

MINUTES

Of the meeting of the

NEVADA DEPARTMENT OF TAXATION

REGULATION WORKSHOP FOR LCB FILE NO. R189-18

August 6th, 2018

The Nevada Department of Taxation held a public meeting on August 6th, 2018, beginning at 2:00pm at the following locations:

- Legislative Counsel Bureau
Grant Sawyer State Office Building
555 E Washington Ave., Room 4412
Las Vegas, NV 89101
- Via Video Conference:
Nevada Legislative Building
401 S Carson Street, Room 2134
Carson City, NV 89701

1. **Call to order** – The meeting was called to order by Bill Anderson, Executive Director for the Department of Taxation, at 2:00p.m. Also present were Deputy Director, Paulina Oliver, Chief Deputy Executive Direction, and George Hritz, Management Analyst III. All from the Department of Taxation.

Members of the public were asked to sign in, and the sign-in-sheet is attached to the original minutes as **Exhibit A**.

2. **Public Comment** – No general public comments were given at this time.
3. **Context of The Proposed Regulation** – Brief background on the Supreme Court decision *South Dakota v. Wayfair, Inc.* that led to this regulation. The ruling eliminated the requirement that a business must have a physical presence within a state in order for that state to collect sales tax on a transaction. The Supreme Court emphasized three important tax rules that South Dakota has in place to protect against undue burden.
 - a. The sales tax was not applied retroactively, only in a forward looking sense.
 - b. There are threshold limits in place to protect small businesses.
 - c. South Dakota is a member of the Streamline Sales and Use Tax agreement, as is Nevada.
4. **Initial Department Draft of Proposed Regulation R189-18 (Section 1)** – Establishes that the purpose of the regulation is to reduce the different impacts of the responsibility to collect taxes on retailers located in this state and retailers that are located outside of this state

A copy of this regulation has been attached to the minutes as **Exhibit B**.

5. **Public Comment on Section 1 of Proposed Regulation** – No public comment given regarding Section 1.

6. **Initial Department Draft of Proposed Regulation R189-18 (Section 2)** – adopts provisions based on the South Dakota law at issue in the Wayfair decision to impose the requirements of existing law, relating to the imposition, collection, and remittance of Sales and Use tax on a retailer who has no physical presence in the state but who in the preceding or current calendar year has a certain amount of retail sales of tangible personal property for delivery in the state or a certain number of transactions involving the retail sale of tangible personal property for delivery in the state.
 - a. Gross revenue of the retailer from the retail sales of tangible personal property delivered in the state is greater than \$100,000.00 in the course of a calendar year or;
 - b. The retailer made 200 or more retail sales of tangible personal property for delivery in the state over the course of a calendar year.

This section also outlines the requirements relating to the imposition, collection, remittance of sales and use taxes as they apply to a retailer who meets the criteria set forth in this section, beginning on the first day of the month that begins at least 30 calendar days after the retailer meets that threshold. The retailer shall register with the Department not later than the first day of that calendar month that begins at least 30 days after the retailer has satisfied the thresholds.

7. **Public Comment on Section 2 of Proposed Regulation** –
Joshua Hicks; an attorney with McDonald Carano, present today in his capacity as general counsel for the Retail Association of Nevada had two comments. Josh began with a remark that the policy behind this proposed regulation is supported by the Retail Association of Nevada due to many in-state brick and mortar retailers experiencing a significant competitive disadvantage against online retailers. The primary concern from the Retail Association of Nevada is that this regulation may be going further than a regulation can go. They want to ensure that this rule is put in place and stays in place so their suggestion is that the Department pursues legislation that mimics this proposed regulation. Josh's second comment was regarding the striking of the presumption language in Section 2. There could be an issue with the removal of that language specifically with respect to remote and affiliate nexus and it could be inconsistent with the statute itself. Josh suggested that maybe the language should be left in place to be consistent with the statute.

(on the phone) Philip Horwitz with Moss Adams had comments. Philip started with applauding the proposed regulation's handling of thresholds. His comment is regarding a renewal period when speaking about the calendar year and when the retailer makes a sale. He would like to see

specific dates in regards to the calendar year. Philip's last comment was to applaud the State for making this effort through a regulatory body as he mentions there are some states that have tried to make similar rules in less binding ways.

