BEFORE THE OFFICE OF TAX APPEALS STATE OF CALIFORNIA

IN THE	MATTER	OF THE	APPEAL	OF,))		
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UNITED	THRIFT	STORES	, LLC,)	OTA	NO.	19024371
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TRANSCRIPT OF ELECTRONIC PROCEEDINGS

State of California

Thursday, December 29, 2022

Reported by: ERNALYN M. ALONZO HEARING REPORTER

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2	STATE OF CALIFORNIA						
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7	UNITED THRIFT STORES, LLC,) OTA NO. 19024371)						
8	APPELLANT.)						
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15	taken in the State of California, commencing						
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19	for the State of California.						
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1	APPEARANCES:	
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3	Panel Lead:	ALJ JOSHUA ALDRICH
4	Panel Members:	ALJ DANIEL CHO
5	raner members.	ALU TERESA STANLEY
6	For the Appellant:	JOLONDA WALSH
7		
8	For the Respondent:	STATE OF CALIFORNIA DEPARTMENT OF TAX AND FEE ADMINISTRATION
9		NALAN SAMARAWICKREMA
10		CHAD BACCHUS JASON PARKER
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California; Thursday, December 29, 2022
1:00 p.m.

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JUDGE ALDRICH: So this is Judge Aldrich. We're opening the record in the Appeal of United Thrift Stores, LLC, doing business as Redlands Thrift Store before the Office of Tax Appeals, OTA Case Number 19024371. Today's date is Thursday, December 29th, and it's approximately 1:00 p.m. This hearing is noticed for a virtual hearing consistent with our August 29th, 2022 minutes and orders.

And this hearing is being heard by a panel of three Administrative Law Judges. My name is Judge Aldrich. I'm the lead Administrative Law Judge for purposes of conducting the hearing. I'm joined by Judges Daniel Cho and Teresa Stan. During the hearing, Panel members may ask questions or otherwise participate to ensure that we have all the information needed to decide this appeal. After the conclusion of the hearing, we three will deliberate and decide the issue presented.

As a reminder, the Office of Tax Appeals is not a court. It is an independent appeals body. The Panel does not engage in ex parte communications with either party. Our opinion will be based off the party's arguments, admitted evidence, and the relevant law, and we look forward to hearing your arguments today.

Who is present for Appellant? Ms. Walsh? 1 2 MS. WALSH: That's myself. Yeah. Jolonda Walsh. 3 JUDGE ALDRICH: Thank you. And for the Department or CDTFA. 4 5 MR. SAMARAWICKREMA: Nalan Samarawickrema, 6 Hearing Representative for the Department. 7 JUDGE ALDRICH: Thank you. MR. PARKER: Jason Parker, Chief of Headquarters 8 9 Operations Bureau with CDTFA. 10 MR. BACCHUS: Chad Bacchus with CDTFA's Legal 11 Division. 12 Welcome, again, everyone. JUDGE ALDRICH: Great. 13 The issue to be decided is as follows: Whether 14 Appellant has shown that adjustments are warranted to the 15 audited understatement of reported taxable sales. And 16 there's three sub-issues, which were also identified on 17 our December 12th, 2022, minutes and orders. I wanted to 18 ask whether those summaries were correctly summarized. 19 I'll start with Appellant. 20 Do you have any objection to those summaries? 21 MS. WALSH: I don't know if they are objections. 22 It's just that the whole process has been very confusing 23 for a business owner to go backwards, you know. The whole 2.4 process has been really confusing. 25 JUDGE ALDRICH: Thank you. I understand that.

I'm not sure what do you mean by backwards. But as I mentioned earlier, the Office of Tax Appeals, we're a separate agency from CDTFA. And so maybe that's where some of the confusion is coming from, or maybe it's from the underlying CDTFA appeals process. But you're welcome to address that in your opening presentation.

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Right now we're just trying to figure out whether the issues that are being decided or the issue is correct. And that didn't sound like an objection to my reading, but let me ask the Department real quick.

And so the Department was that your understanding of the issue?

MR. SAMARAWICKREMA: This is Nalan Samarawickrema. Yeah, that's our understanding.

