BEFORE THE OFFICE OF TAX APPEALS STATE OF CALIFORNIA

IN THE MATTER OF THE APPEAL OF, COAST WASTE MANAGEMENT, INC., APPELLANT.)	18063386
IN THE MATTER OF THE APPEAL OF, G.I. INDUSTRIES, INC., APPELLANT.)	18063387
IN THE MATTER OF THE APPEAL OF, USA WASTE MANAGEMENT OF CALIFORNIA, INC., APPELLANT.	OTA NO.	18063388
IN THE MATTER OF THE APPEAL OF, VALLEY GARBAGE AND RUBBISH CO., INC. APPELLANT.	OTA NO.	18063389

BEFORE THE OFFICE OF TAX APPEALS STATE OF CALIFORNIA

IN THE MATTER OF WASTE MANAGEMENT RECYCLING, INC.,	·)) OTA NO. 18063390)))
IN THE MATTER OF WASTE MANAGEMENT COUNTY, INC.,))) OTA NO. 18063391)))
IN THE MATTER OF WASTE MANAGEMENT INC.,	·)) OTA NO. 18063392)))

TRANSCRIPT OF PROCEEDINGS Los Angeles, California Wednesday, February 20, 2019

Reported by: ERNALYN M. ALONZO HEARING REPORTER

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IN THE MATTER OF THE APPEAL OF,)
COAST WASTE MANAGEMENT, INC.,) OTA NO. 18063386
APPELLANT.)
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)
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APPELLANT.)
	, -
IN THE MATTER OF THE APPEAL OF,)
VALLEY GARBAGE AND RUBBISH CO., INC.,) OTA NO. 18063389
APPELLANT.)
) -

1	BEFORE THE OFFICE OF TAX APPEALS	
2	STATE OF CALIFORNIA	
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4		
5	IN THE MATTER OF THE APPEAL OF,	
6	WASTE MANAGEMENT COLLECTION &) OTA NO. 18063390 RECYCLING, INC.,	
7)	
8	APPELLANT.)	
9		
10	IN THE MATTER OF THE APPEAL OF,)	
11	WASTE MANAGEMENT OF ALAMEDA) OTA NO. 18063391 COUNTY, INC.,	
12	APPELLANT.)	
13	, 	
14	IN THE MATTER OF THE APPEAL OF,	
15	WASTE MANAGEMENT OF CALIFORNIA,) OTA NO. 18063392 INC.,	
16) APPELLANT.)	
17)	
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19	Transcript of Proceedings, taken at	
20	355 South Grand Avenue, South Tower, 23rd Floor,	
21	Los Angeles, California, 90012,	
22	commencing at 7:50 a.m. and concluding	
23	at 8:15 a.m. on Wednesday, February 20, 2019,	
24	reported by Ernalyn M. Alonzo, Hearing Reporter,	
25	in and for the State of California.	

1	APPEARANCES:	
2		
3	Panel Lead:	Hon. JEFF ANGEJA
4	Panel Members:	Hon. MICHAEL GEARY
5		Hon. DANIEL CHO
6	For the Appellant:	MARSHAL SULAYMAN,
7 8		Representative JEFFERY MARKS, Attorney KARRI ROZARIO, Attorney
9	For the Respondent:	State of California
10		Franchise Tax Board By: KEVIN SMITH STEPHEN SMITH
11		DAMIAN ARMITAGE
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13		P.O. Box 1720 Rancho Cordova, CA 95741
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1		I N D E X
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1	Los Angeles, California; Wednesday, February 20, 2019
2	7:50 a.m.
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4	ADMINISTRATIVE LAW JUDGE ANGEJA: We'll go on the
5	record for the Office of Tax Appeal's hearings for these
6	consolidated appeals of Coast Waste Management. Bear with
7	me, I want to read all of the Appellants as well as OTA
8	case numbers for the record.
9	Coast Waste Management, Inc., 180663386;
10	G.I. Industries, Inc., 18063387; USA Waste Management of
11	California, Inc., 18063388; Valley Garbage and
12	Rubbish Co., Inc., 18063389; Waste Management Collection &
13	Recycling, Inc., 18063390; Waste Management of Alameda
14	County, Inc., 18063391; and Waste Management of
15	California, Inc., 180063392.
16	Did I miss any? I don't think that I did. We're
17	in Los Angeles, California. The date is
18	February 20th, 2019, and it's 7:52 according to my clock.
19	My name is Jeff Angeja. I'm the lead administrative law
20	judge for this hearing. My co-panelist today are Mike
21	Geary and Daniel Cho.
22	Can I have the Appellants identify themselves for
23	the record?
24	MR. MARKS: Yes. My name is Jeff Marks, Deloitte
25	Tax, representing the Appellants.

