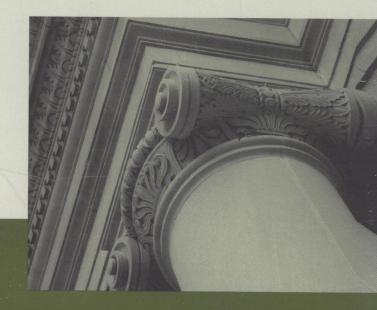
## Understanding

### NONPROFIT AND TAX EXEMPT ORGANIZATIONS



Nicholas P. Cafardi Jaclyn Fabean Cherry



# UNDERSTANDING NONPROFIT AND TAX EXEMPT ORGANIZATIONS

### Nicholas P. Cafardi

Dean Emeritus and Professor of Law Duquesne University School of Law

### Jaclyn Fabean Cherry

Professor and Associate Director, Clinical Legal Education Duquesne University School of Law



ISBN: 978-1-4224-7356-6

### Library of Congress Cataloging-in-Publication Data

Cafardi, Nicholas P.

Understanding nonprofit and tax exempt organizations / Nicholas P. Cafardi, Jaclyn A. Cherry.

p. cm.

Includes index.

ISBN 0-8205-6088-X (soft cover)

1. Nonprofit organizations--Taxation--Law and legislation--United States. 2. Charitable uses, trusts, and foundations--Taxation--Law and legislation--United States. 3. Nonprofit organizations--Law and legislation--United States. 4. Charitable uses, trusts, and foundations--Law and legislation--United States. I. Cherry, Jaclyn Fabean. II. Title.

KF6449.C34 2006

343.7306'6-dc22

2005029076

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 are trademarks of Reed Elsevier Properties Inc, used under license. Matthew Bender is a registered trademark of Matthew Bender Properties Inc.

Copyright © 2006 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. § 107, may be licensed for a fee of 10¢ per page per copy from the Copyright Clearance Center, 222 Rosewood Drive, Danvers, Mass. 01923, telephone (978) 750-8400.

ISBN#: 0-8205-6088-X

Editorial Offices
744 Broad Street, Newark, NJ 07102 (973) 820-2000
201 Mission St., San Francisco, CA 94105-1831 (415) 908-3200
701 East Water Street, Charlottesville, VA 22902-7587 (434) 972-7600
www.lexis.com

### The Understanding Series

Many professors recommend these concise yet comprehensive *Understanding* treatises to their students for additional insight:

Administrative Law Insurance Law

Antitrust and Its Economic Implications Intellectual Property

Bankruptcy International Criminal Law

Capital Punishment Law International Law

Civil Procedure Islamic Law
Conflict of Laws Juvenile Law
Constitutional Law Labor Law

Contracts The Law of Terrorism

Copyright Law Lawyers' Ethics

Corporate Law Local Government

Corporate Taxation Modern Real Estate Transactions
Criminal Law Partnership and LLC Taxation

Criminal Procedure: Investigation Patent Law

Criminal Procedure: Adjudication Products Liability Law

Disability Law Property Law Employment Discrimination Remedies

Employment Law Sales and Leases of Goods

Environmental Law Secured Transactions

Evidence Securities Law

Family Law Torts

Federal Courts and Jurisdiction Trademark Law
Federal Income Taxation Trusts and Estates

The First Amendment White Collar Crime

International Business and Financial Transactions

Law of Zoning and Land Use Controls

Negotiable Instruments and Payment Systems

Nonprofit and Tax Exempt Organizations

Visit your campus bookstore to order any of these titles. Information about all LexisNexis publications is available at www.lexisnexis.com/lawschool.

### **DEDICATION**

To the memory of Nicholas P. Cafardi, Sr. & Antoinette R. Cafardi

-NPC

To my parents, Jack and Ann Fabean.

-JFC

### **PREFACE**

Understanding Nonprofit and Tax Exempt Organizations is a guide for the law student or practitioner who is looking for an overview of the nonprofit sector. This text will explain the many types of tax exempt organizations; the rules, regulations and limitations imposed on tax exempt organizations by the courts, the IRS and the Regulations; the charitable contribution and fundraising issues affecting tax exempt organizations; the unrelated business income taxes, excise taxes and intermediate sanctions imposed on tax exempt organizations; and the rules regarding private foundations.