8. **Initial Department Draft of Proposed Regulation R189-18 (Section 3)** – The Department is prohibited from imposing on such retailers the requirement of existing law relating to the imposition, collection, and remittance of Sales and Use taxes before the date established by the Department, unless a retailer voluntarily consents to those requirements.
9. **Public Comment on Section 3 of Proposed Regulation** – No public comment given on section 3
10. **Comments from the Executive Director of The Department of Taxation** – The Department's plan going forward will be to take these public comments into account both internally and with the Legislative Counsel Bureau. After that, the proposed regulation will have to go before a Nevada Tax Commission meeting for approval and then it will come before a Legislative Commission for their approval. It is expected that this issue will be revisited by the upcoming Legislative Session in regards to Mr. Hicks' comments.
11. **Public Comment** – No general public comment given at this time.
12. **Meeting Adjourned** – Meeting was adjourned at 2:25pm.

Exhibit A

Nevada Legislative Building
401 S. Carson Street, Room 2134
Carson City, Nevada

**PLEASE PRINT NAME, ADDRESS AND TELEPHONE NUMBER
(PROVIDE BUSINESS CARD IF TESTIFYING)**

PUBLIC
COMMENT
YES/NO

Josh Hicks

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Name

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Name

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Name

Representing

Email Address

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Exhibit B

**PROPOSED REGULATION OF THE
NEVADA TAX COMMISSION**

LCB File No. R189-18

August 1, 2018

EXPLANATION – Matter in *italics* is new; matter in brackets [~~omitted material~~] is material to be omitted.

AUTHORITY: §§1-3, NRS 360.090, 372.724, 372.725, 374.724 and 374.725.

A REGULATION relating to taxation; revising provisions relating to the imposition, collection and remittance of sales and use taxes by retailers located outside this State; and providing other matters properly relating thereto.

Legislative Counsel’s Digest:

Existing law imposes upon each retailer a sales tax measured by the gross receipts of the retailer from the retail sale of tangible personal property in this State. (NRS 372.105, 374.110, 374.111) Under existing law, a retailer is required to collect the sales tax from the purchaser in a transaction to which the sales tax applies. (NRS 372.110, 374.115)

Existing law also imposes a use tax on the storage, use or other consumption in this State of tangible personal property purchased outside of this State from a retailer in a transaction that would have been subject to the sales tax in this State if it had occurred within this State. (NRS 372.185, 374.190, 374.191) Under existing law, the use tax is required to be paid by the purchaser who stores, uses or consumes the tangible personal property in this State, but any retailer maintaining a place of business in this State is required to collect the use tax from the purchaser at the time of the sale. (NRS 372.190, 372.195, 374.195, 374.200)

Under existing law, the Commerce Clause of the United States Constitution prohibits a state from requiring a retailer to collect sales and use taxes unless the activities of the retailer have a substantial nexus with the taxing state. (Quill Corp. v. North Dakota, 504 U.S. 298 (1992)) In National Bellas Hess, Inc. v. Department of Revenue of Illinois, 368 U.S. 753 (1967), and Quill Corp. v. North Dakota, 504 U.S. 298 (1992), the United States Supreme Court held that a retailer has sufficient nexus with a state to satisfy the requirements of the Commerce Clause of the United States Constitution only if the retailer has a physical presence in the state. In South Dakota v. Wayfair, Inc., the United States Supreme Court overruled the physical presence rule of National Bellas Hess and Quill and held that, regardless of whether a retailer has a physical presence in a state, a retailer has sufficient nexus with a state if the retailer “avails

itself of the substantial privilege of carrying on business” in the state. 138 S.Ct. 2080, 2099 (2018) (quoting Polar Tankers, Inc. v. City of Valdez, 557 U.S. 1, 11 (2009) Based on this standard, the United States Supreme Court held that a retailer who satisfies the criteria set forth in a South Dakota law relating to the amount of sales or number of transactions in that state has sufficient nexus with that state to satisfy the requirements of the Commerce Clause of the United States Constitution, regardless of whether the retailer has a physical presence in the state.