1	MS. ROZARIO: Karri Rozario, Deloitte Tax,
2	representing the Appellants.
3	ADMINISTRATIVE LAW JUDGE ANGEJA: And for CDTFA?
4	MR. K. SMITH: Kevin Smith, CDTFA, representing
5	the Department.
6	MR. ARMITAGE: Damian Armitage with CDTFA.
7	MR. S. SMITH: Steven Smith, CDTFA.
8	ADMINISTRATIVE LAW JUDGE ANGEJA: And
9	Mr. Armitage, what's your position?
10	MR. ARMITAGE: Technical adviser.
11	ADMINISTRATIVE LAW JUDGE ANGEJA: Okay. Is it
12	business tax
13	MR. ARMITAGE: Specialist III.
14	ADMINISTRATIVE LAW JUDGE ANGEJA: I always forget
15	until I get back up to headquarters. Okay.
16	So the parties have agreed that the issue of
17	these consolidated appeals is whether Appellants have
18	established that they are entitled to a refund of a
19	portion of the annual flat rate fuel tax, which is imposed
20	pursuant to Section 8651.7.
21	So my first order of business is to usually turn
22	to the evidence. So this is the spot where this will fit
23	any place else, or better than any place else. During the
24	prehearing conference, Appellants indicated they have one
25	exhibit that has been previously provided to CDTFA. CDTFA

had no objection.

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We marked it, distributed it yesterday while traveling down here. I got a copy of an e-mail that there were four additional exhibits. They weren't identified on the -- during the prehearing conference. So I want to hear a good reason why they should be introduced last minute. And we had sent an e-mail response that we weren't inclined to admit it because they are last minute. So go ahead.

MR. MARKS: Yes, I saw it. And we understand that the 35 percent safe harbor exemption rate is -- certainly can be used, so I believe we have a solid argument for a refund provision. But we want to provide a -- some additional information related to that safe harbor exemption rate to help the OTA in its decision-making process.

The four exhibits, three of them are Board of Equalization memorandum and other notices around the 14 -- regulation 1432 rule-making process. Therefore, I believe the CDTFA has seen these before. And then the Exhibit 5 is a -- just a list of states at -- in the different PTO exemption rates.

ADMINISTRATIVE LAW JUDGE ANGEJA: The reason why -- and I did look at them. The dates from those are from 2015 and 2016. We have had the prehearing conference

1 on January 31st. Any reason why we couldn't have had that 2 identified prior? 3 MR. MARKS: No. There's no -- no specific reason 4 why we shouldn't have added it prior, but after further deliberation we thought that it would be helpful in the 5 6 process. 7 ADMINISTRATIVE LAW JUDGE ANGEJA: And I don't want to belabor this point, but CDTFA, I don't know if you 8 9 have an objection or not? 10 MR. K. SMITH: We do object to the admission. 11 ADMINISTRATIVE LAW JUDGE ANGEJA: Okav. 12 right. So my concern is we've got one of our Rules of Tax 13 Appeals, Rule 30428: Parties should exchange copies and their exhibits 15 calendars days before the hearing or 14 15 earlier as directed to by OTA. 16 And the prehearing conference, part of the 17 prehearing conference is for an efficient full hearing. 18 Everybody has advanced notice of the exhibits. 19 going to exclude those, based on our regulations and per 20 our prehearing conference and minutes ordered as a result 21 of that. 22 You can still make the argument, but I'm not 23 going to have the exhibit. 24 MR. MARKS: Okay. 25 ADMINISTRATIVE LAW JUDGE ANGEJA: And my

understanding is neither party has witnesses for today?

