

R036-24

NAC 361.61034 2. (a) (2.)

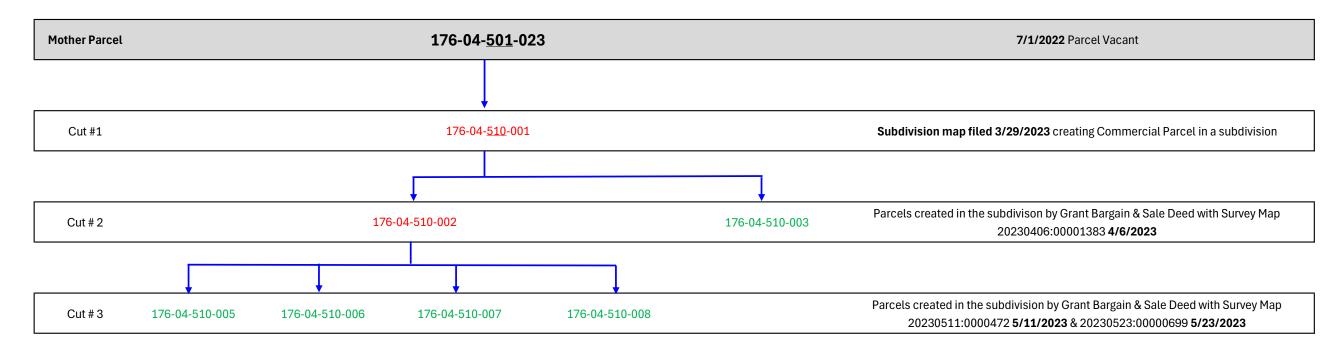
Clark County recommends keeping the language in the Regulation that is removed in the LCB Draft, *"or the creation of new parcels created within such a subdivision"*.

Page 2Example of multiple cuts within a fiscal year in a newly created subdivision

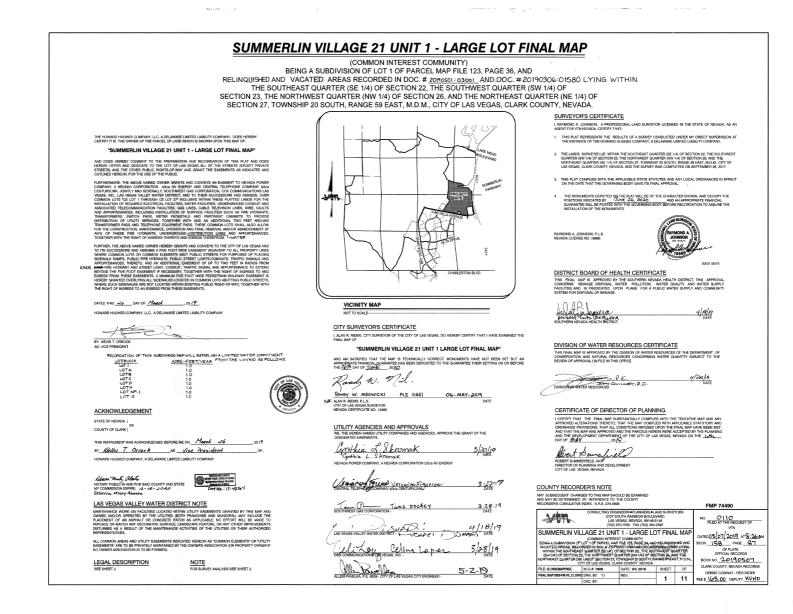
Documents from a 2020 abatement appeal to the NTC supporting our initial recommended changes to NAC 361.61034 2. (a) (2.)

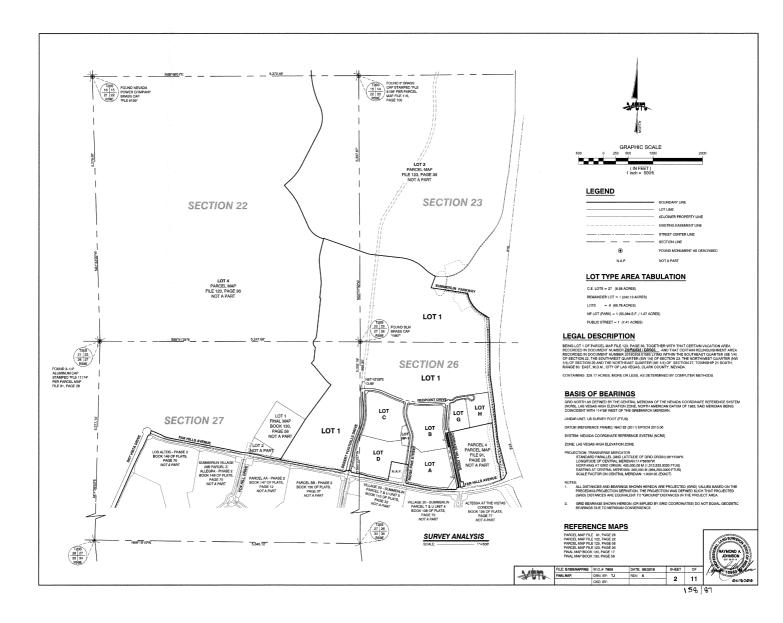
Pages 3-13Map filed for Large Lot SubdivisionPage 14Aerial View of commercial parcels that did not receive a remainder statusPage 15History of the parcel cuts that created the parcel under appealPages 16-32Howard Hughes Company LLC Proposed Decision 06.07.21

