# TAX CONTROVERSIES: PRACTICE AND PROCEDURE Third Edition

## LEXISNEXIS LAW SCHOOL ADVISORY BOARD

#### Lenni B. Benson

Professor of Law & Associate Dean for Professional Development New York Law School

## Raj Bhala

Rice Distinguished Professor University of Kansas, School of Law

#### Charles P. Craver

Freda H. Alverson Professor of Law
The George Washington University Law School

#### Richard D. Freer

Robert Howell Hall Professor of Law Emory University School of Law

## Craig Joyce

Andrews Kurth Professor of Law & Co-Director, Institute for Intellectual Property and Information Law University of Houston Law Center

## Ellen S. Podgor

Professor of Law & Associate Dean of Faculty Development and Electronic Education Stetson University College of Law

## Paul F. Rothstein

Professor of Law
Georgetown University Law Center

## **Robin Wellford Slocum**

Professor of Law & Director, Legal Research and Writing Program Chapman University School of Law

## David I. C. Thomson

LP Professor & Director, Lawyering Process Program University of Denver, Sturm College of Law

## TAX CONTROVERSIES:

# PRACTICE AND PROCEDURE THIRD EDITION

### Leandra Lederman

William W. Oliver Professor of Tax Law Indiana University at Bloomington School of Law

## Stephen W. Mazza

Professor of Law University of Kansas School of Law



Library of Congress Cataloging-in-Publication Data

Lederman, Leandra.

Tax controversies: practice and procedure / Leandra Lederman, Stephen W. Mazza. -- 3rd ed.

p. cm.

Includes index.

ISBN 978-1-4224-2263-2 (hardbound)

1. Tax administration and procedure--United States--Cases. 2. Tax Collection--United States--Cases. I. Mazza, Stephen W. II. Title.

KF6300.L43 2009

343.7304--dc22 2008045989

This publication is designed to provide accurate and authoritative information in regard to the subject matter covered. It is sold with the understanding that the publisher is not engaged in rendering legal, accounting, or other professional services. If legal advice or other expert assistance is required, the services of a competent professional should be sought.

LexisNexis, and the knowledge burst logo, and Michie are trademarks of Reed Elsevier Properties Inc. used under license. Matthew Bender is a registered trademark of Matthew Bender Properties Inc.

Copyright © 2009 Matthew Bender & Company, Inc., a member of the LexisNexis Group. All Rights Reserved.

No copyright is claimed in the text of statutes, regulations, and excerpts from court opinions quoted within this work. Permission to copy material exceeding fair use, 17 U.S.C.  $\S$  107, may be licensed for a fee of 25¢ per page per copy from the Copyright Clearance Center, 222 Rosewood Drive, Danvers, Mass. 01923, telephone (978) 750-8400.

#### NOTE TO USERS

To ensure that you are using the latest materials available in this area, please be sure to periodically check the LexisNexis Law School web site for downloadable updates and supplements at www.lexisnexis.com/lawschool.

Editorial Offices 744 Broad Street, Newark, NJ 07102 (973) 820-2000 201 Mission St., San Francisco, CA 94105-1831 (415) 908-3200 www.lexisnexis.com

## **Dedication**

To my husband.
— LL

To my family.
— SWM

## **Preface**

Unlike other areas of taxation you may have studied, tax procedure does not involve determining the tax consequences of particular transactions and events. Instead, a tax procedure course typically focuses on the process and procedure of both (1) our "voluntary compliance" system and its enforcement, and (2) federal tax disputes, including the chronology of a tax controversy from the filing of a return by the taxpayer through tax litigation. The course may also cover related issues, such as the taxpayer's and government's ability to access information about the other; relief from joint and several liability for taxes; ethical issues arising in tax cases; and tax research skills.

A thorough understanding of tax procedure is not only essential for a tax controversy expert, but is also extremely helpful for any tax practitioner. After all, tax planning includes an assessment of the risks of a transaction, including contemplation of possible disputes with the Internal Revenue Service regarding the transaction, and judgment about the likely outcome of those disputes.

