### 54:53-19

LEGISLATIVE HISTORY CHECKLIST Compiled by the NJ State Law Library

		Com	plied by the No State Law Library	
LAWS OF:	2009	CHAPTER:	21	
NJSA:	54:53-19		Director of the Division of Taxation s no later than June 15, 2009)	to establish a 45-day State tax amnesty
BILL NO:	A3819	(Substituted for	S2678)	
SPONSOR(S):	Greenwald and	others		
DATE INTROD	UCED: March	5, 2009		
COMMITTEE:	ASSEN	BLY: Budge	t	
	SENA	ĨE:		
AMENDED DU	RING PASSAGE	: Yes		
DATE OF PAS	SAGE:	ASSEMBLY:	March 16, 2009	
		SENATE:	March 16, 2009	
DATE OF APP	ROVAL:	March 17, 2009	9	
FOLLOWING ARE ATTACHED IF AVAILABLE:				
FINAL	TEXT OF BILL (	First reprint enac	cted)	
A3819				
		·	egins on page 3 of original bill)	Yes
	COMMITTEE S	STATEMENT:	ASSEMBLY:	Yes
			SENATE:	No
(Audio archived recordings of the committee meetings, corresponding to the date of the committee statement, <i>may possibly</i> be found at www.njleg.state.nj.us)				
	FLOOR AMEN	DMENT STATE	MENT:	Νο
	LEGISLATIVE	FISCAL NOTE:		Yes
S2678				
	SPONSOR'S S	TATEMENT: (B	egins on page 3 of original bill)	Yes
	COMMITTEE S	TATEMENT:	ASSEMBLY:	No
			SENATE:	Yes
	FLOOR AMEN	DMENT STATE	MENT:	No
	LEGISLATIVE	FISCAL NOTE:	(continued)	Yes

(continued)

VETO MESSAGE:	No
GOVERNOR'S PRESS RELEASE ON SIGNING:	No
FOLLOWING WERE PRINTED: To check for circulating copies, contact New Jersey State Governme Publications at the State Library (609) 278-2640 ext.103 or <u>mailto:ref</u>	
REPORTS:	No
HEARINGS:	No
NEWSPAPER ARTICLES:	No

LAW

# [First Reprint] ASSEMBLY, No. 3819 STATE OF NEW JERSEY 213th LEGISLATURE

**INTRODUCED MARCH 5, 2009** 

Sponsored by: Assemblyman LOUIS D. GREENWALD District 6 (Camden) Assemblyman PATRICK J. DIEGNAN, JR. District 18 (Middlesex) Assemblywoman ELEASE EVANS District 35 (Bergen and Passaic)

Co-Sponsored by: Assemblywoman Rodriguez, Senators Buono and Sweeney

#### **SYNOPSIS**

Requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period that ends no later than June 15, 2009.

#### CURRENT VERSION OF TEXT

As reported by the Assembly Budget Committee on March 9, 2009, with amendments.



(Sponsorship Updated As Of: 3/17/2009)

#### A3819 [1R] GREENWALD, DIEGNAN 2

AN ACT providing for a State tax amnesty period, supplementing Title 54 of the Revised Statutes and making an appropriation.

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

7 1. a. In addition to the powers of the Director of the Division 8 of Taxation prescribed under the State Uniform Tax Procedure Law, 9 R.S.54:48-1 et seq., and notwithstanding the provision of any other 10 law to the contrary, the director shall establish a period not to 11 exceed 45 days in duration, which period shall end no later than 12 June 15, 2009, during which a taxpayer who has failed to pay any 13 State tax on or before the day on which the tax is required to be 14 paid may pay to the director on or before the last day of the period 15 established by the director the amount of that tax <sup>1</sup>[, including] and 16 one-half of the balance of interest <sup>1</sup>[and cost of collection as set forth in section 8 of P.L.1987, c.76 (C.54:49-12.1)] that is due as 17 18 of May 1, 2009, but without the remaining one-half of the balance 19 of interest that is due as of May 1, 2009<sup>1</sup>, without the recovery fee 20 as set forth in section 2 of P.L.1992, c.172 (C.54:49-12.3) that may 21 otherwise be due, and without the imposition of any civil or 22 criminal penalties arising out of an obligation imposed under any 23 State tax law. This section shall apply only to State tax liabilities 24 for tax returns due on or after January 1, 2002 and prior to February 25 1, 2009 and shall not extend to any taxpayer who at the time of 26 payment is under criminal investigation or charge for any State tax 27 matter, as certified by a county prosecutor or the Attorney General 28 to the director.