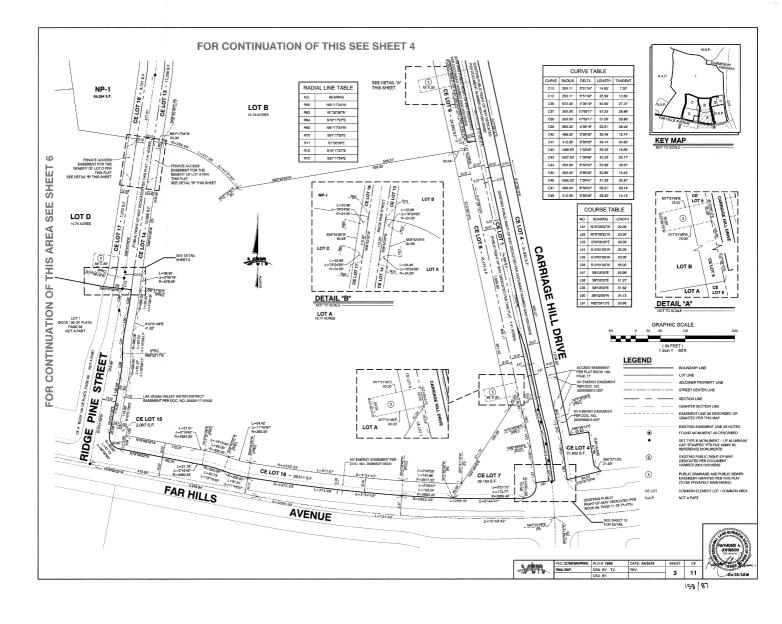
2023-2024 FY
Cuts 7/1/2022 to 6/30/2023

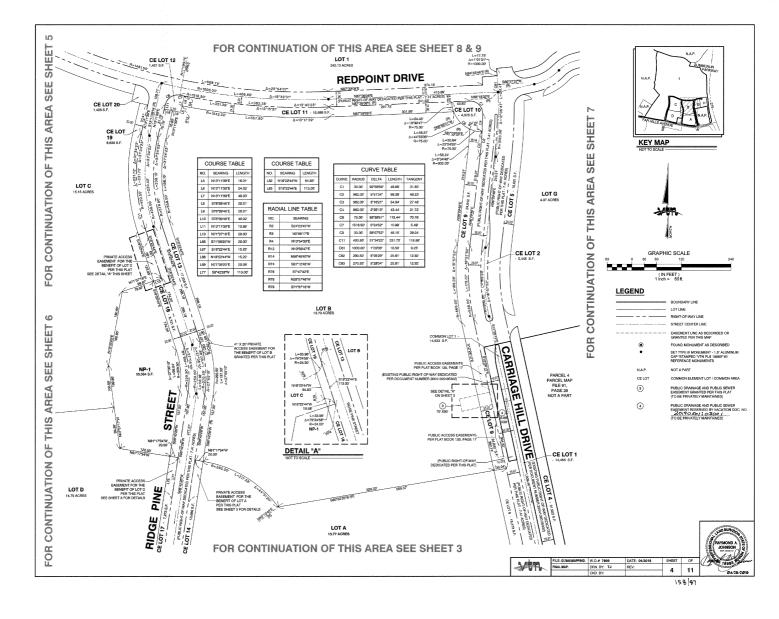


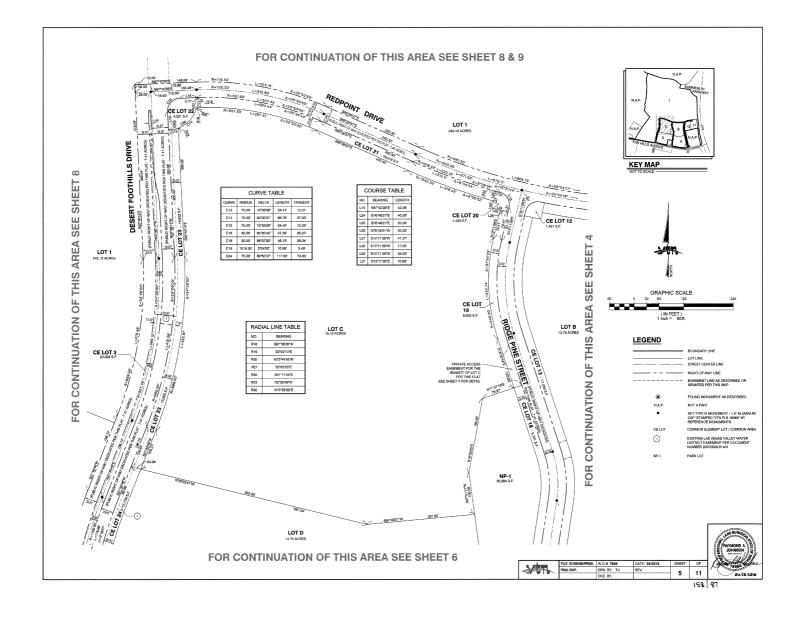
Active 6/30/2023 / Inactive 6/30/2023

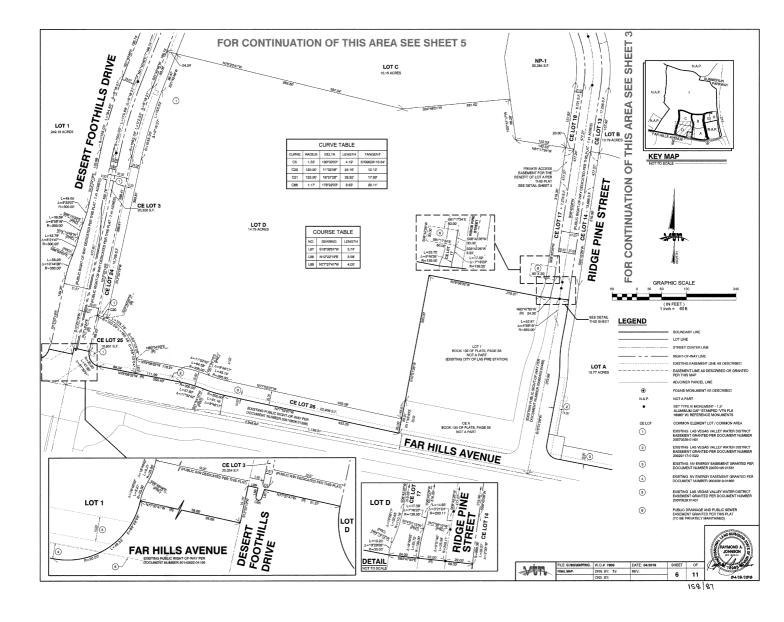


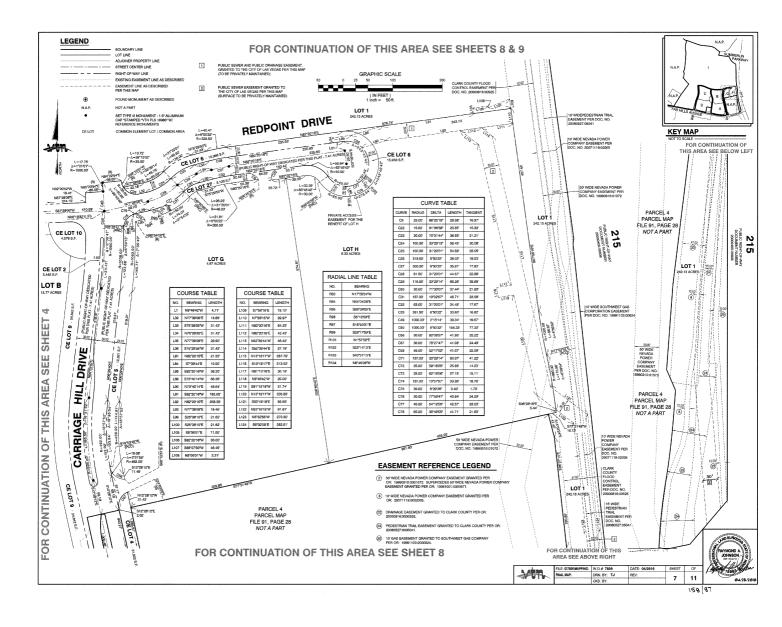


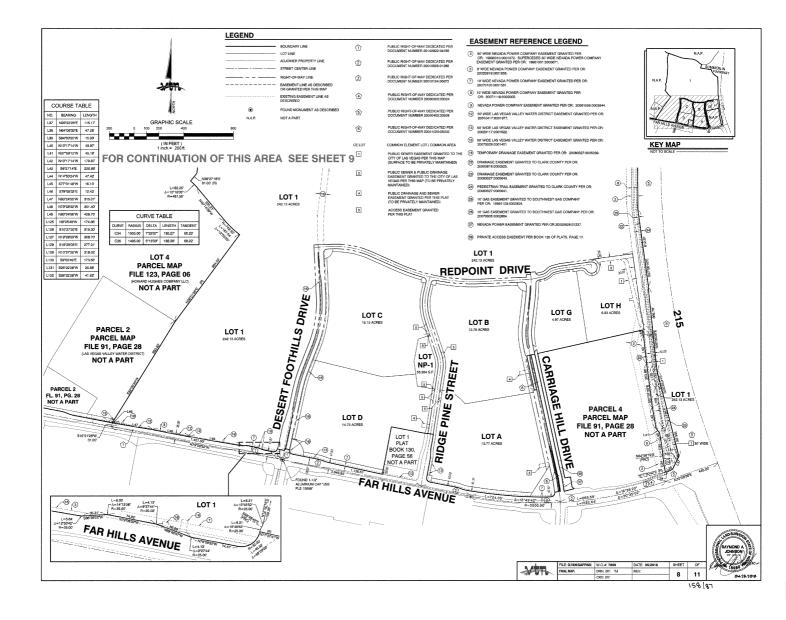


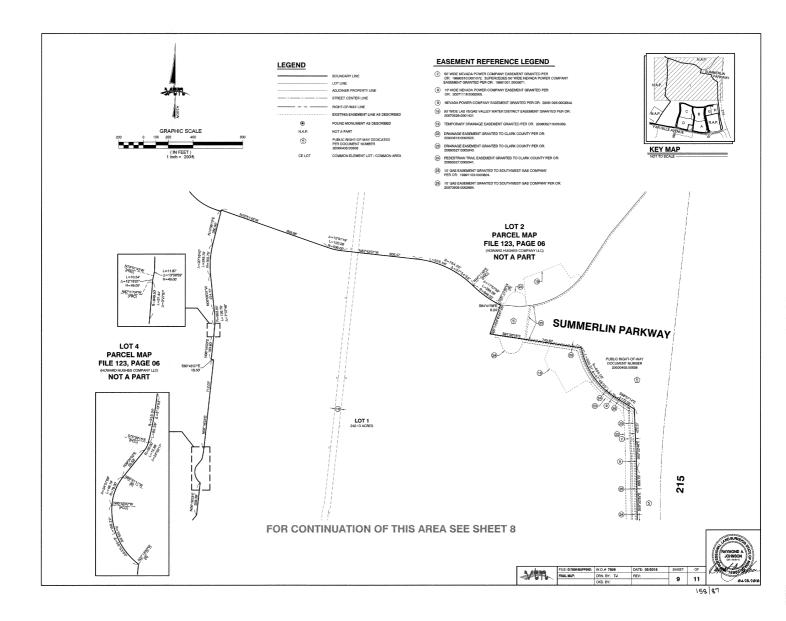


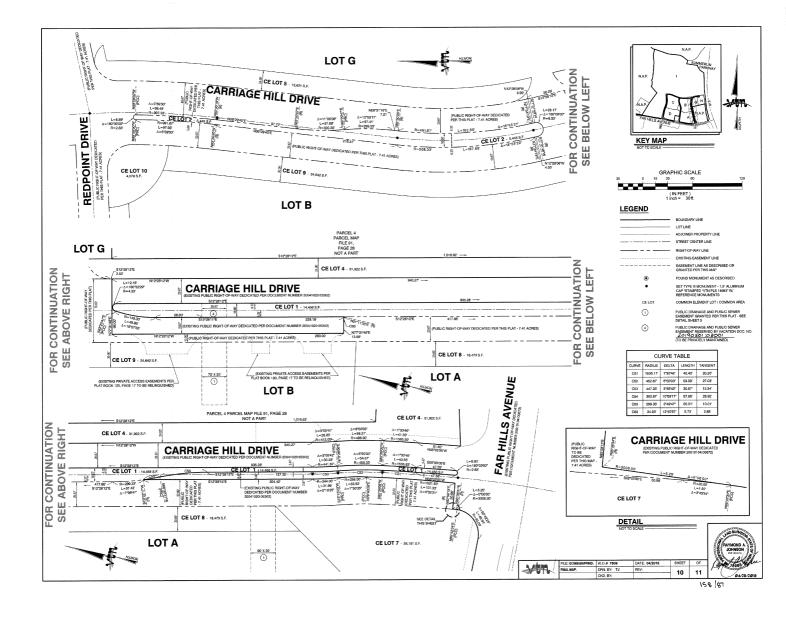


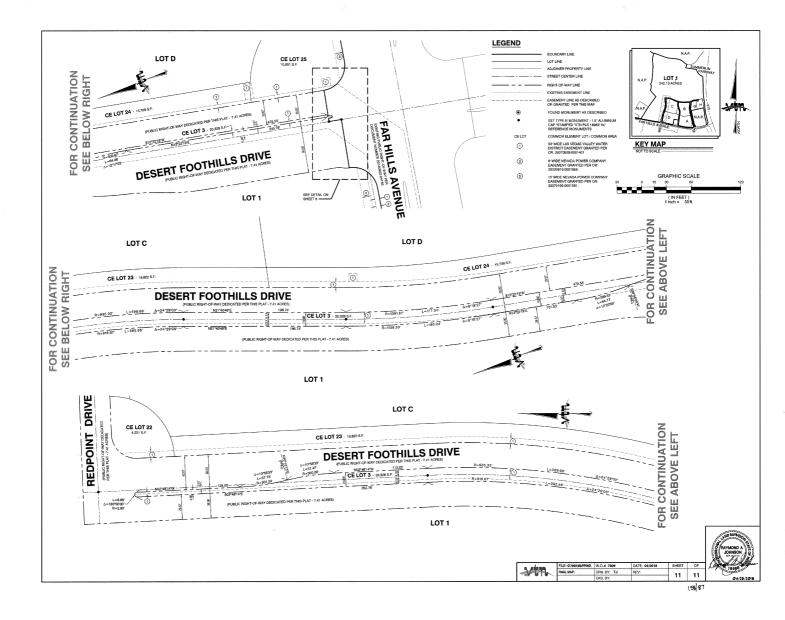


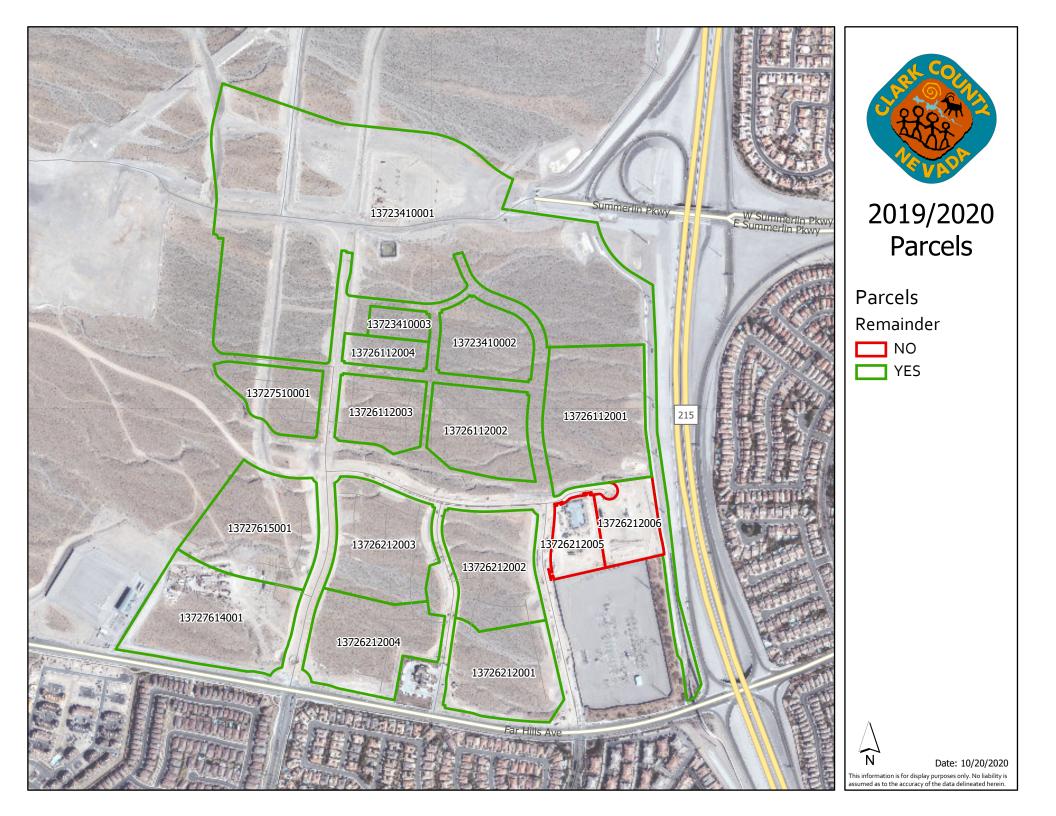












17/18				
	Remainder			
Parcel	Size (AC)	Status	ETR	
137-22-000-017	1817.05		0.0056	
137-26-210-001	1.17		0.0014	

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	18/19					
Darcal		Map File / Page	Remainder	ETR	Man Data	
Parcel 137-22-000-017	Size (AC) 1817.05	(Lot)	Status	EIK	Map Date	
137-26-210-001	1.17					
137-22-101-001	745.57	123 / 36 (PT4)	Yes	0.0058	5/1/2018	
137-23-101-002	332.71	123 / 36 (2)	Yes	0.0058	5/1/2018	
137-26-101-001	328.17	123 / 36 (1)	Yes	0.0058	5/1/2018	
137-33-101-001	345.94	123 / 36 (PT4)	Yes	0.0058	5/1/2018	
137-33-501-001	71.39	123 / 36 (3)	Yes	0.0058	5/1/2018	
137-33-101-001						

				19/20		
Parcel	Size (AC)	Map File / Page (Lot)	Remainder Status	General Map Designation (Ex 15)	ETR	Map Date
137-26-101-001	328.17					