The technical details of tax controversy procedure are illuminated by an understanding of the law's underlying conceptual framework. Throughout this book, we have tried both to explain the law and to put it in context, highlighting important theoretical considerations about tax controversies and current procedural rules. Strategic aspects of resolving a tax dispute are also very important. The book uses the "problem method" to promote application of the law to factual scenarios a tax practitioner might encounter, and to emphasize strategy considerations.

The Internal Revenue Service Restructuring and Reform Act of 1998 (the IRS Reform Act) made major changes to tax controversy law. More than a decade after the enactment of the IRS Reform Act, the effects of many of these changes continue to unfold, making this an exciting time to study tax procedure. We hope you enjoy the course.

## Acknowledgments

This edition reflects a major overhaul of preceding editions. We appreciate the help provided by many people as we completed this edition. In particular, we would like to thank Leslie Book of Villanova Law School; Bryan Camp of Texas Tech University School of Law; William Henderson, Aviva Orenstein, and Carwina Weng of Indiana University School of Law–Bloomington; Philip N. Jones of Duffy Kekel LLP; J. Scott MacBeth and Eric S. Namee of Hinkle Elkouri Law Firm LLC; and Steve Ware of University of Kansas School of Law. For help with the graphics in Chapter 1, we are grateful to Frank Burleigh, Erin Cowles, Mark Newton, and Brian Smith. Erin Cowles and Michele Rutledge provided valuable assistance with the copyright permissions. We would also like to thank Tanner Coulter and Michala Irons of Indiana Law School, and Michael Dill and Pam Tull of Kansas Law School, for valuable research assistance on this edition. We also remain grateful to the many people who provided assistance with the previous two editions.

## Table of Contents

Cnapter	TAX ADMINISTRATION	
§ 1.01	INTRODUCTION	1
§ 1.02	STRUCTURE OF THE IRS	1
§ 1.03	RULEMAKING AUTHORITY OF THE TREASURY DEPARTMENT AND T	HE
	IRS	. 5
§ 1.04	OVERVIEW OF THE FEDERAL TAX CONTROVERSY PROCESS	7
§ 1.05	TAX COMPLIANCE, TAX EVASION, AND THE FEDERAL "TAX GAP" .	10
[A]	Introduction	10
[1]	Voluntary Compliance Estimates	11
[2]	Enforcement Statistics	14
[B]	Approaches to Tax Compliance	16
[1]	The Deterrence Model of Tax Compliance	16
[a]	The Role of Penalties in the Deterrence Model	17
[b]	Accounting for Opportunity to Evade	19
[2]	Other Possible Influences on Tax Compliance	20
[a]	Service to Taxpayers	20
[b]		
[c]	•	
[3]	The Effect of Enforcement on Compliance Norms	
[C]	Where Do We Go From Here?	
PROBLE	MS	29
Chapter	2 IRS RULEMAKING	31
§ 2.01	INTRODUCTION	31
§ 2.02	TAXPAYER RELIANCE ON PUBLISHED AUTHORITY	31
[A]	Treasury Regulations	31
[1]	Procedures for Enacting Treasury Regulations	31
[2]	Courts' Deference to Treasury Regulations	32
	Bankers Life and Casualty Co. v. United States	33
[a]	Which Deference Standard Applies, Chevron or National Muffler?	39
[b]		40
[c]		42
[d]		45
[B]	IRS Authorities	46
[1]	Procedural Regulations	46
[2]	Courts' Deference to Revenue Rulings	46
[3]	The IRS's Duty to Apply Revenue Rulings	49
Γ <i>4</i> Γ	Estate of McLendon v. Commissioner	49
[4]	Revenue Procedures	S

