



TACIR

The Tennessee Advisory Commission
on Intergovernmental Relations



Suite 508
226 Capitol Boulevard Building
Nashville, Tennessee 37243-0760
Phone: (615) 741-3012
Fax: (615) 532-2443
www.tn.gov/tacir

MEMORANDUM

TO: TACIR Commission Members

FROM: Harry A. Green
Executive Director

DATE: September 8, 2010

SUBJECT: Work Program Update

TACIR staff members are currently working on the General Assembly requests discussed at the June Commission meeting. These requests were listed in the FY 2011 work program.

GENERAL ASSEMBLY REQUESTS

1. Veterans' Service Officers Compensation [SB 1336 (Yager)/HB 0895 (Winningham)]: TACIR has been directed to study the provisions of SB 1336/HB 0895 and report findings and recommendations to the House State and Local Government Committee. The bill establishes minimum compensation and benefits for county and municipal veterans' service officers.

Due Date: None specified.

The TACIR staff has begun reviewing Tennessee statutes relating to veterans service officers as well as veterans' service officer statutes from other states. Staff has also been reviewing general information on the functions of the officers and the role they play in assisting veterans. Staff anticipates a final report for Commission approval at the January 2011 Commission meeting.

2. Underground Utility Damage Prevention Program [SB 0818 (Norris)/HB 0852 (Odom)]: Public Chapter 825 amended SB 0818/HB 0852, extending the deadline for the study. TACIR will continue to study the effectiveness of Tennessee's current

one-call program and report findings and recommendations to the General Assembly.

Due Date: January 17, 2011.

A final draft report will be presented for your review and approval on Thursday, September 9.

3. Non-emergency Public Service Answering Points [SB 1006 (Johnson, J.)/HB 0999 (Lynn)]: Public Chapter 473 directed TACIR to study the impact on public safety of non-emergency communications district affiliated PSAPs. Findings and recommendations will be reported to the House and Senate Government Operations Committees, including any proposed legislation or interim reports.

Due Date: December 1, 2011.

TACIR staff has prepared a research plan and begun to study background information. Staff anticipates a final report for Commission approval at the June 2011 Commission meeting.

PENDING REPORTS FROM PREVIOUS WORK PROGRAMS

The following mandates were presented at the June Commission meeting. After reviewing the minutes, staff will address follow-up questions during presentations on Tabs 3 and 4:

- **Regional Jail Feasibility Study**
- **E-911 Emergency Communications Funding in Tennessee**

In addition to the mandates, there are also staff initiated reports that were approved in the FY 2010 work program that will be discussed at the December meeting.

- **A Four Part Series on Land Use and Transportation**
- **Summary of TACIR Reports on the Property Tax**

PUBLICATION POLICY

During the June Commission meeting, there was discussion on TACIR's publication process—specifically the difference between a Commission and staff report.

TACIR's publication policy was first included in the foreword of the December 1982 information report, *Local Government Finance in Tennessee*:

This report is being published as an "Information Report" and will be widely disseminated. During meetings held in late 1981 and early 1982, TACIR adopted the policy that all staff analyses should be circulated as widely as possible as one method to fulfill the legislative requirements to "serve as a forum for the discussion and resolution of intergovernmental problems" and to foster "better relations among local governments and between local governments and the state government". (TCA 4-10-104).

To fulfill this objective, supplemental appropriations were sought and - through the coalition efforts of legislative and local leaders - obtained. Thus, this and future reports will be more widely distributed than heretofore. However, it should be emphasized that this report is designed to inform and to promote discussion and deliberation. Neither the analysis nor the finding of this report have been adopted as representing an official position of the Commission. The official position of TACIR always will be issued in "Commission" Reports and may include some, all or none of the staff findings. Commission reports will usually contain specific recommendations for formal governmental action whereas, "Information" reports will provide objective analysis but no policy recommendations.

Source: *Local Government Finance in Tennessee*, December 1982.

The policy was also included in the July 1983 information report, *Centrally Assessed and Locally Assessed Property: Valuation and Assessment*.

