II. ESTABLISHING TAX-EXEMPT STATUS WITH THE IRS NBI PRESENTATION – DECEMBER 12, 2013 CHARLES J. ANDRES, PRESENTER

II. ESTABLISHING TAX-EXEMPT STATUS WITH THE IRS (OUTLINE)

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II. ESTABLISHING TAX EXEMPT STATUS WITH THE IRS

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A nonprofit organization client walks into your office. The organization has been properly incorporated under state law. Now the client wants to know how to obtain tax exempt status with the IRS. Attorneys counseling nonprofit clients on establishing tax exempt status with the IRS are well advised to review several sources.²

A. Nonprofit vs. Tax-Exempt

- 1. Nonprofit. The term "nonprofit" applies at the state level where state statutes govern and determine qualification requirements for a nonprofit status. These criteria vary from state to state.³
- 2. Tax exempt. The term "tax exempt" applies at the federal level. Tax exempt organizations are exempt from paying federal income tax.⁴
- 3. Distinctions. Not all nonprofit organizations are tax exempt. A nonprofit organization under state law must meet federal criteria to obtain a tax exempt status.⁵

The IRS imposes two requirements upon organizations seeking tax exempt status. First, the organization's activities and business pursuits must be nonprofit in character, satisfying the Tax Code's organizational and operational tests, and not seeking private inurement of benefits to individual members or the organization.⁶ Second, the organization's purpose or goal or type must fit within prescribed classifications under the IRS Code.⁷ Congress has defined certain activities and business pursuits it deems worthy of being exempt from federal income taxes. If an organization has nonprofit motives and means of achieving those motives which fit within one of

¹ Copyright, 2013, Charles J. Andres and Stephen M. Johnson. Andres and Johnson gratefully acknowledge the work of Wayne B. Henry, a partner in the Omaha office of Stinson Leonard Street LLP (formerly Stinson Morrison Hecker LLP), for his preparation of the original outline some years ago. Andres and Johnson are members of the Kansas and Missouri bars and welcome correspondence at charlesjandres@cs.com and steve@johnsonlawkc.com.

² See Bruce R. Hopkins, <u>The Law of Tax-Exempt Organizations</u> (Wiley, 10th ed., 2011 and 2013 Supp.); see Marilyn E. Phelan, <u>Nonprofit Organizations: Law and Taxation</u> (West, 2013); see Lesley Rosenthal, <u>Good Counsel: Meeting the Legal Needs of Nonprofits</u> (Wiley, 2012) and the IRS website (<u>www.irs.gov</u>) and publications.

³ See Charles J. Andres and Stephen M. Johnson, "Incorporating Nonprofit Organizations in Kansas and Missouri," Part I of this seminar.

⁴ See Hopkins, <u>Tax-Exempt Organizations</u>, 733, n.4; see Phelan, <u>Nonprofit Organizations</u>, §7:40.

⁵ See Hopkins, <u>Tax-Exempt Organizations</u>, Ch. 25.

⁶ Inurement is a "benefit" to an individual. See Bryan A. Garner, ed., Black's Law Dictionary (West, 8th, 2004), 842. See IRS Reg. §1.501(a)-1(a)(1) (organizational and operational tests). Private inurement means "personal benefits" "gravitat[ing] toward or flow[ing] to" "any private shareholder or individual." Rosenthal, <u>Good Counsel</u>, 31. Private inurement describes "transactions whose benefits flow to private individuals, to the detriment of the organization and its charitable purposes." <u>Id.</u>, 32. Federal law prohibits private inurement in a tax exempt organization. Private inurement can come from a business transaction, low or no interest rate loan, or excessive salaries above fair market value. <u>Id.</u> The private inurement doctrine comes from an old tax law formulation, requiring tax exempt organations to be organized and operate so "no part of ... [the organization's] net earnings ... inures to the benefit of any private shareholder or individual." Hopkins, <u>Tax-Exempt Organizations</u>, 506, and Ch. 20.

⁷ See IRS Code §§ 501(c), 526-529; see also Hopkins, <u>Tax-Exempt Organizations</u>, 733.

the tax exempt categories, the organization stands a good chance of being granted tax exempt status by the IRS.