Table of	of Contents	
§ 2.03	TAXPAYER-SPECIFIC GUIDANCE	56
§ 2.04	PRIVATE LETTER RULINGS	57
[A]	Areas in Which the IRS Will Not Issue Letter Rulings	57
[B]	How to Request a Letter Ruling	59
	REVENUE PROCEDURE 2008-1	59
[C]	Requesting a Conference with the IRS	67
[D]	Taxpayer Reporting Requirements	
[E]	Whether to Request a Letter Ruling and Whether to Withdraw a Ruling	
	Request	68
§ 2.05	THE "DUTY OF CONSISTENCY"	69
	Zelenak, Should Courts Require the Internal Revenue Service To Be	
	Consistent?	69
	Stichting Pensioenfonds Voor De Gezondheid v. United States	72
PROBLE	MS	75
Chapter	3 TAX RETURNS AND EXAMINATIONS	79
§ 3.01	INTRODUCTION	79
§ 3.02	TAX RETURNS AND PAYMENTS OF TAX	79
[A]	Formal Requirements of a Return	79
	Beard v. Commissioner	80
[B]	Filing of Tax Returns	87
[C]	Filing Extensions	89
[D]	Amended Returns	90
[E]	Tax Payments	90
§ 3.03	EXAMINATIONS	91
[A]	IRS Investigatory Authority	91
[B]	Audits	91
[1]	Selecting Returns for Audit	91
[a]	DIF Scores and Other Methods	91
[b]	Whistleblowers	92
[2]	Conducting the Audit	93
[3]	Specialized Audit Programs for Business Taxpayers	94
[4]	Partnership Audit Procedures Under TEFRA	95
[C]	Audit Strategy	96
§ 3.04		100
[A]	E	100
[B]		101
		102
[C]	r	105
[1]		105
[a]		105
[b]		
[2]	The Bank Deposits Plus Cash Expenditures Method	111

Table o	of Contents	
	Choi v. Commissioner	111
[D]	Defenses to Indirect Methods of Proving Income	113
PROBLE	MS	115
Chapter 4	4 SUMMONSES AND PRIVILEGES	119
§ 4.01	INTRODUCTION	119
§ 4.02	IRS SUMMONS AUTHORITY	119
[A]	Scope of Authority	119
	United States v. Norwest Corporation	120
[B]	Summons Enforcement	126
[C]	Third-Party Summonses	128
[D]	John Doe Summonses	130
§ 4.03	DEFENSES TO SUMMONS ENFORCEMENT	131
[A]	Commonly Asserted Privileges	132
[1]	The Attorney-Client Privilege	132
[a]	Who is the Corporate "Client"?	132
[b]	What is "Legal" Advice?	135
	United States v. Textron Inc	136
[c]	The Crime-Fraud Exception	141
[2]	The Work-Product Doctrine	144
	McMahon & Shepard, Privilege and the Work Product Doctrine in Tax	
	Cases	144
	United States v. Textron Inc	151
[3]	Privilege Protection for Accountants and other Tax Practitioners	154
[a]	Kovel Agreements	154
	Townsend, The Accountant's Role — and Risks — in Koveling	156
[b]	Arthur Young and the Section 7525 Privilege	162
[B]	Court Review of Privilege Claims	166
PROBLE	MS	167
Chapter :	5 IRS APPEALS	171
§ 5.01	INTRODUCTION	171
§ 5.02	SETTLEMENT OPPORTUNITIES DURING AND AFTER THE	
	EXAMINATION PHASE	171
[A]	Timing Issues	171
[B]	Options at the Conclusion of the Examination	172
[1]	Agreed Cases	173
[2]	Unagreed Cases	175
[C]	Settlement at the IRS Appeals Division	178
[1]	Background on the IRS Appeals Division	178
[2]	The Protest Letter	180
[3]	Docketed Versus Nondocketed Appeals	184