Notwithstanding the provisions of any other law to the contrary, no taxpayer shall be entitled to a waiver of <sup>1</sup><u>one-half of the balance</u> of interest due as of May 1, 2009, <sup>1</sup> penalty and recovery fee pursuant to this subsection unless full payment of the tax <sup>1</sup><u>and one-</u> <u>half of the balance of interest</u><sup>1</sup> due <sup>1</sup><u>as of May 1, 2009</u><sup>1</sup> is made in accordance with the rules and procedures established by the director.

b. There shall be imposed a 5% penalty, which shall not be
subject to waiver or abatement, in addition to all other penalties,
interest, or costs of collection otherwise authorized by law, upon
any State tax liabilities eligible to be satisfied during the period
established pursuant to subsection a. of this section that are not
satisfied during the amnesty period.

42 c. Notwithstanding the provisions of any other law to the
43 contrary, if a taxpayer elects to participate in the program
44 established pursuant to this section, as that election shall be

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 thus is new matter.

Matter enclosed in superscript numerals has been adopted as follows: <sup>1</sup>Assembly ABU committee amendments adopted March 9, 2009.

#### A3819 [1R] GREENWALD, DIEGNAN

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1 evidenced by full payment pursuant to this section of a State tax 2 liability to which this section applies pursuant to subsection a. of 3 this section, then that election shall constitute an express and 4 absolute relinquishment of all administrative and judicial rights of 5 appeal that have not run or otherwise expired as of the date payment 6 is made. The relinquishment of rights of appeal pursuant to this 7 subsection shall apply with respect to all rights of appeal 8 established pursuant to the State Uniform Tax Procedure Law, 9 R.S.54:48-1 et seq., and the specific statutory provisions of any 10 State tax. No tax payment made pursuant to this section shall be 11 eligible for refund or credit, whether claimed by administrative 12 protest or judicial appeal.

d. Notwithstanding the provisions of any other law to the
contrary, no amnesty payment shall be accepted without the express
approval of the director with respect to any State tax assessment
which is the subject of any administrative or judicial appeal as of
the effective date of this act.

18 e. Notwithstanding any provision of the "Administrative 19 Procedure Act," P.L.1968, c.410 (C.52:14B-1 et seq.) to the 20 contrary, the director may adopt immediately upon filing with the 21 Office of Administrative Law such regulations as the director 22 deems necessary to implement the provisions of this section, which 23 regulations shall be effective for a period not to exceed 180 days 24 following the date of enactment of P.L. , c. (C. ) (pending 25 before the Legislature as this bill) and may thereafter be amended, 26 adopted, or readopted by the director in accordance with the 27 "Administrative Procedure Act," P.L. 1968, c. 410 (C. 52:14B-1 et 28 seq.).

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2. There is appropriated to the Division of Taxation in the
Department of the Treasury a sum not to exceed \$10,000,000 from
the proceeds collected pursuant to subsection a. of section 1 of this
act to carry out and administer the tax amnesty program established
pursuant to the provisions of that section.

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36 3. This act shall take effect immediately.

#### ASSEMBLY BUDGET COMMITTEE

#### STATEMENT TO

#### ASSEMBLY, No. 3819

with Assembly committee amendments

# STATE OF NEW JERSEY

#### DATED: MARCH 9, 2009

The Assembly Budget Committee reports favorably Assembly Bill No. 3819, with committee amendments.

The bill, as amended, requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period, to end no later than June 15, 2009. The amnesty shall apply only to State tax liabilities for tax returns due on and after January 1, 2002 (the day following termination of the most recent amnesty period) and before February 1, 2009. During the amnesty period, a taxpayer who has failed to pay a State tax can pay the tax and one-half of the balance of interest that is due as of May 1, 2009, without the imposition of the remaining one-half of the balance of interest that is due as of May 1, 2009, recovery fees, civil penalties and criminal penalties arising out of the late payment. The amnesty is not available to a taxpayer who, at the time of payment, is under criminal investigation or charge for any State tax matter.