MR. K. SMITH: Correct.

ADMINISTRATIVE LAW JUDGE ANGEJA: Part of why I'm harping on that a little bit is there's two parts to a hearing. We get the evidence in, and then we have the arguments. So to have evidence dropped at the last minute today sort of disrupts that. So I want to turn to the arguments. We would begin with Appellants' argument. You guys had agreed in the prehearing conference it should take approximately 15 minutes.

CDTFA will be allowed to ask questions as well as the judges, if we have any. CDTFA can then make its presentation. They said they could do it in 10 minutes. Appellants as well as judges can ask questions. And then you guys would be allowed approximately a five-minute rebuttal, if needed.

With that, that's enough out of me. Let's get started and have the Appellants tell us your side of the story.

OPENING STATEMENT

MR. MARKS: Absolutely. Good morning. My name is Jeff Marks, and this Karri Rozario representing the Appellants. As part of these consolidated appeals, the Appellants are in the waste and sanitation business and

operate throughout California. In providing these services, Appellants maintain a fleet of vehicles that are powered by diesel fuel, compressed natural gas or CNG, liquefied natural gas or LNG. And some of these vehicles are equipped with powered takeoff or PTO equipment.

PTO equipment allows engine power to be transferred to outside devices, such as compactors on garbage trucks. The examples of the types of the power takeoff equipment used in Appellants' fleet is referenced on pages 8 through 12 of Exhibit 1, if you want to have more information as to that, or having discussions as to that.

As to the taxes involved, California imposes a use fuel tax on compressed natural gas and liquefied natural gas in Division 2, Part 3 of the Revenue and Taxation Code. It provides two mechanisms to pay the use fuel tax. The first mechanism is to pay a per-gallon tax that's collected from the operator of the CNG or LNG vehicle by a registered vendor and then remitted to the Department. The per gallon tax mechanism is described in Revenue and Taxation Code Section 8651.6.

The second mechanism is the annual flat rate tax.

The annual flat rate tax allows vehicle operators to prepay an annual flat rate tax to the Department. In turn, the CNG and LNG vehicle operators do not pay the

per-gallon tax to the venders. The annual flat rate tax provides a graduated tax rate schedule that's dependent on the vehicle's weight. It ranges from \$36.00 a vehicle to \$168.00 per vehicle.

The annual flat rate tax is a mechanism which is prescribed in Revenue and Taxation Code Section 8651.7(a). As stipulated and agreed to by both parties, Appellants paid the annual flat rate tax for the vehicles that are subject to this refund. Appellants also annually file a user use fuel tax return, wherein, the vehicles for which the annual flat rate tax has been paid. In essence, this is an informational return.

Appellants claim a consolidated overpayment of \$209,701.80 in use fuel tax paid, and it was subsequently applied by the Department Tax and Fee Administration. The refund is treatable to the percentage of fuel used in PTO equipment, and for which the annual flat rate tax paid. It is the Appellants' position that the statutory construction for the use fuel tax statutes unambiguously provide for refund of the annual flat rate tax.

Specifically, Revenue and Taxation Code Section 8652(c), provides that, "No tax shall be imposed upon any user with respect to that fuel which the user establishes satisfaction of the board is used for purpose other than generation of power to compel a motor vehicle in this

state."

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I want to reemphasis a portion of Section 8652(c). It states, "No tax shall be imposed upon any use."

Subsection 8652 makes no distinction between the annual flat rate tax imposed under Section 8651.7 and the per gallon tax imposed under 8651.6. The Department even concedes as much in its decision dated, May 10th, 2018, in a subsequent brief that OTA dated August 2nd, 2018.

Quoting from page 6, the decision, the Department states, "That" -- and I quote, "We agree the claimant's statement that the annual flat rate fuel tax is a tax in our fee," end quote.

It is Appellant's contention that the termination of the annual flat rate tax paid by Appellants is a tax in the May 10, 2018, denial letter is the defining point at issue. The Department makes two contentions that are based on the statute of construction use fuel tax law, that the Appellants are not entitled to a refund.

