MINUTES OF THE SENATE COMMITTEE ON ASSESSMENT AND TAXATION.

The meeting was called to order by Chairperson Audrey Langworthy at 11:00 a.m. on January 17, 1996 in Room 519--S of the Capitol.

Members present:

Senator Langworthy, Senator Corbin, Senator Martin, Senator Bond, Senator Clark, Senator Feleciano, Jr., Senator Hardenburger, Senator Lee, Senator Ranson

and Senator Sallee

Committee staff present: Tom Severn, Legislative Research Department Chris Courtwright, Legislative Research Department

Don Hayward, Revisor of Statutes

Elizabeth Carlson, Secretary to the Committee

Conferees appearing before the committee:

Gus Bogina, Chairman, Board of Tax Appeals Karl Peterjohn, Kansas Taxpayers Network Tim Kennedy, Kansas Taxpayers Network

Others attending: See attached list

APPROVAL OF MINUTES

Senator Bond made a motion to approve the minutes of January 16, 1996. The motion was seconded by Senator Lee. The motion carried.

INTRODUCTION OF BILLS

Bill Anderson, representing Water District #1 of Johnson County, requested the committee introduce a bill to extend the income tax exemption for the retired employees of the Water District #1 of Johnson County. He said the loss to the state would be approximately \$7,500.

Senator Bond made a motion to introduce this bill. The motion was seconded by Senator Martin. The motion passed.

UPDATE ON BOARD OF TAX APPEALS

Chairman Gus Bogina of the Board of Tax Appeals appeared before the committee to report on the update of the Board. (Attachment 1) He related how hearings are being held simultaneously and in the taxpayer's location. The cases are then reviewed by the Board as a whole. He believes this process will help in resolving the residential appeals of taxpayers in a timely manner. Hearings of appeals of commercial properties are heard in Topeka by the entire board, with some hearings being held simultaneously with the five member board split numerically between the proceedings. He did not, at this time, present any requests for changes in the statutes but may do so later in the 1996 Legislative Session. He reviewed the chart of the caseloads and said all 1995 residential appeals that were not represented by an attorney and/or a tax representative were heard in 1995.

In response to a questions from Senator Sallee, he said they are trying to provide convenience to the taxpayers by meeting in their locality. Senator Sallee also asked about problems in the smaller counties where sales are few. The valuation is increased and yet there has been very little action in sales.

Mr. Bogina replied the sales is not the only way to figure the value. It is also based on replacement value and looking at comparables but it is difficult to find these in the smaller areas.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON ASSESSMENT AND TAXATION, Room 519-S Statehouse, at 11:00 a.m. on January 17, 1996.

CONTINUED HEARINGS-OPPONENTS SB 429--PROPERTY TAX ADMINISTRATION PROCEDURES AND PRACTICES SB 430--QUALIFICATIONS OF COUNTY APPRAISERS

Karl Peterjohn, Kansas Taxpayers Network, introduced Tim Kennedy, who testified for their group.

Tim Kennedy, representing the Kansas Taxpayers Network, spoke of his background as an appraiser, his work with the Property Valuation Division and his work as an independent fee appraiser. He said their opposition in <u>SB 429</u> was to proposed changes specified in Section 1 and 3 because they felt the changes are unnecessary. (<u>Attachment 2</u>) He said, clearly, the statutes already require the appraiser to list and appraise all taxable personal property. Section 3, which requires the taxpayer to notify the county appraiser rather than the county clerk, he said they believe this could be harmful.

Mr. Kennedy then spoke about the changes in <u>SB 430</u> which sets the qualifications for appointment of a county appraiser. Their objection is with the addition of the IAAO designations as an alternative to certification by the Kansas Real Estate Appraisal Board. He said the Kansas Taxpayers Network felt this change did nothing to promote confidence that the county appraisers will be able to effectively comply with the statutes requiring professional standards for appraisals.

Senator Langworthy asked what solutions Mr. Kennedy would offer. He replied he thought the appraisers were already empowered to conduct specific property rendition audits.

Senator Feleciano asked about appraisers appearing unannounced to check the books of local businesses. He said he has had complaints from constituents concerning the fear of this happening.

Mr. Kennedy said he would prefer to see different wording.

Senator Langworthy asked if there might be a shortage of appraisers and is it difficult for counties to hire qualified appraisers?

Mr. Kennedy said he thought there were about 1,500 licensed appraisers.

