

Washington Update

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Table of Contents

Table of Contents	i
I. Design Changes in the 2017-2018 Priority Guidance Plan	1
II. 2018-2019 Priority Guidance Plan and Other Administrative Guidance.....	1
A. Part 1: “Implementation of Tax Cuts and Jobs Act (TCJA)”	2
B. Part 2: E.O. 13789 - Identifying and Reducing Regulatory Burdens.....	13
C. Part 3. Burden Reduction.....	13
D. The Consistent Basis Rules.....	14
E. The Section 2642(g) Regulations	25
F. Part 5: General Guidance.....	28
G. Deletions in 2017 from the 2016-2017 Plan.....	34
H. Deletions in 2016 from the 2015-2016 Plan.....	42
I. Other Notable Omissions.....	43
III. General Requirements of the Regulatory Process.....	49
IV. The 116th Congress: Current Proposed Legislation	51
A. More Death Tax Repeal Acts.....	51
B. Senator Sanders’ “For the 99.8 Percent Act”	52

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I. DESIGN CHANGES IN THE 2017-2018 PRIORITY GUIDANCE PLAN

The Treasury-IRS Priority Guidance Plan for the 12 months beginning July 1, 2017, was released on October 20, 2017 (https://www.irs.gov/pub/irs-utl/2017-2018_pgp_initial.pdf). The Second Quarter Update was released on February 7, 2018 (https://www.irs.gov/pub/irs-utl/2017-2018_pgp_2nd_quarter_update.pdf) and added a new Part 1 to respond to the 2017 Tax Act. The Third Quarter Update was released on May 9, 2018 (https://www.irs.gov/pub/irs-utl/2017-2018_pgp_3rd_quarter_update.pdf). The Fourth Quarter Update was released on August 17, 2018 (https://www.irs.gov/pub/irs-utl/2017-2018_pgp_4th_quarter_update.pdf). Reflecting additional review mandated by President Trump, the organization and tone of the 2017-2018 Priority Guidance Plan differed from previous Plans. The introduction to the original October 2017 Plan provided the following explanation:

Part 1 [ultimately Part 2] of the plan focuses on the eight regulations from 2016 that were identified pursuant to Executive Order 13789 and our intended actions with respect to those regulations. Part 2 [ultimately Part 3] of the plan describes certain projects that we have identified as burden reducing and that we believe can be completed in the 8½ months remaining in the plan year. As in the past, we intend to update the plan on a quarterly basis, and additional burden reduction projects may be added. Part 3 [ultimately Part 4] of the plan describes the various projects that comprise our implementation of the new statutory partnership audit regime, which has been a topic of significant concern and focus as the statutory rules go into effect on January 1, 2018. Part 4 [ultimately Part 5] of the plan, in line with past years' plans and our long-standing commitment to transparency in the process, describes specific projects by subject area that will be the focus of the balance of our efforts this plan year.

II. 2018-2019 PRIORITY GUIDANCE PLAN AND OTHER ADMINISTRATIVE GUIDANCE

The Treasury-IRS Priority Guidance Plan for the 12 months from July 2018 to June 2019 was published on November 8, 2018 (https://www.irs.gov/pub/irs-utl/2018-2019_pgp_initial.pdf). That is later than usual, especially for Plans published in years after an Administration's first year. It follows the five-part organization introduced in the 2017-2018 Plan and begins with the following introduction:

We are pleased to announce the release of the 2018-2019 Priority Guidance Plan. As described below, the 2018-2019 Priority Guidance Plan sets forth guidance priorities for the Department of the Treasury (Treasury) and the Internal Revenue Service (IRS). This plan continues to prioritize implementation of the Tax Cuts and Jobs Act, Pub. L. 115-97, 131 Stat. 2054, enacted on December 22, 2017, and is based on

public input from solicited comments as well as Treasury and IRS's continued engagement with taxpayers since the enactment of tax reform. In addition, the 2018-2019 Priority Guidance Plan continues to reflect the deregulatory policies and reforms described in Section 1 of Executive Order 13789 (April 21, 2017; 82 FR 19317) and Executive Order 13777 (February 24, 2017; 82 FR 12285).

The 2018-2019 Priority Guidance Plan contains guidance projects that will be the focus of efforts during the twelve-month period from July 1, 2018, through June 30, 2019 (the plan year). The 2018-2019 Priority Guidance Plan contains 239 guidance projects, for which 45 items have been released as of October 31, 2018.

A. Part 1: "Implementation of Tax Cuts and Jobs Act (TCJA)"

Part 1 of the 2018-2019 Plan, titled "Implementation of Tax Cuts and Jobs Act (TCJA)," contains 62 items, compared to 25 in the Fourth Quarter Update of the 2017-2018 Plan. This 148-percent proliferation of projects demonstrates the overwhelming impact of the 2017 Tax Act on tax administration and the agenda for published guidance. Of particular interest to estate planners:

1. Item 3: "Guidance clarifying the deductibility of certain expenses described in §67(b) and (e) that are incurred by estates and non-grantor trusts."
 - a. This item was not in the 2017-2018 Priority Guidance Plan.
 - b. Notice 2018-61, 2018-31 I.R.B. 278, released on July 13, 2018, indicates that regulations anticipated from this project should clarify that trust and estate administration expenses continue to be deductible because of section 67(e), despite the eight-year "suspension" of section 67(a) in the 2017 Tax Act by new section 67(g).
 - c. It is likely, however, that deductibility will continue to be limited by the harsh treatment in Reg. §1.67-4(b)(4) and (c)(2) of fiduciary investment advisory fees, including the portion of a "bundled" fiduciary fee attributable to investment advice (which now will mean total disallowance, not just the application of a 2-percent floor). Notice 2018-61 states flatly that "nothing in section 67(g) impacts the determination of what expenses are described in section 67(e)(1)."
 - d. Notice 2018-61 also indicates that regulations will address the availability of "excess deductions" to individual beneficiaries under section 642(h) on termination of a trust or estate, and the Notice asks for comments on that issue. Meanwhile, a favorable resolution of that issue appears to be assumed by the instructions to Form 1041 (<https://www.irs.gov/pub/irs-pdf/i1041.pdf>), dated January 17, 2019.
 - i. In the specific instructions for line 22, Taxable Income, on page 26, the instructions state:

If the estate or trust has for its final year deductions (excluding

the charitable deduction and exemption) in excess of its gross income, the excess is allowed as an itemized deduction to the beneficiaries succeeding to the property of the estate or trust.

- ii. On page 36, at the beginning of the specific instructions for Schedule K-1, Beneficiary's Share of Income, Deductions, Credits, etc., the instructions warn:

Note. Section 67(g) suspends miscellaneous itemized deductions subject to the 2% floor for tax years 2018 through 2025. See Notice 2018-61 for information about allowable beneficiary deductions under section 67(e) and 642(h).

- iii. But later, on page 39, the instructions confirm:

If this is the final return of the estate or trust, and there are excess deductions on termination (see the instructions for line 22), enter the beneficiary's share of the excess deductions in box 11 [Final year deductions], using code A. Figure the deductions on a separate sheet and attach it to the return.

- 2. Item 13: "Final regulations on computational, definitional, and anti-avoidance rules under new §199A and §643(f)."

- a. "Computational, definitional, and anti-avoidance guidance under new §199A" (item 7 in the 2017-2018 Plan) has now ballooned into the following four items, confirming the complexity of the new qualified business income deduction:

13. Final regulations on computational, definitional, and anti-avoidance rules under new §199A and §643(f). Proposed regulations on computational, definitional, and anti-avoidance guidance under new §199A and §643(f) published on August 16, 2018 in FR as REG-107892-18 (NPRM) (Released on August 8, 2018).

14. Revenue Procedure on methods for calculating W-2 wages for purposes of new §199A. Notice of proposed revenue procedure published on August 27, 2018 (Released on August 8, 2018).

15. Regulations under §199A and other guidance for cooperatives and their patrons.

16. Guidance on methods for calculating W-2 wages for purposes of new §199A for cooperatives and their patrons.

- b. Arguably "computational, definitional, and anti-avoidance guidance" comprises the entire implementation of any tax, and there was much need for clarification of the section 199A Qualified Business Income Deduction, including its application to trusts.
- c. A 184-page Notice of Proposed Rulemaking (including a 104-page preamble)

was released on August 8, 2018 (REG-107892-18) and published at 83 FED. REG. 40884 (Aug. 16, 2018). The IRS received over 300 comments and heard from 28 witnesses at a public hearing on October 16, 2018. Final regulations were released on January 18, 2019, corrected on February 1, 2019, and published as Regs. §§1.199A-0, 1.199A-1, 1.199A-2, 1.199A-3, 1.199A-4, 1.199A-5, 1.199A-6, and 1.643(f)-1, T.D. 9847, 84 FED. REG. 2952 (Feb. 8, 2019), 2019-9 I.R.B. 670 (Feb. 25, 2019).

- d. Reg. §1.199A-1 provides that the term “trade or business” will be applied consistently with the guidance under section 162, which allows a deduction for ordinary and necessary business expenses. The regulations, however, expand the traditional definition under section 162 to include certain rental or licensing of property to related parties under common control. Notice 2019-7, issued contemporaneously with the final regulations, contains a draft revenue procedure prescribing safe harbor parameters for a real estate rental business. The regulations provide that the section 199A deduction is applied at the partner or shareholder level. The final regulations clarify that the rules of subchapters K and S apply in determining each partner’s or shareholder’s share of applicable items and that an entity with a single owner that is disregarded as an entity separate from its owner under Reg. §301.7701-3 is disregarded under section 199A also. The section 199A deduction does not affect the adjusted basis of a partner’s interest in a partnership, the adjusted basis of a shareholder’s stock in an S corporation, or an S corporation’s accumulated adjustments account.
- e. Reg. §1.199A-2 prescribes rules for determining W-2 wages of a qualified trade or business for purposes of section 199A, generally using the rules that applied under former section 199 with respect to the domestic production activities deduction. Rev. Proc. 2019-11, issued contemporaneously with the final regulations, further explains methods that may be used to calculate W-2 wages for this purpose. Reg. §1.199A-2 also addresses many issues concerning the related factor used in computing the deduction – the unadjusted basis immediately after the acquisition (UBIA) of qualified property – including its allocation among relevant passthrough entities, the effect of subsequent improvements to the qualified property, and the effect of nonrecognition transactions such as like-kind exchanges.
- f. Reg. §1.199A-3 restates the definition of qualified business income (QBI) and provides additional guidance on the determination of QBI, qualified REIT dividends, and qualified publicly traded partnership income. The regulations describe in further detail the exclusions from QBI, including capital gains, interest income, reasonable compensation, and guaranteed payments.
- g. Reg. §1.199A-4 addresses rules for aggregating multiple trades or businesses for purposes of applying section 199A. Comments from the public had urged

the IRS to apply the grouping rules for determining passive activity loss and credit limitation rules under section 469. The IRS concluded that the rules under section 469 were inappropriate for purposes of section 199A, but did agree that some aggregation should be permitted.

- h. Reg. §1.199A-5 contains guidance related to a specified service trade or business (SSTB).
 - i. In general, under section 199A, if a trade or business is an SSTB, none of its items are taken into account for determining a taxpayer's QBI. A taxpayer who owns an SSTB conducted through an entity, such as an S corporation or partnership, is treated as engaged in an SSTB for purposes of section 199A, regardless of the taxpayer's actual level of participation in the trade or business.
 - ii. Notwithstanding that general rule, taxpayers with taxable income of less than \$157,500 (\$315,000 for married couples filing jointly) may claim a deduction under section 199A for QBI received from an SSTB. The section 199A deduction phases out for taxpayers with taxable incomes over this threshold amount. If a trade or business is conducted by a passthrough entity, the phase-out threshold is determined at the individual, trust, or estate level, not at the level of the passthrough entity.
 - iii. The regulations contain a lengthy and detailed definition of an SSTB. Pursuant to section 199A(d)(2)(A), which incorporates the rules of section 1202(e)(3)(A), an SSTB is any trade or business in the fields of health, law, accounting, actuarial science, performing arts, consulting, athletics, financial services, brokerage services, investing, investment management, or trading or dealing in securities, or any trade or business where the principal asset is the reputation or skill of one or more of its employees or owners. The regulations limit "reputation or skill" to trades or businesses involving the receipt of income for endorsing products or services, licensing or receiving income for the use of an individual's publicity rights, or receiving appearance fees.
 - iv. The common law and statutory rules used to determine whether an individual is an employee for federal employment tax purposes apply to determining whether an individual is engaged in the trade or business of performing services as an employee for purposes of section 199A. In an effort to prevent taxpayers from reclassifying employees as independent contractors in order to claim a section 199A deduction, the regulations also create a rebuttable presumption that an individual who was treated as an employee for federal income tax purposes but is subsequently treated as other than an employee with respect to the

same services is for three years still engaged in the trade or business of performing services as an employee for purposes of section 199A. The limitation to three years was added in the final regulations.

- i. Reg. §1.199A-6 contains special rules for passthrough entities, publicly traded partnerships, nongrantor trusts, and estates.
 - i. Passthrough entities, including S corporations and entities taxable as partnerships for federal income tax purposes, cannot claim a deduction under section 199A. Any passthrough entity conducting a trade or business, along with any publicly traded partnership conducting a trade or business, must report all relevant information – including QBI, W-2 wages, basis of qualified property, qualified REIT dividends, and qualified publicly traded partnership income – to its owners so they may determine the amount of their respective section 199A deductions.
 - ii. The regulations require that a nongrantor trust or estate conducting a trade or business allocate QBI, expenses properly allocable to the trade or business, W-2 wages, and basis of qualified property among the trust or estate and its beneficiaries. The allocation is based on the ratio that the distributable net income (DNI) distributed or deemed distributed to each beneficiary bears to the trust's or estate's total DNI for the taxable year. Any DNI not distributed is allocated to the nongrantor trust or estate itself. The unadjusted basis immediately after acquisition of qualified property is allocated without taking into account how depreciation deductions are allocated among the beneficiaries under section 643(c). When calculating the threshold amount for purposes of applying the W-2 wage and basis limitations, taxable income is computed at the trust or estate level without taking into account any distributions of DNI.
 - iii. For purposes of the section 199A regulations, a qualified subchapter S trust (QSST) is treated as a grantor trust, and the individual treated as the owner of the QSST is treated as having received QBI directly from the trade or business and not through the QSST. The IRS and Treasury requested comments on whether a taxable recipient of an annuity or unitrust interest in a charitable remainder trust should be eligible for a section 199A deduction to the extent the taxpayer receives QBI from the trust.
- j. The regulations under Section 199A will generally be effective as of February 8, 2019, the date they were published in the Federal Register. But the preamble to the final regulations provides that for taxable years ending in 2018 taxpayers may rely either on the final regulations under Section 199A in their entirety or on the proposed regulations in their entirety.

