

# DEPARTMENT OF TAXATION

## 2012 Fiscal Impact Statement

1. **Patron** Frank W. Wagner

2. **Bill Number** SB 597

3. **Committee** Passed by House and Senate

**House of Origin:**

☐ Introduced

☐ Substitute

☐ Engrossed

4. **Title** Retail Sales and Use Tax; Presumption of  
Nexus for Out-of-State Dealers Belonging to  
a Commonly Controlled Group

**Second House:**

☐ In Committee

☐ Substitute

☒ Enrolled

5. **Summary/Purpose:**

This bill would create a rebuttable presumption that an out-of-state dealer has sufficient activity in Virginia to require the dealer to register if a “commonly controlled person” maintains a distribution center, warehouse, fulfillment center, office, or similar location in Virginia that facilitates the delivery of tangible personal property that is sold by the out-of-state dealer. Out-of-state dealers could rebut this presumption by demonstrating that the activities conducted by the commonly controlled person in Virginia are not significantly associated with the dealer’s ability to establish or maintain a market in the Commonwealth for the dealer’s sales.

Under current law, only certain vendors who meet the definition of “dealer” and who have sufficient contact with the Commonwealth are required to register and collect the Retail Sales and Use Tax.

This bill would become effective on the earlier of September 1, 2013, or the effective date of federal legislation authorizing states to require remote sellers to collect taxes on goods shipped to in-state purchasers. If the federal legislation is enacted prior to August 15, 2013, and the effective date of the federal legislation is after September 1, 2013, but on or before January 1, 2014, the bill would be effective on January 1, 2014.

6. **Budget amendment necessary:** Yes.

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7. **Fiscal Impact Estimates are:** Preliminary. (See Line 8.)

7a. **Expenditure Impact:**

<i>Fiscal Year</i>	<i>Dollars</i>	<i>Positions</i>	<i>Fund</i>
2011-12	\$0	0	GF
2012-13	\$0	0	GF
2013-14	\$143,000	2	GF
2014-15	\$145,000	2	GF
2015-16	\$150,000	2	GF
2016-17	\$155,000	2	GF
2017-18	\$160,000	2	GF

## **8. Fiscal implications:**

### Administrative Costs

In order to implement this bill, the Department would need to hire two additional Virginia-based field auditors to identify and bring into compliance non-registered businesses. The Department would incur administrative costs of \$143,000 in Fiscal Year 2014, \$145,000 in Fiscal Year 2015, \$150,000 in Fiscal Year 2016, \$155,000 in Fiscal Year 2017, and \$160,000 in Fiscal Year 2018 in implementing this bill.

### Revenue Impact

This bill would result in an unknown revenue increase for Virginia. Based on a survey of the total revenue generated by the retailers that would be affected by this bill, adjusted to reflect Virginia's share of such sales, Virginia could realize as much as an additional \$18 million in Fiscal Year 2014 and \$24 million in Fiscal Years 2015 and subsequent years in state and local sales tax revenue. The revenue estimate could potentially be smaller, as some portion of the tax liability is collected currently through use taxes. In calendar year 2011, individuals and businesses remitted a total of \$48.3 million in Virginia consumer use taxes. The estimate may also be affected by the number of additional retailers that are required to begin collecting tax from Virginia customers pursuant to this legislation, the growth in online sales, and any consequential shift in purchasing to online retailers that are not required to collect the Virginia tax.

## **9. Specific agency or political subdivisions affected:**

Department of Taxation

## **10. Technical amendment necessary: No.**

## **11. Other comments:**

### Constitutional Nexus

The Commerce Clause of the U.S. Constitution reserves to Congress the power to regulate commerce among the states and with foreign nations. The U.S. Supreme Court has established a four-prong test to be used in determining whether a state tax on an out-of-state corporation's activities in interstate commerce violates the Commerce Clause. A state may require an entity engaged in interstate commerce to collect taxes on its behalf provided the tax is 1) applied to an activity with a substantial nexus with the taxing State; 2) is fairly apportioned; 3) does not discriminate against interstate commerce; and 4) is fairly related to the services provided by the state. *Complete Auto Transit, Inc. v. Brady*, 430 U.S. 274, 279 (1977). The U.S. Supreme Court has also determined, in *Quill Corp. v. North Dakota*, 504 U.S. 298 (1992) that the Commerce Clause barred a state from requiring an out-of-state mail-order company to collect use tax on goods sold to customers located within the state when the company had no outlets, sales representatives, or significant property in the state. In this case, the Court determined

that only Congress has the authority to require out-of-state vendors, without a physical presence in a state, to register and collect that state's tax.