Senator Langworthy asked if there were any other people in the audience who would like to testify and there were none.

The meeting was adjourned at 11:50 a.m.

The next meeting is scheduled for January 23, 1996.

SENATE ASSESSMENT AND TAXATION COMMITTEE GUEST LIST

DATE: January 17, 1996

NAME	REPRESENTING
Jany Clark	Kr. County Oggsswisey
Beth McBride	KDOR
Rick Sheibe	KOOR
Wall Spothers	Western Lesources
Sheller mith	RKTA
Bul E. Fleener	Ransos Farm Buseau
Carol & Flower	Kansas Jarm Bureau
Bill Water	KDOR-PVD
MARK BECK	KDOR
Shirley Strilian	KDOR
Chris McKenzio	League of Ks. Municipalities
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COMMENTS TO SENATE ASSESSMENT AND TAXATION COMMITTEE JANUARY 17, 1996

Madam Chair and Members of the Committee, I welcome the opportunity of discussing with you the operation and function of the Board of Tax Appeals. During my appearance before the interim committee on November 7, 1995, I presented those members with information that indicated a sampling of the types of decisions that the Board encounters. Also included therewith was a tabulation of the case load that existed at that point in time. Since the majority of your members did not serve on that interim committee, I am enclosing copies of those same documents. With your indulgence, this will be a duplication for those members who served on the interim committee. Also included in your packet is an updated report of the case filings/case workload measures of the Board.

As an update, I would note that the Governor's budget recommendations for the Board do reflect that we have reduced our appropriations for fiscal year 1996 by 1 1/2% and reduced our FTE by 2%. We have also reduced our FTE by 3% for the next fiscal year with the appropriations reflecting those adjustments.

I believe we have fulfilled our intention to bring a more timely closure to the appeals process, especially the non-represented residential requests for relief. All of the residential appeals that were not represented by an attorney and/or a tax representative that were filed in 1995 were heard in 1995. We accomplished this goal by assigning a Board member as a hearing officer and holding hearings in the taxpayer's locality. Through this process we were able to schedule as many as four different hearings in different cities to accommodate the taxpayer/appellee. Each of these hearings was audio-recorded with a staff attorney present. The Board, as a

Sow. asses + Jax Jan 17, 1996 whole, then was able to review the case by using the file, audio-recording, and notes prepared by the hearing officer and the attorney. Although every participant may not have been totally pleased by the results of those hearings, I believe the process was well accepted. We will continue this format to resolve the residential appeals of taxpayers.

Hearings of appeals of commercial properties are heard in Topeka by the entire board. Occasionally, we do have hearings simultaneously in each of our two hearing rooms with our five member board split numerically between those proceedings. A record of all of the commercial and industrial hearings is prepared by a certified court reporter member of our staff. I have enclosed herewith a copy of our calendars through April, 1996, which indicate the commercial (Comm), Director of Taxation (DT) and represented residential hearings (HRGS).

I am not, at this time, prepared to furnish recommendations to you for statutory changes to improve the operation of our Board. I would submit, however, in response to the interim committee's request, a tabulation of a survey of the "Arbitration of Classification or Valuation Grievances." The result of that survey is as follows:

ARBITRATION OF CLASSIFICATION OR VALUATION GRIEVANCES KSA 79-1494 (as per County officials)

Ellis County - one appeal Shawnee County - zero appeals Lyon County - four appeals ('95 Condo project, 124 separate parcels) Saline County - seventeen appeals

Comments:

♦ The process was a waste of time.

♦ Each party had only a "one shot deal."

Total failure because of lack of documentation of the method used to determine value.

- ♦ The Arbitrator is not required to determine fair market value.
- ♦ The Arbitrator believed their task was to seek a middle ground.
- ♦ The taxpayer always had due process opportunities (their choice to choose normal appeal or arbitration).
- ♦ The county is denied due process because they have no choice if the taxpayer requests arbitration of the appeal.

I and members of the Board, as well as our staff, are committed to providing the best service possible consistent with real values, legislative intent, case law, the statutes, our Constitution, and common sense. That commitment, I believe, is real and a worthy goal for our agency.

I thank you and welcome the opportunity to appear before you at any time to discuss the Board of Tax Appeals' role in our state government.