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- k. In addition to regulations under section 199A, the IRS and Treasury issued regulations under section 643(f) to prevent taxpayers from manipulating the section 199A deduction by the use of multiple nongrantor trusts.
- i. Section 643(f), enacted by the Deficit Reduction Act of 1984, states:
- For purposes of this subchapter [subchapter J], under regulations prescribed by the Secretary, 2 or more trusts shall be treated as 1 trust if (1) such trusts have substantially the same grantor or grantors and substantially the same primary beneficiary or beneficiaries, and (2) a principal purpose of such trusts is the avoidance of the tax imposed by this chapter. For purposes of the preceding sentence, a husband and wife shall be treated as 1 person.
- ii. Proposed Reg. §1.643(f)-1(a), mirroring the statute, stated that
- two or more trusts will be aggregated and treated as a single trust if such trusts have substantially the same grantor or grantors and substantially the same primary beneficiary or beneficiaries, and if a principal purpose for establishing such trusts or for contributing additional cash or other property to such trusts is the avoidance of Federal income tax. For purposes of applying this rule, spouses will be treated as one person.
- iii. Proposed Reg. §1.643(f)-1(b) added, however, that:
- A principal purpose for establishing or funding a trust will be presumed if it results in a significant income tax benefit unless there is a significant non-tax (or non-income tax) purpose that could not have been achieved without the creation of these separate trusts.
- iv. The effective downgrading of the “principal purpose” standard to a “significant income tax benefit” standard in the proposed regulations was quite controversial and was likely to be challenged if it had been finalized without change. But the final regulations drop that proposal and are limited to mirroring the statute in Reg. §1.643(f)-1(a), with only the clarification that “a principal purpose for establishing such trusts” means “a principal purpose for establishing *one or more of* such trusts.” The preamble to the final regulations reports that “the Treasury Department and the IRS ... are taking under advisement whether and how these questions should be addressed in future guidance.”
- v. Unlike the regulations under section 199A, which are generally effective on February 8, 2019, the date they were published in the Federal Register, this multiple trust rule mirroring the 1984 statute applies to taxable years ending after August 16, 2018, the date the proposed regulations were published. Moreover, the preamble to the final

regulations adds:

Nevertheless, the position of the Treasury Department and the IRS remains that the determination of whether an arrangement involving multiple trusts is subject to treatment under section 643(f) may be made on the basis of the statute and the guidance provided regarding that provision in the legislative history of section 643(f), in the case of any arrangement involving multiple trusts entered into or modified before the effective date of these final regulations.

3. Item 37. “Regulations under § 2010 addressing the computation of the estate tax in the event of a difference between the basic exclusion amount applicable to gifts and that applicable at the donor’s date of death.”
 - a. This is an amplification of Item 16 in the 2017-2018 Plan, which was described as “Guidance on computation of estate and gift taxes to reflect changes in the basic exclusion amount.” This amplification made it clear that the target of the regulations would be the phenomenon known as “clawback” of the benefits of the doubled federal gift tax exemption during 2018 through 2025 if the “sunset” of those benefits occurs in 2026 as currently scheduled and the donor dies in 2026 or later.
 - b. Proposed Regulations (REG-106706-18) were released on November 20, 2018, and published in the Federal Register on November 23, 2018 (83 Fed. REG. 59343), to prevent “clawback.” Although neither the statute nor the proposed regulations use the word “clawback,” the regulations would carry out the mandate of the 2017 Tax Act in new section 2001(g)(2), which provides that Treasury

shall prescribe such regulations as may be necessary or appropriate to carry out this section with respect to any difference between (A) the basic exclusion amount under section 2010(c)(3) applicable at the time of the decedent’s death, and (B) the basic exclusion amount under such section applicable with respect to any gifts made by the decedent.
 - c. The proposed regulations would add a new paragraph (c) to Reg. §20.2010-1 (with the current paragraphs (c) through (e) redesignated as (d) through (f)), providing that if the total of the unified credits attributable to the basic exclusion amount that are taken into account in computing the gift tax payable on any post-1976 gift is greater than the unified credit attributable to the basic exclusion amount that would otherwise be used under section 2010(c) in computing the estate tax on the donor’s estate, then the amount of the credit attributable to the basic exclusion amount that is allowable in computing that estate tax is not determined under section 2010(c) but is deemed to be that greater total of gift tax unified credits attributable to the

basic exclusion amount.

d. Proposed Reg. §20.2010-1(c)(2) provides the following example:

Individual A (never married) made cumulative post-1976 taxable gifts of \$9 million, all of which were sheltered from gift tax by the cumulative total of \$10 million in basic exclusion amount allowable on the dates of the gifts. A dies after 2025 and the basic exclusion amount on A's date of death is \$5 million. A was not eligible for any restored exclusion amount pursuant to Notice 2017-15. Because the total of the amounts allowable as a credit in computing the gift tax payable on A's post-1976 gifts (based on the \$9 million basic exclusion amount used to determine those credits) exceeds the credit based on the \$5 million basic exclusion amount applicable on the decedent's date of death, under paragraph (c)(1) of this section, the credit to be applied for purposes of computing the estate tax is based on a basic exclusion amount of \$9 million, the amount used to determine the credits allowable in computing the gift tax payable on the post-1976 gifts made by A.

Viewed another way, if what would otherwise be the basic exclusion amount for estate tax purposes is less than the total of the basic exclusion amount applied to post-1976 taxable gifts, it is increased for estate tax purposes under this new regulation to equal that total. And if, in the example, the gift had been \$12 million instead of \$9 million, then the entire assumed \$10 million basic exclusion amount would be used with still some gift tax payable (the donor having never married), and the estate tax credit would be computed as if the basic exclusion amount were \$10 million.

e. Under Proposed Reg. §20.2010-1(f)(2), the anti-clawback rule would take effect when it is adopted as a final regulation.

f. Contemporaneously with the release of the proposed regulations, the IRS issued a news release with the reassuring headline of "Treasury, IRS: Making large gifts now won't harm estates after 2025." The press release includes an even simpler explanation that "the proposed regulations provide a special rule that allows the estate to compute its estate tax credit using the higher of the BEA [basic exclusion amount] applicable to gifts made during life or the BEA applicable on the date of death."

g. Comments

i. In their practical effect, the proposed regulations do what the statute asks – nothing more, nothing less. The statute compares a transfer at death after 2025 (subparagraph (A)) with a transfer by gift before 2026 (subparagraph (B)). And that's what the proposed regulation would address. For example, the proposed regulation would not address the similar scenario of gifts both before 2026 and after 2025. If large

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- amounts of the increased credit attributable to the new doubled basic exclusion amount are used to shelter gifts from gift tax before 2026 (like the \$9 million gift in the example), then after 2025 the donor might have to wait for decades for the indexed \$5 million amount to catch up so there can be more credit available for gift tax purposes.
- ii. Likewise, the text of the regulation and the example (and the description above) are painstakingly limited in all cases to the amount of the credit that is attributable to the basic exclusion amount – that is, the amount (indexed since 2012) defined in section 2010(c)(3). Regarding portability, for example, that approach makes it clear that the deceased spousal unused exclusion amount (DSUE amount) defined in section 2010(c)(4) is not affected by this special rule and is still added under section 2010(c)(2)(B), in effect thereby generating an additional credit of its own in cases in which the anti-clawback rule applies. But it still may be that the words “lesser of” in section 2010(c)(4) will limit the DSUE amount available to the estate of a person who dies after 2025 (assuming no change in the law) to the sunsetted basic exclusion amount of \$5,000,000 indexed for inflation in effect at the time of the death of the surviving spouse referred to in section 2010(c)(4)(A), despite the assertion in Reg. §20.2010-2(c)(1) that “the DSUE amount of a decedent with a surviving spouse is the lesser of the following amounts – (i) The basic exclusion amount in effect in the year of the death of the decedent” (presumably the predeceased spouse), and despite the statement in the preamble to the June 2012 temporary regulations that “the temporary regulations in § 20.2010-2T(c)(1)(i) confirm that the term ‘basic exclusion amount’ referred to in section 2010(c)(4)(A) means the basic exclusion amount in effect in the year of the death of the decedent whose DSUE amount is being computed.” The limiting words “lesser of” in section 2010(c)(4) reflect the general notion held by congressional drafters that portability should not be allowed to more than double what would otherwise be the survivor’s exemption, although that limitation might be viewed as unfair and inapplicable in the case of a predeceased spouse whose estate plan and executor’s election forgo the immediate use of the larger exemption allowed before 2026.
 - iii. But if the proposed regulations follow the statute very closely as to their practical effect, it is harder to say that they follow the context of the statute as to their approach and form. Before the proposed regulations were released, there was speculation that the regulations under section 2001(g)(2) would mirror section 2001(g)(1) with which their statutory authority is linked and provide, in effect, that in calculating the estate

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- tax the basic exclusion amount in effect at the time of death will be used to calculate the hypothetical “total gift tax paid or payable” on pre-2026 adjusted taxable gifts that is deducted under section 2001(b)(2) on line 7 of Part 2 of the estate tax return. And by increasing the amount on line 7, which is subtracted in line 8, the estate tax would be appropriately reduced to offset the clawback effect.
- iv. The proposed regulations take a different approach. The preamble implies that other approaches were considered, but concludes that “in the view of the Treasury Department and the IRS, the most administrable solution would be to adjust the amount of the credit in Step 4 of the estate tax determination required to be applied against the net tentative estate tax.” In the context of the new regulation, “Step 4” in the preamble most closely corresponds to line 9a of Part 2 of the estate tax return (“basic exclusion amount”); Step 2 corresponds to line 7.
 - v. By increasing the amount on line 9a, rather than the amount on line 7, the proposed regulations would achieve the same result, of course, because both line 7 and lines 9a through 9e produce subtractions in the estate tax calculation. But line 7 already requires three pages of instructions, including a 24-line worksheet, to complete, and an incremental increase of complexity in what already has a reputation for being a tangled morass might be easier to process than adding a new challenge to line 9, which now requires less than one-third of a page of instructions. But, needless to say, IRS personnel see more returns than we do, they see the mistakes, and they hear the complaints. Presumably – hopefully – they contributed to forming the assessment that the line 9 approach is “the most administrable solution.”
 - vi. That approach should work fine if the law is not changed and sunset occurs January 1, 2026. But, although the example in Proposed Reg. §20.2010-1(c)(2) mentions that the donor “dies after 2025,” the substantive rule in Proposed Reg. §20.2010-1(c)(1) applies by its terms whenever “changes in the basic exclusion amount ... occur between the date of a donor’s gift and the date of the donor’s death.” It is not limited to 2026 or to any other time period. The 2010 statutory rule in section 2001(g)(1) and the 2017 statutory rule in section 2001(g)(2) are not limited to any time period either. Therefore, if Congress makes other changes in the law, particularly increases in rates or decreases in exemptions, and doesn’t focus on the potential clawback issue in the context of those changes, the generic anti-clawback regime of section 2001(g)(1) and (2) and these regulations could produce a jigsaw puzzle of adjustments going different directions that may strain the notion of

administrability cited in the preamble.

- vii. The example in Proposed Reg. §20.2010-1(c)(2) is generally helpful, mainly because it is simpler and more readable than the rule in Proposed Reg. §20.2010-1(c)(1) itself. But, perhaps to help achieve that simplification, the drafters of the example used unindexed basic exclusion amounts of \$10 million before 2026 and \$5 million after 2025, thereby rendering it an example that could never occur under current law, and possibly causing concern that the proposed anti-clawback rule would apply only to the unindexed basic exclusion amount. Because the inflation adjustment is an integral part of the definition of “basic exclusion amount” in section 2010(c)(3), there should be no question that it is the indexed amount that is contemplated and addressed by the regulation, despite the potential implication of the example.
 - viii. In any event, the final regulations could benefit from more examples than just one, showing how the outcome would adapt to changes in the assumptions, including examples with indexed numbers, examples with numbers below \$5 million (indexed) and above \$10 million (indexed), examples with portability elections, and examples with allocations of GST exemption.
 - ix. There had also been speculation that the regulations might address the option of making, for example, a \$5 million gift during the 2018-2025 period (assuming no previous taxable gifts) and treating that gift as using only the temporary “bonus” exclusion resulting from the 2017 Tax Act. This option is sometimes described as using the exclusion “off the top,” still leaving the exclusion of \$5 million (indexed) to generate a credit to be used against the estate tax after 2025. But that type of relief would go beyond the objective of *preserving* the benefits of a 2018-2025 use of the increase in the basic exclusion amount and would, in effect, *extend* the availability of those benefits beyond 2025. Although the preamble to the proposed regulations does not refer directly to that issue, it appears that it would require a different regulatory analysis to achieve that result.
 - h. The Notice of Proposed Rulemaking asked for comments from the public by February 21, 2019, and announced a public hearing to be held, if requested, on March 13, 2019. No one asked to appear at the hearing, so it was cancelled.
4. Other Issues.
- a. Because the 2017 Tax Act did not repeal the estate and GST taxes, everything related to estate planning in the Priority Guidance Plan (discussed below), and some items dropped from the Plan or from previous

Plans, continue to be relevant and important.

- b. Similarly, because the Act did not repeal the 3.8 percent tax imposed on net investment income by section 1411, as some at one time had hoped, there will continue to be a need for guidance regarding that tax, particular for the vexing issue of identifying “material participation” under section 469(h) in the case of a trust or estate. Final regulations addressing many issues under section 1411 were issued on November 26, 2013, but did not address the issue of material participation in the context of trusts. The preamble (T.D. 9644) candidly acknowledged Treasury’s sympathy with the problems of material participation and the difficulty of dealing with those problems, which it described as “very complex.” The preamble to proposed regulations published on December 2, 2013, cited the preamble to the 2013 final regulations and deferred the issue of material participation by estates and trusts, including QSSTs, which it said “is more appropriately addressed under section 469.”

B. Part 2: E.O. 13789 - Identifying and Reducing Regulatory Burdens

1. Part 2 in the 2017-2018 Plan contained eight items, the first of which was expressed as “Withdrawal of proposed regulations under §2704 regarding restrictions on liquidation of an interest for estate, gift, and generation-skipping transfer taxes. Proposed regulations were published on August 4, 2016.”
2. The very controversial proposed section 2704 regulations were withdrawn. 82 FED. REG. 48779-80 (Oct. 20, 2017). As a result, that item is omitted from the 2018-2019 Plan.

C. Part 3. Burden Reduction

1. In addition to announcing the intended withdrawal of the section 2704 proposed regulations, Treasury’s October 2, 2017, second report in response to Executive Order 13789 stated that “Treasury continues to analyze all recently issued significant regulations and is considering possible reforms of several recent regulations not identified in the June 22 Report [Notice 2017-38].”
2. In that vein, Treasury and the IRS stated in the original 2017-2018 Priority Guidance Plan that “Part 2 [now Part 3] of the plan describes certain projects that we have identified as burden reducing and that we believe can be completed in the 8½ months remaining in the plan year” – that is, by June 30, 2018. Now, in the 2018-2019 Plan, 14 such items remain.
3. The first of those 14 items is a generic affirmation of “Guidance removing or updating regulations that are unnecessary, create undue complexity, impose excessive burdens, or fail to provide clarity and useful guidance.” Pursuant to this item, citing Executive Orders 13777 and 13789, T.D. 9849, 84 FED. REG. 9231 (March 14, 2019), deleted 296 tax regulations. The preamble to the Notice of

Proposed Rulemaking (REG-132197-17, Feb. 15, 2018), explained:

The tax regulations proposed to be removed fall into one of three categories. The first category includes regulations interpreting provisions of the Code that have been repealed. All of these regulations apply to provisions of the Code that no longer appear in title 26 of the United States Code. The second category includes regulations interpreting Code provisions that, while not repealed, have been significantly revised, and the existing regulations do not account for these statutory changes. To fall in this category, these statutory changes must have rendered the entire regulation inapplicable. The third category includes regulations that, by the terms of the relevant Code provisions or the regulations themselves, are no longer applicable. This category would include, for example, expired temporary regulations; a Code provision that only applies to returns filed before January 1, 1996; or regulations providing for a transition rule that applies only to transactions entered into between January 1, 2000, and March 1, 2001.

