1 2 3	STATE OF NEW MEXICO ADMINISTRATIVE HEARINGS OFFICE TAX ADMINISTRATION ACT
4 5 6 7	IN THE MATTER OF THE PROTEST OF JIMMY LOPEZ TO THE ASSESSMENT OF TAX ISSUED UNDER LETTER ID NO. L0591682672
8	v. Case Number 23.08-032A, D&O 24-03
9	NEW MEXICO TAXATION AND REVENUE DEPARTMENT
10	DECISION AND ORDER
11	On September 28, 2023, Hearing Officer Ignacio V. Gallegos, Esq., conducted an
12	administrative hearing on the merits in the matter of the tax protest of Jimmy Lopez (Taxpayer)
13	pursuant to the Tax Administration Act and the Administrative Hearings Office Act. At the
14	hearing, Jimmy Lopez, Taxpayer, appeared representing himself. Staff Attorney Peter Breen
15	appeared, representing the opposing party in the protest, the Taxation and Revenue Department
16	(Department). Department protest auditor Mitchell Bartholemew appeared as a witness for the
17	Department. No exhibits were provided nor admitted into the record. The contents of the
18	Administrative File are considered part of the record of this proceeding.
19	Based on the evidence in the record, after making findings of fact, the hearing officer finds
20	that, Taxpayer has failed to overcome the presumption of correctness that attached to the
21	Department's assessment. Because the Taxpayer failed to overcome the presumption of correctness,
22	the Taxpayer's protest must be denied. However, due to the Department's unfounded delay in
23	bringing the protest to hearing, the accrual of interest is stayed. IT IS DECIDED AND ORDERED
24	AS FOLLOWS:

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25 1441571 1770, Section 7 1 3 (2

15. The Department provided an update concerning Taxpayer liabilities: \$10,973.84 in tax principal; \$2,194.66 in penalties; and \$2,562.37 in interest. The balance outstanding has increased from the original assessment because interest accrues monthly. [Testimony of M. Bartholemew].

16. On December 12, 2023, the Administrative Hearings Officer issued an Order Requesting Additional Briefing to the parties. The Order imposed a fourteen-day response requirement on the Department. As of the writing of this Decision and Order, no additional briefing has been submitted to the tribunal, therefore, as explained in the Order Requesting Additional Briefing, the Department is deemed to have consented to the halting of the accrual of interest. [Administrative File].

#### **DISCUSSION**

For tax years, 2016, 2017, 2018 and 2019, Jimmy Lopez worked as an independent contractor. As part of his personal income tax reporting for the business income, he filed Schedule C forms as part of his federal personal income tax returns. The Schedule Cs reported business income. The Taxpayer did not file gross receipts tax returns on the combined reporting system (CRS-1) forms to the State of New Mexico during the same years. Taxpayer claimed he was unaware he was required to file gross receipts.

### **Presumption of correctness**

Under NMSA 1978, Section 7-1-17 (C) (2007), the assessment issued in this case is presumed correct. Consequently, Taxpayer has the burden to overcome the assessment. *See Archuleta v. O'Cheskey*, 1972-NMCA-165, ¶11, 84 N.M. 428. Unless otherwise specified, for the purposes of the Tax Administration Act, "tax" is defined to include interest and civil penalty. *See* NMSA 1978, Section 7-1-3 (Z) (2019); *see also* Regulation 3.1.1.16 (12/29/2000). Under

The Taxpayer's burden established under the presumption of correctness is a burden of producing evidence that tends to support Taxpayer's position. *Gemini Las Colinas, LLC v. New Mexico Taxation & Revenue Department*, 2023-NMCA-039, ¶ 16, 531 P.3d 622. Once the Taxpayer has produced the evidence in support of Taxpayer's position, the Department may present its evidence in support of the assessment, then it is the responsibility of the Hearing Officer to weigh the evidence and determine the outcome of the protest. *Id.*, ¶ 17.