Respectfully submitted,

BOARD OF TAX APPEALS

August Bogina,

Chairman

Attachments

Fi Reports for FY96 Case Filings/Case Workload Measures

	Fis	cal Year							Dec 3	九 1,1995 3
Special Appeals Protests Exemptions Grievances Subtotal Special Appeals	87 0 1,403 6,867 8,270	88 1,053 3,691 1,056 5,800	89 1,242 4,023 1,620 6,885	90 15,468 3,635 1,607 20,710	91 3,831 4,263 2,093 10,187	92 3,619 6,562 2,734 12,915	93 6,035 8,899 3,026 17,960	94 3,652 5,267 2,661 11,580	95 2,344 5,038 2,396 9,778	96 326 1,631 1,512 3,469
Other Appeals Co Bd of EQ Dir of Tax Dir of PV No-fund Warrants School Dist Ind Rev Bond Exempt Eco-Dev Exempt Other Subtotal Other Appeals	74 44 28 37 5 148 0 0 336	55 29 0 27 9 28 27 0 175	361 32 3 27 44 41 46 45 558	1,769 54 20 48 72 47 76 1 2,087	1,058 66 26 43 0 22 71 0 1,286	2,309 69 28 23 0 34 71 0 2,534	1,524 111 17 21 0 45 37 6 1,761	1,870 131 35 36 2 38 45 12 2,169	1,780 130 12 22 1 39 73 18 2,075	1,918 64 5 9 0 16 40 3 2,055
Subtotal All Appeals	8,606	5,975	7,443	22,797	11,473	15,449	19,721	13,749	11,853	5,524
Informal Review Results Total Findings	8,606	10 5,985	7,454	51,611 74,408	13,197 24,670	12,619 28,068	$\frac{8,494}{28,215}$	$\frac{6,929}{20,678}$	$\frac{213}{12,066}$	⁰ / _{5,524}
Hearings @ BOTA by Case Filing Pre-hearing by Case Filing Orders Written by Case Filing		1,342 0 6,097	1,045 0 7,099	2,286 0 7,470	4,945 0 21,239	3,441 0 16,832	3,134 0 21,332	2,878 2,103 16,426	2,154 2,319 22,742	2,172 902 7,653
Cases Closed by Case Filing		6,071	6,978	7,231	21,224	16,716	21,187	14,391	15,696	6,586
Open Cases by Case Filing		7,748	8,213	23,779	14,028	12,761	11,295	10,653	6,810	5,748
School Levy Cases/Pending Crt School Levy Cases Closed Contaminated Cases/Pending Cr		0	0	0	72	0 85	2,801 175	375 79	24 -3200 112	0 0 0 -319
Contaminated Cases Closed Crt Cases Status 24/28 '87 to	Present	23	59	<u>195</u>	80	203	420	453	565	137
Subtatal Crt Case/Pending Crt	Cases	23	59	196	152	288	3,396	907	-2,499	-182
Acc alative Crt/Pending Crt	Cases	23	82	278	430	718	4,114	5,021	2,522	2,340
Current Active Cases		7,725	8,131	23,501	13,598	12,043	7,181	5,632	4,288	3,635