137-23-410-001	105.32	159 / 50 (1)	Yes	Single Family Attached/ EC / Multi-Family / Village Center	0.0055	6/20/2019
137-23-410-002	8.93	159 / 50 (M)	Yes	Single Family Attached	0.0056	6/20/2019
137-23-410-003	2.5	159 / 50 (N)	Yes	Single Family Attached / Village Center	0.0061	6/20/2019
137-26-112-001	19.23	159 / 50 (I)	Yes	Single Family Attached	0.0056	6/20/2019
137-26-112-002	11.74	159 / 50 (J)	Yes	Single Family Attached	0.0056	6/20/2019
137-26-112-003	8.19	159 / 50 (K)	Yes	Single Family Attached	0.0056	6/20/2019
137-26-112-004	3.45	159 / 50 (O)	Yes	Single Family Attached / Village Center	0.0061	6/20/2019
137-26-212-001	13.77	158 / 87 (A)	Yes	Single Family Detached	0.0055	5/7/2019
137-26-212-002	13.79	158 / 87 (B)	Yes	Single Family Detached	0.0055	5/7/2019
137-26-212-003	15.15	158 / 87 (C)	Yes	Single Family Detached	0.0055	5/7/2019
137-26-212-004	14.75	158 / 87 (D)	Yes	Single Family Detached	0.0055	5/7/2019
137-26-212-005	4.97	158 / 87 (G)	No	Employment Center (Metro Sub Station)	0.0115	5/7/2019
137-26-212-006	6.33	158 / 87 (H)	No	Employment Center	0.0155	5/7/2019
137-27-510-001	7.47	159 / 50 (L)	Yes	Single Family Detached	0.0055	6/20/2019
137-27-614-001	19.82	159 / 13 (E)	Yes	Single Family Detached	0.0055	5/23/2019
137-27-615-001	16.64	159 / 50 (F)	Yes	Single Family Detached	0.0055	6/20/2019
	ro value parc					
137-22-810-001	to	137-22-810-002				
137-23-410-004	to	137-23-410-018				
137-26-112-005	to	137-26-112-028				

137-23-410-004	to	137-23-410-018
137-26-112-005	to	137-26-112-028
137-26-110-002	to	137-26-110-009
137-26-212-007	to	137-26-212-020
137-26-320-001	to	137-26-320-003
137-27-510-002	to	137-27-510-013
137-27-613-001	to	137-27-613-002
137-27-614-002	to	137-27-614-004
137-27-615-002		

19	/20
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BRIAN SANDOVAL Governor JAMES DEVOLLD Chair, Nevada Tax Commission WILLIAM D. ANDERSON Executive Director

STATE OF NEVADA DEPARTMENT OF TAXATION

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June 7, 2021

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Re: Property Tax Abatement Appeal of Howard Hughes Company LLC Parcel No.: 137-26-212-006 NTC 20-102 Proposed Decision

Dear Parties,

I have enclosed a copy of my proposed decision in this case. If you disagree with the decision or any findings or conclusions set forth therein, you must file a written objection with the Nevada Tax Commission ("Commission") within 20 days after you receive this letter. Your written objection need not be in any particular format but should state with particularity the reasons why you disagree with the proposed decision.

