- 1 HB467
- 2 164976-1
- 3 By Representatives Scott and Knight
- 4 RFD: Ways and Means Education
- 5 First Read: 09-APR-15

164976-1:n:02/27/2015:LFO-KF/bdl 1 2 3 4 5 6 7 SYNOPSIS: This bill would add Article 7 to Chapter 29 8 of Title 40, to the Code of Alabama 1975, to 9 10 provide for reportable tax avoidance transactions. 11 This bill would provide definitions; 12 taxpayer responsibility for disclosure of 13 reportable tax avoidance transactions; time and 14 manner of disclosure; imposition and amount of penalties, assessment date, and waiver; penalties 15 related to understatement of tax resulting from a 16 17 reportable tax avoidance transaction, interest 18 penalty, and waiver; extension of statute of 19 limitations for assessments; material advisor 20 responsibility for disclosure; penalty for failure 21 to disclose a reportable tax avoidance transaction 22 or to maintain advisee list and waiver; penalty for 23 tax shelters; and injunction of certain conduct 24 related to reportable tax avoidance transactions 25 and tax shelters. 26

27

A BILL

1	TO BE ENTITLED
2	AN ACT
3	
4	To add Article 7, relating to Reportable Tax
5	Avoidance Transactions and Penalties, to Chapter 29 of Title
6	40 of the Code of Alabama 1975.
7	BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:
8	Section 1. Article 7 of Chapter 29, Title 40,
9	consisting of Sections 40-29-121 to 40-29-130, inclusive, is
10	added to the Code of Alabama 1975, to read as follows:
11	Title 40, Chapter 29, Article 7.
12	Disclosure of Reportable Tax Avoidance Transactions.
13	§40-29-121.
14	As used in this article, the following words shall
15	have the following meanings:
16	(1) DISQUALIFIED OPINION. An opinion that does any
17	of the following:
18	a. Is based on unreasonable factual or legal
19	assumptions, including assumptions as to future events.
20	b. Unreasonably relies on representations,
21	statements, findings, or agreements of the taxpayer or any
22	other person.
23	c. Does not identify and consider all relevant
24	facts.
25	d. Fails to meet any other requirement as prescribed
26	by either the U.S. Secretary of the Treasury for purposes of
27	the Internal Revenue Code or the commissioner.

(2) DISQUALIFIED TAX ADVISOR. A tax advisor that
 meets any of the following conditions:

a. A material advisor who participates in the
organization, management, promotion, or sale of the
transaction or is related, within the meaning of Internal
Revenue Code Section 267(b) or 707(b)(1), to any person who so
participates.

8 b. Is compensated directly or indirectly by a
9 material advisor with respect to the transaction.

10 c. A fee arrangement with respect to the transaction
11 which is contingent on all or part of the intended tax
12 benefits from the transaction being sustained.

d. As determined under regulations prescribed by
either the Secretary of the Treasury for purposes of the
Internal Revenue Code or by the commissioner, has a
disqualifying financial interest with respect to the
transaction.

(3) LISTED TRANSACTION. A reportable tax avoidance 18 transaction that is the same as, or substantially similar to 19 any of the following: (a) a transaction or arrangement 20 21 specifically identified by the commissioner as a tax avoidance 22 transaction through notice, regulation, bulletin, or other 23 form of official department guidance; (b) any reportable tax 24 avoidance transaction that is the same as, or substantially 25 similar to, a transaction or arrangement specifically 26 identified by the U.S. Secretary of the Treasury as a tax 27 avoidance transaction for purposes of Internal Revenue Code

Section 6011; or (c) a transaction or arrangement defined as a
 listed transaction by Section 6707A of the Internal Revenue
 Code.

4 (4) MATERIAL ADVISOR. Any person who does any of the5 following:

a. Provides any material aid, assistance, or advice
with respect to organizing, managing, promoting, selling,
implementing, insuring, or carrying out any reportable tax
avoidance transaction.

b. Directly or indirectly derives gross income in
excess of the threshold amount, or the other amount as may be
prescribed by the U.S. Secretary of the Treasury for purposes
of the Internal Revenue Code, for the advice or assistance.
For purposes of this article, the threshold amount includes
the following:

Fifty thousand dollars (\$50,000) in the case of a
 reportable tax avoidance transaction substantially all of the
 tax benefits from which are provided to natural persons.