Virginia law specifically sets out the standards for requiring out-of-state dealers to collect the Virginia Retail Sales and Use Tax on sales into the Commonwealth. The law provides that a dealer is deemed to have sufficient activity within the Commonwealth to require that dealer to register to collect the Virginia Retail Sales and Use Tax if the dealer:

- Maintains an office, warehouse, or place of business in the Commonwealth;
- Solicits business in the Commonwealth, by employees, independent contractors, agents or other representatives;
- Advertises in Commonwealth publications, on billboards or posters located in the Commonwealth, or through materials distributed in the Commonwealth;
- Regularly makes deliveries into the Commonwealth by means other than common carrier;
- Continuously, regularly, seasonally, or systematically solicits business in the Commonwealth through broadcast advertising;
- Solicits business in the Commonwealth by mail, provided the solicitations are continuous, regular, seasonal, or systematic and the dealer benefits from any banking, financing, debt collection, or marketing activities occurring in the Commonwealth;
- Is owned or controlled by the same interests which own or control a business located within this Commonwealth;
- Has a franchisee or licensee operating under the same trade name in the Commonwealth, if the franchisee or licensee is required to obtain a certificate of registration; or
- Owns tangible personal property that is rented or leased to a consumer in the Commonwealth, or offers tangible personal property, on approval, to consumers in the Commonwealth.

Restricted by the United States Constitution and the Supreme Court's decision in *Quill*, many states have similar nexus statutes that restrict their ability to require remote sellers to collect taxes on sales made into the state. With growing retail sales on the Internet and declining tax receipts, some state tax collectors have turned their attention to the revenue being lost from sales by out-of-state retailers to the residents of their states. Although individuals who purchase goods from out-of-state firms via the Internet or mail order owe their states of residence use tax on their purchases in lieu of sales tax, states find it difficult to enforce this obligation. As a result, many states lose out on substantial revenue.

Several proposals have developed as a result of the difficulty among states in collecting sales and use taxes on remote purchases. Some states have become involved with the Streamlined Sales Tax Project, which is an effort among states to simplify and unify state and local sales taxes in order to encourage Congress to overturn *Quill*. Other states have enacted "Amazon statutes," aimed directly at Amazon.com and similar Internet retailers.

## Streamlined Sales Tax Agreement

The Streamlined Sales Tax Project (“SSTP”) was founded in March, 2000, with the purpose of developing measures to simplify and unify state and local sales taxes. Streamlining is primarily an effort by states to enhance sales tax collection on mail order, catalog, Internet, and other remote sales. In reaction to the *Quill* decision and in an attempt to create a level playing field, whereby out-of-state vendors and in-state vendors are both operating under the same tax rules, 40 states and the District of Columbia came together through the SSTP and endorsed the concepts embodied in the Streamlined Sales and Use Tax Agreement (“SSUTA”). States expect that out-of-state businesses without a requirement to collect sales tax will voluntarily collect tax when the states adequately streamline their sales tax.

The SSUTA seeks to improve the sales and use tax administration systems used by the states through:

- State level administration of sales and use tax collections.
- Uniformity in the state and local tax bases.
- Uniformity of major tax base definitions.
- Central, electronic registration system for all member states.
- Simplification of state and local tax rates.
- Uniform sourcing rules for all taxable transactions.
- Simplified administration of exemptions.
- Simplified tax returns.
- Simplification of tax remittances.
- Protection of consumer privacy.

Currently, there are 21 full member states and 3 associate member states that make up the Streamlined Sales Tax Governing Board. Since 2002, Virginia has been an active member of the Streamlined Project, but is not a member of the Governing Board.

Legislation which would allow those member states that have implemented the SSUTA provisions to require large Internet and mail order retailers to collect state and local sales taxes, known as the “Main Street Fairness Act,” was introduced in Congress in July, 2011.