The IRS grants tax exempt status via a determination letter or ruling.⁸ Once tax exempt status is achieved, it must be maintained. Indeed, "one of the organization's most solemn duties is to make sure that it maintains its tax exempt status in good standing." Later presentations will cover maintaining tax exempt status in detail, but good maintenance hallmarks include (1) making required public disclosures, (2) avoiding private inurement, (3) limited private benefit transactions, and (4) limiting lobbying activity and avoiding prohibited political activity.¹⁰

B. Determining the Tax Exempt Organization Type Under the IRS Code

IRS Code §§ 501(c), (d), (e), (f), 521, 527, 528, and 529 all describe different types of nonprofit organizations eligible for tax exempt status.¹¹

i. 501(c)s. Most tax exempt organizations fit under 501(c), which is this seminar's primary focus. ¹² 501(c) organizations that are eligible for tax exempt status include:

1. 501(c)(1) – Organizations exempt from Federal income tax under any Act of Congress as amended or supplemented before July 18, 1984

501(c)(1) exempts legacy organizations that were tax exempt before the current IRS Code was enacted.¹³

2. 501(c)(2) - Title holding corporations

501(c)(2) title holding corporations hearken back to an era where state laws often prohibited nonprofits from owning property, so the nonprofit would have a subsidiary title holding corporation to hold title to its real or personal property. A single parent title holding corporation transfers all "its income, less expenses, to a tax-exempt parent" organization. Renting real estate is an acceptable source of income, but renting personal property is conducting an unrelated business. Title holding corporations apply for tax exempt status using Forms 1024 and 8718. In 1986, the IRS Code added multiple parent title holding organizations (IRS Code 501(c)(25)), which are discussed below.

⁸ See Hopkins, <u>Tax-Exempt Organizations</u>, §25.1, 734.

⁹ See Rosenthal, <u>Good Counsel</u>, 31.

¹⁰ See id., 31-34; see Hopkins, <u>Tax-Exempt Organizations</u>, Ch. 27.

¹¹ See Phelan, Nonprofit Organizations, §7:1.

¹² See Hopkins, Tax-Exempt Organizations, App. C (74 categories of tax exempt organizations).

¹³ See <u>id.</u>, §19.1.

¹⁴ See id., §19.2, 455; see Phelan, Nonprofit Organizations, §7:31.

¹⁵ See Hopkins, Tax-Exempt Organizations, §19.2(a), 455.

¹⁶ See id., §19.2(a), 456 (internal citations omitted).

¹⁷ See Phelan, Nonprofit Organizations, §7:31.

3. 501(c)(3) - Organizations operating exclusively for religious, charitable, educational, and other specific purposes

501(c)(3) or charitable organizations are the most well known and most common type of tax exempt organization.¹⁸ Their tax exempt status comes from their exclusive operational focus on religious, charitable, educational, or similar purposes.¹⁹ The charitable organization umbrella includes religious, charitable, educational, and other purposes.²⁰ Donors to charitable organizations receive a federal income tax charitable contribution deduction.²¹ Charitable organizations can focus on relief of poor or distressed people, credit counseling, housing provision, down payment assistance, promotion of health, lessening governmental burdens, advancing education, science, or religion, promoting social welfare or the arts, or other initiatives. 22 Charitable trusts and split interest trusts can also be charitable organizations. 23

501(c)(4) - Civic leagues, social welfare organizations, local associations of 4. employees limited in membership with the net earnings used exclusively for charitable, educational, or recreational purposes

501(c)(4) social welfare organizations overlap with 501(c)(3) charitable organizations but are distinctly focused on social welfare and require a community benefit or improvement.²⁴ Social welfare encompasses promoting the "common good and general welfare," "civic betterments and social improvements," but excludes conducting business for a profit with the general public or political campaign activities.²⁵

501(c)(5) - Labor, agricultural, or horticultural organizations 5.

501(c)(5) encompasses labor, agricultural, or horticultural organizations.²⁶ 501(c)(5)s cannot provide net earnings to members and the organization must "have as its principal object the betterment of the conditions of those engaged in the exempt pursuits, the improvement of the grade of their products, and the development of a higher degree of efficiency in the particular occupation."²⁷ An agricultural organization must prove its agricultural mission for tax purposes, although the term "agriculture" is liberally construed. 28 Horticultural organizations, such as

¹⁸ See Phelan, Nonprofit Organizations, §7:5 and Chs. 8-10.

¹⁹ See Hopkins, <u>Tax-Exempt Organizations</u>, Ch 6.

²⁰ See <u>id.</u>, Ch. 10 (religious), Ch. 7 (charitable), Ch. 8 (educational), Chs. 9 and 11 (other specific purposes).

²¹ See id., §6.1(c), 152 (citing IRS Code §170(c)(2)(B)). Donations to other tax exempt organization types - like civic or business leagues, chambers of commerce, and social or recreational clubs - are usually not tax deductible for donors. See Rosenthal, Good Counsel, 28; see also Phelan, Nonprofit Organizations, §§7:1, 7:14.