Two hundred fifty thousand dollars (\$250,000) in
 any other case.

(5) NON-ECONOMIC SUBSTANCE TRANSACTION. Any
transaction or arrangement that lacks economic substance, as
defined by state or federal law, including a transaction or
arrangement in which an entity is disregarded as lacking a
valid non-tax state business purpose.

26 (6) REPORTABLE TAX AVOIDANCE TRANSACTION. Any
 27 transaction or arrangement with respect to which information

is required to be included with a state return or statement because, as determined under regulations prescribed pursuant to this article, the transaction or arrangement is of a type which includes all of the following:

5 a. The commissioner determines as having a potential 6 for avoidance or evasion of the tax imposed by Chapter 16 or 7 18 of this title, whether through deduction or credit, the 8 excludability or omission of any income, the manipulation of 9 any allocation or apportionment rule, or the securing of any 10 other tax benefit.

b. Is carried out through or invested in by at least 11 12 one entity or person that is organized in this state, doing business in this state, deriving income from sources in this 13 14 state, subject to tax, or is otherwise subject to the 15 jurisdiction of this state. A reportable tax avoidance transaction includes, but is not limited to, any transaction 16 17 or arrangement described in the U.S. Treasury Regulations Section 1.6011-4(b), a listed transaction as defined in this 18 article, or a non-economic substance transaction as defined in 19 this article. A "reportable tax avoidance transaction" does 20 not include any transaction identified by the commissioner 21 22 through notice, regulation, bulletin, or other form of 23 official department guidance as not constituting a tax avoidance transaction. 24

(7) TAX SHELTER. A partnership or any other entity,
any investment plan or arrangement, or any other plan or
arrangement, if a significant purpose of the partnership,

entity, plan, or arrangement is the avoidance of state or
 federal income tax.

3

§40-29-122.

4 (a) For each tax year in which a taxpayer, or a member of a federal consolidated group of which a taxpayer is 5 6 a member, has participated in a reportable tax avoidance 7 transaction, including a listed transaction, the taxpayer shall disclose the transaction as provided in this section. In 8 9 addition, for each tax year in which a taxpayer, or a member 10 of a federal consolidated group of which a taxpayer is a member, is required to make a disclosure statement under 11 12 Treasury Regulations Section 1.6011-4 with respect to a 13 reportable tax avoidance transaction, including a listed 14 transaction, in which the taxpayer participated, the taxpayer 15 shall file a copy of the disclosure with the department as 16 provided in subsection (b).

17 (b) Reportable tax avoidance transactions, including listed transactions, shall be disclosed in the manner 18 prescribed in Treasury Regulations Section 1.6011-4 and 19 20 department rules and regulations. With respect to a reportable 21 tax avoidance transaction, including a state or federal listed 22 transaction, entered into after December 31, 2014, disclosure 23 shall be attached to the taxpayer's original and any amended state income tax return for the tax year during which the 24 transaction was entered into and to the original and any 25 26 amended state income tax return for any later tax year which 27 reflects a reduction in tax resulting from the reportable or

listed transaction, including a loss, deduction, or credit 1 2 which is being carried forward or back and which resulted from the transaction. Disclosure of a reportable tax avoidance 3 4 transaction entered into after December 31, 2014, shall also be attached to any amended state income tax return filed after 5 December 31, 2014, where the filing reflects a determination 6 7 by the Internal Revenue Service of the federal tax treatment of the reportable tax avoidance transaction. 8

9 c. The provisions of this article shall apply to any 10 reportable tax avoidance transaction entered into after 11 December 31, 2014, for any tax year or years for which the 12 transaction remains undisclosed, and for which the statute of 13 limitations on assessment, taking into account the extension 14 provided under Section 40-29-125, has not expired as of 60 15 days after the effective date of this article.

16

§40-29-123.

(a) Any person who fails to include on any return or
statement any information with respect to a reportable tax
avoidance transaction which is required pursuant to Section
40-29-122, to be included with the return or statement shall
pay a penalty, in addition to any other penalty imposed, in
the amount determined under subparagraph 2.