### **Other Federal Legislative Proposals**

Two other federal legislative proposals, the “Marketplace Fairness Act” (S. 1832) and the “Marketplace Equity Act” (H.R. 3179) do not remove the SSUTA option, but also allow states to collect remote sales taxes without signing the SSUTA, provided the states adopt and implement minimum simplification requirements. The simplification requirements for the Marketplace Fairness Act include: 1) providing a single state agency to administer all sales and use taxes; 2) establishing a uniform sales and use tax base, 3) relieving remote sellers from liability to the state or a locality for collection of the incorrect amount of sales or use tax based on information provided by the state; and 4) providing remote sellers 30 days’ notice of a tax rate change by any locality in the state. The Marketplace Equity Act requires the state to implement a simplified system for administration of sales and use tax collection for remote sellers to include: 1) an exception for remote sellers with gross annual receipts in the preceding calendar year from remote sales not exceeding \$1

million in the United States or not exceeding \$100,000 in the state; 2) a single sales and use tax return for use by remote sellers and a single revenue authority within the state with which remote sellers are required to file a tax return, and 3) a uniform tax base throughout the state.

## **Other States' Efforts**

### Click-Through Affiliate Nexus Statutes

These statutes generally create a rebuttable presumption that an Internet retailer has nexus with the applicable state if the seller enters into an agreement with an in-state resident or person to refer potential customers, directly or indirectly, through a link on a website or otherwise, to the seller, in exchange for a commission or other consideration. Generally, the presumption applies only if the seller's cumulative gross receipts do not exceed a certain amount for sales to in-state customers resulting from these agreements. New York was the first state to adopt a "click-through" nexus statute. In response to this statute, Amazon.com filed suit against the state of New York, asserting that the law violated the Commerce Clause, the Due Process Clause, and the Equal Protection Clause of the United States Constitution. Opining that none of the challenges had merit, the trial court fully dismissed Amazon's suit. Amazon has appealed and the case is still pending in the appellate court.

### Facility, Employees to Facilitate Sales, Warehouse, Distribution Center

Several states have enacted statutes conferring nexus to an out-of-state retailer when the retailer holds a substantial ownership interest in or is owned partially or fully by a business that maintains a distribution house, warehouse, or similar place of business that delivers property sold by the retailer. Similarly, several states confer nexus to an out-of-state retailer that uses in-state employees to advertise, promote, or facilitate the seller's sale. has a facility or employees in the state that assists or facilitates the retailer in making sales to customers. Similarly, some states presume nexus for out-of-state retailers when an affiliate owns a distribution center or warehouse in the state, even if the distribution center was in a separate corporate entity.

### Component Member Retailer

In some states, there is a presumption of nexus for an out-of-state retailer that is part of a controlled group of corporations with a component member that is a retailer engaged in business in the state. The presumption may be rebutted by demonstrating that during the calendar year at issue, the component member did not engage in specified activities on behalf of the seller.

### Statutes to Increase Consumer Use Tax Compliance

A few states have focused their efforts on statutes to increase consumer use tax compliance. The statutes generally require the remote retailer to notify the purchaser of the potential use tax obligation in the destination state and to comply with various other information reporting requirements on sales to in-state residents. For example, in 2010, the Colorado legislature enacted HB 10-1193, which imposed notification and reporting

requirements on “retailers that do not collect Colorado sales tax” similar to the ones set forth in this bill. The legislation does not apply to retailers making sales solely by means of download of digital goods and retailers who made less than \$100,000 in total gross sales in Colorado in the previous calendar year. In response to this legislation, the Direct Marketing Association, which consists of businesses and organizations that market products directly to consumers via catalogs and Internet, sought an injunction from the United States District Court to enjoin the Colorado Department of Revenue from enforcing the statute. The District Court issued a preliminary injunction against the state of Colorado on January 26, 2011, agreeing with the Direct Marketing Association’s contention that the legislation is likely to place an undue burden on businesses in violation of the Commerce Clause of the U.S. Constitution. Colorado has appealed this decision to the Tenth Circuit Court of Appeals and the case is still in litigation.

