
From: jeffrey E. <jeevacation@gmail.com>
Sent: Monday, September 25, 2017 3:24 PM
To: Barry J. Cohen; Melanie Spinella
Subject: Re: FW: FET Question

yes, im aware the NBAA fought and won. never has been an issue. . these are technical . one of the reasons they won was that no one ever really paid .

On Mon, Sep 25, 2017 at 11:19 AM, Barry J. Cohen [REDACTED] wrote:

Minor point on the airplane tax article you sent a while back. It suggested that FET was due on Part 91 flights. See below the view of Ruth Wimer at McDermott suggesting that this policy is no longer followed by the IRS.

From: Wimer, Ruth [mailto:[REDACTED]]
Sent: Monday, September 25, 2017 11:14 AM
To: Joseph Vinciguerra [mailto:[REDACTED]]
Cc: Deyoe, David [mailto:[REDACTED]]
<mailto:[REDACTED]>
Subject: RE: FET Question

Joe: The short answer is that CCA 201210026 is no longer followed by the IRS. First, there was an actual internal document about a year after the CCA, directing auditors to curtail assessment. (see article below) Then about a year ago, the audit of the issue, that being Owner Management company flights, was dropped altogether for new audits. Thus, it is now "safe" not to pay the excise tax on the Part 91 Owner flights.

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NBAA/BNA Article describing initial IRS Directive:

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In recent years, but particularly after the issuance of Chief Counsel Advice 201210026 (March 9, 2012) (the "CCA"), the IRS has been aggressively auditing aircraft management companies and asserting that FET applies to flights by aircraft owners on managed aircraft. The IRS argues that the management company has taken possession, command, and control of the aircraft and is providing air transportation service to the aircraft owner. However, the IRS has not issued clear guidance that can be cited as legal precedent to support this theory. (CCAs cannot be cited as legal precedent.)

Implications of the Suspension on Assessments

The suspension on assessments of FET was announced by the Small Business/Self Employment (SBSE) division of the IRS, which includes the FET auditors. The intent is to suspend the collection of these taxes until after the issuance of

clear authoritative guidance, such as regulation=. At the SBSE meeting, we requested that the IRS terminate the FET audits =f owner flights, but SBSE decided to merely suspend the assessments instead.

We under=and that this decision was communicated informally to FET audit managers,=likely by conference call. If the guidance project takes a long time, then the lack of a written document announcing the susp=nsion on assessments may result in misunderstandings with IRS auditors reg=rding the scope of the suspension.

Overv=ew of FET Audit Process

As a pro=edural matter, an FET audit includes an examination of the taxpayer by an =uditor and the issuance of an Examination Report in which the auditor proposes adjustments to the taxpayer's FET liabil=ty. If the taxpayer signs the audit report indicating agreement with the p=posed adjustments, the FET is then assessed. If the taxpayer does not agr=e, but instead appeals the proposed adjustment to the IRS Appeals Office, then the taxpayer and the Appeals Of=ice may reach an agreement resulting in an assessment of taxes. If they ca=not agree at Appeals, then the IRS would presumably assess the taxes and r=quire payment, and the taxpayer could seek a refund in federal court.

Effec= of the Suspension of Assessments on Existing Audits

Notwiths=anding the suspension of assessments, FET examinations currently in progre=s may continue, and the IRS Agents may provide preliminary Examination Reports proposing FET taxes to be assessed. However=, it is not expected that final Examination Reports (a/k/a 30-Day Letters)=would be issued, because that would result in the cases going to Appeals.<=>

Effec= of the Suspension of Assessments on New Audits

A suspen=ion of assessments does not preclude the initiation of new audits. We have=been informally advised that the IRS does not intend to initiate new management company audits on this issue. However, the susp=nsion would not preclude the initiation of FET audits for other issues (e.=., audits of FET collected on third-party charters and fuel tax audits). Accord=ingly, there is no guarantee that an auditor opening an examination of FET on charter flights will refr=ain from examining the owner flights as well. However, pursuant to the susp=nsion on assessments, the results of any such examination of owner flights=should not be included in a final Examination Report, as long as the taxpayer agrees to extend the statute o= limitations.