The provisions of existing law relating to the imposition, collection and remittance of sales and use taxes apply to every retailer who has sufficient nexus with this State to satisfy the requirements of the United States Constitution. (NRS 372.724, 374.724) **Section 2** of this regulation adopts provisions based on the South Dakota law at issue in Wayfair to impose the requirements of existing law relating to the imposition, collection and remittance of sales and use taxes on a retailer who has no physical presence in this State but who, in the preceding or current calendar year, has a certain amount of retail sales of tangible personal property for delivery in this State or a certain number of transactions involving the retail sale of tangible personal property for delivery in this State. Under **section 2**, the requirements relating to the imposition, collection and remittance of sales and use taxes apply to a retailer who meets the criteria set forth in **section 2** beginning on the first day of the month that begins at least 30 calendar days after the retailer meets that threshold.

Section 1 of this regulation establishes that the purpose of this regulation is to reduce the disparate impact of the responsibility to collect taxes on retailers located in this State and retailers located outside this State who avail themselves of the substantial privilege of carrying on business in this State.

Section 3 of this regulation requires the Department of Taxation to establish the date on which the Department will begin to enforce the provisions of this regulation relating to the imposition, collection and remittance of sales and use taxes on retailers who satisfy the criteria set forth in **section 2**. Under **section 3**, the Department is prohibited from imposing on such retailers the requirements of existing law relating to the imposition, collection and remittance of sales and use taxes before the date established by the Department unless a retailer voluntarily consents to those requirements.

Section 1. Section 4 of LCB File No. 137-15 is hereby amended to read as follows:

Section 4. The purpose of sections 2 to 7, inclusive, of LCB File No. R137-15 *and section 2 of LCB File No. 189-18* is to reduce the disparate impact of the responsibility to collect taxes on retailers located in this State and remote retailers located outside this State who utilize residents of this State and businesses with a physical presence in this State to

establish presence in this State by proxy ~~[]~~ *or who avail themselves of the substantial privilege of carrying on business in this State.*

Sec. 2. Section 7 of LCB File No. R137-15 is hereby amended to read as follows:

Section 7. 1. For the purpose of determining whether the activities of a retailer located outside this State have a sufficient nexus with this State to satisfy the requirements of the United States Constitution, *except as otherwise provided in NRS 372.7243, 372.7247, 374.7243 or 3724.7247 or section 5 or 6 of LCB File No. R137-15*, the activities of a retailer ~~[are presumed to]~~ have a sufficient nexus with this State if the retailer is making a sale of tangible personal property, whether at retail or for storage, use or other consumption in this State, and the retailer:

(a) Is part of a controlled group of corporations that has a component member with physical presence in this State and the activities performed in this State by the component member are:

(1) Listed in paragraph (b) of subsection 1 of NRS 372.7243 or paragraph (b) of subsection 1 of NRS 374.7243; or

(2) Significantly associated with the retailer's ability to establish or maintain a market in this State for the retailer's products or services; ~~[or]~~

(b) Enters into an agreement with a resident of this State under which the resident, for a commission or other consideration based upon the sale of tangible personal property by the retailer, directly or indirectly refers potential customers to the retailer, and the cumulative gross receipts from sales by the retailer to customers in this State who are referred to the retailer by all residents with such an agreement with the retailer is in excess of \$10,000

during the preceding four quarterly periods ending on the last day of March, June, September and December ~~[.]~~;

(c) Does not have a physical presence in this State, does not have sufficient nexus with this State pursuant to paragraph (a) or (b), and in the immediately preceding calendar year or the current calendar year:

(1) The gross revenue of the retailer from the retail sale of tangible personal property delivered in this State is greater than \$100,000; or

(2) The retailer made 200 or more retail sales of tangible personal property for delivery in this State; or

(d) Engages in any other activity that establishes sufficient nexus with this State to satisfy the requirements of the United States Constitution.

