The fee shall not exceed \$50 per year and shall be used to offset the cost to the 11 12 municipal assessor for the review and certification to the director. (cf: P.L.1964, c.61, s.1) 13 14 15 3. Section 2 of P.L.1962, c.92 (C.54:4-3.53) is amended to read 16 as follows: 17 2. The Commissioner of [Conservation and Economic 18 Development <u>Environmental Protection</u> when requested for any 19 such certification and after consultation with and the advice of the 20 Resource Development Council of the Division of Resource 21 Development] <u>Historic Preservation Office</u> within [his department] 22 The Department of Environmental Protection shall certify a 23 building to be an historic site whenever he finds such building to 24 have material relevancy to the history of the State and its 25 government warranting its preservation as an historical site and in 26 the event of a restoration, heretofore or hereafter made, such 27 building is or shall be of substantially the same kind, character and 28 description as the original. 29 (cf: P.L.1962, c.92, s.2) 30 31 4. Section 3 of P.L.1962, c.92 (C.54:4-3.54) is amended to read 32 as follows: 33 3. In the event of any substantial change in the building or the 34 premises, such certification as an historic site may be canceled by 35 the commissioner, but no such cancellation shall preclude the 36 issuance of a new certification. 37 (cf: P.L.1962, c.92, s.3) 38 39 5. Section 1 of P.L.2004, c.183 (C.54:4-3.54a) is amended to 40 read as follows: 1. After the effective date of P.L.2004, c.183 (C.54:4-3.54a et 41 42 seq.), any building, its pertinent contents and the land on which it is 43 erected and which may be necessary for the fair enjoyment thereof, 44 owned by a nonprofit corporation that: is organized under P.L.1983, 45 c.127 (C.15A:1-1 et seq.); is qualified for tax exempt status under 46 the Internal Revenue Code of 1986, 26 U.S.C. s.501(c) and meets 47 all other State and federal requirements; has a primary mission as 48 an historical organization to research, preserve and interpret history

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1 and architectural history; and has been certified to be an historic site 2 by the Commissioner of Environmental Protection as hereinafter 3 provided], shall be exempt from taxation <u>upon application to, and</u> certification by, the Director of the Division of Taxation in the 4 5 Department of the Treasury. 6 (cf: P.L.2004, c.183, s.1) 7 8 6. Section 2 of P.L.2004, c.183 (C.54:4-3.54b) is amended to 9 read as follows: 10 2. a. The [Commissioner of Environmental Protection, when requested for any such certification after the effective date of 11 12 P.L.2004, c.183 (C.54:4-3.54a et seq.), Director of the Division of Taxation in the Department of the Treasury shall certify a building 13 14 to be an historic site qualified for <u>a real property</u> tax exemption 15 whenever the [commissioner] director finds such building to have the following characteristics: 16 17 (1) material relevancy to the history of the State and its 18 government warranting its preservation as an historical site; 19 (2) the building is listed in the New Jersey Register of Historic 20 Places: (3) in the event of a restoration or rehabilitation, or both, 21 22 heretofore or hereafter made, such restoration or rehabilitation shall 23 be done in accordance with the United States Secretary of the 24 Interior's Standards for the Treatment of Historic Properties; and 25 (4) the building is open to the general public and freely 26 available to all people, without discrimination as to race, creed, 27 color or religion, under reasonable terms and conditions, including 28 but not limited to a nominal fee, that would ensure the preservation 29 and maintenance of the site, for a minimum of 96 days per year. 30 Notwithstanding the foregoing, the building can be open to the 31 public for less than 96 days per year if the building meets the 32 following three qualifications: (a) the nonprofit corporation that 33 owns the building applies to the **[**Commissioner of Environmental Protection] Director of the Division of Taxation for approval of 34 35 fewer days; (b) the governing body of the municipality in which the 36 building is located passes a resolution in support of the nonprofit 37 corporation's application for fewer days; and (c) the [commissioner] director determines, based upon the financial 38 39 resources of the nonprofit corporation, that 96 days is not feasible 40 and approves a fewer number of days. In making this determination 41 the director shall consider at least, but shall not be limited to, the 42 following criteria: the financial condition and resources of the 43 nonprofit corporate owner; whether the request is temporary 44 because of a short-term constraint regarding the public's physical 45 access to the building; whether the property relies on volunteers to 46 manage public access; and the impact upon the public interest in restricting access to the real property tax exempt historic site