### Summary of State Legislation

The table below summarizes the statutes that have been enacted to reach out-of-state Internet retailers.

State	Click-through	Corp. Group	Warehouse/ Distribution Center	Similar Trade Name/ Trademarks	Use Tax Compliance Statute	Special Agreements or other Responses
AL	N	N	N	Y (2003)	N	
AR	Y (\$10,000 min.)	N	Y	Y	N	Terminated affiliate relationships
CA	Y (\$10,000 annual, total cumulative \$1 million)	Y (if in-state member performs services for seller)	N	N	N	Click-through and corp. group statutes effective if fed'l law enacted on or before 7/31/12 authorizing remote collection and state does not elect to implement law by 9/12, effective 1/13.
CO	N	N	N	N	Y	Online retailers terminated affiliates; Direct Mkt'ing Association filed lawsuit challenging the law.
CT	Y (\$2,000 quarterly minimum)	N	N	N	N	Online retailers terminated affiliates.
IL	Y	N	N	Y (commission required)	N	Online retailers terminated affiliates; Performance Marketing Association filed lawsuit.
IN	N	N	N	N	N	Governor announced on January 9 that online retailer will begin collecting taxes on sales into the state beginning January 1, 2014.
NY	Y	N	N	Y	M	Amazon.com and Overstock.com filed law suit in 2008. Amazon maintains affiliates in NY and collects sales tax while case pending.
NC	Y	N	N	N	N	Online retailers terminated affiliates.
OK	N	Y	Y	Y	Y	Online retailers post notice on invoice/website notifying customers of use tax obligation.
PA	Y (admin. ruling)	N	Y (admin ruling)	N	N	Department of Revenue has announced that it will delay enforcement from February 1, 2012 until September 1, 2012.
RI	Y (More than \$5,000 in previous four quarters)	N	N	N	N	Online retailers terminated affiliates.
SC	N	N	Y (special agreement)	N	Y—As part of special deal, must notify customers of	Special agreement with Amazon if: 1) place distribution facility in service; 2) makes capital investment of at least \$125 million; 3) creates at least 2,000 full time jobs; and 4) maintains at least

					responsibility to pay tax and provide link to DOR website.	1,500 full-time jobs for those employees until 1/1/2016. Expires when: 1) entity ineligible; 2) 1/1/2016, or 3) Congressional action.
SD	Y	Y	Y	Y	Y	Online retailers post a notice on their invoice and/or website notifying customers of their use tax obligation.
TN	N	N	N	N	N	Amazon relieved of tax collecting burdens until 1/1/14 in exchange for new distribution center and promise to provide 3,500 full time jobs and \$350 million in capital improvements. Bill to ratify will be filed in 1/2012.
TX	N	N	Y	Y	N	Amazon has said it will terminate operations at its TX distribution center.
VT	Y	N	N	N	Y	Click-through provision will only become effective when 15 or more other states have adopted same or substantially similar requirements.

### Proposal

This bill would create a rebuttable presumption that an out-of-state dealer has sufficient activity in Virginia to require the dealer to register if a “commonly controlled person” maintains a distribution center, warehouse, fulfillment center, office, or similar location in Virginia that facilitates the delivery of tangible personal property that is sold by the out-of-state dealer. Out-of-state dealers could rebut this presumption by demonstrating that the activities conducted by the commonly controlled person in Virginia are not significantly associated with the dealer’s ability to establish or maintain a market in the Commonwealth for the dealer’s sales.

Under the terms of this bill, “commonly controlled person” would be defined as any person that is a member of the same “controlled group of corporations,” as defined in § 1563(a) of the Internal Revenue Code, as the dealer or any other entity that, notwithstanding its form of organization, bears the same ownership relationship to the dealer as a corporation that is a member of the same “controlled group of corporations.

This bill would become effective on the earlier of September 1, 2013, or the effective date of federal legislation authorizing states to require remote sellers to collect taxes on goods shipped to in-state purchasers. If the federal legislation is enacted prior to August 15, 2013, and the effective date of the federal legislation is after September 1, 2013, but on or before January 1, 2014, the bill would be effective on January 1, 2014.

cc : Secretary of Finance

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DLAS File Name: SB597FER161