4. The other 13 items in Part 3 refer more conventionally to particular topics and projects.
 - a. Item 4 is “Final regulations under §§1014(f) and 6035 regarding basis consistency between estate and person acquiring property from decedent. Proposed and temporary regulations were published on March 4, 2016.” With the addition of the word “Final,” this is the same in the 2017-2018 Plan. The background and significance of these regulations are discussed in Part D below.
 - b. Item 8, carried over from Item 8 in the 2017-2018 Plan, is “Final regulations under §2642(g) describing the circumstances and procedures under which an extension of time will be granted to allocate GST exemption.” The background and significance of these regulations are discussed in Part E below, beginning on page 25.

D. The Consistent Basis Rules

1. On July 31, 2015, the day that funding for the Highway Trust Fund was scheduled to expire, President Obama signed into law the Surface Transportation and Veterans Health Care Choice Improvement Act (Public Law 114-41), extending that infrastructure funding for three months, with the \$8 billion cost funded by various tax compliance measures. One of those was section 2004 of the Act, labelled “Consistent Basis Reporting Between Estate and Person Acquiring Property from Decedent,” which of course has nothing to do with highways or veterans’ health care other than raising money. The provision added new provisions to the Code.

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- a. New section 1014(f) requires in general that the basis of property received from a decedent, “whose inclusion in the decedent’s estate increased the liability for the tax,” may not exceed the value as finally determined for estate tax purposes, or, if there is no final determination (as in the case of property sold while an estate tax audit is still in progress or, within the statutory period for assessments, has not begun) the value reported on the estate tax return.
 - b. New section 6035 requires every executor (or person in possession of property with the statutory duties of an executor) who is required to file an estate tax return – that is, in general, if the gross estate plus adjusted taxable gifts exceeds the applicable filing threshold – to furnish to the IRS and to the recipients of property interests included in the decedent’s gross estate a statement setting forth the value of those property interests reported on the estate tax return. This statement is due 30 days after the estate tax return is filed or, if the return is filed after its due date (including extensions), 30 days after that due date. Every such statement must be supplemented if a value is adjusted, for example on audit.
 - c. There are also penalties for failure to file a required statement and for reporting basis inconsistently with such a statement.
2. Previously (and **still the law** unless an estate tax return was or is filed after July 31, 2015), under section 1014(a)(1), the basis of property acquired from a decedent is simply “the fair market value of the property at the date of the decedent’s death,” with appropriate adjustments in section 1014 for the alternate valuation date and so forth. It is possible for the recipient of property from a decedent to claim, for income tax purposes, that the executor somehow just got the estate tax value too low, and that the heir’s basis should be greater than the estate tax value. Usually, of course, such claims are made after the statute of limitations has run on the estate tax return. Such claims can be accompanied by elaborate appraisals and other evidence of the “real” date-of-death value that, long after death, is hard to refute. Invoking principles of “privity,” the Service is able to insist on using the lower estate tax value when the recipient was one of the executors who signed the estate tax return, but otherwise it has had no tool to enforce such consistency.
 3. *Van Alen v. Commissioner*, T.C. Memo. 2013-235, however, created confusion about the role of a duty of consistency in determining the basis of heirs.
 - a. In *Van Alen*, a brother and sister had inherited a cattle ranch from their father in 1994, with a low “special use” estate tax value under section 2032A. They were not executors; their stepmother was. The heirs sold a conservation easement on the land in 2007 and argued that their basis for determining capital gain should be higher than the estate tax value. The

court held their basis to the low estate tax value.

- b. A key to the outcome was that section 1014(a)(3) describes the basis of property acquired from a decedent as “in the case of an election under section 2032A, its value *determined* under such section.” This contrasts with the general rule of section 1014(a)(1), which describes the basis as merely “the fair market value of the property at the date of the decedent’s death,” which arguably opens up the opportunity for a non-executor heir to argue that the value “determined” for estate tax purposes was simply too low. In addition, the court pointed to the special use valuation agreement, which the two heirs (one, a minor, by his mother as his guardian *ad litem*) had signed. Consistently with this rationale for its holding, the court cited Rev. Rul. 54-97, 1954-1 C.B. 113 (“the value of the property as determined for the purpose of the Federal estate tax ... is not conclusive but is a presumptive value which may be rebutted by clear and convincing evidence”), and observed that “it might be reasonable for taxpayers to rely on this revenue ruling if they were calculating their basis under section 1014(a)(1).”
 - c. Surprisingly, however, the court also seemed to view heirs *who were not executors* as bound by a “duty of consistency” to use the value determined for estate tax purposes as their basis for income tax purposes. The court spoke of a “sufficient identity of interests” between the heirs and the executor and concluded that “[w]e rest our holding on the unequivocal language of section 1014(a)(3)... And we rest it as well on a duty of consistency that is by now a background principle of tax law.”
 - d. While “consistency” is superficially an appealing objective, the notion that it might apply generally to the basis of an heir who was not an executor may be more novel and more troubling than the court seems to have realized. The court acknowledged that “[t]here are lots of cases that hold that the duty of consistency binds an estate’s beneficiary to a representation made on an estate-tax return if that beneficiary was a fiduciary of the estate.” But the court then went on to say: “But the cases don’t limit us to that situation and instead say that the question of whether there is sufficient identity of interests between the parties making the first and second representation depends on the facts and circumstances of each case.” The problem is that the court cited the same three cases for both propositions, and all three cases involved the basis of an heir who *was* a co-executor. Thus, *Van Alen* appears to stand alone for applying a duty of consistency to the basis of an heir who was not an executor, although the *Van Alen* holding does have the alternative ground of the word “determined” in section 1014(a)(3), applicable only in special use valuation cases.
4. In the Obama Administration, the Treasury Department’s annual “General

Explanations” of revenue proposals associated with the President’s budget proposals (popularly called the “Greenbook”) included a provision, last found on pages 195-96 in the 2015 Greenbook (see <http://www.treasury.gov/resource-center/tax-policy/Documents/General-Explanations-FY2016.pdf>) to require the income tax basis of property received from a decedent or donor to be equal to the estate tax value or the donor’s basis. The Greenbooks provided that the executor or donor would be required to report the necessary information to both the recipient and the Service.

- a. The Greenbook proposal would have been effective
 - i. “as of the date of enactment” in the 2009, 2010, and 2011 Greenbooks,
 - ii. “for transfers on or after the date of enactment” in the 2012 and 2013 Greenbooks, and
 - iii. “for transfers after the year of enactment” in the 2014 and 2015 Greenbooks.
- b. Statutory language for this proposal appeared
 - i. in section 6 of the Responsible Estate Tax Act, S. 3533 (introduced on June 24, 2010, by Senator Bernie Sanders (I-VT)) and H.R. 5764 (introduced on July 15, 2010, by Congresswoman Linda Sanchez (D-CA)), applicable **“to transfers for which returns are filed after the date of the enactment of this Act”** and requiring a statement by the executor or donor on or before the due date of the return;
 - ii. in section 5 of the “Sensible Estate Tax Act of 2011,” H.R. 3467, introduced on November 17, 2011, by Congressman Jim McDermott (D-WA), also applicable “to transfers for which returns are filed after the date of the enactment of this Act” but requiring a statement by the executor or donor **within 30 days after filing the return;**
 - iii. in section 1422 of Ways and Means Committee Chairman Dave Camp’s Discussion Draft released February 26, 2014, also applicable to transfers for which returns are filed after the date of enactment and requiring a statement by the executor or donor within 30 days after filing the return but **applicable only to estate tax values and with the changes to section 1014 (but not the reporting requirement) applicable only to property that increases the estate tax;**
 - iv. in section 5 of the “Sensible Estate Tax Act of 2015,” H.R. 1544, introduced on March 23, 2015, by Congressman McDermott, similar to the Camp Discussion Draft except that it did not exclude property that did not increase the estate tax; and
 - v. then as a “pay-for” in the “Highway and Transportation Funding Act of

2015, Part II” (Public Law 114-41), endorsed by then Ways and Means Committee Chairman Ryan on July 13, 2015, which became the Surface Transportation and Veterans Health Care Choice Improvement Act (with a 10-year revenue estimate of \$1.542 billion).

5. The statute that was enacted followed the Camp Discussion Draft. As a result, compared to the 2014 and 2015 Greenbook proposals, new subsection (f) of section 1014 includes some twists.
 - a. Like the Camp Discussion Draft and the current “Sensible Estate Tax Act” (H.R. 1544), it applies only to property acquired from a decedent, not to gifts.
 - b. Under section 1014(f)(2), like the Camp Discussion Draft, it “shall only apply to any property whose inclusion in the decedent’s estate increased the liability for the tax imposed by chapter 11 (reduced by credits allowable against such tax) on such estate.” In other words, these new rules apparently do not apply to property that passes to a surviving spouse or to charity, or to property that does not pass to the surviving spouse but is reported on an estate tax return filed only to elect portability. **(But, as in the Camp Discussion Draft, there is no such exception to the reporting requirement of section 6035.)**
 - c. While the Greenbook versions, since 2014, would have been effective for transfers – that is, for gifts made and decedents dying – after the year of enactment, section 1014(f) (as in all the above introduced bills since the Responsible Estate Tax Act of 2010 and consistently with the 2009, 2010, and 2011 Greenbook proposals) is applicable to property with respect to which an estate tax return is filed after the date of enactment – that is, on or after August 1, 2015. A return filed after the date of enactment might have been due, and filed, on August 1, 2015, **making the statement due August 31, 2015.**
6. In response to that accelerated application, Notice 2015-57, 2015-36 I.R.B. 294, released on August 21, 2015, extended to February 29, 2016, the due date of any statements required by section 6035 that otherwise would be due before February 29, 2016. The Notice cited section 6081(a), which allows extensions of time only for up to six months except in the case of taxpayers who are abroad. February 29, 2016, is the closest date the calendar allows to six months after August 31, 2015. So Notice 2015-57 implied that it was the only extension there would be.
 - a. Notice 2015-57 also stated: “The Treasury Department and the IRS expect to issue additional guidance to assist taxpayers with complying with sections 1014(f) and 6035.”

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- b. Notice 2016-19, 2016-9 I.R.B. 362, released on February 11, 2016, provided: “Statements required under sections 6035(a)(1) and (a)(2) to be filed with the IRS or furnished to a beneficiary before March 31, 2016, need not be filed with the IRS and furnished to a beneficiary until March 31, 2016.”
- i. In other words, the “due date” is not “extended” (confirming the implication of Notice 2015-57), but executors “need not” comply with any due date earlier than March 31, 2016.
- ii. Indeed, Notice 2016-19 affirmatively added that “[t]he Treasury Department and IRS recommend that executors and other persons required to file a return under section 6018 wait to prepare the statements required by section 6035(a)(1) and (a)(2) until the issuance of proposed regulations by the Treasury Department and the IRS addressing the requirements of section 6035” and that “[t]he Treasury Department and the IRS expect to issue proposed regulations under sections 1014(f) and 6035 very shortly.”
- c. Notice 2016-27, 2016-15 I.R.B. 576, released on March 23, 2016 (three weeks after the publication of the proposed regulations discussed in paragraph 9 below), extended the same relief through June 30, 2016. The stated rationale was that “[t]he Treasury Department and the IRS have received numerous comments that executors and other persons have not had sufficient time to adopt the systemic changes that would enable the filing of an accurate and complete Form 8971 and Schedule A.”
7. Meanwhile, the IRS developed Form 8971 (January 2016) for reporting the information for which the due date was originally August 31, 2015, then was February 29, 2016, and then “need not” be observed before June 30, 2016. Form 8971 itself is to be filed only with the IRS. It includes a Schedule A that is to be given to each respective beneficiary (like a K-1), as well as to the IRS.
- a. With respect to the biggest problem with the reporting deadline – namely, that executors, especially of estates large enough to be required to file an estate tax return, will not know just one month after filing the estate tax return which beneficiaries will receive which assets – Schedule A of Form 8971 states (emphasis in original):

Notice to Beneficiaries

You have received this schedule to inform you of the value of property you received from the estate of the decedent named above. **Retain this schedule for tax reporting purposes.** If the property increased the estate tax liability, Internal Revenue Code section 1014(f) applies, requiring the consistent reporting of basis information. For more information on determining basis, see IRC section 1014 and/or consult a tax professional.

b. The Instructions to Form 8971 candidly state (emphasis added):

All property acquired (*or expected to be acquired*) by a beneficiary must be listed on that beneficiary's Schedule A. If the executor has not determined which beneficiary is to receive an item of property as of the due date of the Form 8971 and Schedule(s) A, *the executor must list all items of property that could be used, in whole or in part, to fund the beneficiary's distribution* on that beneficiary's Schedule A. (*This means that the same property may be reflected on more than one Schedule A.*) A supplemental Form 8971 and corresponding Schedule(s) A may, but aren't required to, be filed once the distribution to each such beneficiary has been made.

c. It is striking that the Instructions refer to property "expected to be acquired" while Schedule A refers to "property you received." This interchangeability of "acquired" and "received" could have been the basis for regulations that construed the requirement to file Form 8971 to apply only when property had been distributed by the estate or otherwise "received." See paragraph 9.b.i below.

8. Certain regulations were explicitly contemplated and authorized by the statute.

a. Section 1014(f)(4) states that "[t]he Secretary may by regulations provide exceptions to the application of this subsection."

b. Section 6035(b) states that "[t]he Secretary shall prescribe such regulations as necessary to carry out this section, including regulations relating to (1) the application of this section to property with regard to which no estate tax return is required to be filed, and (2) situations in which the surviving joint tenant or other recipient may have better information than the executor regarding the basis or fair market value of the property."

9. Proposed regulations were released on March 2, 2016. Proposed Reg. §§1.1014-10 & 1.6035-1 (REG-127923-15).

a. The proposed regulations provided some welcome, albeit modest, clarifications.

i. Only the "initial" basis of property received from a decedent would be subject to these rules. Proposed Reg. §1.1014-10(a)(1). Subsequent authorized adjustments are not precluded. Proposed Reg. §§1.1014-10(a)(2) & 1.6662-8(b).

ii. The consistency rules would not apply to tangible personal property for which an appraisal is not required under Reg. §20.2031-6(b) – generally household and personal effects other than "articles having marked artistic or intrinsic value of a total value in excess of \$3,000." Proposed Reg. §1.1014-10(b)(2). Such assets will rarely be sold at a gain, and any

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- loss on a sale of such personal property would be nondeductible in any event.
- iii. In addition to such tangible personal property, Proposed Reg. §1.6035-1(b)(1) would exclude from the Form 8971 reporting requirement:
 - (A) cash (other than a coin collection or other coins or bills with numismatic value), which ordinarily has no basis apart from its face amount anyway;
 - (B) income in respect of a decedent, which ordinarily would be reported as such on the beneficiary's income tax return anyway; and
 - (C) property that is sold (and therefore not distributed to a beneficiary) in a transaction in which capital gain or loss is recognized, which ordinarily would therefore be reported as a taxable sale on the fiduciary's income tax return anyway.
 - iv. The term "executor" is given its usual expanded meaning in section 2203. Proposed Reg. §1.1014-10(d).
 - v. Form 8971 would not be required if the estate tax return was not required for **estate tax** purposes and was filed solely to make a portability election ("notwithstanding §20.2010-2(a)(1)") or a GST tax election or exemption allocation. Proposed Reg. §1.6035-1(a)(2).
 - vi. If a beneficiary is a trust, estate, or business entity, Form 8971 would be furnished only to the entity and not to its beneficiaries or owners. Proposed Reg. §1.6035-1(c)(2).
 - vii. An executor could state on Form 8971 that a beneficiary cannot be located, although the executor must also state the efforts taken to locate the beneficiary. Proposed Reg. §1.6035-1(c)(4).
 - viii. A supplemental Form 8971 to report a change in value or otherwise correct or complete information on an original Form 8971 would not be required to be filed until 30 days after the property is distributed. Proposed Reg. §1.6035-1(e)(4)(ii). (That, of course, should have been acknowledged as the appropriate occasion for **any** reporting under section 6035. See paragraph 7 above and subparagraph b.i below.)
 - ix. Indeed, a supplemental Form 8971 is not needed at all merely to report a distribution of property if a previous Form 8971 included that property as property that *might* be used to satisfy the beneficiary's interest. Proposed Reg. §1.6035-1(e)(3)(i)(B) & (ii), *Examples 1 & 2*.

b. The proposed regulations also included some surprising or disappointing features.

i. Echoing the Instructions, Proposed Reg. §1.6035-1(c)(3) states:

If, by the due date [of Form 8971], the executor has not determined what property will be used to satisfy the interest of each beneficiary, the executor must report on the Statement for each such beneficiary all of the property that the executor could use to satisfy that beneficiary's interest. Once the exact distribution has been determined, the executor may, but is not required to, file and furnish a supplemental Information Return and Statement.