²² See Hopkins, <u>Tax-Exempt Organizations</u>, Ch. 7.

²³ See Phelan, Nonprofit Organizations, §§7:9 (charitable trusts) and 7:10 (split interest trusts).

²⁴ See id., §7:15; see Hopkins, <u>Tax-Exempt Organizations</u>, Ch. 13.

²⁵ See Hopkins, <u>Tax-Exempt Organizations</u>, §13.1(a), 351. 501(c)(3) and (4) organizations should avoid the penalty tax for "excess benefit transactions." See Phelan, Nonprofit Organizations, §7:16.

²⁶ See Phelan, Nonprofit Organizations, §7:11; see Hopkins, Tax-Exempt Organizations, Ch. 13 (social welfare organizations), Ch. 16.

See Hopkins, <u>Tax-Exempt Organizations</u>, 405 (internal citations omitted).

28 See <u>id.</u>, §16.2, 411.

garden clubs, focus on improving the art and science of cultivating fruits, flowers, and vegetables.²⁹

6. 501(c)(6) - Business leagues, chambers of commerce, real estate boards, boards of trade, or professional football leagues

501(c)(6) organizations have a common business pursuit that often spills over into for profit activities, such as chambers of commerce, boards of trade, real estate boards, and professional football leagues.³⁰ Tax exempt business leagues have 6 defining characteristics: "an association of (1) persons having a common business interest; (2) ... to promote that common business interest; (3) ... not organized for profit; (4) that does not engage ... in a business ordinarily conducted for profit; (5) [with] activities ... directed to the improvement of business conditions in one or more lines of business ... and (6) [similar to] a chamber of commerce, board of trade, or the like."³¹ The IRS hones in the distinction between activities directed towards "improvement of business conditions" vis-à-vis "performance of particular services for individual persons."³² An organization that improves business conditions may be tax exempt, while an organization that performs particular services for individuals cannot be tax exempt under 501(c)(6).

Tax exempt professional organizations – for attorneys, accountants, engineers, physicians, or other professions – fit within the 501(c)(6) category. Business leagues may fail to qualify for tax exempt status for 4 reasons: (1) if they do not represent an entire line of business, including various "competitors within a trade, industry, or profession," (2) if they engage in for-profit business activities except incidentally, (3) if they perform particular services, conveniences, or economies for individuals or members, or (4) private inurement, e.g. "income or assets of an exempt business league ... [cannot] directly or indirectly benefit an individual or other person who has a close relationship with the organization, when they are in a position to exercise a significant degree of control over it." In contrast to a business league, which "promote[s] the common business interests of persons within a line of business," a chamber of commerce "promote[s] the common business interests of persons within a community" or "defined geographic area." Tightening the focus on the chamber of commerce designation, a board of trade promotes "one or more lines of business in a particular geographic area." Real estate boards were included as tax exempt organizations in response to a 1929 7th Circuit Court decision. Professional football leagues were added as a tax exempt organization category to

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²⁹ See Hopkins, Tax-Exempt Organizations, §16.3, 414.

³⁰ See Phelan, Nonprofit Organizations, §7:18; see Hopkins, Tax-Exempt Organizations, Ch. 14, §14.1, 365.

³¹ See Hopkins, <u>Tax-Exempt Organizations</u>, §14.1(a)(i), 366.

³² See <u>id.</u>, §16.2(a)(i), 366.

³³ See <u>id.</u>, §16.2(e), 373-374.

³⁴ See <u>id.</u>, §14.1(c)(i), 369 (Reason 1); see id., §14.2(b), 378-379 (Reason 2); see id., §14.2(c), 379-386 (Reason 3); see id., §14.2(d), 386 (Reason 4).

³⁵ See <u>id.</u>, §14.3, 386-387.

³⁶ See <u>id.</u>, §14.4, 387-388.