JUDGE ALDRICH: Okay. And it doesn't -- it didn't seem you stated an objection, Ms. Walsh, rather you expressed a concern regarding the process; is that right?

MS. WALSH: Yeah. The process and the statute of limitations.

JUDGE ALDRICH: Right. And that was one of the sub-issues regarding the timeliness of the Notice of Determination, and we can talk about that more, or you can talk about your position regarding that during your presentation.

But -- so next I wanted to switch gears regarding

1 The Department, they submitted exhibits exhibits. 2 alphabetically, Exhibits A through K, and they submitted 3 timely. Ms. Walsh, do you have any objections to 4 5 admitting the Department's exhibits into evidence? 6 MS. WALSH: No, I don't have any objections. 7 might have something to say on some of them. 8 JUDGE ALDRICH: That's fine. Understood. 9 And since there's no objections, I'm going to get 10 and move those into evidence. 11 (Department's Exhibits A-K were received in 12 evidence by the Administrative Law Judge.) For you, Ms. Walsh, we didn't receive any 13 14 exhibits or an exhibit index. Are you asking to try to submit something or is that still --15 16 MS. WALSH: No. 17 JUDGE ALDRICH: Okay. Thank you. 18 And so regarding the hearing process I'm just 19 going to go over how we plan this to proceed. You know, 20 as stated in our minutes and orders, Appellant, or 2.1 Ms. Walsh, you'll have 30 minutes approximately. If you 22 don't need that time, you can waive that time. But then 23 after that the Department will have approximately 2.4 30 minutes to present a combined opening and closing.

We'll follow that up with questions from the Panel

1 members, and then, Ms. Walsh, you'll have about 5 to 2 10 minutes to present a rebuttal or closing remarks. Okay. 3 4 MS. WALSH: Okav. 5 JUDGE ALDRICH: Next I wanted to talk a little 6 bit more about witness testimony. So during the 7 prehearing conference you had mentioned that you wanted to make an argument and not testimony, but I was hoping to 8 9 add a little bit of clarity there. The Office of Tax 10 Appeals may generally only consider admitted evidence, so 11 that includes sworn testimony from a witness. 12

that includes sworn testimony from a witness. That

includes party admissions or stipulations or facts which

have been taken under official notice when we make a

factual finding.

In other words, if a party wanted us to consider

In other words, if a party wanted us to consider what they're saying during an appeal, when making a factual finding, they would need to provide testimony -- sworn testimony. Is it still your position that you want to provide argument only, Ms. Walsh?

MS. WALSH: Yes.

JUDGE ALDRICH: Okay. No problem.

And the Department isn't going to be presenting any witnesses today either. Is that correct,

Mr. Samarawickrema?

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MR. SAMARAWICKREMA: This is Nalan

Samarawickrema. That's correct, Judge.

JUDGE ALDRICH: Great.

So at this time we're ready to transition into opening arguments or opening and combined arguments.

Ms. Walsh, are you ready to proceed?

MS. WALSH: Yeah, I guess so.

JUDGE ALDRICH: Okay. Go ahead when you're ready.

MS. WALSH: Okay.

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PRESENTATION

MS. WALSH: So the way that we used to log in our sales tax for those businesses that were purchasing from us that we didn't have to charge sales tax to the general public, we had a regular cash register, and we would code them under a certain number for those that were buying for resale. So when we got audited, they basically -- the State was saying that that wasn't adequate enough, that we had to provide resale -- verification resale, which we did.

We had a -- at that time, we had a binder that we kept everybody's resale number with their I.D. So that was kind of the standard at the time. Then when the audit happened, they said, "You have to be able to identify every wholesaler with that particular receipt for that

time period," which we couldn't -- we couldn't identify each individual person, but we could identify -- we could give the State the report of all of the non-sales for the month or the year or -- for the whole time period we could do that, but that standard was not adequate for them.