First, by corporation of the May 10th, 2018, decision. The Department asserts that Claimants' election to pay the annual flat rate tax, which results in less tax paid than Appellants would have had paid per gallon tax, prohibits the refund overpayment prescribed in Sections 8652 and 9151. From a statutory perspective, this

rationale is mistaken.

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In the footnote 6 of the May 10th, 2018, decision, Department provides further rationale. I'm quoting, "The business tax and fee division stated at the appeals conference that claimants cannot obtain a refund if they reported the use fuel tax on an annual basis.

"And we do not agree with that statement because section 9151 states an amount paid excess of the amount due shall be credited on any amounts then due and payable and the balance refunded. The mere fact that claimants reported on an annual basis does not preclude a refund from being issued if claimants were to show that they overpaid the tax.

"However, as these appeals demonstrate, it seems unlikely that CNG or LNG fuel users, non-propulsion uses, would ever be high enough to warrant a refund of taxes paid on the annual flat rate tax basis," end quote.

Further, the Department's denial ends with a statement summarizing its position by stating at the bottom of page 7 and top of page 8, and I quote, "The mere fact that the annual flat rate fuel tax is a tax does not mean refund issued on the basis of exempt use without any regard as to whether the amount of tax reported exceeds the amount legally due," end quote.

The Department's assertion that a refund is only

available so long as the amount of tax reported exceeds the amount of tax legally due is erroneous. Payments paid the amount of use fuel tax weekly do, pursuant to the annual flat rate tax as statutorily and legally prescribed in Section 8651.6(b)(2) and Section 8651.7.

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If Appellants elected to pay the per gallon tax instead of the annual flat rate tax, then not only would Appellants have a higher tax liability, but they would also have a higher refund claim as well. The Department's second contention that the Appellant's are not entitled to a refund is because the amount owed under the annual flat rate tax based on the weight of the vehicle and not the gallons of fuel used. And that is impossible to calculate the amount of fuel used in that manner without first determining the amount of fuel used. We respectfully disagree with this contention.

8651.7(a) provides, and I quote, "The owner or operator of a vehicle propelled by a system using liquefied natural gas or compressed natural gas may pay the fuel tax for the fuel use of those fuels by paying an annual flat rate fuel tax." And I want to again reemphasis the language, "May pay the fuel tax for the use of those fuels."

If the general assembly intended for the annual flat rat tax to be unrelated to fuel usage, it would have

instead only be based on the weight of the vehicle. And the general assembly would have excluded the "for the use of those fuels" language in the drafting of Section 8651.7. Instead by specifically incorporating such language, the general assembly intended that the payment of the annual flat rate tax is also strictly statutorily speaking the payment of a fuel tax for the use of those fuels.

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Accordingly, because Appellants paid the annual flat rate tax in Section 8651.7 for the use of compressed natural gas and liquefied natural gas, Appellants also paid for the fuel tax for the use of those fuels and in turn are entitled to a refund claim.

Furthermore, the general assembly's enactment of higher rates for heavier vehicles, in any case, the general assembly's intention to enact a tax similar to the per gallon tax. That is taxing less fuel efficient vehicles at a higher rate. Accordingly, even the annual flat rate tax structure is congruent to the statutory language in that it is a tax for the use of those fuels.

The second issue at contention is appellant's method to calculate the refund over payment amount.

Appellant's California Regulation Title 18 Section 1432(a)(2), Regulation 1432 provides safe harbor exemption; 35 percent for garbage trucks. The 35 percent