This is asserted even though a beneficiary who has not yet received (and may never receive) the property has no use for basis information and providing such information serves no discernable purpose of section 1014(f), and even though, like the Instructions, the preamble to the proposed regulations refers to "each beneficiary who has acquired (or will acquire) property from the decedent" and the statutory requirement of section 6035(a)(1) itself attaches only "to each person **acquiring** any interest in property." It seems that the regulations could have carried that linguistic comparison to its logical conclusion by requiring Form 8971 and Schedule A only with respect to property that is distributed – in other words, "received" – or "acquired." In that case, section 6035(a)(3) would be construed to require reporting for property **passing upon death or distributed before its value is reported on an estate tax return** within 30 days after the estate tax return is filed, whereas property **distributed after the estate tax return is filed** would be reported on a supplemented Form 8971 and Schedule A within 30 days after the distribution or perhaps on a year-by-year basis. That would be a much more workable rule.

ii. After-discovered and omitted property that is not reported on an (initial or supplemental) estate tax return before the estate tax statute of limitations runs (thus including all property and omissions discovered after the estate tax statute of limitations runs) would be given a value, and therefore an initial basis, of zero. Proposed Reg. §1.1014-10(c)(3)(i)(B). Moreover, if the after-discovered or omitted property would have increased the gross estate enough to cause an estate tax return to be required, but no estate tax return was filed, the estate tax value of **all** property subject to the consistency rule would be considered to be zero. Proposed Reg. §10.1014-10(c)(3)(ii). **Thus, a very innocent omission by the executor could result in a very harsh penalty for beneficiaries. The statutory support for these zero basis**

rules is very questionable, because such property appears to be neither “property the final value of which has been determined for purposes of the [estate] tax” within the meaning of section 1014(f)(1)(A) nor property “with respect to which a statement has been furnished under section 6035(a)” within the meaning of section 1014(f)(1)(B).

- iii. Proposed Reg. §1.6035-1(f) would impose a seemingly open-ended requirement on a recipient of a Schedule A to in turn file a Schedule A when making any gift or other retransfer of the property that results wholly or partly in a carryover basis for the transferee. The preamble again cites the regulatory authority granted in section 6035(b)(2) and also a concern “that opportunities may exist in some circumstances for the recipient of such reporting to circumvent the purpose of the statute (for example, by making a gift of the property to a complex trust for the benefit of the transferor’s family).” While such property does indeed continue to have a basis determined in part with reference to the value at the time of someone’s death in the past, section 6035 imposes the reporting requirement only on an “executor,” and section 1014(a) itself applies only to property acquired “from a decedent,” creating great doubt about the statutory authority for Proposed Reg. §1.6035-1(f), especially when one of the explicit changes Congress made to Treasury’s Greenbook proposal was to apply it only to transfers at death, not to lifetime gifts.
- iv. The Greenbook proposals since 2009 explicitly contemplated a grant of regulatory authority “for situations in which the surviving joint tenant or other recipient may have better information than the executor.” Congress seems to have captured that notion in section 6035(b)(2). Some observers read this as authorizing Treasury to relieve the tension between an executor and beneficiaries that a strict consistency rule might otherwise create by permitting beneficiaries to prove a higher value in some cases.
 - (A) In the preamble to the proposed regulations, Treasury recites that regulatory authority in section 6035(b)(2), but construes it in effect to apply only to a person with a legal or beneficial interest in property who is required to file an estate tax return under section 6018(b) in some cases.
 - (B) In addition, the preamble to the proposed regulations states:

One commenter requested the creation of a process to allow an estate beneficiary to challenge the value reported by the executor. There is no such process under the Federal law regarding returns described in section 6018. The

beneficiary's rights with regard to the estate tax valuation of property are governed by applicable state law. Accordingly, the proposed regulations do not create a new Federal process for challenging the value reported by the executor.

In other words, the preamble not only confirms the potential for these rules to create tension within families (see paragraph c below), it documents Treasury's indifference to it.

- c. A public hearing on the proposed regulations was held on June 27, 2016, and most of the foregoing points were made.
10. But no administrative guidance will or can address what many observers consider the fundamental flaw of the statute – it has the potential, especially when an estate tax return is audited, to pit family members and other beneficiaries against each other in an intolerable tension.
 - a. The *Van Alen* opinion itself, discussed in paragraph 3 above reveals how mischievous a “consistency” requirement might be in this context.
 - b. The court describes how the audit “went back and forth” and the low value of the ranch could have been a trade for higher values of three other properties. Indeed, the court said: “The bottom line was that the IRS got an increase in the total taxable value of the estate ... and an increase in the estate tax” (although later the court said, with specific reference to the ranch, that “[b]oth Shana and Brett [the heirs], and their father’s estate, benefited from a reduced estate tax.”
 - c. If the heirs benefited from the special use valuation, it was a coincidental detail that is affected by tax apportionment rules and other factors and may not be present in every estate. And, as *Van Alen* illustrates, executors often settle estate tax audits by trade-offs and for strategic reasons that could have nothing to do with an effort to find the “true” “fair market value” for purposes of section 1014(a)(1).
 - d. To bind heirs who do not participate in that audit seems quite unfair, and to give the heirs a role in the audit would be monstrously impractical. Yet, enchanted by the Siren Song of “consistency” – not to mention the temptation of a conjectural revenue gain – Congress seems not to have thought this through.
 11. The 2016 Greenbook renewed the proposal of past Greenbooks to also apply the consistency rules to property qualifying for an estate tax marital deduction and to gifts reportable on a gift tax return.
 12. Executive Order 13789 of April 21, 2017, directed the identification of tax regulations issued on or after January 1, 2016, that (i) impose an undue financial burden on United States taxpayers, (ii) add undue complexity to the Federal tax

laws, or (iii) exceed the statutory authority of the Internal Revenue Service, and the recommendation of specific actions to mitigate the burdens identified. Notice 2017-38, 2017-30 I.R.B. 147, identified eight regulations that meet at least one of the first two criteria specified by the Executive Order, including the proposed section 2704 regulations, but not including the consistent basis regulations.

13. Now Part 3 of the 2017-2018 Priority Guidance Plan suggests that Treasury and the IRS will revisit the proposed basis consistency regulations in the context of “near-term burden reduction.” **They cannot undo the ill-advised statute, but they could apply the statute in a reasonable way to provide a more practical reporting date and could reconsider the zero-basis rule and continuous reporting requirement that the statute does not appear to authorize. That would be “burden reduction.”**

E. The Section 2642(g) Regulations

1. This project first appeared in the 2007-2008 Plan.
2. The background of this project is section 564(a) of the 2001 Tax Act, which added subsection (g)(1) to section 2642, directing Treasury to publish regulations providing for extensions of time to allocate GST exemption or to elect out of statutory allocations of GST exemption (when those actions are missed on the applicable return or a return is not filed).
 - a. Before the 2001 Tax Act, similar extensions of time under Reg. §301.9100-3 (so-called “9100 relief”) were not available, because the deadlines for taking such actions were prescribed by the Code, not by the regulations.
 - b. The legislative history of the 2001 Tax Act stated that “[n]o inference is intended with respect to the availability of relief from late elections prior to the effective date of [section 2642(g)(1)],” and section 2642(g)(1)(A) itself directs that the regulations published thereunder “shall include procedures for requesting comparable relief with respect to transfers made before the date of the enactment of [section 2642(g)(1)].” Section 2642(g)(1)(B) adds:

In determining whether to grant relief under this paragraph, the Secretary shall take into account all relevant circumstances, including evidence of intent contained in the trust instrument or instrument of transfer and such other factors as the Secretary deems relevant. For purposes of determining whether to grant relief under this paragraph, the time for making the allocation (or election) shall be treated as if not expressly prescribed by statute.
 - c. Shortly after the enactment of the 2001 Tax Act, Notice 2001-50, 2001-2 C.B. 189, acknowledged section 2642(g)(1) and stated that taxpayers may seek extensions of time to take those actions under Reg. §301.9100-3. The Service has received and granted many requests for such relief over the

years since the publication of Notice 2001-50.

3. In addition, Rev. Proc. 2004-46, 2004-2 C.B. 142, provides a simplified method of dealing with pre-2001 gifts that meet the requirements of the annual gift tax exclusion under section 2503(b) but not the special “tax-vesting” requirements applicable for GST tax purposes to gifts in trust under section 2642(c)(2).
 - a. Gifts subject to Crummey powers are an example.
 - b. In such cases, GST exemption may be allocated on a Form 709 labeled “FILED PURSUANT TO REV. PROC. 2004-46,” whether or not a Form 709 had previously been filed for that year.
 - c. Post-2000 gifts are addressed by the expanded deemed allocation rules of section 2632(c), enacted by the 2001 Tax Act.
4. Proposed Reg. §26.2642-7 (REG-147775-06) was released on April 16, 2008. When finalized, it will oust Reg. §301.9100-3 and become the exclusive basis for seeking the extensions of time Congress mandated in section 2642(g)(1) (except that the simplified procedure for dealing with pre-2001 annual exclusion gifts under Rev. Proc. 2004-46 will be retained).
5. The proposed regulations resemble Reg. §301.9100-3, but with some important differences. Under Proposed Reg. §26.2642-7(d)(1), the general standard is still “that the transferor or the executor of the transferor’s estate acted reasonably and in good faith, and that the grant of relief will not prejudice the interests of the Government.”
 - a. Proposed Reg. §26.2642-7(d)(2) sets forth a “nonexclusive list of factors” to determine whether the transferor or the executor of the transferor’s estate acted reasonably and in good faith, including (i) the intent of the transferor to make a timely allocation or election, (ii) intervening events beyond the control of the transferor or the executor, (iii) lack of awareness of the need to allocate GST exemption to the transfer, despite the exercise of reasonable diligence, (iv) consistency by the transferor, and (v) reasonable reliance on the advice of a qualified tax professional.
 - b. Proposed Reg. §26.2642-7(d)(3) sets forth a “nonexclusive list of factors” to determine whether the interests of the Government are prejudiced, including (i) the extent to which the request for relief is an effort to benefit from hindsight, (ii) the timing of the request for relief, and (iii) any intervening taxable termination or taxable distribution.
 - c. Noticeably, the proposed regulations seem to invite more deliberate weighing of all those factors than the identification of one or two dispositive factors as under Reg. §301.9100-3.
6. “Hindsight,” which could be both a form of bad faith and a way the interests of

the Government are prejudiced, seems to be a focus of the proposed regulations. This is probably explained by the obvious distinctive feature of the GST tax – its effects are felt for *generations*, in contrast to most “9100 relief” elections that affect only a current year or a few years. There simply is more opportunity for “hindsight” over such a long term. Thus, the greater rigor required by the proposed regulations seems to be justified by the nature of the GST tax and consistent with the mandate of section 2642(g)(1)(B) to “take into account all relevant circumstances.”

7. Proposed Reg. §26.2642-7(h)(3)(i)(D) requires a request for relief to be accompanied by “detailed affidavits” from “[e]ach tax professional who advised or was consulted by the transferor or the executor of the transferor’s estate with regard to any aspect of the transfer, the trust, the allocation of GST exemption, and/or the election under section 2632(b)(3) or (c)(5).”
 - a. The references to “any aspect of the transfer” and “the trust” appear to go beyond the procedural requirement of Reg. §301.9100-3(e)(3) for “detailed affidavits from the individuals having knowledge or information about the events that led to the failure to make a valid regulatory election and to the discovery of the failure.” Presumably, a professional who advised only with respect to “the transfer” or “the trust” would have nothing relevant to contribute other than a representation that they did not advise the transferor to make the election, a fact that the transferor’s own affidavit could establish.
 - b. Out of concern about returning to the supercharged “fall on your sword” days before the reformation of the 9100 rules reflected in Rev. Proc. 92-85, 1992-2 C.B. 490, the author of this outline recommended the relaxation of that requirement in a comment letter dated July 3, 2008.
8. Section 2642(g)(1) itself, having been enacted by the 2001 Tax Act, was once scheduled to “sunset” on January 1, 2011, then on January 1, 2013, and is now permanent.
9. These regulations ought to have been close to completion for a long time now.
 - a. This item last appeared in the 2015-2016 Plan. It was removed in 2016, perhaps so these regulations could be issued at the same time as the ETIP-related regulations envisioned by the project discussed in Part II.H.1 beginning on page 42. Or it might have been thought that the consistent basis and section 2704 regulations alone may have kept Treasury and the IRS busy through June 2017, while most of the objectives of the section 2642(g) regulations were being served anyway by Reg. §301.9100-3.
 - b. Now they are revived as a “burden reduction” project. How can this be, when the proposed regulations would generally be more burdensome than

Reg. §301.9100-3, which Notice 2001-50 now allows to be used? **Perhaps the extensive experience of the IRS with ruling requests under Notice 2001-50 and Reg. §301.9100-3 has shown that less onerous requirements may be sufficient.**

F. Part 5: General Guidance

Part 5 of the updated Priority Guidance Plan, titled “General Guidance,” like previous Plans and as noted above, “describes specific projects by subject area that will be the focus of the balance of [Treasury’s and the Service’s] efforts this plan year.” The original Plan and all three quarterly updates include final regulations for the 3.8 percent tax on net investment income under section 1411 (item 20 under “General Tax Issues”), but apparently not including the issue of material participation by estates and trusts (see Part II.A.4.b on page 13). The Plan and all three quarterly updates include the following three items (down from 12 last year) under the heading of “Gifts and Estates and Trusts,” all of which should be near completion:

1. Guidance on basis of grantor trust assets at death under §1014.
 - a. This project was new in 2015.
 - b. In Letter Ruling 200434012 (April 23, 2004), involving a sale from one grantor trust to another, the Service included the caveat that “when either Trust 1 or Trust 2 ceases to be treated as a trust owned by A under § 671 *by reason of A’s death* or the waiver or release of any power under § 675, *no opinion is expressed or implied* concerning whether the termination of such grantor trust treatment results in a sale or disposition of any property within the meaning of § 1001(a), *a change in the basis of any property* under § 1012 or § 1014, or any deductible administration expense under § 2053.”
 - c. An installment note received by the grantor from a grantor trust in connection with a sale to a grantor trust receives a new basis – presumably a stepped-up basis – under section 1014 when the grantor dies. The note is not an item of income in respect of a decedent (“IRD”) under section 691, which would be excluded from the operation of section 1014 by section 1014(c), because the fact, amount, and character of IRD are all determined in the same manner as if “the decedent had lived and received such amount” (section 691(a)(3); *cf.* section 691(a)(1)), and the decedent would not have realized any income in that case, as confirmed by Rev. Rul. 85-13, 1985-1 C.B. 184). See the analysis in Manning & Hesch, “Deferred Payment Sales to Grantor Trusts, GRATs, and Net Gifts: Income and Transfer Tax Elements,” 24 TAX MGMT. EST., GIFTS & TR. J. 3 (1999).
 - d. Chief Counsel Advice 200923024 (Dec. 31, 2008) opined that “the Service should not take the position that the mere conversion of a nongrantor trust to a grantor trust [by reason of the replacement of an independent trustee

with a related or subordinate party] results in taxable income to the grantor.” After citing and discussing *Madorin v. Commissioner*, 84 T.C. 667 (1985), and Rev. Rul. 77-402, 1977-2 C.B. 222 (which addressed the reverse conversion to nongrantor trust status), the Chief Counsel’s office noted (emphasis added) that “the rule set forth in these authorities is narrow, insofar as it only affects inter vivos lapses of grantor trust status, not that caused by the death of the owner *which is generally not treated as an income tax event.*” Because of the interrelationship with certain partnership transactions and section 754 basis elections, however, the Chief Counsel’s office viewed the overall transaction as “abusive” and wanted to explore other ways to challenge it. But it nevertheless believed that “asserting that the conversion of a nongrantor trust to a grantor trust results in taxable income to the grantor would have an impact on non-abusive situations.”