A copy of your written objection must be served upon the opposing party by mail or personal delivery. Once service is made upon the opposing party, that party may, in his or her discretion, file a reply within 15 days after his or her receipt of the objection. As with the objection, the reply must be served upon the opposing party.

The original objection and any reply must be filed with the Commission by mail or personal delivery addressed to:

Tina Padovano, Executive Assistant Nevada Department of Taxation 1550 College Pkwy, Ste. 115 Carson City, NV 89706-7937 Property Tax Abatement Appeal of Howard Hughes Company LLC Parcel No.: 137-26-212-006 NTC 20-102 Proposed Decision June 7, 2021 Page 2

It is anticipated that this matter will be placed on the August 16, 2021 Nevada Tax Commission meeting agenda. You will be notified of the time and place of the public meeting at which the Commission will consider this matter.

Sincerely,

Dena C. Smith Chief Administrative Law Judge (702) 486-3347 dcsmith@tax.state.nv.us

DCS/cag

Encl: Proposed Decision

Property Tax Abatement Appeal of Howard Hughes Company LLC Parcel No.: 137-26-212-006 NTC 20-102 Proposed Decision June 7, 2021 Page 3

CERTIFICATE OF SERVICE

I hereby certify that I am an employee of the Nevada Department of Taxation and have this day served the foregoing FINDINGS OF FACT, CONCLUSIONS OF LAW AND DECISION upon each of the parties of record in the matter of Appeal of Howard Hughes Company LLC, Parcel No. 137-26-212-006, NTC Case No. 20-102, by the following means:

By mailing a copy via U.S. Mail, with postage prepaid, to: Paul D. Bancroft, Esq. Cody R. Noble, Esq. McDonald Carano, LLP 2300 W. Sahara Ave., Ste. 1200 Las Vegas, NV 89102 Counsel for Las Vegas Resort Holdings, LLC dba SLS Las Vegas

By mailing a copy via U.S. Mail, with postage prepaid, to:

Lisa Logsdon Deputy District Attorney Office of the Clark County District Attorney – Civil Division 500 S. Grand Central Parkway, Suite 5075 P.O. Box 552215 Las Vegas, NV 89155-2215 Counsel for Clark County Assessor

By sending copies via electronic mail to:

Paul D. Bancroft, Esq. at pbancroft@mcdonaldcarano.com

Cody R. Noble, Esq.at cnoble@mcdonaldcarano.com

Lisa Logsdon, Deputy District Attorney, at Lisa.Logsdon@ClarkCountyDA.com

Dated at Henderson, Nevada, this <u>7th</u> day of June, 2021.

Employee, Nevada Department of Taxation

The Howard Hughes Company LLC

In the Matter of:

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BEFORE THE NEVADA TAX COMMISSION

)

3 THE HOWARD HUGHES COMPANY LLC, 4

NTC 20-102

Petitioner.

Parcel No.: 137-26-212-006

FINDINGS OF FACT, CONCLUSIONS OF LAW, AND DECISION

This is an appeal to the Nevada Tax Commission ("Commission") filed pursuant to Nevada Revised Statutes ("NRS") 361.4734 regarding the proper application of the property tax abatement to a parcel identified by Assessor's Parcel Number ("APN") 137-26-212-006 ("Subject Parcel") for tax year 2019-2020.

A hearing was held on November 17, 2020 by videoconference. Dena C. Smith, Chief Administrative Law Judge, acted as hearing officer and issued this Proposed Findings of Fact, Conclusions of Law and Decision pursuant to Nevada Administrative Code ("NAC") 361.61066.

Paul D. Bancroft, Esq. and Cody R. Noble, Esq. of McDonald Carano represented The Howard Hughes Company, LLC ("Petitioner"). Sandra Turner, Esq., Senior Assistant General Counsel for Petitioner, and Paul Burn, Land Surveyor with GCW Engineering, appeared and testified under oath for Petitioner. Mr. Bancroft also offered testimony under oath on behalf of Petitioner. Patrick Mai, Director of Finance for Petitioner, observed the hearing. Petitioner offered a Prehearing Statement, Supplemental Prehearing Statement, and Exhibits 1 through 18 which were accepted into the record.

The Clark County Assessor's Office ("Assessor") was represented by Lisa Logsdon, Deputy District Attorney. MaryAnne Widener, Manager of Property Appraisal,

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Jeffrey Bonesteel, Senior Property Appraiser, and Stephanie Jones, Management
 Analyst, appeared and testified under oath for the Assessor. The Assessor offered a
 Prehearing Statement and Exhibits A through J with Bates numbers 1-199 which were
 accepted into the record.

In its prehearing submissions, Petitioner proposed a valuation for the Subject Parcel if the parcel was determined to be a remainder parcel for purposes of the property tax abatement provided by NRS 361.4722. The Assessor did not address Petitioner's asserted value in its prehearing submissions. The parties proposed bifurcating the proceedings to first address whether the parcel is a remainder parcel and then, if the property was determined to be a remainder, to separately address valuation of the parcel as a remainder.

The ALJ declined to bifurcate the proceedings and the hearing was continued to December 15, 2020 to allow the Assessor an opportunity to respond to the Petitioner's proposed valuation of the Subject Parcel as a remainder. On December 8, 2020, the Assessor submitted Exhibits K through M with Bates numbers 200 through 202 which were accepted into the record. The parties agreed that the Assessor's Exhibits completed the factual record and, consequently, the continued hearing was unnecessary. Further, Petitioner agreed with the Assessor's taxable value of the parcel if it was determined to be a remainder.¹

The parties also agreed to submit Post Hearing Briefs. Petitioner submitted an Opening Brief dated January 20, 2021 and a Reply Brief dated March 8, 2021. The Assessor submitted an Answering Brief dated February 18, 2021. Those documents and

¹ Petitioner's Post-Hearing Brief p. 3.

The Howard Hughes Company LLC

the transcript of the November 17, 2020 hearing² were all made part of the record.
 Additionally, the ALJ included in the record Petitioner's Appeal to the Commission
 received on July 17, 2020 as Petitioner's Exhibit 19.

ISSUES

The issue for decision is whether the Assessor correctly classified the Subject Parcel as a new parcel for development and denied application of the property tax abatement to that parcel for tax year 2019-2020.