safe harbor exemption is a reasonable exemption percentage 1 2 for CNG trucks. And the key here is there's no difference between 3 4 the gallons of fuel attributable to auxiliary or PTO equipment and the proposal functionality of the equipment 5 6 no matter whether that truck is a CNG truck, and LNG 7 truck, or diesel fuel truck. While it may not be an exact number, it is reasonable. And there is no disputing the 8 9 fact that it's certainly -- the safe harbor exemption 10 percentage is not zero percent. 11 ADMINISTRATIVE LAW JUDGE ANGEJA: Does that 12 conclude your presentation? 13 MR. MARKS: Yes. ADMINISTRATIVE LAW JUDGE ANGEJA: All right. 14 Any 15 questions. 16 ADMINISTRATIVE LAW JUDGE CHO: No, I don't have 17 any questions. 18 ADMINISTRATIVE LAW JUDGE ANGEJA: Okav. CDTFA? 19 2.0 OPENING STATEMENT 21 MR. K. SMITH: Good morning. I'm Kevin Smith 22 from the CDTFA legal Department with Stephen Smith and 23 Damian Armitage, ask the claims for refund be denied. 24 Claimants cannot use the 35-percent safe harbor 25 amount Regulation 1432 because that regulation applies to

the use of diesel fuel and not fuels tax and use tax law. While we agree that a refund may be given for fuel not used in propulsion because the amount owed under the annual flat rate fuel tax is based on the weight of the vehicle, not the amount of fuel used. It's impossible to calculate the amount of fuel use in an exempt manner without first determining the total amount of fuel used.

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And as Claimants have conceded, the end result in this calculation is that no refund would be due.

Regarding Claimant's argument that they should be able to apply the safe harbor amount to the flat rate amount it pays, this argument is filed for two reasons. First, as stated previously, the safe harbor amount is for diesel fuel use, not field tax under the use fuel tax law.

And second, the amount paid as the flat rate for fuel use encompasses all the use of the field and would not be appropriate to apply to safe harbor percentages, so flat rate. Because that rate already takes into account all uses of fuel, including any use of --

ADMINISTRATIVE LAW JUDGE ANGEJA: I hate to stop you, but I missed your first point. Can your repeat that? You said for two reasons. I got the second one.

MR. K. SMITH: Okay. Sure. Arguments filed for two reasons. First, as stated previously, the safe harbor amounts apply to diesel fuel use, not fuels tax under the

1	use fuel tax law.
2	ADMINISTRATIVE LAW JUDGE ANGEJA: Okay. Thank
3	you.
4	MR. K. SMITH: That's all I have.
5	ADMINISTRATIVE LAW JUDGE ANGEJA: Okay. You guys
6	have nine minutes left. Any questions of the Department?
7	ADMINISTRATIVE LAW JUDGE GEARY: No.
8	ADMINISTRATIVE LAW JUDGE ANGEJA: Appellants, do
9	you have questions of them?
10	MR. MARKS: Can you repeat your second
11	MR. K. SMITH: Sure. Sure. The second the
12	amount paid for the flat rate fuel use encompasses all
13	uses of the fuel. That would not be appropriate to apply
14	to safe harbor percentages, that flat rate, because that
15	rate already takes into account all uses of fuel.
16	MS. ROZARIO: I have just one quick question.
17	MR. SMITH: Sure.
18	MS. ROZARIO: There was a statement that you were
19	talking about the Claimant agreed. I didn't get the
20	entire statement. It was something to the effect it was
21	not a refund is not applicable.
22	MR. K. SMITH: We agree that a refund may be
23	given for fuel not used for propulsion.
24	MR. MARKS: Was that the tax would be higher if
25	they paid the per-gallon tax?

1 MR. K. SMITH: Right. And I believe you guys 2 conceded previously that you paid per gallon. calculated your total fuel usage, and then take a 35 3 4 percent cut off of that. You would owe more than a flat 5 rate. 6 MR. MARKS: That would be correct, but the refund 7 would still be more than under the --MR. K. SMITH: Right. But you would end up 8 9 paying more total tax. 10 ADMINISTRATIVE LAW JUDGE ANGEJA: I had that as 11 one of the stipulation from prehearing conference. 12 MR. MARKS: Yeah. 13 ADMINISTRATIVE LAW JUDGE ANGEJA: So all right. I have one question, but I'll hold it until the end. 14 15 you want to do a rebuttal? MR. MARKS: No. I think we addressed everything. 16 17 ADMINISTRATIVE LAW JUDGE ANGEJA: So I want to --18 I realize the analogy won't be perfect because I'm going 19 to borrow from the income tax, but it's an intuitive 20 concept that helps me apply here. Isn't this sort of if 21 one were to take the standard deduction and then subtract 22 from that itemized expenses, that's sort of the mixture of 23 the two different methods here, or am I missing something? 24 MR. MARKS: No. I think that it's two -- this is not a deduction of -- there's two different mechanisms to 25