- e. This guidance project may somehow be related to the analytical gymnastics found in those authorities.
- f. On the other hand, this proposal may simply be aimed at a clarification of the rules for foreign trusts.
 - i. Rev. Proc. 2015-37, 2015-26 I.R.B. 1196, added “[w]hether the assets in a grantor trust receive a section 1014 basis adjustment at the death of the deemed owner of the trust for income tax purposes when those assets are not includible in the gross estate of that owner under chapter 11 of subtitle B of the Internal Revenue Code” to the list of “areas under study in which rulings or determination letters will not be issued until the Service resolves the issue through publication of a revenue ruling, a revenue procedure, regulations, or otherwise.” That designation was continued in section 5.01(12) of Rev. Proc. 2016-3, 2016-1 I.R.B. 126, section 5.01(10) of Rev. Proc. 2017-3, 2017-1 I.R.B. 130, section 5.01(8) of Rev. Proc. 2018-3, 2018-1 I.R.B. 130, and section 5.01(8) of Rev. Proc. 2019-3, 2019-1 I.R.B. 130.
 - ii. Meanwhile, Letter Ruling 201544002 (June 30, 2015), held that assets in a revocable trust created by foreign grantors for their U.S. citizen children would receive a stepped-up basis under section 1014(b)(2) at the grantors’ deaths. The ruling acknowledged the no-rule policy of Rev. Proc. 2015-37, but avoided it on the ground that the ruling request had been submitted before the no-rule policy was announced.
 - iii. It is hard to believe that it is a coincidence that Rev. Proc. 2015-37 was published in the Internal Revenue Bulletin on June 29, 2015, the *day before* Letter Ruling 201544002 was issued. If those two contemporaneous events are related, then the no-rule position of Rev. Procs. 2015-37, 2016-3, and 2017-3 might have been aimed only at

foreign trusts, and so might this proposal first announced in the 2015-2016 Priority Guidance Plan a month later on July 31, 2015. **It is also possible that, even if the project originally had such a narrow focus, it has since been expanded in the Trump Administration.**

2. Final regulations under §2032(a) regarding imposition of restrictions on estate assets during the six month alternate valuation period. Proposed regulations were published on November 18, 2011.
 - a. This project first appeared in the 2007-2008 Plan.
 - b. The first set of proposed regulations related to this project, Proposed Reg. §20.2032-1(f) (REG-112196-07), was published on April 25, 2008. The preamble appeared to view these regulations as the resolution of “[t]wo judicial decisions [that] have interpreted the language of section 2032 and its legislative history differently in determining whether post-death events other than market conditions may be taken into account under the alternate valuation method.”
 - c. In the first of these cases, *Flanders v. United States*, 347 F. Supp. 95 (N.D. Calif. 1972), after a decedent’s death in 1968, but before the alternate valuation date, the trustee of the decedent’s (formerly) revocable trust, which held a one-half interest in a California ranch, entered into a land conservation agreement pursuant to California law.
 - i. The conservation agreement reduced the value of the ranch by 88 percent. Since that reduced value was the value of the ranch at the alternate valuation date (which until 1971 was one year after death), the executor elected alternate valuation and reported the ranch at that value.
 - ii. Citing the Depression-era legislative history to the effect that alternate valuation was intended to protect decedents’ estates against “many of the hardships which were experienced after 1929 when market values decreased very materially between the period from the date of death and the date of distribution to the beneficiaries,” the court held that “the value reducing result of the post mortem act of the surviving trustee” may not be considered in applying alternate valuation.
 - d. The second of these cases was *Kohler v. Commissioner*, T.C. Memo. 2006-152, *nonacq.*, 2008-9 I.R.B. 481, involving the estate of a shareholder of the well-known family-owned plumbing fixture manufacturer. The executor had received stock in a tax-free corporate reorganization that had been under consideration for about two years before the decedent’s death but was not completed until about two months after the decedent’s death.
 - i. The court rejected the Service’s attempt to base the estate tax on the

value of the stock *surrendered* in the reorganization (which had been subject to fewer restrictions on transferability), on the ground that Reg. §20.2032-1(c)(1) prevents that result by specifically refusing to treat stock surrendered in a tax-free reorganization as “otherwise disposed of” for purposes of section 2032(a)(1).

- ii. The court also noted that the exchange of stock must have been for equal value or the reorganization would not have been tax-free as the parties had stipulated (although, ironically, the executor’s own appraiser had determined a value of the pre-reorganization shares of \$50.115 million and a value of the post-reorganization shares of \$47.010 million – a difference of about 6.2 percent). The court distinguished *Flanders*, where the post-death transaction itself reduced the value by 88 percent.
- iii. The Tax Court in *Kohler* viewed the 1935 legislative history relied on in *Flanders* as irrelevant, because Reg. §20.2032-1(c)(1) (promulgated in 1958) was clear and unambiguous and because “the legislative history describes the general purpose of the statute, not the specific meaning of ‘otherwise disposed of’ in the context of tax-free reorganizations.”
- e. The 2008 proposed regulations would have made no change to Reg. §20.2032-1(c)(1), on which the *Kohler* court relied. But they invoked “the general purpose of the statute” that was articulated in 1935, relied on in *Flanders* but bypassed in *Kohler*, to beef up Reg. §20.2032-1(f), to clarify and emphasize, with both text and examples, that the benefits of alternate valuation are limited to changes in value due to “market conditions.” The 2008 proposed regulations would specifically add “post-death events other than market conditions” to changes in value resulting from the “mere lapse of time,” which are ignored in determining the alternate value under section 2032(a)(3).
- f. New proposed regulations (REG-112196-07) were published on November 18, 2011. The preamble stated:

... Some commentators expressed concern that the proposed regulations (73 FR 22300) would create administrative problems because an estate would be required to trace property and to obtain appraisals based on hypothetical property....

...

Many commentators ... suggested that the IRS and Treasury Department would better serve taxpayers and address any potential abuse [of the section 2032 election] by ensuring that the regulations address the issues described in this preamble rather than finalizing the approach taken in the proposed regulations.

In view of the comments, the Treasury Department and the IRS are withdrawing the proposed regulations (73 FR 22300) by the publication of these proposed regulations in the Federal Register.

- g. Thus, in contrast to the 2008 approach of ignoring certain intervening events – and thereby potentially valuing assets six months after death on a hypothetical basis – the new approach is to expand the description of intervening events that are regarding as dispositions, triggering alternate valuation as of that date. The expanded list, in Proposed Reg. §20.2032-1(c)(1)(i), includes distributions, exchanges (whether taxable or not), and contributions to capital or other changes to the capital structure or ownership of an entity, including “[t]he dilution of the decedent’s ownership interest in the entity due to the issuance of additional ownership interests in the entity.” Proposed Reg. §20.2032-1(c)(1)(i)(I)(1). But under Proposed Reg. §20.2032-1(c)(1)(ii), an exchange of interests in a corporation, partnership, or other entity is not counted if the fair market values of the interests before and after the exchange differ by no more than 5 percent (which would still subject a 6.2 percent difference as in *Kohler* to the new rules).
 - i. If the interest involved is only a fraction of the decedent’s total interest, an aggregation rule in Proposed Reg. §20.2032-1(c)(1)(iv) values such interests at a pro rata share of the decedent’s total interest.
 - ii. The proposed regulations also include special rules for coordinating with annuities and similar payments (§20.2032-1(c)(1)(iii)(B)) and excepting qualified conservation easements (§20.2032-1(c)(4)), and also many more examples (§20.2032-1(c)(5), (e) *Example (2)*, (f)(2)(B) & (f)(3)).
- h. While the 2008 proposed regulations were referred to as the “anti-*Kohler* regulations,” the most significant impact of these proposed regulations may be felt by efforts to bootstrap an estate into a valuation discount by distributing or otherwise disposing of a minority or other noncontrolling interest within the six-month period after death (valuing it as a minority interest under section 2032(a)(1)) and leaving another minority or noncontrolling interest to be valued six months after death (also valued as a minority interest under section 2032(a)(2)).
 - i. Examples 7 and 8 of Proposed Reg. §20.2032-1(c)(5) specifically address the discount-bootstrap technique – Example 8 in the context of a limited liability company and Example 7 in the context of real estate – and leave no doubt that changes in value due to “market conditions” do not include the valuation discounts that might appear to be created by partial distributions.

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- ii. Example 1 reaches the same result with respect to the post-death formation of a limited partnership.
 - i. The 2008 proposed regulations were to be effective April 25, 2008, the date the proposed regulations were published. The 2011 proposed regulations, more traditionally, state that they will be effective when published as final regulations.
3. Guidance under §2053 regarding personal guarantees and the application of present value concepts in determining the deductible amount of expenses and claims against the estate.
- a. This project first appeared in the 2008-2009 Plan as an outgrowth of the project that led to the final amendments of the section 2053 regulations in October 2009. A connection between personal guarantees and present value concepts is elaborated in this paragraph in the preamble to the 2009 regulations (T.D. 9468, 74 FED. REG. 53652 (Oct. 20, 2009)):

Some commentators suggested that the disparate treatment afforded noncontingent obligations (deduction for present value of obligations) versus contingent obligations (dollar-for-dollar deduction as paid) is inequitable and produces an inconsistent result without meaningful justification. These commentators requested that the final regulations allow an estate to choose between deducting the present value of a noncontingent recurring payment on the estate tax return, or instead deducting the amounts paid in the same manner as provided for a contingent obligation (after filing an appropriate protective claim for refund). The Treasury Department and the IRS find the arguments against the disparate treatment of noncontingent and contingent obligations to be persuasive. The final regulations eliminate the disparate treatment by removing the present value limitation applicable only to noncontingent recurring payments. The Treasury Department and the IRS believe that the issue of the appropriate use of present value in determining the amount of the deduction allowable under section 2053 merits further consideration. The final regulations reserve § 20.2053-1(d)(6) to provide future guidance on this issue.

- b. But it is easy to see how the Treasury Department's and the IRS's "further consideration" of "the appropriate use of present value concepts" could turn its focus on the leveraged benefit in general that can be obtained when a claim or expense is paid long after the due date of the estate tax, but the additional estate tax reduction is credited as of, and earns interest from, that due date.
 - i. *Graegin* loans (see *Estate of Graegin v. Commissioner*, T.C. Memo. 1988-477) could be an obvious target of such consideration.
 - ii. If this project results in a deduction of only the present value of the

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- payment, as of the due date of the tax, *and* the discount rate used in the calculation of the present value is the same as the rate of interest on the tax refund, *and* the interest is not subject to income tax (or the discount rate is also reduced by the income tax rate), then the invocation of “present value concepts” might make very little difference on paper. But it might require legislation to accomplish all these things.
- iii. Since claims or expenses are rarely paid exactly on the due date of the tax, the *precise* application of such principles might be exceedingly complicated.
4. Regulations under §7520 regarding the use of actuarial tables in valuing annuities, interests for life or terms of years, and remainder or reversionary interests.
 - a. Item 4 is new in the 2018-2019 Plan.
 - b. The current mortality tables, based on 2000 census data, became effective May 1, 2009. Section 7520(c)(2) mandates revision of the tables at least once every ten years. Thus, this project appears to be that routine revision, to reflect 2010 census data and take effect by May 1, 2019.

G. Deletions in 2017 from the 2016-2017 Plan

1. Guidance on definition of income for spousal support trusts under §682.

This project was new in 2016.
2. Guidance on the valuation of promissory notes for transfer tax purposes under §§2031, 2033, 2512, and 7872.
 - a. This project first appeared in the 2015-2016 Plan.
 - b. It is well known that the Tax Court has held that section 7872 is the applicable provision for valuing an intra-family promissory note – specifically for determining that a note carrying the section 7872 rate may be valued at its face amount. *See Frazee v. Commissioner*, 98 T.C. 554 (1992). *See also Estate of True v. Commissioner*, T.C. Memo. 2001-167, *aff'd* on other grounds, 390 F.3d 1210 (10th Cir. 2004).
 - c. But Judge Hamblen concluded his opinion in *Frazee* by stating:

We find it anomalous that respondent urges as her primary position the application of section 7872, which is more favorable to the taxpayer than the traditional fair market value approach, but we heartily welcome the concept.

98 T.C. at 590. Perhaps this project was intended to resolve that anomaly, probably by regulations.

d. Section 7872(i)(2) states:

Under regulations prescribed by the Secretary [of the Treasury], any loan which is made with donative intent and which is a term loan shall be taken into account for purposes of chapter 11 [the estate tax chapter] in a manner consistent with the provisions of subsection (b) [providing for the income and gift tax treatment of below-market loans].

- i. Proposed Reg. §20.7872-1 (proposed in 1985) provides that a “gift term loan” shall be valued for estate tax purposes at no less than (a) its unpaid stated principal plus accrued interest or (b) the present value of all the future payments under the note using the applicable federal rate in effect at the time of death.
- ii. The estate planner’s answers to the proposed regulation would include the arguments that (1) the proposed regulation is not effective unless and until it is finalized, (2) the loan represented by the installment note is not a “gift term loan” because it uses an interest rate calculated to avoid below-market treatment under section 7872(e), and (3) with respect to section 7872(i)(2) itself, the loan is not made “with donative intent” because the transaction is a sale.
- iii. Under section 7805, the proposed regulations could probably be expanded even beyond the strict mandate of section 7872(i)(2), and under section 7805(b)(1)(B) such expanded final regulations might even be made effective retroactively to the publication date of the proposed regulations in 1985 (although that would be an aggressive choice that undoubtedly would be roundly criticized). But, unless and until that happens, most estate planners have seen no reason why the estate tax value should not be fair market value, which, after all, is the general rule, subject to Reg. §20.2031-4, which states:

The fair market value of notes, secured or unsecured, is presumed to be the amount of unpaid principal, plus interest accrued to the date of death, unless the executor establishes that the value is lower or that the notes are worthless. However, items of interest shall be separately stated on the estate tax return. If not returned at face value, plus accrued interest, satisfactory evidence must be submitted that the note is worth less than the unpaid amount (because of the interest rate, date of maturity, or other cause), or that the note is uncollectible, either in whole or in part (by reason of the insolvency of the party or parties liable, or for other cause), and that any property pledged or mortgaged as security is insufficient to satisfy the obligation.

- e. It is not clear that this guidance project was related to these developments,

and in any event it did not cite Proposed Reg. §20.7872-1.