³⁷ See <u>id.</u>, §14.5, 388.

prevent pension plans from being construed as "a means of conferring private inurement to individuals."38

7. 501(c)(7) - Social and recreation clubs

501(c)(7) organizations include social, recreational, and country clubs.³⁹ Social clubs receive tax exempt status because "no part of the net earnings" "inures to the benefit of any private shareholder [or member]," although the organization exists for members' "pleasure, recreation, and other nonprofitable purposes."40 In crafting the IRS Code, Congress focused on income shifting from one person or business to another. Since social clubs do not shift income from one member to another member, they can be tax exempt organizations. 41 Tax exempt social cubs "must meet an organizational test and an operational test," including "commingling" of members "play[ing] a material part" in the organization's life. 42 Country clubs, dinner clubs, swim, golf, and tennis clubs are the archetype social clubs, but the concept may be stretched more broadly within the IRS' good graces.⁴³

8. 501(c)(8) - Fraternal beneficiary societies, orders, or associations

501(c)(8) organizations operate under the lodge system and provide payment of life, sick, accident, and other benefits to members or their dependents, or fraternal beneficiary societies that channel net earnings to religious, charitable, scientific, literary, educational, and fraternal purposes. 44 501(c)(8) fraternal beneficiary societies file a Form 1024 for tax exempt status. 45

501(c)(9) - Voluntary employees' beneficiary associations providing benefits 9. to members or their dependents

501(c)(9) organizations (VEBAs) provide payment of life, sick, accident, and other benefits to association members or their dependents.⁴⁶ Most VEBAs must follow the 27 month rule: notifying the IRS of their tax exempt application within 27 months of incorporation or formation under state law 47

³⁸ See Hopkins, Tax-Exempt Organizations, §19.20, 492. Professional football leagues may partly owe their tax exempt status to Lamar Hunt (1932-2006), the founder and late owner of the Kansas City Chiefs. ³⁹ See <u>id.</u>, Ch. 15; see Phelan, <u>Nonprofit Organizations</u>, §7:19.

⁴⁰ See Hopkins, <u>Tax-Exempt Organizations</u>, §15.1, 389. The organization's provision of pleasure or recreation to members is "paramount" to tax exempt status. Id., 391. Ironically for more democratic readers of the Tax Code, opening a social club's facilities to the "general public" for pleasure or recreation forfeits tax exempt status since the general public using the social club "may be considered as engaging in business," which is prohibited. Id., 392, 394.

41 See id., §15.1(a), 389.

⁴² See <u>id.</u>, §15.1(b), 390.

⁴³ See <u>id.</u>, §15.1(b), 391.

⁴⁴ See id., §19.4; see id., §19.4(a), 461 (lodge system); see id., §19.4(b), 464 (fraternal beneficiary societies); see Phelan, Nonprofit Organizations, §7:20.

⁴⁵ See Phelan, Nonprofit Organizations, §7:20.

⁴⁶ See Hopkins, <u>Tax-Exempt Organizations</u>, §§18.3, 25.5; see Phelan, <u>Nonprofit Organizations</u>, §7:21.

⁴⁷ See Hopkins, <u>Tax-Exempt Organizations</u>, §25.5, 755.

10. 501(c)(10) - Domestic fraternal societies, orders, or associations operating under the lodge system with net earnings devoted exclusively to religious, charitable, scientific, literary, educational, or fraternal purposes

501(c)(10) organizations operate under the lodge system and channel net earnings to religious, charitable, scientific, literary, educational, and fraternal purposes. 48 501(c)(10) organizations combine some elements of 501(c)(3) and 501(c)(8) organizations. 501(c)(10) domestic fraternal societies file a Form 1024 for tax exempt status. 49

11. 501(c)(11) - Local teachers' retirement fund associations

501(c)(11) organizations are another employee benefit fund type, specifically focused on (1) local geography and (2) occupation – e.g. local teachers' retirement funding. 500 501(c)(11) organizations combine some elements of 501(c)(6) and 501(c)(9) organizations.

12. 501(c)(12) - Local benevolent life insurance associations, mutual ditch or irrigation companies, mutual or cooperative telephone companies, or similar organizations

501(c)(12) organizations are a type of benefit or mutual organization, usually focused on local geography and often requiring 85% or more of the organization's income from members for meeting losses and expenses. 51 501(c)(12) organizations use Forms 1024 and 8718 to apply for tax exempt status. 52

13. 501(c)(13) - Cemetery companies operated exclusively for their members or not operated for profit

501(c)(13) organizations (1) own a cemetery, (2) sell plots for burial, and (3) maintain plots for burial and cremation uses, but that do not conduct business outside of those parameters.⁵³

14. 501(c)(14) - Credit unions, corporations, or associations operated for mutual purposes and without profit

501(c)(14) organizations operate as nonprofits for members' benefit under the Federal Credit Union Act (1934) as United States instrumentalities.⁵⁴ A credit union must be "democratically controlled, cooperative, nonprofit society organized for the purpose of encouraging thrift and self-reliance among its members by creating a source of credit at a fair and reasonable rate of

⁵⁰ See Hopkins, <u>Tax-Exempt Organizations</u>, §18.7; see Phelan, <u>Nonprofit Organizations</u>, §7:31.