If a taxpayer eligible for the amnesty fails during the amnesty period to pay taxes owed, that taxpayer shall be subject to a five percent penalty which may not be waived or abated. The five percent penalty shall be in addition to all other penalties, interest, or collection costs otherwise authorized by law.

The bill also appropriates a sum not to exceed \$10.0 million of the proceeds collected through the amnesty period for the costs incurred to carry out and administer the program.

As amended by the committee, this bill is identical to Senate Bill No. 2678 Sca.

#### FISCAL IMPACT:

The State Treasurer estimates that the tax amnesty program will raise \$100.0 million in FY 2009. Past experiences with amnesty programs have yielded a wide range of revenue collections. New Jersey's 1987 tax amnesty generated \$187.0 million in gross revenue, yielding \$68.0 million in additional net revenues that would otherwise not have been collected. The 1996 amnesty program which was originally estimated to bring in \$70.0 million, actually generated \$359 million in gross revenue, or a net State increase of \$244.0 million, after accounting for about \$115.0 million which the Department of the Treasury estimated would have been collected by tax compliance efforts under normal circumstances. The 2002 amnesty program was initially estimated to bring in \$150.0 million, but generated a gross increase in State revenues of \$277.0 million, although no estimate of the net impact was made.

The bill appropriates up to \$10.0 million of amnesty proceeds to carry out and administer the program. The 1996 amnesty legislation also appropriated up to \$10.0 million for these purposes, and a reported \$7.8 million was expended. The 2002 program appropriated up to \$7.0 million, but the OLS has no information on actual expenditures.

#### **COMMITTEE AMENDMENTS:**

The committee amendments expand the amnesty period's waiver provisions to include forgiveness for one-half of the balance of interest that is due as of May 1, 2009.

### FISCAL NOTE [First Reprint] ASSEMBLY, No. 3819 STATE OF NEW JERSEY 213th LEGISLATURE

DATED: APRIL 2, 2009

#### SUMMARY

Synopsis:	Requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period that ends no later than June 15, 2009.
Type of Impact:	Increase in State revenues to various funds.
Agencies Affected:	Department of the Treasury.

#### **Executive Estimate**

Fiscal Impact	FY 2009
State Revenue	\$100,000,000

- The Office of Legislative Services (OLS) believes the Treasurer's estimate that the tax amnesty program would raise \$100.0 million in FY 2009 is not unreasonable, but notes that data are lacking for a confident forecast. The OLS has no independent data on how much outstanding individual or corporate taxpayer liabilities remain delinquent, and has received no supporting data for the Treasurer's estimate. Previous amnesties have exceeded the initial revenue estimate.
- The OLS notes that the bill appropriates up to \$10.0 million of amnesty proceeds to carry out and administer the program.

#### **BILL DESCRIPTION**

Assembly Bill No. 3819 (1R) of 2009 requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period, to end no later than June 15, 2009. The amnesty shall apply only to State tax liabilities for tax returns due on and after January 1, 2002 (the day following termination of the most recent amnesty period) and before February 1, 2009. During the amnesty period, a taxpayer who has failed to pay a State tax can pay the tax and one-half of the balance of interest due without the imposition of recovery fees, civil penalties and criminal

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Legislative Budget and Finance Office Phone (609) 292-8030 Fax (609) 777-2442 www.njleg.state.nj.us penalties arising out of the late payment. The amnesty is not available to a taxpayer who, at the time of payment, is under criminal investigation or charge for any State tax matter.

If a taxpayer eligible for the amnesty fails during the amnesty period to pay taxes owed and one-half of the balance of interest due, that taxpayer shall be subject to a five percent penalty which may not be waived or abated. The five percent penalty shall be in addition to all other penalties, interest, or collection costs otherwise authorized by law.

#### FISCAL ANALYSIS

#### **EXECUTIVE BRANCH**

The Treasurer indicated in a Budget update document released on February 17, 2009, that the tax amnesty program would raise \$100.0 million in Fiscal Year 2009. No other supporting documents have been provided at this time.