NEVADA'S PROPERTY TAX

Nevada imposes an ad valorem tax upon real property and upon the personal
property of businesses.³ Most property is appraised and assessed under a system of local
assessment at the county level by the county assessor within whose county the property
is located.⁴ The county assessors appraise the land, improvements, and personal
property associated with the property to arrive at the taxable value. The assessed value
of the property is then computed as 35% of its taxable value.⁵ The applicable tax rate is
applied to the assessed value to determine the amount of tax owed on the land,
improvements, and personal property for the tax year in question.⁶

In 2005, the Nevada Legislature determined that rising land values placed an unreasonable tax burden upon real property owners. To address the problem, the Legislature adopted an abatement system that has been codified at NRS 361.471 to

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 ² Petitioner provided the Transcript of the November 17, 2020 hearing ("Transcript") after Petitioner's Opening Post-Hearing Brief and the Assessor's Post-Hearing Answering Brief had been filed but before Petitioner filed its Post-Hearing Reply Brief. Consequently, Petitioner's Opening Post-Hearing Brief and the Assessor's Post-Hearing Brief cite to the hearing recording and only Petitioner's Post-Hearing Reply Brief cites to the Transcript.

²⁵ 3 *See* NRS Chapter 361.

⁴ See NRS 361.260.

^{26 5} See NRS 361.225.

⁶ See NRS 361.445 to 361.470, inclusive.

361.4735, inclusive. The taxes on a primary residence or low-income rental property are
abated to the extent that they have increased by more than 3% from the preceding year.⁷
The taxes on a conventional rental property, or any other type of real property including
vacant land, are abated to the extent that they have increased by more than 8% from the
preceding year.⁸

The abatement applies to the taxes only and not to the taxable or assessed values as established by the county assessors.⁹ Thus, the county assessors must continue to appraise the land and improvements according to the applicable statutory methodologies and without reference to the abatement scheme. The abatement does not apply until after the county assessors have established the taxable and assessed values for the year. The assessors continue to notify taxpayers annually of the taxable and assessed values that have been established for the real property in the state. The abatement is then applied to reduce the tax bill. The amount of the abatement is computed by reference to the taxes as assessed for the preceding year.

The abatement is generally inapplicable where no taxes were assessed in the preceding fiscal year. For example, when a developer cuts two smaller parcels from a larger parcel, each of the resulting smaller parcels is assigned a new parcel number and each is separately assessed in the current fiscal year. Since the smaller parcels did not exist in the previous year, there is no point of reference for computing the abatement. Therefore, the current year becomes the point of reference for computing the abatement in future years. In future years, this point of reference is commonly referred to as the base year. As a practical matter, the abatement ultimately ties back to the

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⁷ NRS 361.4723 and NRS 361.4724. ⁸ NRS 361.4722. ⁹ Id. assessed value of the property as established in its base year. The taxes for the base year are determined by reference to the assessed value of the property in the base year.

An exception to the rule arises when a resulting parcel is characterized as a "remainder parcel." Pursuant to NRS 361.4722(2), "the owner of any remainder parcel of real property for which no assessed valuation was separately established for the immediately preceding fiscal year, is entitled to a partial abatement." A parcel is a remainder parcel "if the use of that *remaining parcel* has not changed from the immediately preceding fiscal year."¹⁰ Thus, the new parcel must be evaluated to determine whether there has been any change from the prior year in the use of the property within the parcel designation. If the lot is properly characterized as a remainder parcel (i.e., no change in use from the prior year), the Assessor calculates and applies the abatement to the remainder parcel using the method set out in NAC 361.61038.

FINDINGS OF FACT

For tax year 2018-2019, the Subject Parcel was part of APN 137-26-101-001, a vacant 328-acre parcel owned by Petitioner ("Master Parcel") in the Summerlin Master Planned Community.¹¹ The Master Parcel was approved for a variety of uses. It received the property tax abatement in tax year 2018-2019.¹²

On May 7, 2019, Petitioner recorded a subdivision map titled "Summerlin Village 21 Unit 1 – Large Lot Final Map (Common Interest Community)" ("Final Map") which partitioned the Master Parcel into 7 new parcels: Lot 1 (242.13 acres), Lot A (13.77

¹⁰ NRS 361.4722(6) (emphasis added).
¹¹ Exhibits 1 and A.
¹² Id. and Exhibit 2.

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acres), Lot B (13.79 acres), Lot C (15.15 acres), Lot D (14.75 acres), Lot G (4.97 acres),
 and the Subject Parcel, Lot H (6.33 acres).¹³

For tax year 2019-2020, the Assessor separately evaluated each of the 7 new parcels for purposes of the property tax abatement.¹⁴ All of the lots were vacant land at that time. The Assessor concluded that Lots 1, A, B, C, and D were remainder parcels because the designations for those lots indicated that the lots would be divided again. Specifically, Lot 1, the largest of the new lots, was designated for various mixed uses consistent with the Master Parcel's use and Lots A, B, C, and D had been approved for residential development but had not yet been divided into separate residential lots.

As to Lots G and H, the Summerlin Phase I and West and Use Plan identified them for use as "Employment Center."¹⁵ The Summerlin Development Standards adopted by the Las Vegas City Council in 2004 describe the use of parcels designated as employment centers as office, light industry, business, professional, support commercial services, and higher-density multi-family residential (apartments).¹⁶ The Final Map divided Lots G and H into parcels which sizes conform to the land use designation of employment center and further partitions or maps would not be required in order to develop those lots. The filing of the Final Map indicated Petitioner's plan and intent to develop Lots G and H for commercial use.

Accordingly, the Assessor concluded that the Final Map indicated a change in use of those parcels from vacant to commercial development. Specifically, the Assessor concluded Petitioner's creation of Lots G and H and designation of those lots as Employment Centers showed it was holding Lots G and H for commercial development at the end of tax year 2019-2020 which was a change in use of the property from the

- ¹⁴ Exhibits F and G.
- ¹⁵ Exhibits 14, 15, 16, and H.
 - ¹⁶ Exhibit B.

¹³ Exhibit 3.

prior tax year. Based on this, the Assessor determined Lots G and H were ineligible for
 the property tax abatement as new parcels for development ("NPDs").¹⁷

Petitioner timely filed a Written Petition for Review of Partial Abatement
 Determination with the Assessor disputing the Assessor's classification of Lot H, the
 Subject Parcel, as an NPD and denial of the property tax abatement for that lot.¹⁸
 Petitioner did not dispute the Assessor's NPD determination and denial of the
 abatement for Lot G. The Assessor declined to adjust its determination for the Subject
 Parcel, citing NAC 361.61016 and NAC 361.61034.¹⁹ Petitioner timely filed an Appeal to
 the Commission.²⁰

Following the tax year 2019-2020 appraisal but before the hearing in this matter, Lot G was developed as a Las Vegas Metropolitan Police substation without further partitioning or the filing of additional maps.²¹ Lot H remained vacant as of the date of the hearing.

CONCLUSIONS OF LAW

In an appeal of an assessor's denial of the abatement provided in NRS 361.4722, the taxpayer has the burden of proof to demonstrate that it qualified for application of the abatement.²² Thus, Petitioner had the burden to show that the Subject Parcel was a remainder parcel for tax year 2019-2020 and, therefore, eligible for the abatement.