The text introduces the nonprofit sector by discussing the relevant law in general, as nonprofits are governed by state law. Next, tax exempt organizations are discussed, by first giving the reader the background on where such organizations fit in the nonprofit sector; why the organizations are given preferential tax treatment; what form these organizations take; and how such organizations are governed and dissolved.

An analysis of tax exempt organizations would not be complete without detailed information on the various rules, regulations and tests they must adhere to in order to obtain or retain their tax exempt status. This text provides detailed explanations of these, as well as the consequences for failure to comply.

The tax exempt sector is populated with numerous types of organizations. This text explains the major types of tax exempt organizations. Highlighted are the primary categories of IRC Section 501(c)(3) organizations: religious organizations, educational organizations, healthcare organizations and arts organizations. Also treated are all the other types of Section 501(c)(3) organizations: charitable, scientific, public safety testing, literary, organizations that foster amateur sports and organizations for the prevention of cruelty to children and animals. After explaining Section 501(c)(3) organizations in a comprehensive manner, the text turns to the other areas of major tax exempt activity: Section 501(c)(4) social welfare organizations, Section 501(c)(5) labor organizations, Section 501(c)(6) trade associations, Section 501(c)(7) social clubs and Section 501(c)(8) fraternal benefit organizations. There is also a chapter on a rather new type of tax exempt organization, the Section 527 political organization.

Finally the text ends with explanations of charitable solicitation, fundraising, the unrelated business income tax, and private foundations. The final chapter is a guide to the IRS procedures for obtaining and maintaining tax exempt status.

Cases, the Internal Revenue Code (IRC), and the Treasury Regulations (the Regulations) are used to discuss and explain the issues relevant to tax

exempt organizations. When the IRC and the Regulations are cited, very often the language used is a paraphrase or a direct quote; however, for the ease of reading, quotations have been omitted. Also unless stated otherwise, the statutory and regulatory cites are from the current (as of the date of publication) version of these documents.

While it is important to remember that Revenue Rulings, Revenue Procedures, General Counsel Memoranda, Technical Advice Memoranda and Private Letter Rulings may not be used as legal precedent, they are useful to illustrate the IRS's position and have been used as such in this text.

The authors would like to thank the law school students and practitioners who have chosen this book in their study of nonprofit and tax exempt organizations. It is an exciting and growing area of the law that has a tremendous impact on our society.

The authors would like to thank Erin Powers, Esquire, without whom this text would not have been completed. Erin's unending enthusiasm, professionalism, patience, attention to detail and unwillingness to accept anything but the best is greatly appreciated. We would also like to acknowledge her assistance on the rough drafts of several of the chapters of this text.

We would like to thank our Research Assistants, Daniel Syphard and Joyce Howard for their help, and Tammy Schall and Jeff Mansell for their proofreading assistance. Thank you to all of our students in our "tax exempt organizations" classes and "economic & community development law clinic" classes, for their continuing input on the subject matter. Thank you to Phyllis Karczewski for her support and assistance throughout this project.

Thank you to Heather Dean, Cristina Gegenschatz and Christopher Van Cleve of LexisNexis Law School Publications, Matthew Bender & Co., Inc.

Thank you to our families for their love and support.

Thank you to Professor Joseph Sabino Mistick (JFC).

### TABLE OF CONTENTS

			Page
Preface			v
Chapter		NTRODUCTION TO TAX EXEMPT ORGANIZATIONS	
§ 1.01	INTI	RODUCTION	1
§ 1.02		EGORIES OF ORGANIZATIONS IN THIRD	1
	[A]	Nonprofit Organizations	2
	[B]	Tax Exempt Organizations	3
	[C]	Charitable Organizations	5
	[D]	Private Foundations	6
§ 1.03	CON	CLUSION	8
Chapter		TRUCTURING A NONPROFIT ORGANIZATION	
§ 2.01	INTI	RODUCTION	9
§ 2.02	RAT	IONALES	9
	[A]	Historical	9
	[B]	Contract Failure	9
	[C]	Government's Inability to Respond	10
	[D]	Societal & Political Innovation	10
	[E]	Protection of Freedom	11
	[F]	Creation of Cultural Goods	11
	[G]	Social & Ethnic Associations	12
§ 2.03	STR	UCTURE CHOICES	12
	[A]	Unincorporated Associations	13
	[B]	Charitable Trusts	13
	[C]	Nonprofit Corporations	15
		[1] Historical Development	15
		[2] Defining Nonprofit Corporations	15