This report is being published as an "Information Report" and will be widely disseminated. During meetings held in late 1981 and early 1982, the TACIR adopted the policy that all staff analyses should be circulated as widely as possible as one method to fulfill the legislative requirements to "serve as a forum for the discussion and resolution of intergovernmental problems" and to foster "better relations among local governments and between local governments and the state government" (T.C.A. 4-10-104).

One of the most important implicit responsibilities of the TACIR is to ensure that important policy issues involving intergovernmental relations are carefully analyzed and the results communicated widely. This is especially important in regard to the highly charged issues of equity and fairness in property taxation. Few matters have been more controversial than the conflict between centrally assessed and locally assessment properties. While this controversy has its roots in early Tennessee history, it has been of particular significance during the past twenty-five years.

This report addresses this issue by providing historical perspective and current analysis. The issues of different valuation methodologies, equalization, and standards of value are reviewed and analyzed. This report is designed to inform, clarify and to provide the basis for additional discussion and deliberation. The findings presented here are informational, and do not represent any particular policy position of the Commission. The official position of the TACIR always will be issued as "Commission Reports" and may include some, all or none of staff findings.

Many of the issues presented in this report have been reviewed by the Commission including public hearings held on March 17-18, 1983. Subsequent review and action may lead to recommendations for change.

Source: *"Centrally Assessed and Locally Assessed Property: Valuation and Assessment, July 1983.*

In 1997 TACIR began including the publication policy, stated below, within most reports:

Staff Information Reports, Staff Briefs, Staff Technical Reports and Staff Working Papers and TACIR Fast Facts are issued to promote the mission and objectives of the Commission. These reports are intended to share information and research findings relevant to important public policy issues in an attempt to promote wider understanding.

Only reports clearly labeled as "Commission Reports" represent the official position of the Commission. Others are informational.

Following is a list of TACIR reports wherein the publication policy was included:

Publications That Include Publication Policy	
Education Finance Reform in Tennessee	October 1997
Measuring Fiscal Capacity: Tennessee Compared to the Southeastern States	December 1997
Competitive Edge: The Tax and Business Climate in Tennessee	January 1998
Understanding Tennessee's Tax System: Problems and Issues	March 1998
The Evolution of Tennessee's Economy and its Relationship to the State Revenue System	March 1998
National Perspectives on Tennessee Taxes	April 1998
Implementation of Tennessee's Growth Policy Act: The History of P.C. 1101 and the Early Stages of its Implementation	March 1999
The True Cost of Education In Tennessee: Alternative Geographic Cost Adjustment Measures	March 1999
Classroom Teacher Salary Disparity Among Tennessee's School Systems	April 1999
Forming a Metropolitan Government: The Hows and Whys of Local Government Consolidation in Tennessee	October 1999
Taxation of Services: Tennessee Compared to Contiguous States	January 2000
Joint Economic and Community Development Boards: A Guide for Future Action	February 2000
State Shared Taxes in Tennessee	March 2000
Tennessee's Growth Policy Act: A Vision for the Future	April 2000
Teacher Mobility Among Tennessee School Districts: A Survey of Causes	February 2000
Gains In Education Finance Equity: How Has the BEP Changed Things	October 2000
Planning for Rural Areas in Tennessee Under PC 1101	January 2001
Tennessee and the Knowledge Economy	May 2001
RAND Reports: Money Matters in Education Depending on How It's Spent	May 2001
Potential Impacts of Electric Utility Restructuring on Local Governments in Tennessee	October 2001
The Citizens' Guide to the Tennessee Budget	February 2002
The Local Government Finance Series Vol. I The Local Property Tax in Tennessee	February 2002
Building Tennessee's Tomorrow: Anticipating the State's Infrastructure Needs March 2002	March 2002
Paying for Growth: General Assembly Authorizations for Development Taxes and Impact Fees	April 2002
An Analysis of the Fiscal Structure of Non-Income Tax States	April 2002
The Local Government Finance Series Vol II Local Option Sales Tax	May 2002
Tennessee's Growth Policy in 2001: Promises and Progress	June 2002
Local Financing Techniques	August 2002
Highway Finance in Tennessee	October 2002
Do K-12 School Facilities Affect Education Outcomes	January 2003