The burden is also on taxpayers to prove that they are entitled to an exemption or deduction, if one should potentially apply. *See Pub. Serv. Co. v. N.M. Taxation & Revenue Dep't*, 2007-NMCA-050, ¶141 N.M. 520, 157 P.3d 85; *See also Till v. Jones*, 1972-NMCA-046, 83 N.M. 743, 497 P.2d 745. "Where an exemption or deduction from tax is claimed, the statute must be construed strictly in favor of the taxing authority, the right to the exemption or deduction must be clearly and unambiguously expressed in the statute, and the right must be clearly established by the taxpayer." *See Sec. Escrow Corp. v. State Taxation & Revenue Dep't*, 1988-NMCA-068,

# Receipts under the Gross Receipts and Compensating Tax Act.

The assessment in this protest arises from an application of the Gross Receipts and Compensating Tax Act, NMSA 1978, Sections 7-9-1 through 7-9-117, which imposes a tax for the privilege of engaging in business, on the receipts of any person engaged in business in New Mexico. *See* NMSA 1978, Section 7-9-4 (2010). There is a statutory presumption that all receipts of a person engaged in business activities are taxable. *See* NMSA 1978, Section 7-9-5(A) (2019). The business activity of inspecting homes in New Mexico was engaging in business which triggers the statutory presumption that *all receipts* of a person engaging in business are taxable. *See* Section 7-9-3(P) (2019), Section 7-9-3.3 (2019), and Section 7-9-5(A) (2019). Yet, despite the general presumption of taxability, a taxpayer may qualify for the benefits of various deductions and exemptions.

There is no dispute that Taxpayer's Schedule C income was derived from the business of building inspections in New Mexico. The statutory definition of "gross receipts" under Section 7-9-3.5 (2019) states, in pertinent part: "gross receipts' means the total amount of money or the value of other consideration received ... from selling services performed outside New Mexico, the product of which is initially used in New Mexico, or from performing services in New Mexico." It is undisputed that performing building inspections is performing services. *See* NMSA 1978, Section 7-9-3 (S). Since the Department is entitled to the presumption that all receipts of a person engaging in business are taxable, it is Taxpayer's burden to present some evidence or legal argument to show that the Taxpayer is entitled to an abatement, in full or in part, of the assessment issued in

# Penalty.

Mr. Lopez did not know he was required to file and pay gross receipts tax returns but had no obvious intention to evade a tax. Taxpayer claimed he did not receive information of a need to file from Turbo Tax or, later, from a tax preparer. Under NMSA 1978, Section 7-1-69 (2007), when a taxpayer fails to pay taxes due to the State because of negligence or disregard of rules and regulations, but without intent to evade or defeat a tax, the Department must impose a civil negligence penalty on that taxpayer. "There shall be added to the amount assessed a penalty" under the statute. *Id*.

The use of the word "shall" makes the imposition of penalty mandatory in all instances where a taxpayer's actions or inactions meets the legal definition of "negligence." *See Marbob Energy Corp. v. N.M. Oil Conservation Comm'n*, 2009-NMSC-013, ¶22, 146 N.M. 24 (use of the word "shall" in a statute indicates provision is mandatory absent clear indication to the contrary).

Negligence can be found in several ways. Regulation 3.1.11.10 NMAC (1/15/01) defines "negligence" as "failure to exercise that degree of ordinary business care and prudence which reasonable taxpayers would exercise under like circumstances; inaction by taxpayers where action is

Taxpayer's statement of reliance on Turbo Tax and a tax preparer for proper advice is cognizable as an imperfect claim of nonnegligence. Regulation 3.1.11.11 NMAC (1/15/01) defines "nonnegligence" by describing several situations which may indicate an absence of negligence, allowing the Department to issue an abatement. The list provided in the regulation includes: "D. the taxpayer proves that the failure to pay tax or to file a return was caused by reasonable reliance on the advice of competent tax counsel or accountant as to the taxpayer's liability after full disclosure of all relevant facts; failure to make a timely filing of a tax return, however, is not excused by the taxpayer's reliance on an agent." Regulation 3.1.11.11 NMAC.

Taxpayer's credible testimony established that he used TurboTax software to complete his federal and New Mexico personal income tax returns. Generally speaking, the software requests input of certain information and computes a taxpayer's liability and any amount owed or due for refund. It is the understanding of the Hearing Officer that the software is limited to personal income taxes and does not address any gross receipts taxes. The software, although a helpful tool, does not substitute for "competent tax counsel or accountant," as required under Regulation 3.1.11.11

NMAC to establish nonnegligence upon reasonable reliance. The Hearing Officer concurs with the observations of the United States Tax Court in *Morales v. Comm'r*, T.C. Memo 2012-341, 2012

Tax Ct. Memo LEXIS 342, 104 T.C.M. (CCH) 741, *affirmed*, 633 Fed. Appx. 884 (9th Cir. 2015) (non-precedential), which held that the use of tax preparation software is not a defense to negligence penalties. Taxpayer did not show evidence to support any reasonable reliance on information provided by TurboTax or a tax preparer. There was no evidence of whether the subject of gross

### Interest.

NMSA 1978, Section 7-1-67 (2013) provides that interest accrues on deficient tax principal. Interest "shall be paid" on taxes that are not paid on or before the date on which the tax is due.