Except as provided in subparagraph 2, the amount
 of the penalty imposed pursuant to this subsection shall be
 ten thousand dollars (\$10,000) in the case of a natural
 person, and fifty thousand dollars (\$50,000) in any other
 case. After imposition of the penalties, the commissioner may

impose additional penalties up to and including 10 percent of the taxpayer's tax benefit from the reportable or listed transaction as determined by the commissioner.

4 2. The amount of penalty under subparagraph 1 with respect to a listed transaction shall be one hundred thousand 5 6 dollars (\$100,000) in the case of a natural person, and two 7 hundred thousand dollars (\$200,000) in any other case. After imposition of the penalties, the commissioner may impose 8 additional penalties up to and including 10 percent of the 9 10 taxpayer's tax benefit from the reportable or listed 11 transaction as determined by the commissioner.

(b) The penalty imposed pursuant to subparagraph 1 shall be deemed assessed on the due date of the state income tax return upon or attached to which the disclosure of the reportable tax avoidance transaction was required pursuant to Section 40-29-122 and department rules and regulations.

17 (c) (1) The commissioner may waive or abate all or 18 any portion of any penalty imposed by this section with 19 respect to any violation if:

a. The violation is with respect to a reportable tax
avoidance transaction other than a listed transaction.

b. Rescinding the penalty would promote compliance
with the requirements of Chapters 16 and 18 of Title 40, and
effective tax administration.

(2) Notwithstanding any other law to the contrary,
any determination under this subsection may not be reviewed in
any judicial, quasi-judicial, or administrative proceeding.

1 (d) The penalty imposed under this section shall 2 apply to any failure to disclose any listed transaction entered into after December 31, 2014, or any other reportable 3 tax avoidance transaction entered into after the effective 4 date of this article, as required by Section 40-29-122 for any 5 6 tax year or years for which the transaction remains 7 undisclosed, and for which the statute of limitations on assessment, taking into account the extension provided under 8 Section 40-29-125, has not expired as of 60 days after the 9 10 effective date of this article. 11 \$40-29-124. 12 (a) If a taxpayer has a reportable tax avoidance

13 transaction understatement for any taxable year, there shall
14 be added to the tax an amount equal to 20 percent of the
15 amount of the understatement.

16 (1) For purposes of this section, the term
17 "reportable tax avoidance transaction understatement" means
18 the sum of the following:

a. The product of all of the following:
1. The highest rate of tax imposed under Chapter 16
or 18 of Title 40.

22 2. The amount of increase, if any, in state taxable 23 income which results from a difference between the proper tax 24 treatment of an item to which subsection (a) of Section 25 40-29-122 applies and the taxpayer's treatment of the items as 26 shown on the taxpayer's return of tax, including an amended 27 return, provided the amended return is filed prior to the date 1 the taxpayer is first contacted by the department regarding 2 the examination of the tax year for which the amended return is filed. The amount of the increase in state taxable income 3 4 for a particular tax year shall include the restatement for another tax year to which a loss or deduction is carried 5 forward or carried back that is attributable to the reportable 6 7 tax avoidance transaction for that year in which the carry forward or carry back of the loss or deduction applies. 8

b. The amount of the decrease, if any, in the
aggregate amount of credits which results from a difference
between the taxpayers treatment of an item to which this
section applies, as shown on the taxpayer's return of tax, and
the proper tax treatment of the item.

14 (2) Subsection (a) shall apply to any item which is15 attributable to all of the following:

16

a. Any listed transaction.

b. Any reportable tax avoidance transaction, other than a listed transaction, if a significant purpose of the transaction is the avoidance of evasion of federal or state income tax.

(3) Subsection (a) shall be applied by substituting
"30 percent" for "20 percent" with respect to the portion of
any reportable tax avoidance transaction understatement with
respect to which the requirements of subsection (a) are not
met.

26 (4) Except as provided in regulations, in no event
27 shall any tax treatment included with an amendment or

supplement to a return of tax be taken into account in determining the amount of any reportable tax avoidance transaction understatement if the amendment or supplement is filed after the earlier of the date the taxpayer is first contacted by the commissioner regarding the examination of the return or another date as is specified by the commissioner.