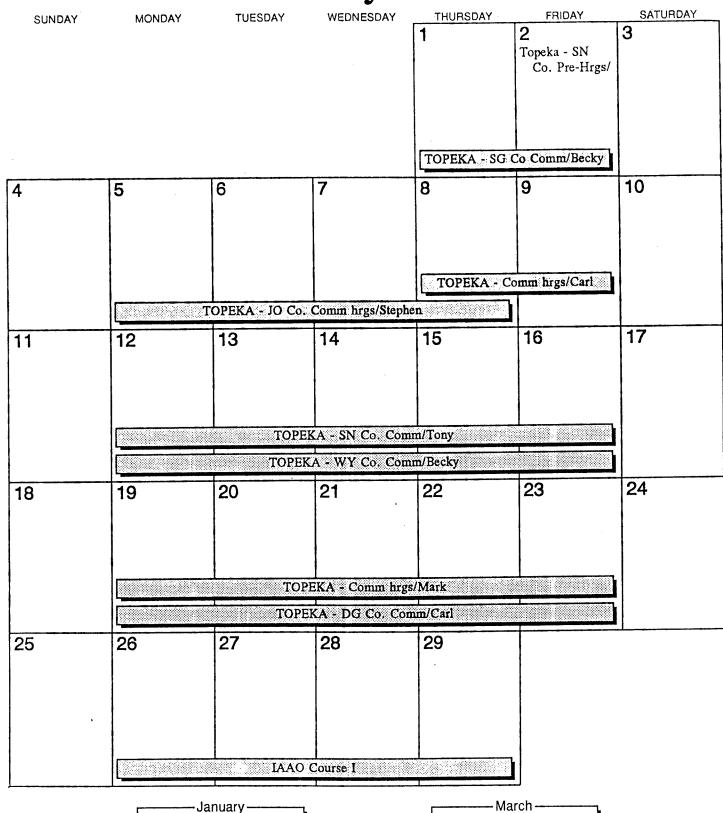
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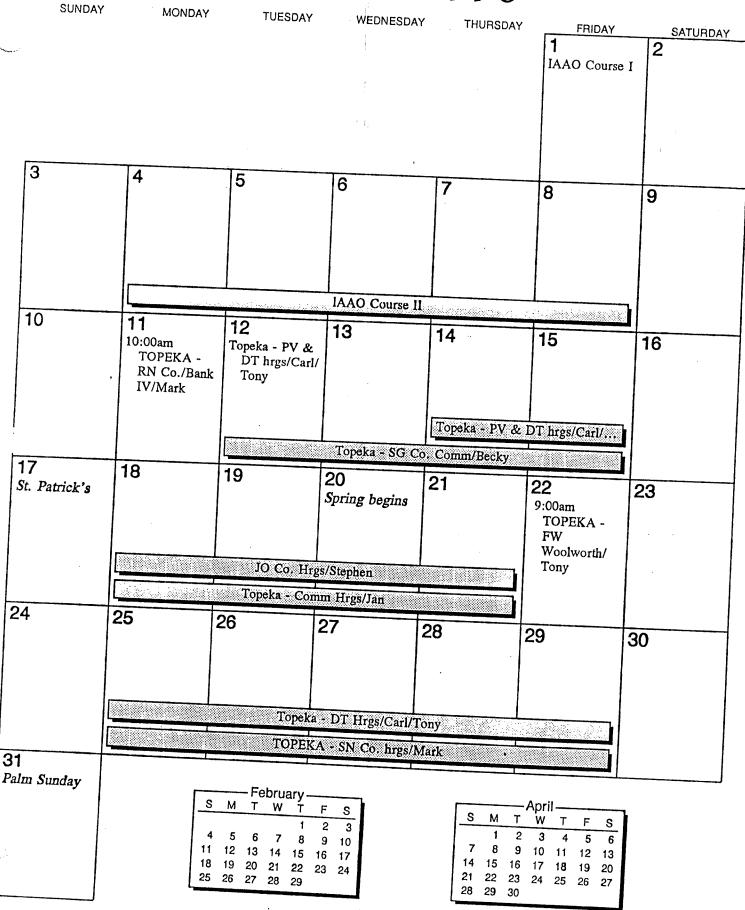
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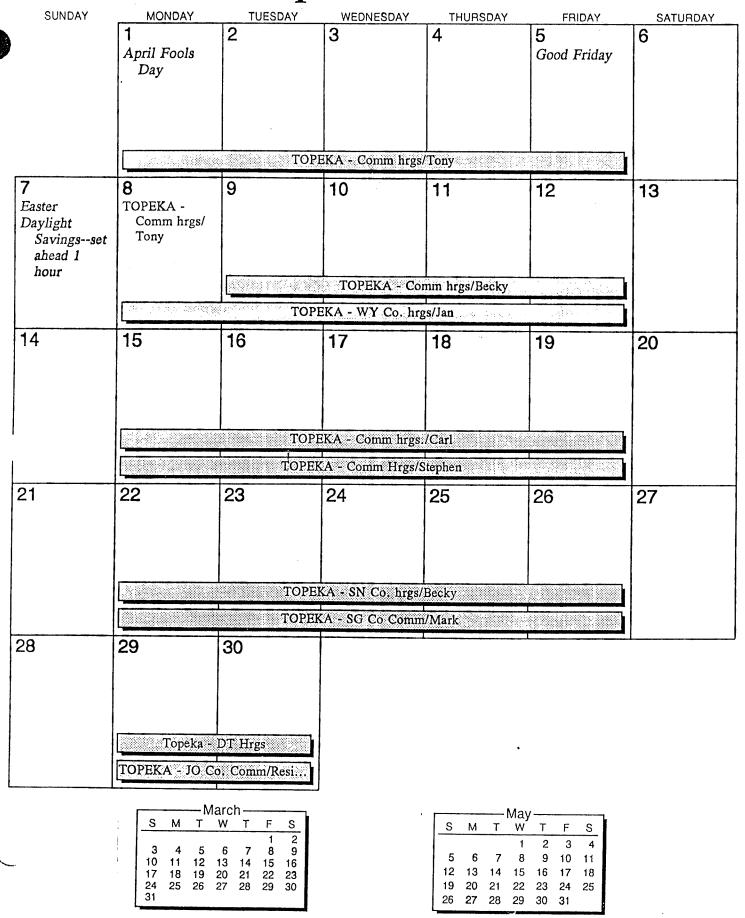
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March 1996