NMSA 1978, Section 7-1-67 (A). By the use of the word "shall" the legislature intended that the assessment of interest is mandatory. See Marbob Energy Corp. v. N.M. Oil Conservation Comm'n., 2009-NMSC-013, ¶ 22, 146 N.M. 24; see also NMSA 1978, Section 12-2A-4 (A) (1997). Likewise, under Regulation 3.1.6.13 NMAC, the presumption of correctness under Section 7-1-17 (C) extends to the Department's assessment of penalty and interest. See Regulation 3.1.6.13 NMAC 1/15/01); see also Chevron U.S.A., Inc. v. State ex rel. Dep't of Taxation & Revenue, 2006-NMCA-50, ¶16, 139 N.M. 498, 503 (agency regulations interpreting a statute are presumed proper and are to be given substantial weight). Taxpayer's unsubstantiated statements through testimony were insufficient to overcome the presumption of correctness that attached to the assessment of interest imposed against delinquent tax. See Regulation 3.1.6.12(A) NMAC; see also Gemini Las Colinas, LLC v. New Mexico Taxation & Revenue Department, 2023-NMCA-039, ¶16.

Nevertheless, the legislature also enacted time deadlines to ensure timely disposition of tax protests. *See* NMSA 1978, Section 7-1B-8 (2019). The Department's failure to adhere to statutory time deadlines can result in the stay of accrual of interest. *See* NMSA 1978, Section 7-1B-8 (E).

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Upon independent review, as allowed by regulation, the Hearing Officer takes this opportunity to express dismay that the Department delayed the submission of a request for hearing a total of 309 days – from the date of the Taxpayer's protest on September 29, 2022, until the date of submission of the Department's request for hearing on August 4, 2023. The statute allows the Hearing Officer's independent review of the adherence to deadlines, therefore, the Hearing Officer, *sua sponte*, outlines herein the basis for halting further accrual of interest. NMSA 1978, Section 7-1B-8 (E) (2019) and Regulation 22.600.3.18 (E) NMAC (8/25/2020).

There are two deadlines of note under the 2019 statute, "[i]f the hearing officer finds that the taxation and revenue department failed to comply with the deadlines set forth in Subsections A and B of this section, the hearing officer may order that no further interest may accrue on the protested

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Beginning with Section A of the statute, the Department is required to promptly issue an acknowledgement of the protest. Here, the Taxpayer's protest was stamped as received by the Department on September 29, 2022. The Department issued an acknowledgement of protest on April 29, 2023. A simple calculation indicates that the acknowledgment of protest was dated 212 days after the protest was received by the Department. A determination of "promptness" is certainly a subjective standard, and the hearing officer may take into account a variety of factors that might contribute to a delay. Regulation 22.600.3.18 (E) (8/25/2020). The statute provides "[i]f the department determines that the protest has not been filed in accordance with that section [7-1-24 NMSA 1978], the department shall, within twenty-one days of the receipt of the protest, inform the taxpayer of the deficiency and provide the taxpayer within twenty-one days of the taxpayer being informed, one opportunity to correct it." There is no evidence on record that the Department found fault with the initial submission of the protest for the tax years in question, therefore, a prompt acknowledgment should have occurred within this 21-day grace-period. The record is void as to whether there was any behind-the-scenes activity that might have justified a delay of longer than 21days such as, for example, holding an informal conference or making amendments to the protest. Because of the relatively uncomplicated nature of the case and no evidence of behind-the-scenes activity, a delay of 212 days cannot be found to be prompt, as it should have occurred within 21days of the receipt of the protest.

Turning then to Section B, the Department has one hundred eighty (180) days from the date of the protest, within which to request a hearing. Regulations identify the date, on which the 180 days begin, to be the date of the prompt acknowledgment of protest. *See* Regulation 22.600.3.8

New Mexico law imposes time limits to expedite the adjudication of protests. The law allows "[i]f the hearing officer finds that the taxation and revenue department failed to comply with the deadlines set forth in Subsections A and B of this section, the hearing officer may order that no further interest may accrue on the protested liability." NMSA 1978, Section 7-1B-8 (E) (2019). Here, the Department's acknowledgment of the protest was not prompt, a violation of Section A. Likewise, the Department's filing of the request for hearing, was greater than 180 days from what would be considered a prompt acknowledgement, so it also violated Section B. Therefore, the Department failed to comply with the deadlines as set forth by the legislature, and the imposition of a stay of accrual of interest is justified.