Table o	of Contents	
[4]	Statutory Provisions Affecting Appeals Consideration and Settlements	186
[5]	Negotiating a Settlement with Appeals	189
	CARLSON, HOW TO HANDLE AND WIN A FEDERAL TAX APPEAL: A	
	COMPLETE GUIDE FOR A TAX PROFESSIONAL	189
[6]	Alternative Dispute Resolution	192
[7]	Disposing of a Case at Appeals	193
	Kretchmar v. United States	195
§ 5.03	CLOSING AGREEMENTS	203
PROBLE	MS	205
Chapter	6 TENSION BETWEEN CONFIDENTIALITY AND	
	DISCLOSURE	209
§ 6.01	INTRODUCTION	209
§ 6.02	ACCESS TO IRS INFORMATION	209
[A]	Disclosure Under the Freedom of Information Act	209
[1]	Categories of Information Subject to Disclosure	209
	United States Department of Justice v. Tax Analysts	210
[2]	FOIA Exemptions Most Relevant to Tax Practice	218
[a]	FOIA Exemption 3	219
[b]	•	219
[c]	•	222
[3]	Using FOIA During the Tax Controversy Process	222
[a]		223
[b]		223
[c]		225
[B]	Access to Information Under the Privacy Act of 1974	226
[C]	Access to Written Determinations Under Section 6110	227
§ 6.03	PRESERVING TAXPAYER CONFIDENTIALITY: CODE SECTION 6103.	229
[A]	Disclosure Prohibitions Under Section 6103	229
[1]	The Scope of Return Information	229
	Church of Scientology of California v. Internal Revenue Service	230
[2]	Does the Source of Information Matter?	233
	Rice v. United States	233
[B]	Exceptions Under Section 6103 Permitting Disclosure	236
[1]	Disclosures Permitted During an Investigation	237
	Diandre v. United States	237
[2]	Disclosure to Persons with a Material Interest	242
	Martin v. Internal Revenue Service	242
[C]	Remedies for Unlawful Disclosure Under Section 6103	246
	Ward v. United States	247
§ 6.04	THE TENSION BETWEEN FOIA AND SECTION 6103	253
DROBI E	MS	254

Table	of Contents	
Chapter	RESTRICTIONS ON ASSESSMENT OF TAX	257
§ 7.01	INTRODUCTION	257
§ 7.02	TYPES OF ASSESSMENTS	257
[A]	Summary Assessments	257
[B]	General Restrictions on Deficiency Assessments	258
[C]	Jeopardy and Termination Assessments	259
§ 7.03	THE STATUTES OF LIMITATIONS ON ASSESSMENT OF TAX	260
[A]	General Rules	260
[B]	Return Filing Date	260
	REVENUE RULING 81-269	262
[C]	Exceptions to the Three-Year Statutory Period	264
[1]	Request for Prompt Assessment	264
[2]	Substantial Omission of Items	264
	Colestock v. Commissioner	266
[3]	False or Fraudulent Return	
£- J	Badaracco v. Commissioner	270
[D]	Tolling of the Statute of Limitations on Assessment	277
[E]	Extensions of Time to Assess Tax	278
	Houlberg v. Commissioner	279
	Muir v. Commissioner	285
[F]	Abatement of Assessments	288
§ 7.04	EXCEPTIONS TO THE STATUTES OF LIMITATIONS	289
[A]	The Statutory Mitigation Provisions	
. ,	Gill v. Commissioner	
[B]	Equitable Recoupment	293
	EMS	293
Chapter	THE UNITED STATES TAX COURT	297
§ 8.01	THE U.S. TAX COURT: AN INTRODUCTION	297
[A]	Structure	297
[B]	Procedures	297
[C]	Opinions and Decisions	298
[D]	Appeals of Tax Court Decisions	298
[1]	Appeal of Fewer Than All Tax Years	299
[2]	Deference to Tax Court Decisions	300
§ 8.02	THE TAX COURT'S JURISDICTION AND CASELOAD	301
§ 8.03	TAX COURT PLEADING REQUIREMENTS	302
§ 8.04	DISCOVERY IN TAX COURT	305
	The Branerton Corporation v. Commissioner	305
§ 8.05	PRECEDENT APPLICABLE TO TAX COURT CASES	307
	Golsen v. Commissioner	307
§ 8.06	THE TAX COURT'S SMALL TAX CASE PROCEDURE	309