⁴⁸ See Hopkins, <u>Tax-Exempt Organizations</u>, §19.4(b), 464; see Phelan, <u>Nonprofit Organizations</u>, §7:20.

⁴⁹ See Phelan, Nonprofit Organizations, §7:20.

⁵¹ See Hopkins, <u>Tax-Exempt Organizations</u>, §19.5, 465-470; see Phelan, <u>Nonprofit Organizations</u>, §7:22.

⁵² See Phelan, Nonprofit Organizations, §7:22.

⁵³ See Hopkins, <u>Tax-Exempt Organizations</u>, §19.6, 470; see Phelan, <u>Nonprofit Organizations</u>, §7:23.

⁵⁴ See Hopkins, <u>Tax-Exempt Organizations</u>, §19.7; see Phelan, <u>Nonprofit Organizations</u>, §7:31.

interest ... to improve the economic and social conditions of its members."⁵⁵ Credit unions use a special form to apply for tax exempt status. ⁵⁶

15. 501(c)(15) - Small non-life insurance companies

501(c)(15) organizations include interinsurers and reciprocal underwriters that handle less than \$150,000 annually in receipts and premiums for insurance policies.⁵⁷

16. 501(c)(16) - Crop financing organizations

501(c)(16) organizations are farmers' co-ops and may finance members' crop operations.⁵⁸ Crop financing organizations and farmer's cooperative organizations are closely related.⁵⁹

17. 501(c)(17) - Supplemental unemployment benefit trusts

501(c)(17) organizations pay supplemental unemployment compensation benefits (SUB) to laid off or ill employees that supplement state unemployment benefits.⁶⁰ A SUB is a type of welfare benefit fund, cannot discriminate in favor or supervisory or highly paid employees, and all SUB corpus and income must be used exclusively for supplementary unemployment benefits.⁶¹ A SUB files for tax exempt status using Forms 1024 and 8718.⁶²

18. 501(c)(18) - Pre-1959 employee-funded pension trusts

501(c)(18) organizations are legacy employee-funded pension trusts, started before 1959.⁶³

19. 501(c)(19) - A post, organization, or auxiliary unit, comprised of present and past members of the Armed Forces and their family members

501(c)(19) organizations provide benefits to war veterans and their spouses and family members.⁶⁴ War veterans' organizations file Form 1024 to apply for tax exempt status and contributions are tax deductible.⁶⁵

20. 501(c)(20) - Organizations or trusts established to provide qualified group legal services plans

501(c)(20) organizations have been moved under the 501(c)(9) umbrella since 1992.⁶⁶

⁵⁵ See Hopkins, <u>Tax-Exempt Organizations</u>, §19.7, 473 (internal citation omitted).

⁵⁶ See Phelan, Nonprofit Organizations, §7:32.

⁵⁷ See id., §7:31; see Hopkins, <u>Tax-Exempt Organizations</u>, §19.9, 475.

See Phelan, Nonprofit Organizations, §§7:25, 7:31; see Hopkins, Tax-Exempt Organizations, §19.10, 476.

⁵⁹ See Phelan, Nonprofit Organizations, §§7:25, 7:31.

⁶⁰ See Hopkins, <u>Tax-Exempt Organizations</u>, §§ 18.4, 25.5; see Phelan, <u>Nonprofit Organizations</u>, §7:31.

⁶¹ See Hopkins, <u>Tax-Exempt Organizations</u>, §18.4, 447-448.

⁶² See Phelan, Nonprofit Organizations, §7:31.

⁶³ See Hopkins, Tax-Exempt Organizations, §18.6.

⁶⁴ See id., §19.11, 476-478; see Phelan, Nonprofit Organizations, §7:24.

⁶⁵ See Phelan, Nonprofit Organizations, §7:24.

21. 501(c)(21) - Black lung benefit trusts

501(c)(21) trusts are recognized in connection with the Federal Coal Mine Health and Safety Act (1969) and state laws. ⁶⁷ Black lung trusts apply for tax exempt status via letter with a copy of the trust instrument, file a Form 990-BL return annually, and contributions are tax deductible.⁶⁸

22. 501(c)(22) – Some ERISA trusts

501(c)(22) trusts include some, but not all, trusts under ERISA.⁶⁹ Because of the complexity of ERISA and employee benefits law, experienced professionals should be consulted.

501(c)(23) - Pre-1880 veterans organizations providing benefits to veterans or 23. their dependents

501(c)(23) organizations are a specific type of veterans' organization, established before 1880.⁷⁰

501(c)(24) - Some single-employer benefit trusts under ERISA §4049 24.