- i. It is clear that the IRS has long been interested in the valuation of promissory notes, and at times has seemed to embrace a market interest rate standard. See Letter Ruling 200147028 (issued Aug. 9, 2001; released Nov. 23, 2001).
 - ii. The interest of the IRS was especially apparent after the docketing of *Estate of Davidson v. Commissioner*, T.C. Docket No. 13748-13, in which the IRS asserted \$2.8 billion in estate, gift, and generation-skipping taxes owed. On July 6, 2015, the case was settled for just over \$550 million. Addressing Mr. Davidson's sales both in Chief Counsel Advice 201330033 (Feb. 24, 2012) and in its answer in the Tax Court, the IRS argued that the notes should be valued, not under section 7520, but under a willing buyer-willing seller standard that took account of Mr. Davidson's health. See also *Estate of Kite v. Commissioner*, T.C. Memo. 2013-43.
 - f. Promissory notes are frequently used in estate planning, and guidance could provide welcome clarity.
3. Guidance on the gift tax effect of defined value formula clauses under §§2512 and 2511.
 - a. This project was also new in 2015.
 - b. Defined value clauses have an interesting history. See, for example, Technical Advice Memorandum 8611004 (Nov. 15, 1985) (approving a transfer of "such interest in X Partnership ... as has a fair market value of \$13,000"); *Knight v. Commissioner*, 115 T.C. 506 (2000) (disregarding the use of such a technique to transfer "that number of limited partnership units in [the partnership] which is equal in value, on the effective date of this transfer, to \$600,000"); *Succession of McCord v. Commissioner*, 461 F.3d 614 (5th Cir. 2006), *rev'g* 120 T.C. 358 (2003) (approving a defined value clause, with the excess going to charity); *Estate of Christiansen v. Commissioner*, 130 T.C. 1 (2008) (reviewed by the Court), *aff'd*, 586 F.3d 1061 (8th Cir. 2009) (approving a formula disclaimer in favor of charity); *Estate of Petter v. Commissioner*, T.C. Memo. 2009-280, *aff'd*, 653 F.3d 1012 (9th Cir. 2011) (approving a defined value clause, with the excess going to charity); *Hendrix v. Commissioner*, T.C. Memo. 2011-133 (approving a defined value clause, with the excess going to charity); *Wandry v. Commissioner*, T.C. Memo. 2012-88, *nonacq.*, AOD 2012-004, 2012-46 I.R.B. (approving a type of defined value clause, with the excess remaining with the transferor); *Estate of Donald Woelbing v. Commissioner* (Tax Court Docket No. 30261-13, stipulated decision entered March 25, 2016) and *Estate of Marion Woelbing v. Commissioner* (Tax Court Docket No. 30260-13, stipulated decision

entered March 28, 2016).

- c. In affirming the Tax Court in *Petter*, albeit in the context of a rather narrow subpoint of a condition precedent within the meaning of Reg. §25.2522(c)-3(b)(1), the Court of Appeals for the Ninth Circuit concluded its opinion by quoting:

“[W]e expressly invite[] the Treasury Department to “amend its regulations” if troubled by the consequences of our resolution of th[is] case.” *Mayo Found. for Med. Educ. & Research v. United States*, 131 S. Ct. 704, 713 (2011) (quoting *United Dominion Indus., Inc. v. United States*, 532 U.S. 822, 838 (2001)).

Maybe, in this guidance project, Treasury was proposing to accept that invitation. Because of the widespread use of defined value formula clauses in estate planning, particularly (as we saw in 2012) to make use of increased exemptions such as those offered by the 2017 Tax Act, guidance could provide needed clarity on this point also.

4. Guidance under §§2522 and 2055 regarding the tax impact of certain irregularities in the administration of split-interest charitable trusts.

This project was new in 2016.

5. Guidance under §2801 regarding the tax imposed on U.S. citizens and residents who receive gifts or bequests from certain expatriates.

- a. The Heroes Earnings Assistance and Relief Tax Act of 2008 (the “HEART” Act) enacted a new income tax “mark to market” rule when someone expatriates on or after June 17, 2008, and a new succession tax on the receipt of certain gifts or bequests from someone who expatriated on or after June 17, 2008. The new succession tax is provided for in section 2801, comprising all of new chapter 15.

- b. Referring to the guidance contemplated by this project, Announcement 2009-57, 2009-29 I.R.B. 158 (released July 16, 2009), stated:

The Internal Revenue Service intends to issue guidance under section 2801, as well as a new Form 708 on which to report the receipt of gifts and bequests subject to section 2801. The due date for reporting, and for paying any tax imposed on, the receipt of such gifts or bequests has not yet been determined. The due date will be contained in the guidance, and the guidance will provide a reasonable period of time between the date of issuance of the guidance and the date prescribed for the filing of the return and the payment of the tax.

- c. This project first appeared on the 2009-2010 Plan. Originally it was referred to by Treasury and IRS personnel as a top priority, but now it has been dropped from the Priority Guidance Plan, even though proposed regulations

were published on September 10, 2015. Evidently the implementation of what amounts to a succession tax on transferees, not transferors or their estates, is quite complicated and challenging.

- d. The proposed regulations (§§28.2801-1 through -7 and related procedural sections, REG-112997-10) are about 18,000 words long and were accompanied by a preamble of about 8,600 words. The preamble included the estimate that there would be 1,000 respondents annually.
- e. Proposed Reg. §28.6011-1(a) provides that “covered” gifts and bequests must be reported by the recipient on Form 708, “United States Return of Tax for Gifts and Bequests from Covered Expatriates.”
 - i. Under Proposed Reg. §28.6071-1(a)(1), Form 708 is generally due on the 15th day of the 18th month following the close of the calendar year in which the transfer was received. Thus, a Form 708 reporting a 2017 transfer would be due June 17, 2019 (June 15 being a Saturday). But, fulfilling the promise of Announcement 2009-57, Proposed Reg. §28.6071-1(d) states that no Form 708 will be due before the date specified in the final regulations.
 - ii. Under Proposed Reg. §28.2801-3(c)(1) and (2), if a gift or bequest is reported by the expatriate donor or executor of the expatriate decedent on a Form 709 or 706, and gift or estate tax is paid, it is not a covered gift or bequest and need not be reported on Form 708.
- f. Proposed Reg. §28.2801-3(b) confirms that covered bequests include the receipt of assets the value of which would be included in a U.S. citizen’s gross estate under section 2036, 2037, 2038, 2040, 2042, or 2044.
- g. There are some oddities and surprises in the calculation of the tax.
 - i. Under Proposed Reg. §28.2801-4(b)(2), the sum of both covered gifts and covered bequests is reduced by the annual exclusion amount provided for gift tax purposes under section 2503(b). But only one such reduction is allowed, regardless of the number of donors. In the case of a gift to a spouse who is not a U.S. citizen, that amount is determined under section 2523(i) (see Proposed Reg. §28.2801-3(c)(4) and -3(f), *Example 1*) and is 10 times the unrounded amount determined under section 2503(b).
 - ii. Under section 2801(b), the tax is an obligation of the recipient. Nevertheless, under the calculation rules in Proposed Reg. §28.2801-4(b), the gift tax the recipient pays is not deducted from the amount subject to tax, as it would be in the case of a typical “net gift.” The section 2801 tax, whether on a gift or a bequest, is “tax-inclusive.”
 - iii. Proposed Reg. §28.2801-4(a)(2)(iii) provides rules for computing the tax

in the case of a covered transfer to a charitable remainder trust. The value of the transferred property is allocated between the noncharitable interest and the charitable remainder interest in the usual way and the tax is calculated on the noncharitable portion. Although the payment of the tax by the trust does not reduce the value of the gift for purposes of the calculation of the section 2801 tax (see paragraph ii above), it does reduce the value of the charitable remainder and therefore might actually *increase* the value of the covered gift.

- iv. Under Proposed Reg. §28.2801-6(a), the recipient's payment of the tax does not increase the basis of the transferred property.
- h. One of the most vexing issues regarding the section 2801 tax has been figuring out how the recipient will know when a gift or bequest is a "covered" gift or bequest from a "covered" expatriate. Gifts and bequests normally have no tax consequences to the recipient.
- i. Proposed Reg. §28.2801-7(a) provides this ominous and exasperating, but probably unavoidable, confirmation:

(a) *Responsibility of recipients of gifts and bequests from expatriates.* It is the responsibility of the taxpayer (in this case, the U.S. citizen or resident receiving a gift or bequest from an expatriate or a distribution from a foreign trust funded at least in part by an expatriate) to ascertain the taxpayer's obligations under section 2801, which includes making the determination of whether the transferor is a covered expatriate and whether the transfer is a covered gift or covered bequest.

- ii. Doing the best it can to be helpful, Proposed Reg. §28.2801-7(b) adds:

(b) *Disclosure of return and return information—(1) In general.* In certain circumstances, the Internal Revenue Service (IRS) may be permitted, upon request of a U.S. citizen or resident in receipt of a gift or bequest from an expatriate, to disclose to the U.S. citizen or resident return or return information of the donor or decedent expatriate that may assist the U.S. citizen or resident in determining whether the donor or decedent was a covered expatriate and whether the transfer was a covered gift or covered bequest. The U.S. citizen or resident may not rely upon this information, however, if the U.S. citizen or resident knows, or has reason to know, that the information received from the IRS is incorrect. The circumstances under which such information may be disclosed to a U.S. citizen or resident, and the procedures for requesting such information from the IRS, will be as provided by publication in the Internal Revenue Bulletin (see §601.601(d)(2)(ii)(b)).

(2) *Rebuttable presumption.* Unless a living donor expatriate authorizes the disclosure of his or her relevant return or return information to the U.S. citizen or resident receiving the gift, there is a rebuttable presumption that the donor is a covered expatriate and that the gift is a covered gift. A taxpayer who reasonably concludes that a gift or bequest is not subject to section 2801 may file a protective Form 708 in accordance with §28.6011-1(b) to start the period for the assessment of any section 2801 tax.

iii. The preamble further explains:

Section 28.2801-7 provides guidance on the responsibility of a U.S. recipient, as defined in §28.2801-2(e), to determine if tax under section 2801 is due. The Treasury Department and the IRS realize that, because the tax imposed by this section is imposed on the U.S. citizen or resident receiving a covered gift or covered bequest, rather than on the donor or decedent covered expatriate making the gift or bequest, U.S. taxpayers may have difficulty determining whether they are liable for any tax under section 2801. Nevertheless, the same standard of due diligence that applies to any other taxpayer to determine whether the taxpayer has a tax liability or a filing requirement also applies to U.S. citizens and residents under this section. Accordingly, it is the responsibility of each U.S. citizen or resident receiving a gift or bequest, whether directly or indirectly, from an expatriate (as defined in section 877A(g)(2)) to determine its tax obligations under section 2801. Thus, the burden is on that U.S. citizen or resident to determine whether the expatriate was a covered expatriate (as defined in section 877A(g)(1)) and, if so, whether the gift or bequest was a covered gift or covered bequest.

iv. In other words, if a family member expatriates, life will be tougher for other family members (or any objects of the expatriate's bounty) who do not expatriate.

v. Proposed Reg. 28.6011-1(b)(i) does provide that a recipient who reasonably concludes that a gift or bequest is not a "covered" gift or bequest may file a protective Form 708, and that such a filing will start the period for assessment of tax with respect to any transfer reported on that return.

i. Section 2801(e)(1) provides that a "covered gift or bequest" includes any property acquired "directly or indirectly." Section 2801(e)(4)(A) provides that a covered transfer includes a transfer to a U.S. domestic trust. Section 2801(e)(4)(B)(i) provides that in the case of a covered gift or bequest to a foreign trust, the tax is imposed on distributions *from* the trust "attributable to such gift or bequest."

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- i. Proposed Reg. §28.2801-5(c)(1)(i) provides that the amount of any distribution attributable to covered gifts and bequests is determined by applying a “section 2801 ratio” to the value of the distribution. Tracing of particular trust assets is not allowed.
 - ii. Under Proposed Reg. §28.2801-5(c)(1)(ii), the “section 2801 ratio,” representing the portion of the trust and of each distribution that is deemed to be attributable to covered transfers, is redetermined after each contribution to the trust, in a manner resembling the calculation of the inclusion ratio for GST tax purposes.

- iii. Proposed Reg. §28.2801-5(c)(3) provides:

If the trustee of the foreign trust does not have sufficient books and records to calculate the section 2801 ratio, or if the U.S. recipient is unable to obtain the necessary information with regard to the foreign trust, the U.S. recipient must proceed upon the assumption that the entire distribution for purposes of section 2801 is attributable to a covered gift or covered bequest.

This encourages the expatriate transferor to cooperate with transferees.

- iv. Proposed Reg. §28.2801-5(d) permits a foreign trust to elect to be treated as a U.S. domestic trust.

- (A) Thereby the section 2801 tax is imposed on the value of the trust multiplied by the section 2801 ratio and on all current and future transfers to the trust from covered expatriates, but *not* on future distributions *from* the trust.

- (B) The trustee of an electing foreign trust must designate and authorize a U.S. agent solely for purposes of section 2801. Proposed Reg. §28.2801-5(d)(3)(iv) states:

By designating a U.S. agent, the trustee of the foreign trust agrees to provide the agent with all information necessary to comply with any information request or summons issued by the Secretary. Such information may include, without limitation, copies of the books and records of the trust, financial statements, and appraisals of trust property. ... Acting as an agent for the trust for purposes of section 2801 includes serving as the electing foreign trust’s agent for purposes of section 7602 (“Examination of books and witnesses”), section 7603 (“Service of summons”), and section 7604 (“Enforcement of summons”) with respect to [a]ny request by the Secretary to examine records or produce testimony related to the proper identification or treatment of

covered gifts or covered bequests contributed to the electing foreign trust and distributions attributable to such contributions; and [a]ny summons by the Secretary for records or testimony related to the proper identification or treatment of covered gifts or covered bequests contributed to the electing foreign trust and distributions attributable to such contributions.

Under such a rule, care would be advisable in agreeing to be a U.S. agent.

6. And, under the heading of “General Tax Issues,” deletion of the project described as “Guidance regarding material participation by trusts and estates for purposes of §469.” This is the guidance that could have shed light on the application to trusts and estates of the 3.8 percent tax on net investment income mentioned in Part II.A.4.b on page 13.

H. Deletions in 2016 from the 2015-2016 Plan

1. Regulations under §2642 regarding available GST exemption and the allocation of GST exemption to a pour-over trust at the end of an ETIP.
 - a. This project first appeared in the 2012-2013 Plan.
 - b. Some context might be derived from a request for guidance from the AICPA, first made in a letter to the IRS dated June 26, 2007, which stated:

The issues presented here are best illustrated by considering the following fact pattern:

Taxpayer creates an irrevocable trust, Trust Z, in which a qualified annuity interest (as defined in section 2702(b)) is payable to the taxpayer or his estate for 10 years. Upon the termination of the annuity interest, Trust Z is to be separated into two trusts, Trust A and Trust B. Trust A is for the exclusive benefit of Taxpayer’s children and grandchildren. Trust B is for the exclusive benefit of Taxpayer’s children. Trust A is to receive from Trust Z so much of the Trust Z’s assets as is equal to Taxpayer’s remaining GST exemption, if any. Trust B is to receive from Trust Z the balance of Trust Z’s assets, if any, after funding Trust A. The taxpayer is alive at the end of the 10 years.

Presumably, the transfer to Trust Z is an indirect skip to which GST exemption will be automatically allocated at the end of the ETIP. Will the automatic allocation rules apply to all the assets remaining in Trust Z at that time? If so and if the taxpayer wants to allocate GST exemption only to the assets going to Trust A, the taxpayer should timely elect out of the automatic allocation rules of section 2632(c), and then affirmatively allocate GST exemption only to the assets going

into Trust A at the end of the ETIP. Is that possible?