The Structure of State Taxes in Tennessee: A Fiscal Primer	February 2003
The Office of the Property Assessor in Tennessee	March 2003
Issues Relating to the Appointment of Utility Districts Boards of Commissioners (Interim Report)	March 2003
The Funding of Higher Education in Tennessee	April 2003
Forming a Metropolitan Government: The Hows and Whys of Local Government Consolidation in Tennessee	September 2003
Gains in Education Spending Equity Continue Four Years After Fully Funding the Basic Education Program	September 2003
Biennial Report, FY 2001-2002	December 2003
State Tax Sharing, Fairness, and Local Government Finance in Tennessee	January 2004
Property Tax Abatements and Payments in Lieu of Taxes: Impact on Public Education	February 2004
Building Tennessee's Tomorrow: Anticipating the State's Infrastructure Needs	March 2004
Hall Income Tax Distributions and Local Government Finances	April 2004
State Tax Sharing with Cities: Premier Type Tourist Resort Cities as Models	September 2004
State-Shared Taxes and Cities Without Property Taxes: A Source of Inequity	October 2004
A Users' Guide to Fiscal Capacity in the BEP	November 2004
State Highway Aid to Local Governments in Tennessee	February 2005
A Prototype Model for School-System-Level Fiscal Capacity in Tennessee: Why & How	October 2005
Building Tennessee's Tomorrow: Anticipating the State's Infrastructure Needs	October 2005
School Consolidation	November 2005
Emergency Challenge: A Study of E-911 Technology and Funding Structure in Tennessee	February 2006
Planning for Growth and Paying for It: TACIR Recommendations on 2005 Growth-Related Bills	February 2006
Intergovernmental Challenges and Achievements: Biennial Report of TACIR FY 2003 and FY 2004 (25-Year Edition)	April 2006
Local Government Property Tax Revisited: Good News and Bad News	July 2006
Growing Pains: Fiscal Challenges for Local Governments	August 2006
Growth Plans and Infrastructure Needs in Tennessee: A Nine County Analysis	August 2006
Equalizing Education Funding: The Average Tax Rate Approach	August 2006
Searching for a Fiscal Capacity Model: Why No Other State Is Comparable to Tennessee	September 2006
Fiscal Flexibility: Low Growth/High Pressure, Vol II	January 2007
Fiscal Federalism: The Looming Federal Fiscal Crisis and its Effect on Tennessee	March 2007
Tax Increment Financing	March 2007

Analysis of Pole Attachment Rate Issues in Tennessee	March 2007
Beyond Capacity: Issues and Challenges Facing County Jails	March 2007
Property Tax Reduction and Relief Programs	June 2007
Fiscal Flexibility: Fiscal Effort, Fiscal Capacity, and Fiscal Need: Separate Concepts, Separate Problems, Vol III	June 2007
Local Taxing Authority	July 2007
Intergovernmental Challenges and Achievements: Biennial Report of TACIR FY 2005 and FY 2006	August 2007
Building Tennessee's Tomorrow: Anticipating the State's Infrastructure Needs	September 2007
Trust But Verify: Toward Increasing Voter Confidence in Election Results (Staff Report)	January 2008
Getting It Right: The Effect on the Property Tax Base of Economic Development Agreements and Property Tax Incentives for Businesses	January 2008
Keeping the List: Voter Registration and Eligibility	January 2008
Local Realty Transfer Taxes	February 2008
Corroding and Failing Sewer Lines: How Big A Problem?	March 2008
Growth Concentration in Tennessee Regions	September 2008
Telecommuting: Saving Energy and Promoting Progress	September 2008
The Local Government Response to the BEP: Equity, Spending, and Local Tax Effort	October 2008
Greenbelt Revisited	February 2009
Property Tax Disparity Among Tennessee Counties	March 2009
Economic and Fiscal Impact Analyses	May 2009
The Importance of the Property Tax Among Tennessee Counties	May 2009
Gains In Education Spending Equity Ten Years After Fully Funding the Basic Education Program	August 2009
Capital Expenditures for Public Schools	October 2009
Taxing Utilities in Tennessee: Ongoing Challenges in Providing a Level Playing Field for Telecommunication Business	October 2009
Intergovernmental Challenges and Achievements: Biennial Report of TACIR FY 2007 and FY 2008	December 2009