#### **OFFICE OF LEGISLATIVE SERVICES**

The OLS believes the Treasurer's estimate that the tax amnesty program would raise \$100.0 million in FY 2009 is not unreasonable, but notes that data are lacking for a confident forecast. The OLS has no independent data on how much outstanding individual or corporate taxpayer liabilities remain delinquent, and has received no supporting data for the Treasurer's estimate. Previous amnesties have exceeded the initial revenue estimate.

As with any tax amnesty program, the net revenue impact will be determined by the balance between new tax revenues that are attracted through the amnesty offer and the revenue losses resulting from the forgiveness of interest and penalties owed by taxpayers who would otherwise have made full payment through the State's current tax compliance efforts, either during the amnesty payment period or at a later date. In addition, an amnesty may generate new recurring revenues to the extent that certain taxpayers are added to the taxpayer rolls.

Past experiences with amnesty programs have yielded a wide range of revenue collections. New Jersey's 1987 tax amnesty generated \$187.0 million in gross revenue, yielding \$68.0 million in additional net revenues that would otherwise not have been collected. The 1996 amnesty program was originally estimated to bring in \$70.0 million, actually generated \$359 million in gross revenue, or a net State increase of \$244.0 million, after accounting for about \$115.0 million which the Department of the Treasury estimated would have been collected by tax compliance efforts under normal circumstances. The 2002 amnesty program was initially estimated to bring in \$150.0 million, but generated a gross increase in State revenues of \$277.0 million, although no estimate of the net impact was made.

Most of the previous amnesty receipts came from the State's three largest tax revenues: the gross income tax, the sales tax, and the corporation business tax. In the 1996 program, 27 percent of collections came through the income tax, 39 percent through the sales tax, and another 27 percent through the corporation business tax. In the 2002 program, 29 percent of collections came through the income tax, 29 percent through the sales tax, and another 34 percent through the corporation business tax.

Since the last amnesty program, economic growth and tax rate increases have expanded the base from which tax delinquencies can be drawn. Total State revenue grew by about 58 percent between FY 2002 and FY 2008. The tax amnesty under this bill covers a seven year time period, compared to six years in the 2002 program and nine years in the 1996 program. This program

#### A3819 [1R] 3

would run for 45 days, fewer than the 60 days and 90 days respectively for the prior amnesties. The OLS also notes that economic conditions may influence the ability of tax delinquents to pay the State. The current national economic downturn, being compared by many analysts to the Great Depression, may limit the number of individuals and businesses able to make tax amnesty payments.

Lastly, the OLS notes that the bill appropriates up to \$10.0 million of amnesty proceeds to carry out and administer the program. The 1996 amnesty legislation also appropriated up to \$10.0 million for these purposes, and a reported \$7.8 million was expended. The 2002 program appropriated up to \$7.0 million, but the OLS has no information on actual expenditures.

Section:	Revenue, Finance and Appropriations
Analyst:	Martin Poethke Lead Fiscal Analyst
Approved:	David J. Rosen Legislative Budget and Finance Officer

This fiscal note has been prepared pursuant to P.L.1980, c.67 (C.52:13B-1 et seq.).

State tax. No tax payment made pursuant to this section shall be
 eligible for refund or credit, whether claimed by administrative
 protest or judicial appeal.

d. Notwithstanding the provisions of any other law to the
contrary, no amnesty payment shall be accepted without the express
approval of the director with respect to any State tax assessment
which is the subject of any administrative or judicial appeal as of
the effective date of this act.

9 e. Notwithstanding any provision of the "Administrative 10 Procedure Act," P.L. 1968, c. 410 (C. 52:14B-1 et seq.) to the 11 contrary, the director may adopt immediately upon filing with the 12 Office of Administrative Law such regulations as the director 13 deems necessary to implement the provisions of this section, which 14 regulations shall be effective for a period not to exceed 180 days 15 following the date of enactment of P.L. , c. (C. ) (pending 16 before the Legislature as this bill) and may thereafter be amended, 17 adopted, or readopted by the director in accordance with the 18 "Administrative Procedure Act," P.L. 1968, c. 410 (C. 52:14B-1 et 19 seq.).