April 1996



COMMENTS TO ASSESSMENT AND TAXATION INTERIM COMMITTEE NOVEMBER 7, 1995

Mr. Chairman and Members of the Committee I want to thank you for the opportunity of again discussing with you the operation of the Board of Tax Appeals. The ability to explain why and how we function is, I believe, advantageous to all of us in our government.

First and foremost, I agree with Governor Graves that we must reduce the size of government while maintaining our service to the public. We have prepared a FY 97 budget that is adequate but not inflationary, have agreed to reduce the current appropriations by 1 1/2%, reduce FTE by 2% this year and 3% next fiscal year. Since the great majority of our expenditures are for salaries, we will increase the percentage of salary shrinkage by leaving positions open and as stated eliminate FTE positions. While accomplishing these worthy goals we are also committed to furthering the Kansas Quality Management program and provide better and more effective service to the public.

I have heard concerns expressed about the length of time required to bring closure to appeals of tax issues before BOTA. I and our entire staff share those concerns and are truly committed to

IF RECONSIDERATION GRANTED

Schedule rehearing
Staff attorney review
Hearing
BOTA order of decision

IF NOT GRANTED OR IF RECONSIDERED

Taxpayer can appeal to District Court Court of Appeals Supreme Court

In commercial cases the process allows for legal representation of the parties involved which could include combined dockets of taxpayers that have similar issues (comparable to class action determinations). Commercial docket cases generally include additional procedures. They could involve all or part of the following:

Informal hearing with taxing authority

Formal hearing with hearing officer panel

File appeal documents with BOTA

File representation appointee documents
Pre-hearing to determine issues
Interrogatories by opposing counsel
Discovery
Attorney briefs
Subpoena of records or witnesses
Limit issues
Show cause order
Formal hearings
Attorney briefs
BOTA order (decision)
Request for reconsideration by either party
Grant or deny reconsideration order

interrogatories, subpoenas, discovery, etc. of the legal representatives of the participants. We have no intention of restricting legal recourse, therefore the dockets remain open until conclusion of those activities. Non-represented individuals, real and personal property, tax appeals are handled expeditiously in the locality of the taxpayer by a Hearing Officer (Board Member), Staff Attorney and audio recording of the formal hearing. I believe those hearings have been well received by the appellants and county representatives and are acceptable solutions to reducing and retaining an acceptable level of backlog of cases.

There has been discussion of the workload of BOTA and the companion repercussions. Attached herewith are some examples of routine type of Orders that the Board must issue in accordance with the statutes. In most cases, the county authorities review the case and make recommendations to the board. In virtually (not all) every case the Board does agree with the County and issues an Order accordingly. Reviewing those orders you will note that they include granting exemptions from taxation of property owned by cities, schools, religious organizations, fraternal groups, farm equipment, counties, 30 year old aircraft or those used exclusively for business, counties, abatement of penalties, etc. We have no objection to creating these orders, but they are a part of our work load and file retention.

Taxpayer agree to a negotiated settlement and create a stipulation of value. There have been complaints that the Board does not always adopt those stipulations. That complaint is correct because we do not accept any settlements that are not founded in fact and have compelling reasons as justifications for the stipulation. It is my belief that the fact that the parties agree to a value does not necessarily create an accurate and proper decision.

The Board of Tax Appeals is a part of the Executive Branch of government that is a creature of legislative enactments. I am committed to reducing our reliance on paper trails by using other tools available to us. I welcome the opportunity of working with you to attain our mutual goals.

Thank you for the opportunity to again appear before you and discuss the Board's role in our governmental system.