Table	of Contents	
§ 8.07	OUTCOMES IN TAX COURT CASES AND ALLEGATIONS OF BIAS	310
§ 8.08	REVIEW OF LARGE CASES DECIDED BY SPECIAL TRIAL JUDGES	313
§ 8.09	EQUITY IN THE TAX COURT	318
PROBLE	EMS	320
Chapter	9 THE NOTICE OF DEFICIENCY	325
§ 9.01	INTRODUCTION	325
§ 9.02	THE NOTICE OF DEFICIENCY: FUNCTIONS AND VALIDITY	327
[A]	The Multiple Functions of the Notice	327
[B]	General Requirements of the Notice	
[D]	The Notice of Deficiency and the Burden of Proof	
[1]	Can a Court "Look Behind" the Notice of Deficiency?	330
[1]	Greenberg's Express, Inc. v. Commissioner	330
[2]	"Arbitrary and Erroneous" Notices of Deficiency	332
[~]	Anastasato v. Commissioner	333
[3]	New Matter	337
[5]	Achiro v. Commissioner	337
	Nicholson v. Commissioner	340
	Estate of Mitchell v. Commissioner	342
[D]	Invalid Notices of Deficiency	345
[1]	The "Last Known Address" Rule	345
[1]	Hunter v. Commissioner	
	Mulvania v. Commissioner	350
[2]	Invalidating a Notice of Deficiency for IRS Failure to Make a	330
[2]	"Determination"	354
	Scar v. Commissioner	355
	Portillo v. Commissioner	364
PROBLE		368
TROBEI	2715	500
Chapter	10 OVERPAYMENTS, REFUND CLAIMS, AND REFUND LITIGATION	371
§ 10.01	INTRODUCTION: OVERVIEW OF REFUND CLAIMS AND REFUND	
	SUITS	371
§ 10.02	REFUND CLAIMS	372
[A]	Overpayments of Tax	372
[B]	Which Remittances are "Payments"?	372
[1]	The Rosenman Case	373
F07	Rosenman v. United States	373
[2]	Post-Rosenman Case Law	375
[3]	Code Section 6603	376
[4]	Unassessed Remittances	377
[C]	Submission and Timing of the Refund Claim	378

Table	of Contents	
	Lewis v. Reynolds	378
[D]	Content of the Refund Claim	379
	Decker v. United States	380
[E]	Informal Claims for Refund	384
	Fisher v. United States	384
§ 10.03	REFUND SUITS AND OVERPAYMENT SUITS	387
[A]	Refund Suits	387
[1]	Limitations Periods	387
[2]	Refund Litigation in the United States District Courts	388
[3]	Refund Litigation in the Court of Federal Claims	390
[4]	The "Full Payment" Rule	391
	Flora v. United States	391
[B]	Overpayment Litigation in Tax Court	396
§ 10.04	ERRONEOUS REFUNDS AND ABATEMENTS OF TAX	396
§ 10.05	STATUTES OF LIMITATIONS ON REFUND CLAIMS	398
[A]	Overview	398
[B]	Statutory Period Applicable When the Taxpayer Extended the Statute of	
	Limitations on Assessment	399
[C]	Statutes of Limitations on Refund Claims Applicable in Tax Court Cases	400
[D]	Application of the Statutes of Limitations to Delinquent Returns	401
[1]	Applying Sections 6511 and 6512 to Delinquent Returns	401
	Zarky v. Commissioner	402
[2]	Applying Section 7502 to Delinquent Returns	404
[E]	Tolling of Statutes of Limitations on Refund Claims	405
[F]	The Statutory Mitigation Provisions and Equitable Recoupment	407
[1]	Statutory Mitigation of the Statute of Limitations	407
[2]	Equitable Recoupment	408
PROBL	EMS	412
Chapte	r 11 TAX LITIGATION AND SETTLEMENT OF TAX CASES	415
§ 11.01	INTRODUCTION	415
§ 11.02	BANKRUPTCY COURT JURISDICTION OVER FEDERAL TAX	
	CLAIMS	415
§ 11.03	CHOICE OF FORUM	416
	Porter, Where Can You Litigate Your Federal Tax Case?	416
	Dawson, Should the Federal Civil Tax Litigation System Be Restructured? .	420
§ 11.04	THE BURDEN OF PROOF IN TAX CASES	422
[A]	Code Section 7491	423
[B]	Does the Burden of Proof Matter?	426
§ 11.05	SETTLEMENT OF LITIGATED TAX CASES	
§ 11.06	AWARDS OF ADMINISTRATIVE AND LITIGATION COSTS AND FEES T	
ГАЛ	TAXPAYERS	432
[A]	Qualification Requirements	432