501(c)(24) trusts are a carve out exception to the ERISA trusts under 501(c)(22), in this case, created by ERISA §4049. Again, because of ERISA and employee benefit law nuances, experienced professionals must be consulted.

25. 501(c)(25) - Title holding corporations or trusts for multiple exempt parent organizations

501(c)(25) organizations have multiple tax exempt parent organizations, vis-à-vis one tax exempt parent organization for 501(c)(2) organizations, but must own property directly and not as tenants in common or a similar form of concurrent or joint tenancy. ⁷¹ 501(c)(25) organizations use a Form 1024 to apply for tax exempt status.⁷²

501(c)(26) - State-sponsored high-risk health coverage organizations **26.**

501(c)(26) organizations are state sponsored health insurance providers to high risk individuals.⁷³ How the Affordable Care Act's (2010) individual mandate, state health insurance exchanges, and mandate to insure high risk individuals with pre-existing conditions on financial par with low risk or healthy individuals will affect 501(c)(26) organizations remains to be seen.

⁶⁶ See IRS website (http://www.irs.gov/publications/p557/ch04.html#en US 2011 publink1000200399), accessed 16 October 2013.

⁶⁷ See Hopkins, <u>Tax-Exempt Organizations</u>, §18.5, 448, n.100.

⁶⁸ See Phelan, Nonprofit Organizations, §7:31.

⁶⁹ See Hopkins, <u>Tax-Exempt Organizations</u>, §18.7; see also Employee Retirement Income Security Act (ERISA) (1974), 29 U.S.C. §1001 et seq.

70 See Hopkins, <u>Tax-Exempt Organizations</u>, §19.11(b).

⁷¹ See Hopkins, Tax-Exempt Organizations, §19.2(b); see Phelan, Nonprofit Organizations, §7:31.

⁷² See Phelan, Nonprofit Organizations, §7:31.

⁷³ See Hopkins, Tax-Exempt Organizations, §19.15.

27. 501(c)(27) - State-sponsored workers' compensation organizations

501(c)(27) affects legacy organizations (pre June 1, 1996) that provide state-sponsored workers' compensation reinsurance for claims within the state. 74

28. 501(c)(28) - National railroad retirement investment trusts

501(c)(28) investment trusts were enacted as part of the Railroad Retirement Act (1974) to provide retirement benefits to railroad workers.⁷⁵

29. 501(c)(29) – Qualified Nonprofit Health Insurance Issuers (NHIIs)

NHIIs are a new IRS Code addition, courtesy of the Affordable Care Act §1322(h)(1), providing tax exempt status to entities receiving a grant or loan under the Centers for Medicare and Medicaid Services co-op program. NHIIs are nonprofit, member corporations whose substantial activity is issuing qualified health plans in each state's individual and small group and an NHII: (a) was not a health insurance issuer as of July 16, 2009, (b) is not sponsored by a state or local government, (c) uses any profits to lower member premiums, improve benefits, or health care quality, (d) meets all state law requirements for issuing qualified health plans, and (e) does not offer a health plan in a state without market reforms required by the Public Health Service Act (1944) and the Affordable Care Act.

b. 501(c)(3): Public Charity or Private Foundation?⁷⁸

Many tax issues hinge on whether a 501(c)(3) charitable organization is a public charity or a private foundation. A private foundation under 501(c)(3) should be distinguished from a public charity under 509(a). Federal law defines private foundations by an exclusionary process, listing "types of charitable organizations that are not private foundations." Public charities include "churches, educational institutions, hospitals, medical research organizations, publicly supported organizations assisting governmental educational institutions, governmental units, other publicly supported charitable organizations, certain supporting organizations, and entities

⁷⁴ See <u>id.</u>, §§1.2, 19.16.

⁷⁵ See <u>id.</u>, §19.17

⁷⁶ See Phelan, <u>Nonprofit Organizations</u>, §7:31; see IRS Notice 2011-23 (NHII tax exemption requirements) and the IRS website (http://www.irs.gov/Charities-&-Non-Profits/New-Guidance-for-IRC-501(c)(29)-Qualified-Nonprofit-Health-Insurance-Issuers) (accessed 7 October 2013); see Hopkins, Tax-Exempt Organizations, §25.5.

⁷⁷ See Phelan, Nonprofit Organizations, §7:31.

⁷⁸ See Hopkins, <u>Tax-Exempt Organizations</u>, Ch. 12; see Phelan, <u>Nonprofit Organizations</u>, Chs. 9 and 10.