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Then they said, "If you are able to provide us a specific receipt that connected the wholesaler to that receipt, we will give you credit for that. Well, we also had a live auction that was a monthly live auction in our store. So we actually had a point of sale system that was more than just a cash register. It was actually able to provide this individual receipt to the wholesaler. So we provided them all that. And they were like, okay, now we have -- you have -- the only way we're going to give you credit for that is you have to send these X Y Z reports out.

So now we're working backwards to -- I
think we're at 2016 at this time, and we're going back to
wholesalers from 2012 to '15. So some of them are no
longer in business. You know, whatever the situation is
they -- some of them don't return. So I can't remember
what percentage, but it was next to hardly anything that
the State gave us credit for even though we were able to
meet the standard that they told us that we were supposed
to meet.

1 So the whole process has been kind of frustrating 2 because, you know, as far as the business owner, we were 3 doing our deal -- our due diligence to do what we were supposed to do, you know. And I guess my -- you know, 4 5 besides my regular frustration, is how long does the State 6 has to continue this process, 'cause we're going now into 7 the tenth year. 8 And basically that's my time. That's all I 9 wanted to say. 10 JUDGE ALDRICH: Thank you, Ms. Walsh. And just 11 to be clear, that was a statement how long this process 12 was taking, rather than a question directed at us. 13 MS. WALSH: Okay. 14 JUDGE ALDRICH: I'm asking you to distinguish if 15 it's a statement or a question. 16 MS. WALSH: It's technically a question. 17 JUDGE ALDRICH: Okay. So I think that CDTFA will 18 probably address some of that in their argument because 19 you brought up the issue of the Notice of Determination, 20 the timeliness, but we can visit it later before your 2.1 closing remarks. Does that work? 22 MS. WALSH: Okay. 23 JUDGE ALDRICH: Okay. And just so just to be 2.4 clear, that concludes your presentation for now?

MS. WALSH: Correct.

JUDGE ALDRICH: Okay. Thank you very much.

So now we'll switch over to the combined opening and closing for the Department.

Mr. Samarawickrema, are you ready to proceed?

MR. SAMARAWICKREMA: Yes, Judge.

JUDGE ALDRICH: All right. Go ahead when ready.

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PRESENTATION

MR. SAMARAWICKREMA: Appellant is a California limited liability company that operates a store selling clothes, furniture, electronics, and other home goods in Redlands, California. In addition, Appellant holds auctions at the store with buyers bidding in the store and on the phone. Appellant sold item at retail and wholesale.

Appellant's predecessor, a sole proprietorship, opened a seller's permit on December 1st, 2004, which it never closed. Appellant filed its Articles of Organization on January 24th, 2006, but did not open a new seller's permit until March 21st, 2016. Appellant filed its sales and use tax return under the predecessor's account, and that will be on your Exhibit J. On or around March 11, 2016, which was during the Department's audit of the predecessor, the Department became aware that Appellant was not reporting its sales under the correct

entity, and that will be on your Exhibit J.

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On March 25th, 2016, the Department closed the predecessor's seller's permit, effective December 31, 2005, and updated the start date of Appellant's seller's permit effective January 1st, 2006. The audit period at issue in this appeal is July 1st, 2012, to September 30th, 2015. During the audit period, Appellant reported around \$2.7 million as total sales, and claimed around \$1 million as sales for resale, and around \$420,000 as sales in interstate or foreign commerce resulting in reported taxable sales of around \$1.3 million; and that will be on your Exhibit A pages 17 and 18.

During the audit, Appellant failed to provide complete sales reports such as sales invoices, credit card sales receipts, resale certificates, shipping documents, payment information from its customers, sales journals, and sales summaries to support its reported total taxable and nontaxable sale for the audit period. In addition, Appellant failed to provide any purchase invoices or purchase journals. As a result Appellant was unable to explain how it reported its sales on its sales and use tax returns, specifically, what sources it relied upon.

The Department completed two verification methods to evaluate the reasonableness of Appellant's reported total taxable and claimed nontaxable sales. Ultimately,

the Department was unable to verify Appellant's claimed amounts. First, the Department compared Appellant's reported total sales with sales reflected on Appellant's 2012 and 2013 federal income tax returns. No material difference was noted, and that will be on your Exhibit B, page 76.