Table	of Contents	
[B]	Measure of Recovery	434
§ 11.07	ISSUES IN MULTIPLE TAX CASES	436
[A]	Collateral Estoppel and Res Judicata	436
	United States v. Davenport	438
[B]	Coordination of Deficiency and Refund Suits	444
	Statland v. United States	445
§ 11.08	IRS USE OF SUMMONSES IN DISCOVERY	450
	Ash v. Commissioner	451
§ 11.09	LITIGATION SANCTIONS	456
[A]	Tax Court	456
	Philips v. Commissioner	457
[B]	Other Courts	459
	Christensen v. Ward	461
§ 11.10	UNPUBLISHED OPINIONS	463
PROBL	EMS	466
Chapter	r 12 CIVIL TAX PENALTIES	469
§ 12.01	INTRODUCTION: THE ROLE OF PENALTIES	469
§ 12.02	CIVIL PENALTIES APPLICABLE TO TAXPAYERS AND DEFENSES TO	
	THOSE PENALTIES	470
[A]	The Delinquency Penalty — Code Section 6651	470
[1]	The Failure to File Penalty	470
[2]	The Failure to Pay Penalty	471
[3]	The Reasonable Cause Defense	472
	United States v. Boyle	475
[B]	The Estimated Tax Penalty — Code Section 6654	479
[C]	Accuracy-Related Penalties — Code Section 6662	480
[1]	Negligence or Disregard of Rules or Regulations	481
	Oria v. Commissioner	481
[2]	Substantial Understatement of Tax and its Defenses	484
[8	Substantial Understatement of Tax	484
[t	Defenses to the Penalty	484
	[i] Substantial Authority	484
	Osteen v. Commissioner	485
	[ii] Disclosure	487
[3]	Valuation Misstatements	488
	Heasley v. Commissioner	488
[4]	Erroneous Refund Claims	492
[D]	The Civil Fraud Penalty	493
	Morse v. Commissioner	493
[E]	Information Reporting Penalties	496
§ 12.03	PREPARER PENALTIES	497
§ 12.04	PENALTIES AIMED AT TAX SHELTER TRANSACTIONS	501

Table	of Contents	
[A]	Tax Shelter Organizers and Promoters	501
[B]	Tax Shelter Investors	502
§ 12.05	ASSESSMENT, ABATEMENT, AND SUSPENSION OF PENALTIES	503
§ 12.06	BURDEN OF PROOF WITH RESPECT TO PENALTIES	
_	EMS	506
Chapter		
	OVERPAYMENTS	509
§ 13.01	INTRODUCTION	509
§ 13.02	INTEREST ON UNDERPAYMENTS	510
[A]	Applicable Interest Rates	510
[B]	Accrual and Suspension Periods	511
[1]	Beginning and Ending Dates	511
[2]	Possible Suspension Periods	512
[C]	Deductibility of Interest on Underpayments	514
	Alfaro v. Commissioner	515
[D]	Limiting the Accrual of Deficiency Interest	519
[1]	Advance Remittances	519
[2]	Interest Abatement	523
	Krugman v. Commissioner	524
§ 13.03	INTEREST ON OVERPAYMENTS	529
[A]	Applicable Interest Rates	530
[B]	Accrual and Suspension Periods	531
	REVENUE RULING 88–97	532
§ 13.04	NETTING UNDERPAYMENT AND OVERPAYMENT INTEREST	534
§ 13.05	PROCEDURAL ISSUES	536
[A]	Tax Court Jurisdiction	536
[B]	Refunds of Underpayment Interest	537
PROBL	EMS	538
Chapter	r 14 LIENS, LEVIES, AND OTHER COLLECTION PROCEDURES	541
	FROCEDURES	541
§ 14.01	INTRODUCTION	541
§ 14.02	COLLECTION PROCEDURES IN GENERAL	542
[A]	The IRS's Collection Operation	542
[B]	The Notice and Demand for Payment	543
[C]	Statutes of Limitations on Collection	543
§ 14.03	ADMINISTRATIVE COLLECTION PROCEDURES	544
[A]	The Statutory Federal Tax Lien	544
[1]	Attachment of the Federal Tax Lien	545
	Drye v. United States	545
[2]	Lien Priorities in the Internal Revenue Code	553