Statu=e of Limitations

We furth=r understand that the IRS does not intend to let the statute of limitation= expire on current audits. Accordingly, management companies under audit should anticipate that the IRS will request that the= sign a written consent to keep the statute of limitations open for a year=or more to allow time for the IRS to issue guidance (such as regulations) =n the issue. Management companies confronted by such a request should consider whether they would prefer to =a) not sign the consent to extend the statute of limitations and effective=y force the issue to be considered at Appeals based on existing guidance, =r (b) sign the statute extension in the hope that future guidance on the issue will be favorable.=/u>

Inter=st on Tax Liability

In decid=ng whether to agree to a statute extension that would allow a case to be s=sponded, a management company should consider the effect of interest that continues to accrue on any FET that is ultimately =ue. We are not aware of any special rule that would abate interest during =he suspension period.

Cases=in Appeals

Cases currently in IRS Appeals are not directly affected by the suspension, since the IRS Appeals Office is not under the jurisdiction of the SBSE division. It is possible that cases currently in Appeals may be settled in Appeals. However, if the taxpayer and the Appeals Officer are aware of the suspension, they may choose to suspend the Appeal pending the issuance of future guidance. We understand that SBSE may inform the Appeals Office of the suspension.

Clear and Precise Guidance Standard

Copies of the documents referenced below analyzing this issue are available on the NBAA web site. In particular, the industry response provided to the Chief Counsel's Office explains that the U.S. Supreme Court in *Central Illinois Public Service Co. v. U.S.* <https://maps.google.com/?q=U.S.,+435+U.S.+21&entry=gmail&source=g>, 435 U.S. 21 (1978), held, with respect to payroll tax withholdings, that a company that is required to collect a tax (a "deputy tax collector") can only be held liable for uncollected tax if published legal authority provided clear and precise guidance regarding the deputy tax collector's obligation to collect the tax. Published court cases do not discuss whether this case applies in the context of FET. However, because management companies appear to be deputy tax collectors required (according to the IRS auditors) to collect FET on amounts paid by the aircraft owners, it would appear to follow that management companies can only be held liable for uncollected FET if published legal guidance met this clear and precise standard.

As noted below, the sole reason for opening a guidance project on the issue is that the existing published legal authority does not provide clear guidance. Accordingly, it would seem that management companies have a fairly straightforward argument that (a) they can only be liable for failure to collect FET if the published legal guidance regarding their collection responsibility is clear and precise, and (b) the suspension of assessments and opening of a guidance project effectively concedes that existing guidance regarding owner flights does not meet this standard. Based on this and other arguments, management companies with cases in Appeals may prefer to continue to work with Appeals to resolve their cases.

Management companies that are currently under audit and are considering the effect of the suspension on their case should consider that the clear and precise guidance standard requires that such guidance exist at the time that the deputy tax collector was required to collect the tax. Therefore, if the clear and precise standard applies, regulations issued in the future cannot retroactively provide clear and precise guidance to prior periods when the tax was not collected.

Background Meetings Leading Up to the Suspension on Assessments

The suspension on assessments and the IRS's tentative commitment to initiate a guidance project on this issue is the result of a series of meetings between NBAA representatives and the IRS over the past five years. The following briefly summarizes this effort:

- * In 2008, the IRS issued an Audit Technique Guide suggesting that performing aircraft management services would result in the management company having possession, command, and control of the aircraft.
- * During the period 2008 to 2011, NBAA representatives met with IRS representatives several times and provided written memoranda regarding the issue with the intention of cooperatively developing guidance in an Industry Directive.
- * In the Summer of 2011, NBAA representatives met with representatives of IRS to discuss the issue. At this meeting, the IRS seemed committed to working with industry on the issue.
- * However, the IRS then requested guidance from the IRS Chief Counsel's Office on the issue, and in March 2012, CCA 201210026 was issued indicating that management services companies have possession, command, and control of managed aircraft, unless their services were performed in the capacity of an agent of the owner.
- * Following the issuance of this CCA, the IRS aggressively increased audits of managed aircraft.
- * In April and June 2012, NBAA representatives met with the IRS Chief Counsel's Office and provided a written industry response to the CCA.