7 (5) The penalty imposed under this section shall be 8 deemed assessed on the due date of the state income tax return 9 which shows the understatement of tax resulting from a 10 reportable tax avoidance transaction to which the penalty 11 relates.

12 (b) (1) For any amended return filed after this 13 article becomes law and before the taxpayer is contacted by 14 the Internal Revenue Service or the department regarding a reportable tax avoidance transaction, there shall be added to 15 any reportable tax avoidance transaction understatement, as 16 17 determined under subdivision (1) of subsection (a), a penalty in addition to any other applicable penalties, equal to 50 18 percent of the interest assessed under Section 40-1-44 on the 19 reportable tax avoidance transaction understatement for the 20 21 period beginning on the last date prescribed by law for the 22 payment of the tax, determined without regard to extensions, 23 and ending on the date of payment.

(2) If the taxpayer has been contacted by the
Internal Revenue Service or the department regarding a
reportable tax avoidance transaction, there shall be added to
any reportable tax avoidance transaction understatement, as

determined under subdivision (1) of subsection (a), a penalty 1 2 in addition to any other applicable penalties, equal to 100 percent of the interest assessed under Section 40-1-44 on the 3 4 reportable tax avoidance transaction understatement for the period beginning on the last date prescribed by law for the 5 6 payment of the tax, determined without regard to extensions, 7 and ending on the date the notice of proposed assessment is mailed. 8

9 (3) The penalty imposed under subsection (b) shall 10 be deemed assessed upon the assessment of the interest by 11 which the penalty is calculated and shall be collected and 12 paid in the same manner as the interest.

13 (c) (1) Except as provided in subdivision (2), the 14 commissioner may waive or abate all or any portion of any 15 penalty imposed by this section with respect to any portion of a reportable tax avoidance transaction understatement if it is 16 17 shown that the taxpayer had reasonable cause for the portion and acted in good faith with respect to the portion. 18 Notwithstanding any other law to the contrary, any 19 determination by the commissioner pursuant to this subdivision 20 21 may not be reviewed in any judicial, quasi-judicial, or 22 administrative proceeding.

(2) Subdivision (1) shall not apply to any
 reportable tax avoidance transaction understatement unless:

a. The relevant facts affecting the tax treatment of
 the item are adequately disclosed in accordance with all
 requirements of Section 40-29-122 and department rules and

regulations. A taxpayer failing to fully disclose shall be
 treated as meeting the requirements of this paragraph if the
 penalty for that failure to disclose was waived pursuant to
 subsection (c) of Section 40-29-123.

5 b. There is or was substantial authority for the6 treatment.

7 c. The taxpayer reasonably believed that the 8 treatment was more likely than not the proper treatment. A 9 taxpayer shall be treated as having a reasonable belief with 10 respect to the tax treatment of an item only if the belief 11 includes all of the following:

Is based on the facts and law that exist at the
 time the return which includes the tax treatment is filed.

14 2. Is related solely to the taxpayer's chances of 15 success on the merits of the treatment and does not take into 16 account the possibility that a return will not be audited, the 17 treatment will not be raised on audit, or the treatment will 18 be resolved through settlement if it is raised.

3. Does not rely upon the opinion of a disqualified
 tax advisor or a disqualified opinion.

(d) The penalty imposed under 40-29-124 shall apply
to any understatement of tax resulting from a listed
transaction entered into after December 31, 2014, or from any
other reportable tax avoidance transaction entered into after
the effective date of this article, in any tax year or years
for which the statute of limitations on assessment, taking

1 into account the extension provided under Section 40-29-125, 2 has not expired as of the effective date of this article.

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\$40-29-125.

4 If a taxpayer fails to include on any return or statement for any taxable year any information with respect to 5 a listed transaction as required under Section 40-29-122, the 6 7 time for assessment of any tax imposed by Chapters 16 and 18 of Title 40 with respect to the transaction shall not expire 8 before the date which is two years after the earlier of any of 9 10 the following:

(1) The date on which the commissioner is furnished 11 12 the information so required.

13 (2) The date that a taxpayer meets the requirements 14 of Section 40-29-127 with respect to a request by the 15 commissioner under subsection (d) of Section 40-29-126 relating to the transaction with respect to the taxpayer. 16 17

\$40-29-126.