Table	of Contents	
	United States v. McDermott	555
[3]	Lien Priorities in Bankruptcy	560
[B]	Effect of the Federal Tax Lien	561
[1]	Release and Discharge	561
[2]	Erroneously Filed Liens	562
[C]	Levy and Sale	563
[1]	Notice of Intent to Levy	563
[2]	Property Subject to Levy	564
[3]	Levy and Seizure	564
[4]	Sale Following Seizure	566
§ 14.04	JUDICIAL COLLECTION PROCEEDINGS	567
[A]	Judicial Proceedings Instituted by the Government	567
	United States v. Rodgers	567
[B]	Judicial Proceedings Instituted by the Taxpayer	581
	Powers v. Gibbs	581
	Robinson v. United States	585
PROBL	EMS	589
Chapte	r 15 OFFERS IN COMPROMISE, INSTALLMENT AGREEMENT	S,
	AND BANKRUPTCY CONSIDERATIONS	591
§ 15.01	INTRODUCTION	591
§ 15.02	TAXPAYER ASSISTANCE ORDERS AND AUDIT	
	RECONSIDERATION	592
[A]	Taxpayer Assistance Orders	592
[B]	Audit Reconsideration	592
§ 15.03	INSTALLMENT AGREEMENTS	593
[A]	Application Process	593
[1]	Automatic Acceptance	594
[2]	Conditional Acceptance	594
[B]	Partial Payment Installment Agreements	599
[C]	Effect of Installment Agreement on Collection Activity	600
§ 15.04	OFFERS IN COMPROMISE	601
[A]	Offer in Compromise Application	601
[B]	Processing the Application	606
[C]	Offers Based on Doubt as to Collectibility	607
	Samuel v. Commissioner	610
[D]	Offers Based on Doubt as to Liability	615
[E]	Offers Based on Effective Tax Administration	616
	Barnes v. Commissioner	617
[F]		
§ 15.05	Effect on Collection Activities	621
	Effect on Collection Activities	621

Table o	of Contents	
PROBLE	MS	625
Chapter 1	THE COLLECTION DUE PROCESS PROCEDURES	627
§ 16.01	INTRODUCTION	627
§ 16.02	ADMINISTRATIVE CDP HEARING PROCEDURES	627
[A]	Requesting a CDP Hearing	628
[B]	Effect of CDP Hearing on Statute of Limitations and Collection Actions	629
[C]	Conducting a CDP Hearing	629
[D]	Scope of the CDP Hearing	633
[1]	In General	633
[2]	When Can the Taxpayer Challenge the Underlying Tax Liability?	633
[E]	Penalties for Abusing CDP Procedures	636
§ 16.03	COURT REVIEW IN CDP CASES	637
[A]	Forum Issues	638
[1]	Which Court Has Jurisdiction Over a CDP Appeal?	638
[2]	Can the Taxpayer Obtain Dismissal Without Prejudice?	639
	Wagner v. Commissioner	639
[B]	Judicial Review of Administrative CDP Determinations	641
[1]	Standard of Review	641
[2]	Should Judicial Review Be Limited to the Administrative Record?	642
[C]	Tax Court Jurisdiction and Remedies	646
[1]	"Looking Behind" the Notice of Determination	647
	Lunsford v. Commissioner	647
[2]	Addressing an Inadequate Hearing	650
[3]	Is There Refund Jurisdiction in CDP Cases?	652
	Greene-Thapedi v. Commissioner	652
[D]	Preparing for Tax Court Review	661
[E]	Appealing the Tax Court's Decision	661
PROBLE	MS	662
Chapter 1	JOINT AND SEVERAL LIABILITY AND THE "INNOCENT	
	SPOUSE" PROVISIONS	665
§ 17.01	INTRODUCTION	665
[A]	The Joint Return and Joint and Several Liability	665
[B]	Innocent Spouse Relief: Historical Background	665
§ 17.02	SECTION 6015	670
[A]	Substance	671
[1]	Section 6015(b)	671
[a]	Comparison with Former Section 6013(e)	671
[b]	The Knowledge Element in Section 6015(b)	
[2]	Section 6015(c)	675
[a]	The Knowledge Element in Section 6015(c)	675