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2 property. b. On or before January 30 annually, a nonprofit corporation 3 4 that owns the building certified as an historic site pursuant to this 5 section shall submit to the <u>municipal tax assessor</u>, the Historic 6 Preservation Office in the Department of Environmental Protection, 7 and the Director of the Division of Taxation a status report that 8 contains the following information: 9 (1) evidence that the property was open to the public during the 10 preceding calendar year, including proof of public notification or advertisement and a brief summary of visitation statistics; 11 12 (2) a copy of any amendments or modifications to the current 13 corporation bylaws; 14 (3) evidence that the nonprofit corporation that owns the 15 building certified as an historic site has current nonprofit status 16 pursuant to P.L.1983, c.127 (C.15A:1-1 et seq.) and is qualified for 17 tax exempt status under the Internal Revenue Code of 1986, 26 18 U.S.C. s.501(c); 19 (4) a brief description of any physical restoration or 20 rehabilitation undertaken in the preceding calendar year, with 21 photographs documenting the current condition of the building; and 22 (5) a description of any physical restoration or rehabilitation 23 anticipated to be taken in the subsequent calendar year. 24 c. The [Commissioner of Environmental Protection] Director 25 of the Division of Taxation shall on or before September 15 of each 26 year certify that a property owner and the real property for which an 27 exemption is claimed pursuant to P.L.2004, c.183 (C.54:4-3.54a et 28 seq.) have met all of the qualifications for [certification as] an 29 historic site real property tax exemption. If an owner and property 30 are not yet qualified for such exemption because the property was 31 not open to the public for at least the number of days required 32 pursuant to subsection a. of this section by August 31 but is 33 otherwise qualified, the [commissioner] director shall certify the 34 number of days the property was open by August 31, and that the 35 owner and property will be qualified for such exemption if the 36 property is open to the public for at least the required number of 37 days by December 31. The [commissioner] director shall deliver 38 such certification to the property owner and the tax assessor of the 39 taxing district in which the real property is located. In addition to 40 the report required pursuant to subsection b. of this section, on or 41 before August 31 annually, the nonprofit corporation that owns the 42 building certified as an historic site pursuant to this section shall 43 submit to the Historic Preservation Office in the Department of 44 Environmental Protection, the municipal tax assessor, and the 45 Director of the Division of Taxation an interim status report that 46 contains current calendar year information that the [commissioner]

1 director determines is necessary to fulfill the [commissioner's] 2 director's obligation pursuant to this subsection. 3 d. Not later than the first day of the third month next following 4 the effective date of P.L., c. (C.) (pending before the 5 Legislature as this bill) the Director of the Division of Taxation 6 shall promulgate rules and regulations, pursuant to the "Administrative Procedure Act," P.L.1968, c.410 (C.52:14B-1 et 7 8 seq.), to effectuate the purposes of this section and section 1 of 9 P.L.2004, c.183 (C.54:4-3.54a). 10 (cf: P.L.2004, c.183, s.2) 11 12 7. Section 3 of P.L.2004, c.183 (C.54:4-3.54c) is amended to 13 read as follows: 14 3. [With respect to any certification as an historic site awarded 15 by the commissioner after the effective date of P.L.2004, c.183 16 (C.54:4-3.54a et seq.), in the event of any substantial change in the 17 building or the premises or in the event that the nonprofit 18 corporation that owns the building certified as an historic site fails 19 to comply with the requirements of P.L.2004, c.183 (C.54:4-3.54a 20 et seq.), that certification may be canceled by the Commissioner of 21 Environmental Protection, but no such cancellation shall preclude 22 the issuance of a new certification. Upon the cancellation of a 23 certification as an historic site pursuant to section 3 of P.L.1962, 24 c.92 (C.54:4-3.54), the commissioner shall, no later than the next 25 business day, notify the Director of the Division of Taxation in the 26 Department of the Treasury and the municipal tax assessor wherein 27 the historic site is located, of the cancellation. 28 (cf: P.L.2004, c.183, s.3) 29 30 8. Section 4 of P.L.2004, c.183 (effective date) is amended to 31 read as follows: 32 4. This act shall take effect immediately and shall be applicable 33 to any historic site determined to be eligible to receive an historic 34 site real property taxation exemption after July 1, 1999, and to any 35 historic site for which application is made for real property tax 36 exempt status as an historic site after July 1, 1999. 37 (cf: P.L.2004, c.183, s.4) 38 39 9. (New section) Any historic site real property tax exemption 40 granted after July 1, 1999 on an historic site that is not in 41 compliance with the provisions of section 2 of P.L.2004, c.183 42 (C.54:4-3.54b) is null and void, and the owner of the historic site 43 shall be liable for the payment of real property taxes to the taxing 44 district for each tax year during which the historic site property was 45 not in compliance with P.L.2004, c.183 (C.54:4-3.54a et seq.). 46 47 10. This act shall take effect immediately.

