



Bill Analysis

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Sponsor:

Bill Number: AB 2570

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Amended: May 4, 2020

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Related Bills: See Legislative
History

SUBJECT

Expand False Claims Act to Include Tax Matters

SUMMARY

This bill would, under the Government Code, expand the False Claims Act to apply to claims, records, or statements made under the Revenue and Taxation Code (R&TC), if specified conditions are met on or after January 1, 2021.

RECOMMENDATION

No position

SUMMARY OF AMENDMENTS

The May 4, 2020, amendments allowed the False Claims Act to also apply to certain claims records, or statements made under the Bradley-Burns Uniform Local Sales and Use Tax Law, specified that a complaint under the False Claims Act is required to remain under seal for at least 60 days and would not be served on the defendant until ordered by the superior court, and made several nonsubstantive technical changes.

This analysis replaces the department's analysis of the bill as introduced February 20, 2020.

This analysis only addresses the provisions of the bill that impact the department's programs and operations. Because the changes made by the May 4 amendments did not impact the department, this analysis is substantially similar to the department's analysis of the bill as introduced February 20, 2020.

REASON FOR THE BILL

The reason for the bill is to allow the Attorney General, other prosecuting authorities, and whistleblowers the ability to pursue fraudulent claims under the R&TC.

ANALYSIS

On or after January 1, 2021, this bill would apply the False Claims Act to claims, records, or statements made under the franchise or income tax provisions of the R&TC if both of the following conditions are met:

- Damages pleaded in an action under the act exceed \$200,000.
- The taxable income of the person, other than a corporation, or the gross receipts, less returns and allowances, of any corporation or other person other than an individual, equals or exceeds \$500,000 for any taxable year subject to any action brought under the act.

The Attorney General or prosecuting authority would be required to consult with the taxing authorities to whom the claim was submitted prior to filing or intervening in any action under the act that is based on the filing of false claims, records, or statements made under the R&TC.

The Attorney General or prosecuting authority, but not the qui tam plaintiff (whistleblower), would be authorized to obtain otherwise confidential records, relating to taxes, fees, surcharges, or other obligations under the R&TC, needed to investigate or prosecute suspected violations, from state and local taxing and other governmental authorities. Those authorities would be authorized to make such disclosures. However, taxing and other governmental authorities would be prohibited from providing federal tax information without authorization from the Internal Revenue Service.

Information received by the Attorney General or prosecuting authority would remain confidential except as necessary to investigate and prosecute violations.

The bill specifies that there would be no retroactive application of the False Claims Act to any claims, records, or statements made under the R&TC before January 1, 2021.

Effective/Operative Date

Assuming enactment by September 30, 2020, this bill would be effective and operative on January 1, 2021.

Federal/State Law

Federal Law

The federal False Claims Act, United States Code Title 31, Sections 3729 – 3733, allows a person or entity with evidence of fraud against federal programs or contracts, commonly known as a whistleblower or qui tam plaintiff, to sue the wrongdoer on behalf of the United States Government. In qui tam actions, the government has the right to intervene and join the action. If the government declines, the private plaintiff may proceed on his or her own.

The False Claims Act does not apply to claims, records, or statements made under the Internal Revenue Code of 1986.

Generally, the Franchise Tax Board (FTB) is prohibited under both federal law and an interagency agreement with the Internal Revenue Service (IRS) from disclosing taxpayer information that the FTB receives from the IRS, which may include a taxpayer's address.

State Law

California's False Claims Act (Act) is found in Government Code sections 12650 – 12656. The California Attorney General's website explains that the Act:

“...permits the Attorney General to bring a civil law enforcement action to recover treble damages and civil penalties against any person who knowingly makes or uses a false statement or document to either obtain money or property from the State or avoid paying or transmitting money or property to the State. The Act's qui tam provision permits a whistleblower to file an action to enforce the Act. The whistleblower's lawsuit is filed under seal to permit the Attorney General or local prosecuting authority to investigate and, if warranted, intervene in the action. The whistleblower may be eligible to receive a share of any recovery, and the Act provides protections against retaliation.”

The Act does not apply to claims, records, or statements made under the R&TC.

Under current state law, the FTB is responsible for administering and enforcing the franchise and income tax laws under the R&TC, including the identification and resolution of tax fraud (the intentional underreporting or failing to report income). In general, the FTB's enforcement activity includes the audit, protest and appeals programs, filing enforcement programs, collection programs, and criminal investigation programs.

Information on alleged tax fraud, including whistleblower complaints, can be submitted to the department by phone, fax, mail, or online. Although current law, R&TC section 19525, allows compensation to whistleblowers based on the additional tax produced by the information provided, the program remains unfunded.

Under current state tax law, the FTB is prohibited from disclosing any confidential taxpayer information unless an exception to the general disclosure law specifically authorizes the disclosure. Similarly, current state law applies the prohibition on disclosure to an authorized recipient of confidential taxpayer data.

Current state law lacks an exception from disclosure similar to the exception this bill would allow.

Implementation Considerations

Department staff has identified the following implementation consideration for purposes of a high-level discussion; additional concerns may be identified as the bill moves through the legislative process. Department staff is available to work with the author's office to resolve these and other concerns that may be identified.

It is unclear in the statutory language whether and how a claim under the Act and deployment of the department's existing enforcement tools would be coordinated. For example, if a taxpayer is currently under examination or investigation with the department, what would be the effect of this provision.

Technical Considerations

None noted.

Policy Concerns

None noted.

LEGISLATIVE HISTORY

AB 1270 (Stone, 2019/2020) would have, similar to this bill, added claims, records, or statements made under the R&TC to matters that may be pursued under the Act. AB 1270 is held under submission by the Senate Committee on Appropriations.

PROGRAM BACKGROUND

None noted.

FISCAL IMPACT

The department's costs to implement this bill have yet to be determined. As the bill moves through the legislative process, costs will be identified.

ECONOMIC IMPACT

Revenue Estimate

Although the provisions of AB 2570 as amended May 4, 2020, could provide additional collection resources and may result in an impact on the general fund, the provisions do not change the computation of franchise or income tax under current law, and therefore, does not fall within the scope of the FTB's revenue estimates.

LEGAL IMPACT

None noted.

APPOINTMENTS

None noted.

SUPPORT/OPPOSITION

None noted.

ARGUMENTS

To be determined.

LEGISLATIVE STAFF CONTACT

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