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The Department also compared reported total sales of around \$1.2 million to the cost of goods sold around \$462,000 reflected on Appellant's federal income tax returns and calculated an overall reported bookmark up of around 264 percent. Accordingly, the Department considered this reported bookmark up as reasonable for Appellant's type of business. Therefore, the Department accepted Appellant's reported total sales for the audit period.

Second, the Department reviewed Appellant's sales and use tax return for the audit period and determined that around 48 percent of all sales were reported as taxable. 36 percent were claimed as sales for resale, and 16 percent was claimed as sales in interstate or foreign commerce; and that will be on your Exhibit A, page 49. However, based on the audited taxable sales, the taxable sales percentage was around 91 percent; that will be on your Exhibit D, page 50.

Therefore, the Department examined Appellant's

claimed nontaxable sales. Appellant claimed around \$1 million as sales for resale for the audit period. That will be on Exhibit A, page 18. Appellant did not provide detailed listings of the claimed resales to support the claimed sale for resale from the audit period. Therefore, to verify the claimed sales for resale, the Department performed a block test of sales invoices for the first three quarters of the year 2015; and that will be on your Exhibit A, pages 51 and 52.

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The Department noted that the majority of these sales invoices reference the customer seller's permit number. The Department accepted all of Appellant's claimed sales for resale where a resale certificate was provided; and that will be on your Exhibit A, pages 45 through 48. The Department also allowed sales for resale where it could determine that the buyer was in the business of selling the type of items it actually purchased from Appellant; and that will be on your Exhibit A, pages 45 through 48.

In addition, the Department allowed Appellant to send out X Y Z letters, and accepted the responses where one was provided; and that will be on your Exhibit A, pages 45 through 48 and Exhibit D. The Department disallowed customer invoices that had no indication that the purchases were for resale. For example, of the

disallowed customer invoices, the Department noted that the item at issue were unique items. In other words, the customer invoice themselves based on type of item or quantity did not suggest that the transaction was sales for resale in fact.

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For the test period, the Department identified valid sales for resale totaling around \$50,000, which were used to calculate a percentage of valid sales for resale for the test period of around 25 percent; and that will be on your Exhibit A, pages 44 through 48. This percentage was then applied to the remainder of the total claimed sales for resale for the audit period, which determined audited sales for resale of around \$240,000; and that will be on your Exhibit A, page 43.

The Department then compared the claimed sales for resale of around \$1 million with audited sales for resale of around \$240,000 to calculate the disallowed unsupported sales for resale of around \$725,000 for the audit period; and that will be on your Exhibit A, page 43. In response to the audit resales, and during the appeals process, Appellant contended that much of its inventories deprived from estate sales and at auctions, and that its business has changed since the audit period.

Appellant notes that during the audit period, it had lots of semi-local resellers located in nearby areas

where they purchased large amounts of items from Appellant to resell in their stores. Appellant stated that only a small portion of these resellers were able to stay in business and that this fact, along with the possibility that the X Y Z letter recipients may not have been able to respond to the X Y Z letter inquiries resulted in a low response rate to the X Y Z letters.

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Appellant has not met its burden of proof that a sale at issue are valid sales for resale. Why? Appellant contends that most of her sales were for resale. It has not provided valid resale certificates or any evidence that it has -- that its customers actually resold the item at issue. Furthermore, the Department's review of Appellant's more recent claimed sales for resale from period after the audit period give a lower sales for resale percentage than what was calculated during the audit period; and that will be on your Exhibit A, page 51.

Based on the foregoing, the Department has no basis to adjust the disallowed claim for sale resale on Appellant's sales and use tax return for the audit period. Appellant claimed sales in interstate or foreign commerce of around \$420,000; and that will be on your Exhibit A, page 18. During the audit, the Department determined that Appellant had no supporting documents showing that these sales were shipped to an out-of-state location and

disallowed the entire amount; and that will be on your Exhibit B, page 78.