In the alternative, the automatic allocation rules may apply only to the transfer going into Trust A because Trust B is not by definition a GST trust. Because of the application of the ETIP rules, the transfer from the taxpayer for GST purposes would occur only at the time that the assets are funded into Trust A. If that is the case, then the taxpayer does not need to do anything affirmatively to ensure that GST exemption is allocated to Trust A and not Trust B as he or she desires.

It has been our experience that many trusts are structured in a manner similar to the above referenced fact pattern. By letter dated November 10, 2004, the AICPA submitted comments on the proposed regulations on electing out of deemed allocations of GST exemption under section 2632(c). In that letter, guidance was requested on these issues. The preamble to the final regulations (T.D. 9208) acknowledged this request for the inclusion in the regulations of an example addressing the application of the automatic allocation rules for indirect skips in a situation in which a trust subject to an ETIP terminates upon the expiration of the ETIP, at which time the trust assets are distributed to other trusts that may be GST trusts. According to the preamble, the Treasury Department and the Internal Revenue Service believed that this issue was outside the scope of the regulation project and would consider whether to address these issues in separate guidance.

2. Final regulations under §2642(g) regarding extensions of time to make allocations of the generation-skipping transfer tax exemption. Proposed regulations were published on April 17, 2008.
 - a. This project first appeared in the 2007-2008 Plan.
 - b. It has reappeared in the 2017-2018 Plan and is discussed in Part II.E beginning on page 25.

I. Other Notable Omissions

1. Decanting
 - a. The 2011-2012 Priority Guidance Plan included, as item 13, “Notice on decanting of trusts under §§2501 and 2601.” This project was new in 2011-2012, but it had been anticipated for some time, especially since the publication at the beginning of 2011 of Rev. Proc. 2011-3, 2011-1 I.R.B. 111, in which new sections 5.09, 5.16, and 5.17 included decanting among the “areas under study in which rulings or determination letters will not be issued until the Service resolves the issue through publication of a revenue ruling, revenue procedure, regulations or otherwise.” Rev. Proc. 2019-3, 2019-1 I.R.B. 130, §§5.01(7), (12) & (13) continues this designation.
 - b. On December 20, 2011, the IRS published Notice 2011-101, 2011-52 I.R.B.

932. Notice 2011-101 asked for comments from the public by April 25, 2012, on the tax consequences of decanting transactions – the transfer by a trustee of trust principal from an irrevocable “Distributing Trust” to another “Receiving Trust.” Notice 2011-101 asked for comments on the relevance and effect of the following 13 facts and circumstances (as well as the identification of any other factors that might affect the tax consequences):

- i. A beneficiary’s right to or interest in trust principal or income is changed (including the right or interest of a charitable beneficiary);
- ii. Trust principal and/or income may be used to benefit new (additional) beneficiaries;
- iii. A beneficial interest (including any power to appoint income or corpus, whether general or limited, or other power) is added, deleted, or changed;
- iv. The transfer takes place from a trust treated as partially or wholly owned by a person under §§671 through 678 of the Internal Revenue Code (a “grantor trust”) to one which is not a grantor trust, or vice versa;
- v. The situs or governing law of the Receiving Trust differs from that of the Distributing Trust, resulting in a termination date of the Receiving Trust that is subsequent to the termination date of the Distributing Trust;
- vi. A court order and/or approval of the state Attorney General is required for the transfer by the terms of the Distributing Trust and/or applicable law;
- vii. The beneficiaries are required to consent to the transfer by the terms of the Distributing Trust and/or applicable local law;
- viii. The beneficiaries are not required to consent to the transfer by the terms of the Distributing Trust and/or applicable local law;
- ix. Consent of the beneficiaries and/or a court order (or approval of the state Attorney General) is not required but is obtained;
- x. The effect of state law or the silence of state law on any of the above scenarios;
- xi. A change in the identity of a donor or transferor for gift and/or GST tax purposes;
- xii. The Distributing Trust is exempt from GST tax under §26.2601-1, has an inclusion ratio of zero under §2632, or is exempt from GST tax under §2663; and
- xiii. None of the changes described above are made, but a future power to

make any such changes is created.

- c. Notice 2011-101 also “encourage[d] the public to suggest a definition for the type of transfer (‘decanting’) this guidance is intended to address” and encouraged responses to consider the contexts of domestic trusts, the domestication of foreign trusts, and transfers to foreign trusts.
- d. Meanwhile, Notice 2011-101 said that the IRS “generally will continue to issue PLRs with respect to such transfers that do not result in a change to any beneficial interests and do not result in a change in the applicable rule against perpetuities period.”
- e. There were extensive public comments, and there is no doubt that Treasury and the IRS have continued to study decanting. But decanting was omitted from the 2012-2013 Plan and from subsequent Plans.
- f. A new Uniform Trust Decanting Act (UTDA) was approved by the Uniform Law Commission at its annual conference in July 2015. The Act generally allows decanting whenever the trustee has discretion to make principal distributions, or even if the trustee does not have such discretion if it is appropriate to decant into a special-needs trust.
 - i. Generally decanting may not add beneficiaries, and Section 19 of UTDA includes extensive explicit safeguards, called “tax-related limitations,” to prevent decanting from jeopardizing any intended beneficial tax characteristics of the trust. The beneficial tax characteristics explicitly addressed are the marital deduction, the charitable deduction, the annual gift tax exclusion, the eligibility of the trust to hold S corporation stock, an inclusion ratio of zero for GST tax purposes, preservation of the use of the trust beneficiary’s life expectancy in determining minimum required distributions from a retirement plan or IRA, and the preservation, creation, avoidance, or termination of grantor trust status as the circumstances might warrant.
 - ii. UTDA in effect now provides the “definition” Notice 2011-101 asked for, and its publication should now pave the way for the long-awaited tax guidance for decantings done under UTDA or substantially identical statutes. And because of the care to avoid tax problems that UTDA exhibits, that guidance should not be as hard to complete or as harsh in its application as many might have feared.

2. Private Trust Companies

- a. Privately owned and operated trust companies are becoming an option that families with large trusts are turning to in increasing numbers, and state law authority for such private trust companies is being continually refined. Every Priority Guidance Plan since the 2004-2005 Plan had included an item

referring to private trust companies.

- i. When this project first appeared, in the 2004-2005 Plan, it was described as “Guidance regarding family trust companies.”
 - ii. In the 2005-2006, 2006-2007, and 2007-2008 Plans, it was described as “Guidance regarding the consequences under various *estate, gift, and generation-skipping transfer tax* provisions of using a family-owned company as the trustee of a trust.” The omission of *income tax* issues from that formulation was a source of concern, because income tax issues have frequently been addressed in the relevant letter rulings. Indeed, in the first such letter rulings, Letter Rulings 9841014 and 9842007 (July 2, 1998), the only issue was whether a family-owned trust company was a “related or subordinate party” with respect to the living grantors of various trusts, within the meaning of section 672(c), an income tax rule.
 - iii. In the 2008-2009 and 2009-2010 Plans (published after Notice 2008-63, which is discussed below), the description was a more comprehensive “Revenue ruling regarding the consequences under various income, estate, gift, and generation-skipping transfer tax provisions of using a family owned company as a trustee of a trust.”
 - iv. That reassurance of comprehensive treatment was maintained in the 2010-2011 Plan by describing the project as “Guidance concerning private trust companies under §§671, 2036, 2038, 2041, 2042, 2511, and 2601.”
 - v. By dropping the reference to a revenue ruling, the 2010-2011 Plan suggested that Treasury and the IRS might be reviewing the basic approach of the proposed revenue ruling, which had attracted many diverse public comments after the publication of Notice 2008-63. But a revenue ruling as the vehicle for the guidance would be much easier to finalize than would, for example, amendment of the many regulations that would have to be amended.
 - vi. Following the first appearance of this project on the 2004-2005 Plan, the IRS identified the treatment of private trust companies for estate tax purposes under sections 2036, 2038, and 2041 as “areas under study in which rulings or determination letters will not be issued until the Service resolves the issue through publication of a revenue ruling, a revenue procedure, regulations, or otherwise.” Rev. Proc. 2005-3, 2005-1 C.B. 118, §§5.07, 5.08 & 5.09. This designation has continued to the present. Rev. Proc. 2019-3, 2019-1 I.R.B. 130, §§5.01(9), (10) & (11).
- b. The proposed revenue ruling in question was released with Notice 2008-63

on July 11, 2008, and published at 2008-31 I.R.B. 261 on August 4, 2008. The Notice solicited comments on the proposed revenue ruling, which affirmed favorable conclusions with respect to five tax issues faced by trusts of which a private trust company serves as trustee:

- i. Inclusion of the value of trust assets in a grantor's gross estate by reason of a retained power or interest under section 2036 or 2038.
- ii. Inclusion of the value of trust assets in a beneficiary's gross estate by reason of a general power of appointment under section 2041.
- iii. Treatment of transfers to a trust as completed gifts.
- iv. Effect on a trust's status under the GST tax either as a "grandfathered" trust or as a trust to which GST exemption has been allocated.
- v. Treatment of a grantor or beneficiary as the owner of a trust for income tax purposes.

While these are not the only issues that the use of private trust companies can present, these are the most common issues. It was especially encouraging to see grantor trust treatment addressed, in view of the omission of income tax from the formulation of this project on the then most recent 2007-2008 Plan.

- c. The proposed revenue ruling posited several trusts, illustrating both the introduction of a private trust company as the trustee of a preexisting trust and the creation of new trusts with a private trust company as the trustee. The trusts had the following features:
 - i. The trustee has broad discretionary authority over distributions of both income and principal.
 - ii. Each successive primary beneficiary has a broad testamentary power of appointment (although not as broad as a power to appoint to anyone other than the beneficiary's estate, creditors, and creditors of the estate).
 - iii. The grantor or primary beneficiary may unilaterally appoint (but not remove) trustees, with no restrictions other than on the ability to appoint oneself.
- d. The proposed revenue ruling presented two situations – Situation 1, in which the private trust company is formed under a state statute with certain limitations, and Situation 2, in which the private trust company is formed in a state without such a statute but comparable limitations are included in the governing documents of the private trust company itself.
- e. The basic premise of the proposed revenue ruling, as stated in the second

paragraph of Notice 2008-63, was:

The IRS and the Treasury Department intend that the revenue ruling, once issued, will confirm certain tax consequences of the use of a private trust company that are not more restrictive than the consequences that could have been achieved by a taxpayer directly, but without permitting a taxpayer to achieve tax consequences through the use of a private trust company that could not have been achieved had the taxpayer acted directly. Comments are specifically requested as to whether or not the draft revenue ruling will achieve that intended result.

- f. Consistently with this basic premise, the proposed revenue ruling provided that the hypothetical private trust companies it addressed would generally avoid tax problems by the use of certain “firewall” techniques. For example:
 - i. A “Discretionary Distribution Committee” (“DDC”) with exclusive authority to make all decisions regarding discretionary distributions “from each trust [meaning “all trusts”?] for which it serves as trustee.” Anyone may serve on the DDC, but no member of the DDC may participate in the activities of the DDC with respect to a trust of which that DDC member or his or her spouse is a grantor or beneficiary, or of which the beneficiary is a person to whom that DDC member or his or her spouse owes an obligation of support.
 - ii. In Situation 2, an “Amendment Committee” with exclusive authority to amend the relevant sensitive limitations in the private company’s governing documents (which are imposed by statute in Situation 1). A majority of the members of the Amendment Committee must be individuals who are neither members of the relevant family nor persons related or subordinate (within the meaning of section 672(c)) to any shareholder of the company.
- g. A paragraph near the end of the proposed revenue ruling identified three factual details that were not material to the favorable tax conclusions, explicitly confirming that the conclusions would not change if those details changed. No doubt the list of immaterial factual details could be expanded. Some likely examples (not exhaustive):
 - i. The designation of a “primary beneficiary” of each preexisting trust, possibly excluding so-called “pot” or “sprinkle” trusts.
 - ii. The possible requirement of a single independent “Discretionary Distribution Committee” for all trusts administered by the private trust company, possibly excluding a differently conceived body with a similar effect, a different committee for different trusts, and any exception for trusts for customers other than family members administered by family-

owned trust companies that offer fiduciary services to the public.

- iii. The explicit prohibition of certain express or implied reciprocal agreements regarding distributions, possibly excluding such prohibitions derived from general fiduciary law.
3. The project relating to private trust companies was omitted from the 2014-2015 Plan. Unlike decanting, however, it cannot be said that private trust companies are a priority, or that the contemplated guidance may be issued soon. But meanwhile, the principles reflected in the proposed revenue ruling, including the reliance on “firewalls,” will be relied on by those contemplating and organizing private trust companies and employing them as trustees of family trusts. If and when the IRS does issue guidance in this area, it is likely that such guidance will not be harsher in any material way than the guidance in the proposed revenue ruling.

III. GENERAL REQUIREMENTS OF THE REGULATORY PROCESS

1. In addition to directing the action that led to the withdrawal of the proposed regulations under section 2704, Executive Order 13789 of April 21, 2017, directed the Treasury Department and the Office of Management and Budget (OMB) to “review and, if appropriate, reconsider the scope and implementation of the existing exemption for certain tax regulations from the review process set forth in Executive Order 12866 and any successor order.”
2. Executive Order 12866, which was signed by President Clinton on September 30, 1993, requires generally that Treasury
 - a. periodically provide the Office of Information and Regulatory Affairs (OIRA) within OMB with a list of its planned regulatory actions, including those it believes are “significant regulatory actions” (section 6(a)(3)(A) of Executive Order 12866),
 - b. for each “significant regulatory action,” provide to OIRA “(i) [t]he text of the draft regulatory action, together with a reasonably detailed description of the need for the regulatory action and an explanation of how the regulatory action will meet that need; and (ii) [a]n assessment of the potential costs and benefits of the regulatory action, including an explanation of the manner in which the regulatory action is consistent with a statutory mandate and, to the extent permitted by law, promotes the President’s priorities and avoids undue interference with State, local, and tribal governments in the exercise of their governmental functions” (section 6(a)(3)(B) of Executive Order 12866), and
 - c. for each “significant regulatory action” that is likely to have an annual effect on the economy of \$100 million or more, include the following regulatory

impact assessment (section 6(a)(3)(C) of Executive Order 12866, emphasis added):

(i) An assessment, *including the underlying analysis*, of *benefits* anticipated from the regulatory action (such as, but not limited to, the promotion of the efficient functioning of the economy and private markets, the enhancement of health and safety, the protection of the natural environment, and the elimination or reduction of discrimination or bias) together with, to the extent feasible, a *quantification* of those benefits;

(ii) An assessment, *including the underlying analysis*, of *costs* anticipated from the regulatory action (such as, but not limited to, the direct cost both to the government in administering the regulation and to businesses and others in complying with the regulation, and any adverse effects on the efficient functioning of the economy, private markets (including productivity, employment, and competitiveness), health, safety, and the natural environment), together with, to the extent feasible, a *quantification* of those costs; and

(iii) An assessment, *including the underlying analysis*, of costs and benefits of potentially effective and reasonably feasible *alternatives* to the planned regulation, identified by the agencies or the public (including improving the current regulation and reasonably viable nonregulatory actions), and *an explanation why the planned regulatory action is preferable to the identified potential alternatives*.