					Page
			[3]	Formalities of a Nonprofit	
				Corporation	16
			[4]	Model Nonprofit Corporation Acts	16
			[5]	Formation	17
			[a]	Filing Articles of Incorporation	17
			[b]	Drafting Bylaws	18
			[6]	Purpose and Powers	19
			[a]	Conforming to State Public Policy	19
			[b]	Conforming to State Non-Commercial Purposes	21
			[c]	Conforming to State Definitions of	
				Charity	21
§	2.04	TAX	EXE	MPT STATUS	22
§	2.05	STA	res' i	ROLE IN CHOICE OF STRUCTURE	22
Cl	hapter			RNANCE OF NONPROFIT NIZATIONS	
§	3.01	INTE	RODU	CTION TO GOVERNANCE	25
		[A]	Unin	corporated Association Governance	25
		[B]	Trus	t Governance	25
		[C]	Non	profit Corporation Governance	25
§	3.02	MAN	AGIN	G THE NONPROFIT	26
§	3.03	FIDU	JCIAR	Y DUTIES	27
		[A]	Duty	of Care	27
			[1]	Relying on Information	27
			[2]	Business Judgment Rule	28
			[3]	Trust Standard	29
			[4]	Corporate Standard	29
		[B]	Duty	of Loyalty	30
			[1]	Generally	30
			[2]	Conflicts of Interest	31
			[3]	Corporate Opportunity Doctrine	31
			[4]	Applying the Duty of Loyalty	32
		[C]	Duty	of Obedience	33
§	3.04	ENF	ORCE	MENT	35

			Page
Chapter	4 D	ISSOLVING A NONPROFIT ORGANIZATION	
§ 4.01	INTF	RODUCTION	37
§ 4.02	DISP	POSITION OF ASSETS	38
	[A]	Public Benefit vs. Mutual Benefit	38
	[B]	Charitable Trusts	40
§ 4.03		VERSIONS OF NONPROFIT ANIZATIONS	42
	[A]	Health Maintenance Organizations	42
	[B]	Hospitals	43
	[C]	Blue Cross	43
	[D]	Structure	43
§ 4.04	OTH	ER RESTRUCTURING	44
§ 4.05	ANT	ITRUST AND NONPROFITS	45
	[A]	Generally	45
	[B]	Health Care Organizations	47
	[C]	Educational Organizations	49
	[D]	Damages & Liability	50
Chapter	5 R	ATIONALES FOR TAX EXEMPTION	
§ 5.01	INTF	RODUCTION	51
§ 5.02	PUB	LIC BENEFIT THEORY	51
§ 5.03	PLU	RALISM THEORY	53
§ 5.04	SUB	SIDY THEORY	54
§ 5.05	INCO	OME MEASUREMENT THEORY	55
§ 5.06	CAPI	TTAL SUBSIDY THEORY	56
§ 5.07	DON	ATIVE THEORY	57
§ 5.08	CLU	IONALES FOR TRADE ASSOCIATIONS, SOCIAL BS & FRATERNAL BENEFIT ANIZATIONS	58
	[A]	Labor & Trade Associations	58
	[B]	Social Clubs & Fraternal Benefit	99
	נטן	Organizations	58
§ 5.09	ADD	ITIONAL THEORIES	59
		Historical Theory	50