Table	of Contents	
[b	Allocation	677
[3]	Section 6015(f)	680
	Banderas v. Commissioner	681
[B]	Procedure	689
[1]	Timing of the Innocent Spouse Claim	690
[2]	Court Jurisdiction Over Innocent Spouse Claims	691
[3]	Rights of the Other Spouse	693
[a]	Participation in an Appeals Conference	693
[b	Intervention in a Tax Court Proceeding	695
[4]	Credits and Refunds	696
[5]	Res Judicata	696
[6]	Multiple Claims	698
§ 17.03	INJURED SPOUSE RELIEF	699
PROBLE	EMS	700
Chapter	18 ETHICAL ISSUES IN TAX PRACTICE	703
9 10 01	INTEROPLECTION	702
§ 18.01	INTRODUCTION	703
§ 18.02	THE ROLE OF THE TAX PRACTITIONER IN PRESERVING TAX COMPLIANCE	703
§ 18.03	TAX ADVICE AND RETURN PREPARATION	703
[A]	ABA Model Rules	704
[A]	ABA FORMAL OPINION 314	704
	ABA FORMAL OPINION 85-352	704
[B]	Treasury Circular 230	703
[D]	Background and Scope	707
[2]	Advising Tax Positions and Preparing Returns	707
[2] [C]	Return Preparer Penalties	710
[D]	Taxpayer Penalties	710
§ 18.04	TAX SHELTER TRANSACTIONS AND TAX OPINION LETTERS	
[A]	ABA Standards	712
[A]	FORMAL OPINION 346 (REVISED)	713
[B]	Circular 230 Regulations Relating to Written Advice	717
[Б]	Schenk, The Circular 230 Amendments: Time to Throw Them Out and	/1/
	Start Over	720
§ 18.05	CONFLICTS IN REPRESENTATION	725
\$ 10.03	Para Technologies Trust v. Commissioner	727
§ 18.06	TAX COURT DISCIPLINARY ACTIONS	733
8 10.00	Krouner v. United States Tax Court	734
PROBI F	EMS	736
		, 50

#### Table of Contents Chapter 19 § 19.01 § 19.02 CLIENT INTERVIEWING ..... 739 [A] [B] [1] Generally ..... [2] [C] Following Up: Representation Letters and Retainer Agreements . . . . . . . . [D] 750 § 19.03 750 [A] 750 [B] 753 NEGOTIATING A TAX CONTROVERSY ..... § 19.04 [A] [B] [1] [2] [3] [4] [C] [1] [2] 763 [3] 764 [4] 764 **PROBLEMS** 767 Chapter 20 § 20.01 771 § 20.02 PRIMARY SOURCES ..... 771 [A] 771 [1] 771 [a] [b] [2] [3] [B] [1] [2] [a] [b] [c]

[d]

Table o	of Contents	
[e]	Other IRS Pronouncements	779
[f]	IRS Forms and Publications	781
[C]	Judicial Sources	781
[1]	The Principal Judicial Fora	782
[a]	Tax Court	782
[b]	United States District Courts	783
[c]	Court of Federal Claims	783
[d]	Courts of Appeals and United States Supreme Court	784
[2]	Locating Relevant Case Law — Citators	784
[3]	Updating Case Research	785
§ 20.03	SECONDARY SOURCES	785
[A]	Tax Reporter Services	785
[B]	Tax Management Portfolios	786
[C]	Tax Treatises	786
[D]	Tax-Related Periodicals	787
[E]	Daily/Weekly Tax Reports	787
§ 20.04	DEVELOPING A RESEARCH METHODOLOGY	788
§ 20.05	COMPUTER-ASSISTED RESEARCH	790
PROBLE	MS	791
TABLE C	OF CASES T	°C-1
TABLE OF STATUTES		TS-1
INDEX		T-1