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STATEMENT

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3 This bill clarifies the intent of the Legislature with respect to the 4 effect of the requirements of P.L.2004, c.183 concerning historic 5 site real property tax exemptions. The bill amends the effective 6 date clause of P.L.2004, c.183 to require that the strict requirements 7 of P.L.2004, c.183 shall be applicable to any historic site 8 determined to be eligible to receive an historic site real property tax 9 exemption after July 1, 1999, and to any historic site for which 10 application is made for real property tax exempt status as an historic 11 site after July 1, 1999. In furtherance of that intent, the bill also 12 requires that any historic site real property tax exemption granted 13 after July 1, 1999 on an historic site that is not in compliance with 14 the provisions of section 2 of P.L.2004, c.183 (C.54:4-3.54b) is null 15 and void, and the owner of the historic site shall be liable for the 16 payment of real property taxes to the taxing district for each tax 17 year during which the historic site property was not in compliance 18 with P.L.2004, c.183 (C.54:4-3.54 et seq.). Of the over 35,000 19 properties designated as historic sites in New Jersey, only two 20 property owners, applied for real property historic site tax exempt 21 status after July 1, 1999. In P.L.2004, c.183, the Legislature 22 intended that the stricter public access requirements should apply to 23 any historic site that had not been certified to be real property tax 24 exempt prior to the effective date of the law, December 22, 2004.

25 The bill also removes from the authority of the Commissioner of 26 Environmental Protection, and places under the authority of the 27 Director of the Division of Taxation in the Department of the 28 Treasury, the ability to certify an historic site as real property tax 29 The bill also requires the municipal tax assessor to exempt. 30 annually certify to the Director of the Division of Taxation that 31 each property certified for an historic site real property tax 32 exemption continues to be qualified for that real property tax 33 exemption, and requires the payment of an annual fee by the owner 34 of a real property tax exempt historic site not to exceed \$50, to the 35 municipal assessor to offset the cost to the assessor for the review 36 and certification to the director.

The Legislature has deemed this clarification of P.L.2004, c.183
necessary and appropriate in light of the decision of the New Jersey
Supreme Court on May 30, 2007, in University Cottage Club of
Princeton New Jersey Corp. v. New Jersey Department of
Environmental Protection and the Borough of Princeton, _____

N.J. _____ (2007). This decision effectively granted to the
University Cottage Club real property tax exempt status under the
historic site real property tax exemption law enacted as P.L.1962,
c.92 (C.54:4-3.52 et seq.), and determined that the revised and
much stricter requirements for an historic site real property tax
exemption contained in P.L.2004, c.183 (C.54:4-3.54a et seq.) did
not apply to the University Cottage Club.

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1 The Legislature declares that it is also important to clarify and 2 expand upon a legislative intent of requiring significant public 3 access to any historic site determined to be eligible for an historic 4 site real property tax exemption, and also requiring that the 5 nonprofit corporation that owns the historic site must have a 6 primary mission as an historical organization to research, preserve 7 and interpret history and architectural history. It was the 8 Legislature's intent in 2004, and remains the Legislature's intent 9 today, that the granting of property tax exempt status to an historic 10 site, which imposes an additional property tax burden on the 11 residents of the taxing district in which the historic site is located, 12 because the budgetary needs of the taxing district must be fulfilled 13 regardless of the number of taxpaying properties located in the 14 taxing district, must be contingent on the public's ability to 15 regularly visit the site and gain an understanding of the site's 16 historical significance, including its architectural history, through 17 research, preservation, and interpretation prepared by its nonprofit 18 corporate owner. It was not the intent of the Legislature in 2004, 19 and it is not the intent of the Legislature today, that historic site real 20 property tax exemptions be granted to private clubs and 21 organizations that provide such minimal access and benefit to the 22 public that financially support them that the access and benefit is of 23 nominal or insignificant value to the public.