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2. There is appropriated to the Division of Taxation in the
Department of the Treasury a sum not to exceed \$10,000,000 from
the proceeds collected pursuant to subsection a. of section 1 of this
act to carry out and administer the tax amnesty program established
pursuant to the provisions of that section.

- 3. This act shall take effect immediately.
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30 31 SPONSOR'S STATEMENT

32 The bill requires the Director of the Division of Taxation to 33 establish a 45-day State tax amnesty period, to end no later than 34 June 15, 2009. The amnesty shall apply only to State tax liabilities 35 for tax returns due on and after January 1, 2002 (the day following 36 termination of the most recent amnesty period) and before February 37 1, 2009. During the amnesty period, a taxpayer who has failed to 38 pay a State tax can pay the tax, interest due and costs of collection 39 without the imposition of recovery fees, civil penalties and criminal 40 penalties arising out of the late payment. The amnesty is not 41 available to a taxpayer who, at the time of payment, is under 42 criminal investigation or charge for any State tax matter.

If a taxpayer eligible for the amnesty fails during the amnesty period to pay taxes owed, that taxpayer shall be subject to a five percent penalty which may not be waived or abated. The five percent penalty shall be in addition to all other penalties, interest, or collection costs otherwise authorized by law.

### A3819 GREENWALD, DIEGNAN 4

1 The bill also appropriates a sum not to exceed \$10.0 million of 2 the proceeds collected through the amnesty period for the costs

3 incurred to carry out and administer the program.

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#### SENATE BUDGET AND APPROPRIATIONS COMMITTEE

#### STATEMENT TO

#### **SENATE, No. 2678**

with committee amendments

# STATE OF NEW JERSEY

#### DATED: MARCH 9, 2009

The Senate Budget and Appropriations Committee reports favorably Senate Bill No. 2678, with committee amendments.

The bill, as amended, requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period, to end no later than June 15, 2009. The amnesty shall apply only to State tax liabilities for tax returns due on and after January 1, 2002 (the day following termination of the most recent amnesty period) and before February 1, 2009. During the amnesty period, a taxpayer who has failed to pay a State tax can pay the tax and one-half of the balance of interest that is due as of May 1, 2009, without the imposition of the remaining one-half of the balance of interest that is due as of May 1, 2009, recovery fees, civil penalties and criminal penalties arising out of the late payment. The amnesty is not available to a taxpayer who, at the time of payment, is under criminal investigation or charge for any State tax matter.

If a taxpayer eligible for the amnesty fails during the amnesty period to pay taxes owed, that taxpayer shall be subject to a five percent penalty which may not be waived or abated. The five percent penalty shall be in addition to all other penalties, interest, or collection costs otherwise authorized by law.

The bill also appropriates a sum not to exceed \$10.0 million of the proceeds collected through the amnesty period for the costs incurred to carry out and administer the program.

As amended and reported by the committee, this bill is identical to Assembly Bill No. 3819 Aca.

#### COMMITTEE AMENDMENTS:

The committee amendments expand the amnesty period's waiver provisions to include forgiveness for one-half of the balance of interest that is due as of May 1, 2009.

#### FISCAL IMPACT:

The State Treasurer estimates that the tax amnesty program will raise \$100.0 million in FY 2009. Past experiences with amnesty programs have yielded a wide range of revenue collections. New Jersey's 1987 tax amnesty generated \$187.0 million in gross revenue, yielding \$68.0 million in additional net revenues that would otherwise not have been collected. The 1996 amnesty program which was originally estimated to bring in \$70.0 million, actually generated \$359 million in gross revenue, or a net State increase of \$244.0 million, after accounting for about \$115.0 million which the Department of the Treasury estimated would have been collected by tax compliance efforts under normal circumstances. The 2002 amnesty program was initially estimated to bring in \$150.0 million, but generated a gross increase in State revenues of \$277.0 million, although no estimate of the net impact was made.

The bill appropriates up to \$10.0 million of amnesty proceeds to carry out and administer the program. The 1996 amnesty legislation also appropriated up to \$10.0 million for these purposes, and a reported \$7.8 million was expended. The 2002 program appropriated up to \$7.0 million, but the OLS has no information on actual expenditures.