(a) Each material advisor with respect to any 18 reportable tax avoidance transaction shall make a return in 19 the form as the commissioner may prescribe setting forth all 20 21 of the following:

22 (1) Information identifying and describing the 23 transaction.

24 (2) Information describing any potential tax 25 benefits expected to result from the transaction.

(3) All other information as the commissioner may 26 27 prescribe.

In addition, each material advisor who is required to disclose a reportable tax avoidance transaction pursuant to Internal Revenue Code Section 6111 shall file a copy of the disclosure with the department. The return and disclosure shall be filed no later than the date specified by the commissioner.

7 (b) The commissioner may prescribe regulations which8 provide all of the following:

9 (1) That only one person shall be required to meet 10 the requirements of subsection (a) in cases in which two or 11 more persons would otherwise be required to meet the 12 requirements.

13 (2) Exemptions from the requirements of this14 section.

15 (c) Each material advisor with respect to any 16 reportable tax avoidance transaction whether or not required 17 to file a return pursuant to this section shall maintain a list identifying each state taxpayer and member of a 18 consolidated return of a state taxpayer with respect to whom 19 the advisor acted as a material advisor with respect to the 20 21 transaction. This list shall include the same information, and 22 shall be maintained in the same form and manner, as required 23 under the Internal Revenue Code Section 6112, Treasury 24 Regulations Section 301.6112-1, and any additional information 25 or maintenance requirements as the commissioner may by 26 regulation require.

(d) Any person required to maintain a list pursuant
 to subsection (c) shall do all of the following:

3 (1) Make the list available to the commissioner upon
4 written request by the commissioner.

5 (2) Except as otherwise provided by the commissioner
6 by regulation, shall retain any information which is required
7 to be included on the list for seven years.

8 (e) The commissioner may by regulation provide that 9 in cases in which two or more persons are required under 10 subsection (c) to maintain the same list, or portion thereof, 11 only one person shall be required to maintain the list or 12 portion.

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§40-29-127.

14 (a) If a person who is required to file a return or 15 disclosure pursuant to Section 40-29-126 with respect to any reportable tax avoidance transaction (1) fails to file the 16 17 return or disclosure on or before the date prescribed therefor, or (2) files false or incomplete information with 18 the commissioner with respect to the transaction, the person 19 20 shall pay a penalty with respect to the return or disclosure 21 in the amount determined pursuant to subsections (b) and (c).

(b) Except as provided in subsection (c), the
penalty imposed under subsection (a) with respect to any
failure shall be fifty thousand dollars (\$50,000).

(c) The penalty imposed under subsection (a) with
 respect to any listed transaction shall be an amount equal to
 the greater of two hundred thousand dollars (\$200,000) or 50

1 percent of the gross income derived by the person with respect 2 to aid, assistance, or advice provided with respect to the listed transaction before the date of the return. 3 4 Additionally, if the disclosure is filed under Section 40-29-126, the penalty pursuant to subdivision (1) of 5 6 subsection (b) of Section 40-29-124 shall be applied by 7 substituting 75 percent for 50 percent in the case of an intentional failure to act as described in subsection (a). 8

9 (d) If any person who is required to maintain a list 10 pursuant to Section 40-29-126 fails to make the list available 11 to the commissioner upon written request in accordance with 12 subsection (d) of Section 40-29-126 within 20 business days 13 after the date of the request, the person shall pay a penalty 14 of ten thousand dollars (\$10,000) for each day of failure 15 after the 20th day.

16 (e) Each of the penalties imposed by this section17 shall be in addition to any other applicable penalties.

(f) The commissioner may waive all or any portion of any penalty imposed pursuant to this section with respect to any violation of Section 40-29-126 if the violation is with respect to a reportable tax avoidance transaction other than a listed transaction, and waiver of the penalty would promote compliance with the requirements of Chapters 16 and 18 of Title 40 and effective tax administration.

(g) Notwithstanding any other law to the contrary,
any determination by the commissioner under this section may

not be reviewed in any judicial, quasi-judicial, or
 administrative proceeding.

3 (h) (1) Section 40-29-126 and this section shall
4 apply to reportable tax avoidance transactions, other than
5 listed transactions, with respect to which material aid,
6 assistance, or advice referred to in Sections 6 and 7 is
7 provided after the date of the enactment of this article.