* =C2 In December 2012, NBAA and NATA representatives met with Chief Counsel's Office attorneys and submitted a draft Chief Counsel's Advice to correct the CCA.

* =C2 In February 2013, NBAA and NATA provided a memorandum to the Chief Counsel's Office attorneys explaining that Rev. Rul. 74-123 does not provide clear guidance that owner flights on managed aircraft are taxable transportation.

* =C2 In March 2013, NBAA and NATA representatives again met with the Chief Counsel's Office attorneys who agreed in general terms that existing published guidance does not provide clear guidance on the issue. At the meeting, the Chief Counsel's Office attorneys stated that they would support a request for guidance on the issue (such as a regulations project) and recommended that we meet with SBSE regarding audits of management companies.

* =C2 On May 8, 2013, with the support of Chief Counsel's Office attorneys, representatives of NBAA and NATA met with SBSE representatives and requested that FET audits of owner flights on managed aircraft be terminated or at least suspended.

Accordingly, the suspension of assessments is the result of a multi-year effort to address this issue. However, it represents only an interim step in the process of working toward a resolution of the issue.

Expected Future Guidance

In April 2013, NBAA submitted a request to the IRS to include this issue on the IRS priority guidance plan. Because the request is supported by the Chief Counsel's Office attorneys and by SBSE, it seems highly likely that it will be included in the priority guidance plan. We are advised that the IRS will decide shortly whether to add the project to the guidance plan and what form the guidance will take. From our meetings, it seems likely that the IRS will open a regulations project, rather than a less precedential form of guidance such as a revenue ruling or another chief counsel advice.

NBAA plans to continue to meet with IRS and Treasury representatives as guidance is developed on this issue. On May 9, 2013, NBAA representatives met with Treasury Tax Legislative Counsel and provided draft regulations along with other background materials on the issue.

In recent years, but particularly after the issuance of Chief Counsel Advice 20121026 (March 9, 2012) (the "CCA"), the IRS has been aggressively auditing aircraft management companies and asserting that FET applies to flights by aircraft owners on managed aircraft. The IRS argues that the management company has taken possession, command, and control of the aircraft and is providing air transportation service to the aircraft owner. However, the IRS has not issued clear guidance that can be cited as legal precedent to support this theory. (CCAs cannot be cited as legal precedent.)

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The suspension on assessments of FET was announced by the Small Business/Self Employment (SBSE) division of the IRS, which includes the FET auditors. The intent is to suspend the collection of these taxes until after the issuance of clear authoritative guidance, such as regulation. At the SBSE meeting, we requested that the IRS terminate the FET audits of owner flights, but SBSE decided to merely suspend the assessments instead.

We understand that this decision was communicated informally to FET audit managers, likely by conference call. If the guidance project takes a long time, then the lack of a written document announcing the suspension on assessments may result in misunderstandings with IRS auditors regarding the scope of the suspension.

Overview of FET Audit Process

As a procedural matter, an FET audit includes an examination of the taxpayer by an auditor and the issuance of an Examination Report in which the auditor proposes adjustments to the taxpayer's FET liability. If the taxpayer signs the audit report indicating agreement with the proposed adjustments, the FET is then assessed. If the taxpayer does not agree, but instead appeals the proposed adjustment to the IRS Appeals Office, then the taxpayer and the Appeals Office may reach an agreement resulting in an assessment of taxes. If they cannot agree at Appeals, then the IRS would presumably assess the taxes and require payment, and the taxpayer could seek a refund in federal court.

Effect of the Suspension of Assessments on Existing Audits

Notwithstanding the suspension of assessments, FET examinations currently in progress may continue, and the IRS Agents may provide preliminary Examination Reports proposing FET taxes to be assessed. However, it is not expected that final Examination Reports (a/k/a 30-Day Letters) would be issued, because that would result in the cases going to Appeals.