2. If a retailer is unable to determine which sales to customers in this State were the result of an agreement with a resident of this State as described in paragraph (b) of subsection 1, all gross receipts from sales by the retailer to customers in this State will be considered for purposes of establishing ~~[the presumption]~~ that the activities of a retailer have a sufficient nexus with this State ~~[.]~~ *pursuant to paragraph (b) of subsection 1.*

3. If the activities of a retailer located outside this State ~~[are presumed to]~~ have a sufficient nexus with this State ~~[, the retailer shall:]~~ *pursuant to:*

(a) ~~[Impose, collect or remit]~~ *Paragraph (a), (b) or (d) of subsection 1:*

(1) The provisions of chapters 360B, 372 and 374 of NRS relating to the imposition, collection and remittance of the sales ~~[or]~~ tax and the collection and

remittance of the use tax ~~[pursuant to NRS 372.7243, 372.7247, 374.7243 or 374.7247;]~~
apply to the retailer; and

~~[(b) Register]~~

(2) *The retailer shall register* with the Department pursuant to NRS 360B.200 before, or at the time of, making ~~[the]~~ *a retail sale* ~~[]~~ *of tangible personal property in this State.*

(b) Paragraph (c) of subsection 1:

(1) *Beginning on the first day of the calendar month that begins at least 30 calendar days after the retailer satisfied the criteria set forth in subparagraph (1) or (2) of paragraph (c) of subsection 1, the provisions of chapter 360B, 372 and 374 of NRS relating to the imposition, collection and remittance of the sales tax and the collection and remittance of the use tax apply to the retailer; and*

(2) *Not later than the first day of the calendar month that begins at least 30 calendar days after the retailer satisfied the criteria set forth in subparagraph (1) or (2) of paragraph (c) of subsection 1, the retailer shall register with the Department pursuant to NRS 360B.200.*

4. As used in this section, “commission or other consideration based upon the sale of tangible personal property” includes, without limitation, an agreement to pay an amount of money based on the level of sales completed, cost per mille advertising, the payment of a flat fee in exchange for a referral, the payment of a fixed price in exchange for providing a referral link, or any other item of value given in exchange for a referral.

Sec. 3. This regulation, LCB File No. R189-18, is hereby amended by adding thereto the following transitory language which has the force and effect of law but which will not be codified in the Nevada Administrative Code:

1. The Department of Taxation shall establish the date on which the Department will begin to enforce the provisions of this regulation which impose requirements relating to the imposition, collection and remittance of sales and use taxes on retailers who satisfy the criteria set forth in paragraph (c) of subsection 1 of section 7 of LCB File No. R137-15, as amended by section 1 of LCB File No. 189-18. The Department shall post notice of the date established pursuant to this subsection on the Internet website of the Department and make such other efforts to notify retailers of that date as the Executive Director of the Department deems appropriate. The failure of a retailer to receive notice of the date established by the Department pursuant to this subsection does not excuse the retailer from compliance with any requirement relating to the imposition, collection and remittance of sales and use taxes.

2. Notwithstanding the provisions of section 7 of LCB File No. R137-15, as amended by section 1 of LCB File No. 189-18, and except as otherwise provided in subsection 3, before the date established by the Department of Taxation pursuant to subsection 1, the Department shall not require a retailer who satisfies the criteria of paragraph (c) of subsection 1 of section 7 of LCB File No. R137-15, as amended by section 1 of LCB File No. 189-18, to comply with the requirements of chapters 360B, 372 and 374 of NRS relating to the imposition, collection and remittance of sales and use taxes.

3. The provisions of subsection 2 do not prohibit a retailer who satisfies the criteria set forth in paragraph (c) of subsection 1 of section 7 of LCB File No. R137-15, as amended by LCB File

No. R189-18, from voluntarily complying with the requirements of chapters 360B, 372 and 374 of NRS relating to the imposition, collection and remittance of sales and use taxes before the date established by the Department of Taxation pursuant to subsection 1. If, before the date established by the Department pursuant to subsection 1, a retailer who satisfies the criteria set forth in paragraph (c) of subsection 1 of section 7 of LCB File No. R137-15, as amended by LCB File No. R189-18, voluntarily complies with the requirements of chapters 360B, 372 and 374 of NRS relating to the imposition, collection and remittance of sales and use taxes, the provisions of chapter 360 of NRS relating to the payment, collection, administration and enforcement of taxes, and the provisions of chapters 360B, 372 and 374 relating to the imposition, collection and remittance of sales and use taxes, apply to the retailer.