(2) Section 40-29-126 and this section shall apply 8 9 to listed transactions with respect to which material aid, 10 assistance, or advice referred to in this section is provided 11 and which were entered into on or after December 31, 2014, if 12 those transactions become listed transactions at any time. 13 Reporting required under Section 40-29-126 and this section shall be furnished to the commissioner on or before the later 14 15 of any of the following:

a. Sixty days after entering into the transaction.
b. Sixty days after the transaction becomes a listed
transaction.

c. The effective date of this article.
\$40-29-128.
(a) Any person who does all of the following:

(1) Organizes or assists in the organization of anyof the following:

Any partnership or other entity.
 Any investment plan or arrangement.

26 3. Any other plan or arrangement.

(2) Participates, directly or indirectly, in the
 sale of any interest in an entity or plan or arrangement
 referred to in paragraph a.

4 (3) Makes or furnishes or causes another person to
5 make or furnish in connection with the organization or sale
6 any of the following:

7 a. A statement with respect to the allowability of a deduction or credit, the excludability of any income, the 8 9 manipulation of any allocation or apportionment rule, the 10 securing of any other tax benefit by reason of holding an interest in the entity, or participation in the plan or 11 12 arrangement which the person knows or has reason to know is 13 false or fraudulent as to any material matter shall pay 50 14 percent of the gross income derived or to be derived from the 15 activity by the person on which the penalty is imposed.

16 b. A gross valuation overstatement as to any 17 material matter shall pay, with respect to each activity described in paragraph a., subdivision (1) of subsection (a), 18 and in addition to any other penalty provided by law, a 19 penalty equal to one thousand dollars (\$1,000) or, if the 20 21 person establishes that is lesser, 100 percent of the gross 22 income derived or to be derived by the person from the 23 activity. For purposes of the preceding sentence, activities 24 described in paragraph a. of subdivision (1) of subsection (a) 25 with respect to each entity or arrangement shall be treated as a separate activity and participation in each sale described 26

in paragraph b. of subdivision (1) of subsection (a) shall be so treated.

(b) The commissioner may waive all or any part of 3 4 the penalty provided by this section with respect to any gross valuation overstatement on a showing that there was a 5 reasonable basis for the valuation and that the valuation was 6 7 made in good faith. Notwithstanding any other law to the contrary, any determination by the commissioner pursuant to 8 this subsection may not be reviewed in any judicial, 9 10 quasi-judicial, or administrative proceeding. 11 (c) No privilege of confidentiality shall apply to 12 any written communication which is: 13 (1) Between a tax practitioner and all of the 14 following: 15 a. Any person. b. Any director, officer, employee, agent, or 16 17 representative of the person. c. Any other person holding a capital or profits 18 interest in the person. 19 (2) In connection with the promotion of the direct 20 21 or indirect participation of the person in any tax shelter. 22 (d) The provisions of this section shall apply to activities after the date of the enactment of this article. 23 \$40-29-129. 24 25 (a) Notwithstanding the provisions of Chapter 2A, Title 40, a civil action in the name of the state to enjoin 26 27 any persons from further engaging in specified conduct may be

commenced at the request of the commissioner. Any action under
 this section shall be brought in the Circuit Court of
 Montgomery County, Alabama. The court may exercise its
 jurisdiction over the action separate and apart from another
 action brought by the state against the person.

6 (b) In any action under this section, if the court 7 finds that the person has engaged in any specified conduct, 8 and that injunctive relief is appropriate to prevent 9 recurrence of the conduct, the court may enjoin the person 10 from engaging in the conduct or in any other activity subject 11 to penalty under this article.

12 (c) For purposes of this section, the term
13 "specified conduct" means any action or failure to take
14 action, which is any of the following:

(1) Subject to penalty of this article.

16 (2) In violation of any requirement under17 regulations issued pursuant to this article.

18 \$40-29-130.

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19 The provisions of this article, including all 20 internal effective date provisions, shall become effective 21 upon the Governor's signature or this bill, or its otherwise 22 becoming law.

Section 2. This act shall become effective on the
first day of the third month following its passage and
approval by the Governor, or its otherwise becoming law.