3. Under section 3(f) of Executive Order 12866, a “significant regulatory action” to which the requirements described in subparagraphs b and c above apply is defined as

any regulatory action that is likely to result in a rule that may:

(1) Have an annual effect on the economy of \$100 million or more or adversely affect in a material way the economy, a sector of the economy, productivity, competition, jobs, the environment, public health or safety, or State, local, or tribal governments or communities;

(2) Create a serious inconsistency or otherwise interfere with an action taken or planned by another agency;

(3) Materially alter the budgetary impact of entitlements, grants, user fees, or loan programs or the rights and obligations of recipients thereof; or

(4) Raise novel legal or policy issues arising out of legal mandates, the President’s priorities, or the principles set forth in this Executive order.

4. The regulatory impact assessment, along with a draft of the proposed

regulations, must be reviewed within OMB before a proposed regulation is published for public comment. In addition, the public must be informed of the content of the regulatory impact assessment and of any substantive changes made in the draft of the proposed regulations after that draft was submitted to OMB for review (section 6(a)(3)(E) of Executive Order 12866).

5. Obviously, that is not information we are accustomed to seeing in connection with tax regulations. Since a Memorandum of Agreement between Treasury and OMB in 1983, most tax regulations have been viewed as exempt from rigorous OMB review, partly because they have been viewed as interpreting a statute, and any burden on the economy therefore is attributable to the statute, not to the regulations.
6. A new Memorandum of Agreement, signed by the Administrator of OIRA and the General Counsel of the Treasury Department on April 11, 2018, supersedes the 1983 Memorandum of Agreement and generally affirms the application of Executive Order 12866 to tax regulatory actions.
 - a. Under paragraph 3 of the new Memorandum of Agreement, the frequency of providing the list of planned tax regulatory actions referred to in subparagraph a above is quarterly.
 - b. Under paragraph 8, the new Memorandum of Agreement is effective immediately, except that the regulatory impact assessment described in subparagraph c above will not be required until the earlier of April 11, 2019, or “when Treasury obtains reasonably sufficient resources (with the assistance of OMB) to perform the required analysis.”
 - c. Under paragraph 4, the time allowed for OIRA review is generally 45 days, with the opportunity for Treasury and OIRA to agree to 10 business days “[t]o ensure timely implementation of the Tax Cuts and Jobs Act of 2017.”

IV. THE 116TH CONGRESS: CURRENT PROPOSED LEGISLATION

A. More Death Tax Repeal Acts

In addition to a continuing hope to make the 2017 tax changes permanent, there remains for many a strong desire to repeal the estate tax altogether. In the 116th Congress, the principal expressions of that desire are the “Death Tax Repeal Act” (H.R. 218), introduced by Rep. Jason Smith (R-Missouri) on January 3, 2019, and the “Death Tax Repeal Act of 2019” (S. 215), introduced by Senator John Thune (R-South Dakota) on January 24, 2019, each with many co-sponsors.

1. Both bills would repeal the estate and GST taxes upon enactment and cap the gift tax rate at 35 percent with a \$10 million lifetime exemption, indexed for inflation since 2011.

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- a. Like H.R. 1105 passed by the House of Representatives in April 2015, H.R. 631 introduced by Rep. Kristi Noem (R-South Dakota) as the Republican leadership's repeal vehicle in January 2017, and the version of the "Tax Cuts and Jobs Act" (H.R. 1) passed by the House (but not the Senate) in November 2017, both of the current bills would retain the estate tax under section 2056A(b)(1)(A) on distributions from qualified domestic trusts (QDOTs) for spouses of decedents who died before the date of enactment, but only for ten years after the date of enactment. Both bills would immediately eliminate the estate tax under section 2056A(b)(1)(B) on the value of property remaining in QDOTs at the deaths of surviving spouses after the date of enactment.
 - b. Like H.R. 1105 in 2015, S. 215 (but not H.R. 218) would restore the enigmatic section 2511(c) that had been added by the 2001 Tax Act and repealed by the 2010 Tax Act, providing that "[n]otwithstanding any other provision of this section and except as provided in regulations, a transfer in trust shall be treated as a taxable gift under section 2503, unless the trust is treated as wholly owned by the donor or the donor's spouse under subpart E of part I of subchapter J of chapter 1." (Like H.R. 1105, S. 215 ignores the 2002 amendment, which changed "taxable gift" to "transfer of property by gift.")

B. Senator Sanders' "For the 99.8 Percent Act"

1. **The "For the 99.8 Percent Act."** On January 31, 2019, following the resurgence of Democrats in the 2018 House elections, Senator Bernie Sanders (I-Vermont) introduced S. 309, titled "For the 99.8 Percent Act," an updated compilation of legislative proposals he and other Democrats have been offering regarding the estate, gift, and GST taxes and related grantor trust income tax issues.
2. **Modifications to Rates and Exemptions.** Section 2 of Senator Sanders' bill would raise rates and lower exemptions.
 - a. The marginal estate and gift tax rate would be increased to
 - i. 45 percent (the top rate in 2007 through 2009 under the 2001 Tax Act signed by President George W. Bush) from \$3.5 million to \$10 million,
 - ii. 50 percent (the top rate in 2002 under the 2001 Tax Act) from \$10 million to \$50 million,
 - iii. 55 percent (the top rate achieved in 1984 through 2001 under the 1981 Act signed by President Reagan) from \$50 million to \$1 billion, and
 - iv. 77 percent (the top estate tax rate in effect from 1941 through 1976) over \$1 billion.
 - b. The basic exclusion amount would be reduced to
 - i. \$3.5 million, not indexed, for estate tax purposes and

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- ii. \$1 million, not indexed, for gift tax purposes.
 - c. The bill says nothing about the GST tax, which apparently would make the GST tax rate 77 percent and the GST exemption \$3.5 million.
 - d. These proposals are more aggressive than, for example, those in section 3 of the “Responsible Estate Tax Act” (S. 3533) Senator Sanders introduced in June 2010, which would have provided for an effective top estate and gift tax rate of 65 percent (over \$500 million), a GST tax rate of 55 percent, and a basic exclusion amount of \$3.5 million that would apply for gift tax purposes too.
3. **Value of Farm, etc. Real Property.** Section 3, like section 4 of the 2010 “Responsible Estate Tax Act,” would quadruple the cap on the reduction in value under the special use valuation rules of section 2032A from \$750,000 (\$1.16 million in 2019) to \$3 million (indexed for inflation from 1997).
 4. **Land Subject to Conservation Easements.** Section 4, like section 5 of the 2010 “Responsible Estate Tax Act,” would increase the maximum exclusion from the gross estate under section 2031(c) by reason of a conservation easement from the lesser of \$500,000 or 40 percent of the net value of the land to the lesser of \$2 million or 60 percent of the net value of the land.
 5. **Consistent Basis Reporting.** Section 5 would extend the “consistent basis” rules of section 1014(f) and the accompanying reporting rules of section 6035(a) to property received by gift, in new sections 1015(f) and 6035(b). Section 6 of Senator Sanders’ “Responsible Estate Tax Act” in June 2010 had provided the first introduced statutory language implementing the consistent basis proposal in the 2009 “General Explanations” (popularly called the “Greenbook”) of the revenue proposals associated with President Obama’s budget proposals.
 6. **Value of Nonbusiness Assets; Limitation on Minority Discounts.** Section 6 is titled “Valuation Rules for Certain Transfers of Nonbusiness Assets; Limitation on Minority Discounts.” It is virtually identical to section 7 of Senator Sanders’ 2010 “Responsible Estate Tax Act.”
 - a. Section 6 is also similar to section 276 of H.R. 3874, introduced in March 2000 by Rep. Charles Rangel of New York, the Ranking Democrat on the House Ways and Means Committee, to implement a legislative proposal in the 1998 Clinton Administration’s “Greenbook.” And it is virtually identical to section 303 of H.R. 1264, introduced by Rep. Rangel in March 2001 as an alternative to the Republican proposals that became the 2001 Tax Act, and to three bills subsequently introduced by Rep. Earl Pomeroy (D-North Dakota): H.R. 5008 in June 2002, H.R. 1577 in April 2005, and H.R. 4242 in November 2007.
 - b. The bill would add a new section 2031(d)(1) to the Code, applicable to

transfers after the date of enactment, to read as follows:

(d) VALUATION RULES FOR CERTAIN TRANSFERS OF NONBUSINESS ASSETS—For purposes of this chapter and chapter 12—

(1) IN GENERAL—In the case of the transfer of any interest in an entity other than an interest which is actively traded (within the meaning of section 1092) [see Reg. §1.1092(d)-1(a) & (b)]—

(A) the value of any nonbusiness assets held by the entity shall be determined as if the transferor had transferred such assets directly to the transferee (and no valuation discount shall be allowed with respect to such nonbusiness assets), and

(B) such nonbusiness assets shall not be taken into account in determining the value of the interest in the entity.

c. The bill would also add a new section 2031(e), to read as follows:

(e) LIMITATION ON MINORITY DISCOUNTS—For purposes of this chapter and chapter 12, in the case of the transfer of any interest in an entity other than an interest which is actively traded (within the meaning of section 1092), no discount shall be allowed by reason of the fact that the transferee does not have control of such entity if the transferor, the transferee, and members of the family (as defined in section 2032A(e)(2)) of the transferor and transferee—

(1) have control of such entity, or

(2) own the majority of the ownership interests (by value) in such entity.

7. **Grantor Retained Annuity Trusts.** Section 7 revives the proposals of the Obama Administration's Greenbooks regarding GRATs, generally in the form in which those proposals solidified in the 2015 and 2016 Greenbooks.

a. Like the 2015 and 2016 Greenbooks, the bill would require any GRAT to

- i. have a term no shorter than 10 years (the proposal in the original 2009 Obama Administration Greenbook),
- ii. prohibit any decrease in the annuity during the GRAT term (a proposal added in the 2010 Greenbook),
- iii. have a term no longer than the life expectancy of the grantor plus 10 years (a proposal added in the 2012 Greenbook), and
- iv. have a remainder interest with a value for gift tax purposes when the GRAT is created equal to at least 25 percent of the value of the assets contributed to the GRAT or \$500,000, whichever is greater (but not greater than the value of the assets contributed) (a proposal added in the 2015 Greenbook).

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- b. Section 8 of Senator Sanders' 2010 "Responsible Estate Tax Act" had included only the minimum 10-year term and the prohibition on decreases in the annuity, reflecting only the 2009 and 2010 Greenbooks that had been published at that time.
 - c. The 2015 Greenbook had also added that "the proposal ... would prohibit the grantor from engaging in a tax-free exchange of any asset held in the trust." That would diminish the availability of some techniques for managing long-term GRATs. The "For the 99.8 Percent Act" omits that proposal.
8. **Grantor Trusts.** Similarly, section 8 revives the proposals of the Obama Administration's Greenbooks regarding grantor trusts and provides proposed statutory language for those proposals, generally following the 2013 and 2014 Greenbooks.
- a. The bill would add to the Code a new chapter 16 and a single section 2901.
 - b. Section 2901 would apply to any portion of a trust if
 - i. the grantor is the deemed owner of that portion under subchapter J, or
 - ii. a person other than the grantor is the deemed owner of that portion under subchapter J, if that person "engages in a sale, exchange, or comparable transaction with the trust that is disregarded for purposes of subtitle A [the federal income tax subtitle]," to the extent of "the portion of the trust attributable to the property received by the trust in such transaction, including all retained income therefrom, appreciation thereon, and reinvestments thereof, net of the amount of the consideration received by the person in that transaction." (This second category appears to target the techniques known as "BDITs" and "BDOTs," whether as a matter of tax policy or simply to crack down on techniques known to be in use.)
 - c. Tracking the Obama Administration Greenbooks, section 2901 would
 - i. include the assets of such portion in the gross estate of the deemed owner for estate tax purposes,
 - ii. subject to gift tax any distribution from such portion to one or more beneficiaries during the deemed owner's life, and
 - iii. treat as a gift subject to gift tax the assets of such portion at any time during the deemed owner's life that the deemed owner ceases to be treated as an owner of such portion for income tax purposes.
 - d. Section 2901 would reduce the amount thereby subject to estate or gift tax by "the value of any transfer by gift by the deemed owner to the trust previously taken into account by the deemed owner under chapter 12."

This is not an exception for the *portion* of the trust attributable to such a taxable gift; it is a “reduction” by the amount reported as a gift. In other words, section 2901 “freezes” the amount excluded from its reach at its initial gift tax value (thus targeting “leveraged” transfers).

- e. Section 2901 provides that it “shall not apply to (1) any trust that is includible in the gross estate of the deemed owner (without regard to [section 2901]), and (2) any other type of trust that the Secretary determines by regulations or other guidance does not have as a significant purpose the avoidance of transfer taxes.”
 - f. Section 2901 would provide that “[a]ny tax imposed by [section 2901] shall be a liability of the trust.” It does not specify whether any such tax, especially estate tax, would be calculated at the average or marginal tax rate.
 - g. Section 2901 would apply to
 - i. trusts created on or after the date of enactment,
 - ii. any portion of a trust attributable to a contribution on or after the date of enactment to a trust created before the date of enactment, and
 - iii. any portion of a trust created before the date of enactment if a transaction referred to in paragraph b.ii above occurs on or after the date of enactment.
9. **Elimination of GST Exemption for Certain Long-Term Trusts.** Section 9 would mandate an inclusion ratio of one for any trust that is not a “qualifying trust.” A “qualifying trust” is “a trust for which the date of termination of such trust is not greater than 50 years.”
- a. This recalls a similar proposal in the Obama Administration’s Greenbooks, but would be significantly more aggressive. It would use a period of 50 years (rather than 90 years in the Greenbooks) and would mandate an inclusion ratio of one from the beginning of a trust (rather than resetting the inclusion ratio to one on the 90th anniversary), apparently without any “wait and see” relief.
 - b. A trust created before the date of enactment with an inclusion ratio less than one would be allowed to keep that inclusion ratio for 50 years, and then the inclusion ratio would be reset to one.
 - c. Special rules would be provided for portions of trusts treated as separate trusts and for transfers between trusts.
10. **“Simplifying” Gift Tax Exclusion for Annual Gifts.** Section 10 would significantly limit the availability of the gift tax annual exclusion. It would implement a similar proposal in the Obama Administration Greenbooks, from which it

borrowing the characterization of “simplifying.”

- a. Like the Greenbooks, the bill would introduce a *per-donor* limit on the annual exclusion, in addition to the \$10,000 (indexed for inflation since 1998) *per-donee* exclusion of current law.
- b. While the *per-donor* limit in the Greenbooks would have been \$50,000 (indexed for inflation), the “For the 99.8 Percent Act” proposes a *per-donor* limit of twice the *per-donee* limit, currently \$30,000 (also indexed for inflation).
- c. Like the Greenbooks, the bill would impose this new limitation on transfers in trust (but without an exception for trusts described in section 2642(c)(2)), transfers of interests in passthrough entities, transfers of interests subject to a prohibition on sale, and other transfers of property that, without regard to withdrawal, put, or other such rights in the donee, cannot immediately be liquidated by the donee.
- d. Like the Greenbooks, the bill would leave in place the *per-donee* annual exclusion (currently \$15,000) for outright gifts of cash or marketable securities, for example.
- e. The bill would repeal section 2503(c), which provides a special way that a trust for a minor can qualify as a present interest. As in the Greenbook proposals, the new \$30,000 *per-donor* limit would apply to all transfers in trust, but apparently would not include a present-interest requirement at all, although it apparently would still require identification of donees to apply the \$15,000 *per-donee* limit.
- f. The bill would not change the unlimited exclusion in section 2503(e) for tuition and medical expenses paid directly to the provider.
- g. The bill would not alter the gift-splitting rules in section 2513.