STATEMENT TO

SENATE, No. 2808

STATE OF NEW JERSEY

DATED: JUNE 18, 2007

The Senate Budget and Appropriations Committee reports favorably Senate Bill No. 2808.

This bill clarifies the intent of the Legislature with respect to the effect of the requirements of P.L.2004, c.183 concerning historic site real property tax exemptions. The bill amends the effective date clause of P.L.2004, c.183 to require that the strict requirements of P.L.2004, c.183 shall be applicable to any historic site determined to be eligible to receive an historic site real property tax exemption after July 1, 1999, and to any historic site for which application is made for real property tax exempt status as an historic site after July 1, 1999. In furtherance of that intent, the bill also requires that any historic site real property tax exemption granted after July 1, 1999 on an historic site that is not in compliance with the provisions of section 2 of P.L.2004, c.183 (C.54:4-3.54b) is null and void, and the owner of the historic site shall be liable for the payment of real property taxes to the taxing district for each tax year during which the historic site property was not in compliance with P.L.2004, c.183 (C.54:4-3.54 et seq.). Of the over 35,000 properties designated as historic sites in New Jersey, only two property owners, applied for real property historic site tax exempt status after July 1, 1999. In P.L.2004, c.183, the Legislature intended that the stricter public access requirements should apply to any historic site that had not been certified to be real property tax exempt prior to the effective date of the law, December 22, 2004.

The bill also removes from the authority of the Commissioner of Environmental Protection, and places under the authority of the Director of the Division of Taxation in the Department of the Treasury, the ability to certify an historic site as real property tax exempt. The bill also requires the municipal tax assessor to annually certify to the Director of the Division of Taxation that each property certified for an historic site real property tax exemption continues to be qualified for that real property tax exemption, and requires the payment of an annual fee by the owner of a real property tax exempt historic site not to exceed \$50, to the municipal assessor to offset the cost to the assessor for the review and certification to the director.

The Legislature has deemed this clarification of P.L.2004, c.183 necessary and appropriate in light of the decision of the New Jersey Supreme Court on May 30, 2007, in *University Cottage Club of*

Princeton New Jersey Corp. v. New Jersey Department of Environmental Protection and the Borough of Princeton, _____ N.J.

(2007). This decision effectively granted to the University Cottage Club real property tax exempt status under the historic site real property tax exemption law enacted as P.L.1962, c.92 (C.54:4-3.52 et seq.), and determined that the revised and much stricter requirements for an historic site real property tax exemption contained in P.L.2004, c.183 (C.54:4-3.54a et seq.) did not apply to the University Cottage Club.

The Legislature declares that it is also important to clarify and expand upon a legislative intent of requiring significant public access to any historic site determined to be eligible for an historic site real property tax exemption, and also requiring that the nonprofit corporation that owns the historic site must have a primary mission as an historical organization to research, preserve and interpret history and architectural history. It was the Legislature's intent in 2004, and remains the Legislature's intent today, that the granting of property tax exempt status to an historic site, which imposes an additional property tax burden on the residents of the taxing district in which the historic site is located, because the budgetary needs of the taxing district must be fulfilled regardless of the number of taxpaying properties located in the taxing district, must be contingent on the public's ability to regularly visit the site and gain an understanding of the site's historical significance, including its architectural history, through research, preservation, and interpretation prepared by its nonprofit corporate owner. It was not the intent of the Legislature in 2004, and it is not the intent of the Legislature today, that historic site real property tax exemptions be granted to private clubs and organizations that provide such minimal access and benefit to the public that financially support them that the access and benefit is of nominal or insignificant value to the public.

FISCAL IMPACT:

This bill is not certified for a fiscal note.