Since the enactment of the property tax abatement in 2005, the Commission has adopted and revised regulations which set guidelines for Assessors in applying the abatement.²³ The regulations divide newly created parcels into 2 categories: a remainder

- ²¹ Transcript pp. 37-38.
- ²² NAC 361.61066(2) adopting NAC 360.130.
 ²³ NAC 361.61002 through NAC 361.61038.

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¹⁷ Exhibit 5.

¹⁸ Exhibit 6. ¹⁹ Exhibit 7.

²⁰ Exhibit 19.

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parcel, one whose use has not changed since the prior year and is eligible for the abatement, or an NPD, one whose use has changed since the prior year and is ineligible for the abatement.²⁴

As a result of litigation involving Howard Hughes Properties, Inc. and the Assessor, the Nevada Supreme Court established a two-prong test for determining whether a newly created parcel is a remainder.²⁵ "Under the first prong, upon the division of a larger parcel, the Assessor must determine if one of the subdivided parcels is an NPD. The Assessor must first identify if there is an NPD, because under NRS 361.4722(6), there cannot be a *remainder* parcel unless one of the other subdivided parcels is an NPD."²⁶ To carry out the first portion of the analysis, "the Assessor applies a multifactor approach. The multifactor approach includes consideration of the size of the parcel, the money spent separating the parcel, how the parcel aligns with developed parcels in that area, and the zoning of the parcel."²⁷ Then, if the first prong has been satisfied, the Assessor examines the other newly created parcels to determine whether the use of those parcels has changed. If there is no change in use for those parcels, they are remainder parcels.²⁸

Following that litigation, the Commission asked the Department of Taxation to revise the property tax abatement regulations to address the Nevada Supreme Court decision and ultimately enacted those changes in 2019.²⁹ The revised regulations set a presumption that a new parcel is an NPD, but the new parcel must be evaluated for a change in use.³⁰

²⁴ NAC 361.61016 as amended by LCB File No. R021-17 Section 3, NAC 361.61026, and NAC 361.61034(4) as amended by LCB File No. R021-17 Section 5.

 ²⁵ Clark County v. State of Nevada ex rel Nevada Tax Commission, 131 Nev. 1264, unpublished Case No.
 64587 (February 19, 2015). Exhibit C.

²⁶ *Id.* (emphasis in original).

 $^{||}_{2^{7}}$ *Id.* p. 6 (internal citation omitted). $|_{2^{8}}$ *Id.*

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 ²⁹ The changes adopted in 2019 have not yet been added to the codified version of the NAC and may be found in the Adopted Regulation of the Nevada Tax Commission LCB File No. R021-17 at Exhibit D.
 ³⁰ NAC 201 01010 as an add by LCB File No. R021-17 at Exhibit D.

^{26 30} NAC 361.61016 as amended by LCB File No. R021-17 Section 3 and NAC 361.61034(4) as amended by LCB File No. R021-17 Section 5.

The Howard Hughes Company LLC

1	NAC 361.61034(2), the relevant provision for determining whether a change in
2	use from the prior year has occurred, was enacted in 2019 and reads:
3	A determination that there is a change in the use of the property must be
4	based on a finding that: (a) The property was being used as vacant land as of the
5	commencement of the prior year and: (1) As the result of the recording of a subdivision map creating
6	individual lots for residential development, the property is held for residential use as of the commencement of the current year;
7	(2) As the result of the recording of a subdivision map creating a new commercial or industrial subdivision or the creation of new parcels within such a
8	subdivision, the property is held for commercial or industrial use as of the
9	commencement of the current year; or (3) As the result of new construction on the parcel sufficient to
10	allow for an identification of the use of the property, the property is in agricultural use, open-space use, residential use, commercial or industrial
11	use, institutional use or recreational use as of the commencement of the current year; or
12	(b) The use of the property as of the commencement of the current year for agricultural use, open-space use, residential use, commercial or
13 14	industrial use, institutional use or recreational use is different from the use of the property as of the commencement of the prior year. ³¹
15	NAC 361.61034(2)(a)(1) and (2) recognize that there can be a change in use from vacant
16	to residential or commercial even when there is no actual residential or commercial
17	construction on the land. ³²
18	Here, the Assessor complied with the Nevada Supreme Court's two-prong test. As
19	described above, the Assessor first applied the multifactor approach to the 7 newly
20	subdivided parcels created by the Final Map and determined that there were two NPDs,
21	Lot G and the Subject Parcel, Lot H, whose use had changed from the prior year as a
22	result of the filing of the Final Map. Based on that finding, the Assessor proceeded to the
23	second step of the analysis and examined the other new parcels (Lots 1, A, B, C, and D)
24	and determined their use had not changed.
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 $^{^{31}}$ Exhibit D. 32 Change of use based on new construction is provided for in NAC 361.61034(2)(a)(3).

The parties agree that Petitioner created the Subject Parcel by recording the Final Map. However, Petitioner maintains the Final Map does not satisfy NAC 361.61034(2)(a)(2) for the Subject Parcel, Lot H, because the Final Map is not a "commercial subdivision map" and a "commercial subdivision map" is the only document contemplated by the regulation to result in a change of use. Based on this, Petitioner reasoned that the Subject Parcel was a remainder parcel and eligible for the abatement. Conversely, the Assessor maintained the Final Map which created the Subject Parcel was the vehicle for changing the use of the Subject Parcel from vacant to commercial. The Assessor argued that after filing the Final Map, Petitioner held the Subject Parcel for commercial use. Consequently, under NAC 361.61034(2)(a)(2) the use of the Subject Parcel changed from the prior year as a result of the Final Map and it must be classified as an NPD, rather than a remainder parcel, making it ineligible for the abatement.

"It is well established that when the language of a statute is plain and unambiguous, a court should give that language its ordinary meaning and not go beyond it."³³ And the plain meaning of a statute is "ascertained by examining the context and language of the statute as a whole."³⁴ "However, ambiguity is not always a prerequisite to using extrinsic aids," such as the Legislature's intent.³⁵ This is because "[T]he plain meaning rule ... is not to be used to thwart or distort the intent of [the Legislature] by excluding from consideration enlightening material from the legislative history."³⁶ "[T]he Legislature's intent" is gleaned "by evaluating the legislative history and

³⁶ *Id.* (internal quotation marks omitted).

³³ Banegas v. State Indus. Ins. Sys., 117 Nev. 222, 225, 19 P.3d 245, 247 (2001).

 ³⁴ Karcher Firestopping v. Meadow Valley Contractors, Inc., 125 Nev. 111, 113, 204 P.3d 1262, 1263
 (2009).