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In response to audit results and during the appeals process, Appellant explained that these out-of-state sales were made through an online website, such as Amazon and eBay and considered that it has no shipping information to substantiate these claimed nontaxable sales. Appellant asserted that its shipping documentation were in a storage unit, which subsequently burned down. Appellant also noted that its business changed after the audit period, and it is no longer selling online; and that will be on your Exhibit A, page 51.

Therefore, the Department determined the disallowed unsupported claimed sales for resale of around \$725,000 and disallowed unsupported claimed interstate or foreign commerce of around \$420,000, which resulted in total unsupported claimed sale of around \$1.1 million for the audit period; and that will be on your Exhibit A, page 38. The disallowed unsupported exempt sales were compared with reported taxable sales of around \$1.3 million to calculate the error rate of 88 percent for the audit period.

Appellant contends that the Notice of

Determination is barred by statute of limitations because

it is more than seven years from the date of the start of the audit field work on/or around October 13, 2015; and that will be on your Exhibit A, page 13. Please note that the Notice of Determination was issued on October 21st, 2018, within the statute of limitations and less than seven years.

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Instead, we understand Appellant's argument to be that the length of the overall appeals process from the beginning of the audit until to this hearing has taken more than seven years, which it believe is too long. Any contention that the appeal process has taken too long is one of the interest relief. In preparation for this hearing, the Department performed an analysis of the case and the specific time spent during the audit appeals and settlement process. Pursuant to this review, the Department recommends a relief of interest for the periods of October 2017 through December 2017 and February 2018 through March 2018. Appellant would need to submit a Request For Relief of Interest form signed under penalty of perjury for this recommendation to take effect.

Appellant has not provided any reasonable documentation or evidence to support any additional adjustment to the audit findings. Therefore, for all these reasons, the Department requests the appeal be denied.

This concludes our presentation. We're available 1 2 to answer any questions the Panel may have. Thank you. 3 JUDGE ALDRICH: Thank you. I had a question. regarding the timeliness of the Notice of Determination, 4 5 under 6487 there's generally a three-year or eight-year or 6 indefinite depending on certain factual circumstances. 7 the argument that the Notice of Determination is timely 8 within the three-year period? 9 MR. SAMARAWICKREMA: This is Nalan 10 The taxpayer filed its first two returns Samarawickrema. 11 late, and the Department obtained the waiver of limitation 12 and the taxpayer agrees to extend the period. And it was -- it was -- it was included in Exhibit --13 14 JUDGE ALDRICH: In Exhibit K. 15 MR. SAMARAWICKREMA: And also the copies of the 16 sales tax returns were included as Exhibit J to show, you 17 know, the first few returns were filed late. And the 18 waivers were obtained before expiring of those dates. 19 JUDGE ALDRICH: Okay. All right. 20 MR. PARKER: Judge Aldrich, this is Jason Parker. 2.1 I just wanted to add something on real guick. 22 JUDGE ALDRICH: Yeah. 23 MR. PARKER: The third quarter 2012 return was 2.4 filed February 22nd, 2013. So the three-year statute for 25 that would February 22nd, 2016. So the original waiver

that we got for that period was signed, I believe,
January 11th of 2016. So that holds the period open.

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JUDGE ALDRICH: Yeah. Okay. Thank you.

Ms. Walsh, does that explanation help you understand the timeliness issue, or do you still have questions or disputes on it?

MS. WALSH: Yeah. There's a couple of things there. The State basically told me that I had to sign the waiver or there was going to be -- like, the process was going to take longer. So I signed it, you know. So it was just another -- I don't know how to say -- or just -- I didn't under the process. I just wanted to get through it.

JUDGE ALDRICH: Okay. And then I guess I had another question for you, Ms. Walsh. So the Department indicated that they -- for a partial interest relief you would need to sign and submit a request for -- an interest relief under penalty of perjury. Is that something you would like to do? Would you like us to leave the record open so that you would have time to submit that request for interest relief?

MS. WALSH: Sure. Yeah, I would like to do that. So anyway their -- that was kind of janky [sic] the way the State did that with the extending of another quarter. Because the way it's kind of explained to me now, it kind

of seems like there was some type of an advantage for the State which, you know, to me I just want to get it done and over with. But I don't know. The way I kind of hear it just doesn't sound -- it doesn't come across right.