			Page
	[B]	Double Taxation or Immorality Theory	59
	[C]	Lobbying Theory	60
§ 5.10	ADD	ITIONAL BENEFITS OF FEDERAL TAX	
	EXE	MPTION	60
	[A]	Tax Deductible Gifts	60
	[B]	State & Local Income Tax Exemption	60
	[C]	Property Tax Exemption	60
Chapter	6 II	RS TESTS FOR TAX EXEMPTION	
§ 6.01	INTI	RODUCTION	63
§ 6.02		ANIZATIONAL TEST	63
§ 6.03		RATIONAL TEST	65
9 2.00	[A]	Primary Purpose	66
	[B]	Commercial Activities	67
	[C]	Private Benefit	69
§ 6.04	PRIV	ATE INUREMENT TEST	70
	[A]	Overlap of Control and Benefit	70
	[B]	How Inurement Occurs	71
	[C]	Improper Valuation	72
	[D]	Private Inurement vs. Private Benefit	73
§ 6.05	POL	ITICAL ACTIVITIES TEST	74
	[A]	Limitations on Lobbying	75
		[1] Defining Legislation	76
		[2] Defining Substantial Part	76
		[3] Section 501(h) Election	78
	[B]	Restrictions on Electioneering	81
	[C]	Additional Regulations of Political Activity	83
	[D]	Constitutional Issues	83
§ 6.06		ESS BENEFIT TRANSACTIONS & ERMEDIATE SANCTIONS	84
Chapter		OURT IMPOSED LIMITS ON TAX EXEMPT RGANIZATIONS	
§ 7.01	INTE	RODUCTION	87

T.	ART	E.	OF	CON	TEN	JTS

V	<u> </u>			TABLE OF CONTENTS	xi
					Page
§	7.02	ILLE	GALITY	& PUBLIC POLICY DOCTRINES	87
		[A]	Illegali	ty Doctrine	88
		[B]	Public	Policy Doctrine	89
§	7.03	THE	COMM	ERCIALITY DOCTRINE	91
		[A]	Origins	s of the Doctrine	91
		[B]	Applyir	ng the Doctrine	93
		[C]	For-Pro	ofit Comparison Standard	95
		[D]	Publish	ning Houses	96
		[E]	Conclu	sion	98
C	hapter	8 R	ELIGIC	OUS ORGANIZATIONS & CHURCHES	
§	8.01	INTI	RODUCT	FION	101
§	8.02	REL	IGIOUS	ORGANIZATIONS	101
		[A]	Definir	ng Religion	101
		[B]	Applyi	ng the Operational Test	103
		[C]	Comm	unal Living	105
§	8.03	CHU	RCHES		105
		[A]	Definir	ng Churches	105
			[1]	Fourteen Point Test	106
			[2]	Associational Test	108
		[B]	Qualify	ying as a Church for IRS Purposes	109
		[C]	Benefit	ts of Church Status for IRS Purposes	112
§	8.04			ONS OR ASSOCIATIONS OF	
			IRCHES		113
·	8.05		UP RUI		113
	8.06			ED AUXILIARIES OF CHURCHES	114
-	8.07			ORGANIZATIONS	115
-	8.08			& POLITICAL ACTIVITY	116
	8.09			UDIT PROCEDURES ACT	119
§	8.10	SPE		SUES FOR CHURCHES	120
		[A]		Structure	120
		[B]		ty in Church Organizations	121
			[1]	Church Practices	121
			[2]	Parent & Subordinate Liability	122