The date at which the halting or suspension of accrual of interest shall be effective, is, according to the regulation, "the day after the date on which TRD should have, but did not act, or from another date considering the unique circumstances at issue in the protest." Regulation 22.600.3.18 (E).

Generally, there is a 21-day grace period from the receipt of a tax protest. *See* Section 7-1B-8 (A). During this time, a protest may be evaluated by the Department for adherence to Section 7-1-24 requirements. If there is no issue with the protest, the prompt acknowledgement should be before the expiration of the 21-day grace period. The request for hearing should be submitted to the Administrative Hearings Office within 180-days thereafter. Since there have been no reasons articulated or provided in the record for additional delay, the Department should have acted to request a hearing within 201 days after receipt of the Taxpayer's protest. The receipt of the protest was September 29, 2022. Adding 201 days to that date, the Department's request for hearing should have occurred on or before April 18, 2023. The date on which the stay shall cease to accrue is the date "on which TRD should have, but did not act." Regulation 22.600.3.18 (E). The accrual of interest shall be halted as of April 18, 2023, the date on which the Department should have but did not act.

The Department, by virtue of its non-response to the Order Requesting Additional Briefing, is deemed to consent to the relief granted herein under Sec. 7-1B-8 E and Regulation 22.600.3.18 (E) (8/25/2020).

#### Conclusion.

Mr. Lopez provided no evidence to support his misunderstanding that he was not required to report or pay the gross receipts tax on income received from his work as a building inspector.

Taxpayer was engaged in business, as an independent contractor providing the service of building inspections. A reduction of the statutory penalty for negligence is not justified on the Taxpayer's suggestion that he was not given competent advice is not proper in this case as no gross receipts tax returns were filed. *See* Regulation 3.1.11.11 (D) NMAC. Likewise, interest is statutorily required, and the interest which accured prior to the hearing is justified. However, because of delays in

1	Section 7-1-16 (2019); see also Regulation § 22.600.3.22 NMAC (8/25/20); see also NMSA 1978,
2	Section 7-1B-8 (H) (2019); see also Regulation § 22.600.3.12 NMAC (8/25/20); see also Gemini
3	Las Colinas, LLC v. New Mexico Taxation & Revenue Department, 2023-NMCA-039, ¶ 16.
4	F. The Department failed to issue a prompt acknowledgement of protest and a timely
5	request for hearing on the protest without good cause shown. See NMSA 1978, Section 7-1B-8
6	(A) and (B); see also Regulation 22.600.3.18 (E). The accrual of additional interest is halted as
7	of the date on which the Department should have but did not act. <i>See</i> Regulation 22.600.3.18 (E)
8	For the foregoing reasons, the Taxpayer's protest <b>IS DENIED IN PART AND</b>
9	GRANTED IN PART.
10	DATED: January 12, 2024.
11 12 13 14 15 16	Ignacio V. Gallegos Hearing Officer Administrative Hearings Office Post Office Box 6400 Santa Fe, NM 87502
17	NOTICE OF RIGHT TO APPEAL
18	Pursuant to NMSA 1978, Section 7-1-25 (2015), the parties have the right to appeal this
19	decision by filing a notice of appeal with the New Mexico Court of Appeals within 30 days of the
20	date shown above. If an appeal is not timely filed with the Court of Appeals within 30 days, this
21	Decision and Order will become final. Rule of Appellate Procedure 12-601 NMRA articulates
22	the requirements of perfecting an appeal of an administrative decision with the Court of Appeals.
23	Either party filing an appeal shall file a courtesy copy of the appeal with the Administrative

Hearings Office contemporaneous with the Court of Appeals filing so that the Administrative
Hearings Office may begin preparing the record proper. The parties will each be provided with a
copy of the record proper at the time of the filing of the record proper with the Court of Appeals,
which occurs within 14 days of the Administrative Hearings Office receipt of the docketing
statement from the appealing party. See Rule 12-209 NMRA.
CERTIFICATE OF SERVICE
On January 12, 2024, a copy of the foregoing Decision and Order was submitted to the
parties listed below in the following manner:
First Class Mail E-Mail
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