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And the other thing that didn't come across really and it kind of sounded strange was we -- we are an LLC doing business under Redlands Thrift. When we applied for our resale number, we -- our permit, we didn't -- we weren't an LLC yet. But when we got our LLC, we didn't change the resale number, but we did file our returns.

And this -- the auditor had us change I think in 2016 from our -- from Redlands Thrift to our LLC filings, but the whole -- that whole time there was filings.

We paid our sales tax. So I want to make sure that was clear because of the way it kind of came across was we weren't paying -- we weren't filing. Well, we were filing, and we were paying. It was just the auditor had us change it from Redlands Thrift to our LLC, and I --

JUDGE ALDRICH: Thank you, Ms. Walsh.

MS. WALSH: Yeah.

JUDGE ALDRICH: Thank you, Ms. Walsh.

At this time, I wanted to see if the Panel members had questions for either of the parties. I'm going to start with Judge Cho.

Did you have any questions for either of the

1 parties? JUDGE CHO: This is Judge Cho. Not really a 2 3 question but more of a request for the Department. Would you mind sending Ms. Walsh the Request For Relief of 4 5 Penalty form that she doesn't need to kind of create 6 something, that she'll understand how to make that request 7 for relief of penalty. I believe it's still CDTFA 735, correct? 8 9 MR. SAMARAWICKREMA: This is Nalan 10 Samarawickrema. Yes. We can send the form to her. 11 JUDGE CHO: Okay. So Ms. Walsh, what the 12 Department is going to do is send you a form. It's a form 13 that's designed to help taxpayers make these kinds of 14 requests, and you can just check the box for interest relief and under penalty of perjury. And hopefully that 15 16 will expedite your request for relief of interest in this 17 case. That's the only question that I had. Thank you 18 very much. 19 MS. WALSH: Okay. Thank you. 20 JUDGE ALDRICH: Thank you, Judge Cho. And, Judge Stanley, did you have any questions 21 22 for either of the parties? 23 JUDGE STANLEY: I don't have any questions. 2.4 Thank you.

JUDGE ALDRICH: Thank you. Ms. Walsh, would you

like to make a closing statement or rebut something that the Department said or share something else with us?

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CLOSING STATEMENT

MS. WALSH: Maybe just a final statement that, you know, I feel like the State could have -- especially, at that time, I think there's a lot of systems in place now that were not in place then that could help the business owners. You know, now there's -- we can get online and we can check and see if the reseller is actually reselling and blah, blah, blah, and all that stuff. But back then we didn't have that.

And the State, really, if they're issuing a license, they should kind of probably work hand-in-hand with the business owners to make sure that they're doing what they're supposed to do too, because going backwards it's just really frustrating.

JUDGE ALDRICH: Thank you, Ms. Walsh. Are you ready to conclude?

MS. WALSH: I conclude.

JUDGE ALDRICH: Okay. So I just wanted to thank everyone for their time. We're ready to conclude the hearing. The record will be held open for 30 days for Ms. Walsh to submit that CDTFA 735.

The Department, if you could email that to

Ms. Walsh, that would be appreciated.

And after the record closes, we will meet and decide the opinion based off of the evidence and the arguments. And the 100-day deadline will take from that 30-day from now closing.

And with respect to the other hearings for today, there's one more hearing today. Hearings will resume in approximately 15 minutes. Excuse me. Correction. That will be the hearing -- the next hearing will start at 2:30 p.m.

And thank you everyone and have a Happy New Year. Please cut the live stream when you can.

(Proceedings adjourned at 1:39 p.m.)

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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 8 by me and later transcribed by computer-aided 9 transcription under my direction and supervision, that the 10 foregoing is a true record of the testimony and 11 proceedings taken at that time. 12 I further certify that I am in no way interested 13 in the outcome of said action. 14 I have hereunto subscribed my name this 9th day of January, 2023. 15 16 17 18 19 ERNALYN M. ALONZO 20 HEARING REPORTER 21 2.2 23 2.4