⁷⁹ See Phelan, Nonprofit Organizations, §7:6.

⁸⁰ For the law of private foundations see Bruce R. Hopkins, <u>Private Foundations: Tax Law and Compliance</u> (Wiley, 4th ed., 2014).

See Hopkins, <u>Tax-Exempt Organizations</u>, §12.1(a) (citing IRS Code §509(a)); see Phelan, <u>Nonprofit Organizations</u>, §7:7.

engaged in testing for public safety." ⁸² Charitable organizations are presumed to be private foundations unless the organization can be demonstrated to be a public charity. ⁸³

A public charity is "[1] an institution (such as a university or hospital), [2] an organization that has broad public support," or [3] an organization that has a "supporting relationship" with "one or more institutions or publicly supported entities." A public charity receives more than one-third of its support from the public, and up to one-third of its support from gross investment income. Since a public charity receives most of its funding from the public, a public charity can be differentiated from a private foundation by a glance at the funding sources. A public charity can also support another public charity. Four types of public charities exist: (1) institutions, (2) publicly supported charities, (3) supporting organizations, and (4) public safety organizations.

In contrast to a public charity, a private foundation has four defining characteristics: (1) it is a charitable organization, (2) it has one private funding source, (3) its ongoing funding comes from investment income (not contributions and/or grants), and (4) it makes charitable grants to others (it does not have its own programs). A private operating foundation must meet 4 additional tests to qualify for tax-exempt status: (1) an income test, (2) an assets test, (3) an endowment test, and (4) a support test. The income test requires the private operating foundation spend substantially all of the lesser of its (a) adjusted net income or its (b) minimum investment return directly for its exempt charitable activities. The assets test is satisfied if "substantially more than one half" of assets are (a) spent directly for its charitable activities, to functionally related business, or a combination, (b) corporate stock controlled by the foundation and substantially all the assets spent on its charitable activities, or (c) a mixture of assets in the first two categories. The private operating foundation's endowment test is satisfied by spending at least two-thirds of its minimum investment return on its charitable activities. And the private operating foundation's support test is satisfied if (1) substantially all its support comes from the general public, (2) up to 25% of its support comes from other tax exempt organizations, and (3) up to 50% of its support comes from gross investment income.

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⁸² See Phelan, Nonprofit Organizations, §7:6 and Ch. 9.

⁸³ See Hopkins, <u>Tax-Exempt Organizations</u>, §12.1(a) (internal citations omitted).

⁸⁴ See id., §12.1(a) (internal citations omitted).

⁸⁵ See <u>id.</u>, 322ff.

⁸⁶ See <u>id.</u>, §12.3.

⁸⁷ See id., §12.1(a).

⁸⁸ See IRS Code §4942(j)(3); see Hopkins, <u>Tax-Exempt Organizations</u>, §12.1(b) (internal citations omitted); see Phelan, <u>Nonprofit Organizations</u>, §§7:8, 10:23.

⁸⁹ See Hopkins, <u>Tax-Exempt Organizations</u>, §12.1(b), 310 (internal citations omitted).

⁹⁰ See Hopkins, Tax-Exempt Organizations, §12.1(b), 311 (internal citations omitted).

⁹¹ See id., §12.1(b), 311 (internal citations omitted).

⁹² See id., §12.1(b), 312 (internal citations omitted).

c. IRS Application Process for 501(c)(3) – Form 1023⁹³

i. The Importance of the Narrative Description of Activities

An organization must provide a thorough description of its past, present and planned activity that answers the following questions:

- What is the activity?
- Who conducts the activity?
- When is the activity conducted?
- Where is the activity conducted?
- o How does the activity further the organization's exempt purposes?
- What percentage of the organization's time is allocated to the activity?
- How is the activity funded?⁹⁴

An organization may also provide additional supporting information, including copies of newsletters, brochures, websites or other documents. Although some flexibility in answering the form questions is allowed, the information cannot be vague or unclear, and it has to reflect those activities that determine the tax-exempt status of an organization.⁹⁵

ii. Submitting the Budget: What You Need to Know

Form 1023 requires that an organization provide financial information for the most recent four tax years, or if the information is not available, provide a reasonable good faith estimate of future finances for the next three years. In making pro-forma financial projections, an organization should carefully balance long-term sustainability with its tax-exempt purpose. ⁹⁶

iii. Other Traps for the Unwary

The nonprofit organization must balance between allowing flexibility for future activity the organization may want to conduct, which might cause the IRS to reject the application as hypothetical, and specifically naming the activities it will currently perform.