³⁵ A.J. v. Eighth Judicial District Court, 133 Nev. 202, 206, 394 P.3d 1209, 1213 (2017) (citing 2A Norman J. Singer & Shambie Singer, Statutes and Statutory Construction § 48:1, at 554 (7th ed. 2014).

construing the statute in a manner that conforms to reason and public policy."³⁷ These
 rules of statutory construction also apply when interpreting regulations.³⁸

By its plain language, NAC 361.61034(2)(a)(2) applies more broadly than Petitioner proposes. The regulation recognizes two alternative scenarios under which actions taken by the landowner as to vacant land results in a change of the use of the land from vacant to commercial: (1) "As a result of the recording of a subdivision map creating a new commercial or industrial subdivision . . . , the property is held for commercial or industrial use as of the commencement of the current year" and (2) "As a result of . . . the creation of new parcels within such a subdivision, the property is held for commercial or industrial use as of the commencement of the current year."³⁹ Thus, NAC 361.61034(2)(a)(2) recognizes two points at which the use of new parcels can change from vacant to commercial for purposes of the property tax abatement: the recording of a map creating a commercial subdivision and when parcels are created by means other than a map.

If, as Petitioner argued, the regulation intended the recording of a commercial subdivision map to be the only triggering action for NAC 361.61034(2)(a)(2), presumably the phrase "As a result of the recording of a subdivision map" would have applied to both new subdivisions and new parcels. In this context, the regulation would either have used the term "creating" for both new subdivisions and new parcels (e.g., creating a new commercial or industrial subdivision or creating new parcels) or eliminated the repetition altogether (e.g., creating a new commercial or industrial subdivision or new parcels). But the grammar of the regulation does not support

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³⁷ Id. (citing Great Basin Water Network v. Taylor, 126 Nev. 187, 196, 234 P.3d 912, 918 (2010)). ³⁸ Meridian Gold Co. v. State ex rel. Department of Taxation, 119 Nev. 630, 633, 81 P.3d 516, 518 (2003).

³⁹ The Nevada Supreme Court has observed that interpreting the term "or" to mean "or" and "and" has been an accepted practice due to a laxity in the legislative use of those terms. *Desert Irrigation, Ltd. v. State*, 113 Nev. 1049, 1056 (1997). However, the full language and grammar of this section indicates an intent

²⁶ *State*, 113 Nev. 1049, 1056 (1997). However, the full language and grammar of this section indicates an intent to differentiate the filing of a subdivision map from other means of creating of new parcels.

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Petitioner's interpretation that the filing of a subdivision map is the only triggering
 event for purposes of NAC 361.61034(2)(a)(2).

Additionally, a comparison of the language of the adopted regulation to the language in another proposed version further supports that the adopted regulation intended a different construction than that advocated by Petitioner. The previously proposed version of NAC 361.61034(2)(a)(2) read: "As the result of the recording of a subdivision map creating a new commercial or industrial subdivision including any new parcels created within the subdivision in the same year, the property is held for commercial or industrial use as of the commencement of the current year."⁴⁰ This language envisioned the filing of a commercial subdivision map creating both a subdivision and parcels; but this language was not adopted – meaning this was not the regulative intent.

Finally, the regulation intended to establish different rules for commercial properties than for residential properties. This is because residential properties may only be further divided by maps while commercial properties may be divided into new parcels by commercial subdivision maps, parcel maps, and even by deed without the filing of additional maps. Petitioner provided testimony at the hearing on the importance of this distinction⁴¹ and the regulation workshops included discussions of the creation of commercial parcels by both maps and deeds.⁴² Based on this important distinction between residential and commercial properties, NAC 361.61034(2)(a)(1) recognizes only the recording of a map as an indicia of a change in use for residential properties while NAC 361.61034(2)(a)(2) provides more than one method for recognizing a change of use for commercial properties. A narrower reading of NAC 361.61034(2)(a)(2) would lead to the absurd result of allowing new commercial parcels

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⁴¹ Transcript pp. 35-37 and 50-52

⁴⁰ Exhibit E p. 150.

⁴² See Exhibit Ê pp. 138-139, 149, and 154.

to escape the consequence of a change in use (the loss of the abatement) when those
new parcels are created by means other than the filing of a "commercial subdivision
map."⁴³

Read as a whole and within the context of the property tax abatement scheme, the language of NAC 361.61034(2)(a)(2) recognizes that when a new, previously vacant parcel is created and designated for commercial use – whether by a commercial subdivision map or otherwise – that is the change which will result in a designation of NPD and the loss of the abatement for that tax year. The conditions under which the Subject Parcel was created meet the requirements of NAC 361.61034(2)(a)(2) for a change in use from vacant to commercial for tax year 2019-2020 and, based on this, the Subject Parcel was properly classified as an NPD.

This reading of NAC 361.61034(2)(a)(2) is further supported by the uncontested treatment of Lot G. Petitioner did not dispute the classification of that parcel as an NPD. By accepting the designation of Lot G as the NPD, Petitioner conceded that the Final Map satisfied the requirements of NAC 361.61034(2)(a)(2) for a change in use from vacant to commercial for tax year 2019-2020 for Lot G.⁴⁴ As observed above, Lots G and H were both created by the Final Map and were given the same treatment by the Final Map. As a result of the Final Map, Lots G and H were similar in size and both designated as "Employment Center." And though they both remained vacant, they were held for commercial development as of the end of tax year 2019-2020 and were ready for commercial development without further partitions or maps. Despite this, Petitioner presented no evidence in support of its position that the Subject Parcel should be treated differently than Lot G. Further, Petitioner did not establish why the Final Map satisfied

⁴³ *Meridian Gold Co.*, 119 Nev. at 633, 81 P.3d at 518 (Nev. 2003) ("we must construe statutory language to avoid absurd or unreasonable results.").

⁴⁴ It is important that Lot G was designated as such in light of the Nevada Supreme Court's ruling that "there cannot be a *remainder* parcel unless one of the other subdivided parcels is an NPD." *Clark County*

v. State of Nevada ex rel Nevada Tax Commission, 131 Nev. 1264, unpublished Case No. 64587 (February 19, 2015) (emphasis in original). Exhibit C.

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1	NAC 361.61034(2)(a)(2) as to Lot G but did not do the same for the Subject Parcel. The
2	Subject Parcel is properly subjected to the same tax treatment as Lot G.

DECISION

Now, THEREFORE, based upon the foregoing Findings of Fact and Conclusions of Law, and GOOD CAUSE APPEARING THEREFORE, it is hereby ORDERED that the Assessor's determination that Parcel No.: 137-26-212-006 is a new parcel for development for tax year 2019-2020 was made in accordance with NRS 361.4722 and NAC 361.61034 and is UPHELD.

11	DATED this _	day of	, 2021.
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23	Dens C. Smith	h Once	
24	Chief Admini	strative Law Judge	
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