1 pay the use fuel tax. It's not a -- necessarily a 2 deduction. They are two separate -- two wholly separate 3 mechanisms. One is a per-gallon tax, and the other is an 4 annual flat rate tax. So they are, while you are still 5 paying the use fuel tax, they are two separate sub-taxes, 6 if you will. 7 ADMINISTRATIVE LAW JUDGE ANGEJA: MS. ROZARIO: Also the statute does not 8 9 preclude -- I mean, the statute defines what the exempt 10 The exempt use happens no matter which 11 methodology you elect in terms of payment. And so to kind 12 of follow the analogy, if we would have paid per gallon, 13 we would have paid more in our refund under exempt use, which is still a lot. You know, that is still covered by 14 15 statute. It would be significantly higher. 16 I think we all agreed to that. And had the 17 assembly wanted this to be an all-encompassing to use as 18 all uses of fuels, that would have been in the statute and 19 they would have addressed the exempt use for provisions. 2.0 ADMINISTRATIVE LAW JUDGE ANGEJA: Okay. Ι understand both sides, and we have some homework to do. 21 22 Do my colleagues have questions? 23 ADMINISTRATIVE LAW JUDGE GEARY: 24 ADMINISTRATIVE LAW JUDGE CHO: Just a quick one.

Mr. Smith, you said that the annual flat rate encompasses

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1 all used, including the use for PTO equipment. Do you 2 have any support for that? It's the first I've heard of 3 that, actually. 4 MR. K. SMITH: It's just our understanding of when this was enacted. I think it was in 1975. 5 the understanding what, you know, you're paying. 6 7 can pay on a per-gallon basis, or you can pay a flat rate. 8 The ease with the flat rate is that you're just 9 paying one amount, and that amount encompasses all, you 10 know, off-road, and any kind of exempt use. It's all just 11 sort of worked into that flat rate, and you usually pay a 12 lot less because of that. 13 ADMINISTRATIVE LAW JUDGE CHO: Understood. Thank 14 you. 15 MR. K. SMITH: Thank you. 16 ADMINISTRATIVE LAW JUDGE ANGEJA: Anybody have 17 further questions or responses? 18 MR. MARKS: Yeah. To that, there are certainly 19 with -- another piece of that would be to allow, for 2.0 instance, for nonconventional uses or nonconventional fuel 21 such as compressed natural gas, liquefied natural gas. 22 There's use here. So that is -- that certainly was a 23 consideration for the implementation of the annual flat 24 rate tax, and the less tax liability that would be paid

under -- using that mechanism. But again, going back to

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the idea that while there may be less tax liability, there 1 2 is also less refund of the liability. ADMINISTRATIVE LAW JUDGE ANGEJA: Okay. 3 Okay. If no one has additional questions, we will close the 4 record and conclude this hearing. I want to thank the 5 party for coming today. Following this hearing, my 6 7 co-panelist and I will discuss the evidence and arguments, and we will issue a written opinion within 100 days. 8 Ι 9 hope to be faster than that. 10 With that, this hearing is now close. 11 (Proceedings adjourned at 8:15 a.m.) 12 13 14 15 16 17 18 19 20 21 22 23 2.4 25

1 HEARING REPORTER'S CERTIFICATE 2 I, Ernalyn M. Alonzo, Hearing Reporter in and for 3 the State of California, do hereby certify: 4 5 That the foregoing transcript of proceedings was 6 taken before me at the time and place set forth, that the 7 testimony and proceedings were reported stenographically by me and later transcribed by computer-aided 8 9 transcription under my direction and supervision, that the foregoing is a true record of the testimony and 10 proceedings taken at that time. 11 12 I further certify that I am in no way interested in the outcome of said action. 13 14 I have hereunto subscribed my name this 13th day 15 of March, 2019. 16 17 18 19 ERNALYN M. ALONZO HEARING REPORTER 2.0 21 22 23 2.4 25