Rosenthal, Good Counsel, 29 (filling out and submitting an IRS tax exempt application works best on a 3-9 month time frame and the organization should retain an accountant or attorney to file for tax exempt status). The 27 month rule holds that tax exempt status is retroactive to an organization's formation under state law if the application is filed within 27 months of the organization's date of incorporation, including retroactive tax deductions for donors. Rosenthal, Good Counsel, 30. While the Form 1023 tax exemption application cannot be filed electronically (or interactively), the IRS website has a host of helpful materials to guide prospective tax exempt organizations and their counsel through the tax exemption process. See the IRS' Stay Exempt website (http://www.stayexempt.irs.gov) (accessed 7 October 2013). See Phelan, Nonprofit Organizations, §7:3.

⁹⁴ See Phelan, Nonprofit Organizations, §7:11.

⁹⁵ See Hopkins, <u>Tax-Exempt Organizations</u>, 736-738

⁹⁶ See Phelan, Nonprofit Organizations, §7:13.

iv. **Retroactive Tax Exempt Applications for Existing Organizations**

If an organization files Form 1023 within 27 months of formation, its exemption under Section 501(c)(3) will be effective from the date it was legally formed. If an organization does not file Form 1023 within 27 months of formation, Schedule E on Form 1023 provides some exceptions that, if met, would allow retroactive application to the date of formation. If an organization accepts contributions while its 1023 Form is pending approval, those contributions will be deemed tax deductible only if the tax-exempt status of an organization is approved. An organization must communicate to its donors that it offers no guarantee on the final approval of its tax-exempt status, and while donors may claim deductions in the interim, these deductions can be lost should the application later be rejected.

d. IRS Application Process for Other 501(c) Categories

Organizations that qualify for exemption under any Tax Code section other than 501(c)(3), may file Form 1024 to apply for recognition of exemption under Section 501(a). Those organizations include the following types: 501(c)(2), 501(c)(4), 501(c)(5), 501(c)(6), 501(c)(7), 501(c)(8), 501(c)(9), 501(c)(10), 501(c)(13), 501(c)(15), 501(c)(17), 501(c)(19), and 501(c)(25).

Organizations that are not required to file a federal income tax exemption application may still do so and obtain certain incidental benefits, including public recognition of tax exempt status, state tax exemption, donor assurance and other benefits. These organizations include: churches, including synagogues, temples, and mosques; integrated auxiliaries of churches and conventions or associations of churches.⁹⁷

Required Annual or Periodic Federal/State/Local Filings e.

- i. Federal Filings⁹⁸
 - 1. Annual Information Return. The tax exempt organization's annual information return, the Form 990, is discussed later in this CLE. The tax exempt organization must make its Form 990s for the last 3 years available to the public.⁹⁹
 - 2. Employer's Federal Tax Return to report: 100
 - a. Income tax withheld and paid for an employee: 101
 - b. FICA taxes withheld and paid on behalf of an employee: Social Security and Medicare taxes: 102
 - c. Use Form 941 if quarterly, or Form 940 if annual;
 - 3. Unemployment FUTA tax; 103

⁹⁷ See <u>id.</u>, §7:1.

⁹⁸ See Hopkins, <u>Tax-Exempt Organizations</u>, Ch. 27.

⁹⁹ See Phelan, Nonprofit Organizations, §7:2; see Hopkins, <u>Tax-Exempt Organizations</u>, 809ff.

While a tax exempt organization is exempt from federal income tax, its employees are not exempt from income, FICA, Social Security, Medicare, and related federal, state, and local taxes. See Rosenthal, Good Counsel, 30. ¹⁰¹ See IRS Code §§3401-3406.

¹⁰² See IRS Code §3101 et seq (Federal Insurance Contributions Act or FICA (1935), which includes Social Security and Medicare taxes).
¹⁰³ See IRS Code §3301 et seq (Federal Unemployment Tax Act or FUTA (1935)).

ii. State $Filings^{104}$

- 1. Annual Report with the Secretary of State; 105
- 2. Employer's State Tax Return;

iii. Local Filings

- 1. Withholding taxes, if any for the city, county, or district
- 2. Occupational taxes, such as licenses or permits

104 State or local governments may require applications for exemption from sales, use, and property taxes. See Rosenthal, Good Counsel, 30.

¹⁰⁵ See the Kansas and Missouri Secretary of States' websites, (https://www.kansas.gov/annual-reports/index.do) and (https://www.sos.mo.gov/BusinessEntity/annualreport/reportstart.asp), respectively, visited 20 October 2013.



















