Respectfully submitted,
BOARD OF TAX APPEALS

August Bogina, Jr., P.E., Chairman

AB:ra

Attachments

Director of Taxation Appeals - Appeals from all taxes administered by the Director i.e. Income, Sales, Motor Fuels, etc.

Property Valuation Appeals - Appeals of actions of the Property Valuation Department of the values of State assessed property including utilities, railroads, etc., agricultural use value assessments.

Reappraisal Appeals - Individual taxpayers, taxpayer groups or Property Valuation Department appeals for relief of values when County Appraisals are deemed to be out of compliance with the Constitution, Statutes, Rules and Regulations.

School Appeals - School District appeals for the opportunity to exceed statutory mill levy when excessive enrollment growth is experienced and new schools are opened.

Tax Settlement - Request for bankruptcy justification for abatement of taxes.

Complaints - Compliance issues originated by the County and Property Valuation Department.

Protest Justification Rejects - No longer receive these issues but some open cases exist. Appeals and questions about the rejection of tax protests.

KANSAS TAXPAYERS NETWORK

P.O. Box 2005 Wichita, KS 67208 (316) 684-0082

(316) 684-7527

Senators, I come before you today to speak in opposition to proposed amendments detailed in Senate Bills 429 and 430. Our opposition to Senate Bill 429 is limited to the proposed changes specified in Sections 1, and 3. As to Senate Bill 430, our opposition is to any change in the existing statute.

Section 1 of Senate Bill 429 provides that K.S.A. 79-1412a, detailing the duties of the county or district appraiser, be amended to require the appraiser to "Conduct specific property rendition audits". Our opposition to this change is grounded in the fact that the change is unnecessary. K.S.A. 79-1412a First currently requires the appraiser install and maintain records and data relating to all property in the county. K.S.A. 79-1412a Second requires the appraiser supervise the listing and appraisal of all real estate and personal property in the K.S.A. 79-1411b reiterates the requirement that the appraiser has the duty of appraising all tangible property. second paragraph of this statute specifically states "Notwithstanding the provisions of this act which require persons, associations, companies, or corporations to list tangible personal property, for assessment, the county or district appraiser also shall have the duty of listing and appraising all taxable tangible personal property in his or her county....". Clearly, the statues already require the appraiser to list and appraise all taxable personal property.

As to the change proposed in Section 3 of Senate Bill 429, our opposition is technical in nature. K.S.A. 1995 Supp. 79-1609 deals with a valuation appeal from the decision of the Hearing Officer Panel. The change would require the taxpayer to notify the county appraiser of the appeal, rather than the county clerk. We believe this change is not only unnecessary, but could be harmful. The

Sen. Asses + Jax Jan 17,1996 actach 2-1 county appraiser is currently notified of any appeal from the decision of the HOP, presumably by the county clerk, and certainly by the Board of Tax Appeals. Furthermore, it is appropriate that the clerk be notified by any appeal because the clerk is the custodian of the tax roll at this point of the tax calendar. It is only proper that the clerk be notified because the clerk is the official charged with the responsibility of changing the tax roll in the event the appeal results in a reduction of the value of the property.

Senate Bill 430 concerns changes to K.S.A. 19-430 which sets the qualifications for appointment of a county appraiser. The proposed changes would add an optional requirement to be appointed county appraiser, and extent the time for compliance for current county appraisers. Our primary objection to this amendment is with the addition of the IAAO designations as an alternative to certification by the Kansas Real Estate Appraisal Board. During the 1992 session, this legislature passed K.S.A. 79-506, adopting the Uniform Standards of Professional Appraisal Practice (USPAP) as promulgated by the Appraisal Standards Board, as interim standards for appraisals for property tax purposes. This legislature also passed 79-504 and 79-505 dealing with these standards and making compliance permanent. Subsequently, the Director of Property issued Directive 92-006, requiring county appraisers comply with relevant USPAP standards. This legislature also amended 19-430 to require county appraisers be licensed by the Real Estate Appraisal Board as a condition of appointment to the office. While it is commendable that the county appraisers are conscious of professional designations, the IAAO designations do not carry with them a requirement to comply with the Uniform Standards of Professional Appraisal Practice, as dictated by the statutes. From the perspective of the taxpayers, this change does nothing to promote confidence that the county appraisers will be able to effectively comply with the statutes requiring professional standards for appraisals.