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A suspension of assessments does not preclude the initiation of new audits. We have been informally advised that the IRS does not intend to initiate new management company audits on this issue. However, the suspension would not preclude the initiation of FET audits for other issues (e.g., audits of FET collected on third-party charters and fuel tax audits). Accordingly, there is no guarantee that an auditor opening an examination of FET on charter flights will refrain from examining the owner flights as well. However, pursuant to the suspension on assessments, the results of any such examination of owner flights should not be included in a final Examination Report, as long as the taxpayer agrees to extend the statute of limitations.

Statute of Limitations

We further understand that the IRS does not intend to let the statute of limitation expire on current audits. Accordingly, management companies under audit should anticipate that the IRS will request that they sign a written consent to keep the statute of limitations open for a year or more to allow time for the IRS to issue guidance (such as regulations) on the issue. Management companies confronted by such a request should consider whether they would prefer to (a) not sign the consent to extend the statute of limitations and effectively force the issue to be considered at Appeals based on existing guidance, or (b) sign the statute extension in the hope that future guidance on the issue will be favorable.

Interest on Tax Liability

In deciding whether to agree to a statute extension that would allow a case to be suspended, a management company should consider the effect of interest that continues to accrue on any FET that is ultimately due. We are not aware of any special rule that would abate interest during the suspension period.

Cases in Appeals

Cases currently in IRS Appeals are not directly affected by the suspension, since the IRS Appeals Office is not under the jurisdiction of the SBSE division. It is possible that cases currently in Appeals may be settled in Appeals. However, if the taxpayer and the Appeals Officer are aware of the suspension, they may choose to suspend the Appeal pending the issuance of future guidance. We understand that SBSE may inform the Appeals Office of the suspension.

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Public Service Co. v. U.S. <<https://maps.google.com/?==U.S.,+435+U.S.+21&entry=gmail&source=g>> , 435 U.S. 21 (1978), held, with respect to payroll tax withholdings, that a company that is required to collect a tax (a "deputy tax collector") can only be held liable for uncollected tax if published legal authority provided clear and precise guidance regarding the deputy tax collector's obligation to collect the tax. Published court cases do not discuss whether this case applies in the context of FET. However, because management companies appear to be deputy tax collectors required (according to the IRS auditors) to collect FET on amounts paid by the aircraft owners, it would appear to follow that management companies can only be held liable for uncollected FET if published legal guidance met this clear and precise standard.

As noted below, the sole reason for opening a guidance project on the issue is that the existing published legal authority does not provide clear guidance. Accordingly, it would seem that management companies have a fairly straightforward argument that (a) they can only be liable for failure to collect FET if the published legal guidance regarding their collection responsibility is clear and precise, and (b) the suspension of assessments and opening of a guidance project effectively concedes that existing guidance regarding owner flights does not meet this standard. Based on this and other arguments, management companies with cases in Appeals may prefer to continue to work with Appeals to resolve their cases.

Management companies that are currently under audit and are considering the effect of the suspension on their case should consider that the clear and precise guidance standard requires that such guidance exist at the time that the deputy tax collector was required to collect the tax. Therefore, if the clear and precise standard applies, regulations issued in the future cannot retroactively provide clear and precise guidance to prior periods when the tax was not collected.

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Ruth M. Wimer
Partner

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From: Joseph Vinciguerra [mailto:[REDACTED]]
Sent: Monday, September 25, 2017 10:43 AM
To: Wimer, Ruth

Cc: Deyoe, David; Barry J. Cohen; John Castrucci
Subject: FET Question

Hi Ruth,

We had previously discussed how Part 91 operations were not subject to FET. Take a look at the attached article, specifically the highlighted section on page 4. In reading the CCA the article refers to (also attached), it seems like the IRS is taking the position that management agreements under Part 91 operations are subject to FET. Being that the CCA is from 2012, I would think there has been some time to sort through the IRS' position. What are your thoughts on this and how it could apply to our structure?

Thanks.

Joe

Joseph M. Vinciguerra |<=>

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