### FISCAL NOTE [First Reprint] SENATE, No. 2678 STATE OF NEW JERSEY 213th LEGISLATURE

DATED: MARCH 16, 2009

#### SUMMARY

Synopsis:	Requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period that ends no later than June 15, 2009.
Type of Impact:	Increase in State revenues to various funds.
Agencies Affected:	Department of the Treasury.

#### **Executive Estimate**

Fiscal Impact	FY 2009
State Revenue	\$100,000,000

- The Office of Legislative Services (OLS) believes the Treasurer's estimate that the tax amnesty program would raise \$100.0 million in FY 2009 is not unreasonable, but notes that data are lacking for a confident forecast. The OLS has no independent data on how much outstanding individual or corporate taxpayer liabilities remain delinquent, and has received no supporting data for the Treasurer's estimate. Previous amnesties have exceeded the initial revenue estimate.
- The OLS notes that the bill appropriates up to \$10.0 million of amnesty proceeds to carry out and administer the program.

#### **BILL DESCRIPTION**

Senate Bill No. 2678 (1R) of 2009 requires the Director of the Division of Taxation to establish a 45-day State tax amnesty period, to end no later than June 15, 2009. The amnesty shall apply only to State tax liabilities for tax returns due on and after January 1, 2002 (the day following termination of the most recent amnesty period) and before February 1, 2009. During the amnesty period, a taxpayer who has failed to pay a State tax can pay the tax and one-half of the balance of interest due without the imposition of recovery fees, civil penalties and criminal

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#### FISCAL ANALYSIS

#### **EXECUTIVE BRANCH**

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#### S2678 [1R] 3

would run for 45 days, fewer than the 60 days and 90 days respectively for the prior amnesties. The OLS also notes that economic conditions may influence the ability of tax delinquents to pay the State. The current national economic downturn, being compared by many analysts to the Great Depression, may limit the number of individuals and businesses able to make tax amnesty payments.

Lastly, the OLS notes that the bill appropriates up to \$10.0 million of amnesty proceeds to carry out and administer the program. The 1996 amnesty legislation also appropriated up to \$10.0 million for these purposes, and a reported \$7.8 million was expended. The 2002 program appropriated up to \$7.0 million, but the OLS has no information on actual expenditures.

Section:	Revenue, Finance and Appropriations
Analyst:	Martin Poethke Lead Fiscal Analyst
Approved:	David J. Rosen Legislative Budget and Finance Officer

This fiscal note has been prepared pursuant to P.L. 1980, c.67 (C. 52:13B-1 et seq.).

State tax. No tax payment made pursuant to this section shall be
 eligible for refund or credit, whether claimed by administrative
 protest or judicial appeal.

d. Notwithstanding the provisions of any other law to the
contrary, no amnesty payment shall be accepted without the express
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2. There is appropriated to the Division of Taxation in the
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the proceeds collected pursuant to subsection a. of section 1 of this
act to carry out and administer the tax amnesty program established
pursuant to the provisions of that section.

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30 31 SPONSOR'S STATEMENT

32 The bill requires the Director of the Division of Taxation to 33 establish a 45-day State tax amnesty period, to end no later than 34 June 15, 2009. The amnesty shall apply only to State tax liabilities 35 for tax returns due on and after January 1, 2002 (the day following 36 termination of the most recent amnesty period) and before February 37 1, 2009. During the amnesty period, a taxpayer who has failed to 38 pay a State tax can pay the tax, interest due and costs of collection 39 without the imposition of recovery fees, civil penalties and criminal 40 penalties arising out of the late payment. The amnesty is not 41 available to a taxpayer who, at the time of payment, is under 42 criminal investigation or charge for any State tax matter.

43 If a taxpayer eligible for the amnesty fails during the amnesty 44 period to pay taxes owed, that taxpayer shall be subject to a five 45 percent penalty which may not be waived or abated. The five 46 percent penalty shall be in addition to all other penalties, interest, or 47 collection costs otherwise authorized by law.

## **S2678** BUONO, SWEENEY 4

The bill also appropriates a sum not to exceed \$10.0 million of
 the proceeds collected through the amnesty period for the costs
 incurred to carry out and administer the program.