					Page
		[C]	Church I	Property Issues	123
§	8.11	CON	STITUTIO	ONAL CONSIDERATIONS	124
C	hapter	9 E	DUCATIO	ONAL ORGANIZATIONS	
§	9.01	INTE	RODUCTIO	ON	127
8	9.02	FOR	MAL VS.	INFORMAL EDUCATIONAL	
		ORG.	ANIZATIO	ONS	129
		[A]	Formal I	Educational Organizations	129
			[1]	Introduction	129
			[2]	Guidelines & Recordkeeping	100
				Requirements	130
			[3]	Applying Tests for Tax Exemption	132
				Private Schools	133
		[B]		Educational Organizations	135
§	9.03	FUN			138
		[A]	New Fur	nding Sources	138
		[B]	Investme	ent Vehicles	140
§	9.04	RIGH	HTS OF S	TUDENTS	141
		[A]	Suspensi	on	141
		[B]	Privacy		142
C	hapter	10	HEALTH	CARE ORGANIZATIONS	
§	10.01	INTF	RODUCTIO	ON TO HOSPITALS	143
		[A]	Indigent	Care & Charity Standard	143
		[B]	0.000	ity Benefit Standard	144
Ş	10.02			DRATE FORM	146
8	10.03	INTE	EGRAL PA	ART TEST	147
-	10.04	HOS	PITAL CO	ONVERSIONS & PRIVATE	150
8	10.05			INT VENTURES	152
0		[A]		Physician Joint Ventures	152
		[B]	_	Recruitment & Acquisition of Physician	102
		[ س	Practices		154
		[C]	Integrate	ed Delivery Systems	155

			Page
		[D] Hospital-Hospital Joint Ventures	155
		[E] Shared Services Organizations	159
§	10.06	HOMES FOR THE AGED	161
§	10.07	HEALTH MAINTENANCE ORGANIZATIONS	164
§	10.08	MEDICAL RESEARCH ORGANIZATIONS	166
C	hapter	11 ARTS ORGANIZATIONS	
§	11.01	INTRODUCTION	169
§	11.02	SCOPE OF ARTS ORGANIZATIONS	170
		[A] Art Schools	170
		[B] Music	171
		[C] Galleries	171
		[D] Museums	172
		[E] Theaters	173
		[F] Performing Arts Groups	176
§	11.03	CULTURAL ARTS DISTRICTS	176
C	hapter	12 OTHER IRC SECTION 501(c)(3) ORGANIZATIONS	
§	12.01	INTRODUCTION	179
§	12.02	TAX EXEMPT CATEGORIES	179
§	12.03	RELIEF OF POOR & DISTRESSED OR	
		UNDERPRIVILEGED	180
		[A] Relief of the Poor	180
		[B] Public Interest Law Firms	180
·	12.04	LESSENING GOVERNMENT'S BURDEN	182
•	12.05	PROMOTION OF SOCIAL WELFARE	183
•	12.06	SCIENTIFIC ORGANIZATIONS	184
	12.07	TESTING FOR PUBLIC SAFETY	186
·	12.08	LITERARY ORGANIZATIONS	186
§	12.09	NATIONAL & INTERNATIONAL AMATEUR SPORTS ORGANIZATIONS	187
§	12.10	PREVENTION OF CRUELTY TO CHILDREN & ANIMALS	188

					Page
§	12.11	PRO	TECTION	OF ENVIRONMENT	189
§	12.12	ECO	NOMIC &	c COMMUNITY DEVELOPMENT &	
		LOW	INCOM	E HOUSING	189
C	hapter			TION 501(c)(4): SOCIAL WELFARE ZATIONS	
§	13.01	INT	RODUCTI	ON	191
§	13.02			ESTS FOR TAX EXEMPTION	192
§	13.03	DEF	INING SO	OCIAL WELFARE	193
§	13.04	COM	IMUNITY	BENEFIT	194
		[A]	Generall	у	195
		[B]	Homeow	ners' Associations	196
			[1]	Generally	196
			[2]	IRC Section 528	199
§	13.05	ORG	ANIZATIO	ONS & SECTION 501(c)(4)	222
e	13.06			ONS	200
8	13.06			(c)(4) & FEDERAL ELECTION CT	202
§	13.07			CIATIONS OF EMPLOYEES	202
$\mathbf{C}$	hapter	14	OTHER 7	TAX EXEMPT ORGANIZATIONS	
§	14.01	INTI	RODUCTI	ON	205
§	14.02	RAT	IONALES		205
§	14.03			(c)(2) ORGANIZATIONS: TITLE	
		HOL	DING CO	MPANIES	206
§	14.04	AGR	ICULTUR	(c)(5) ORGANIZATIONS: LABOR, EE & HORTICULTURE	200
				ONS	206
		[A]		у	206
		[B]		rganizations	207
			[1]	Savings Plans	207
			[2]	Pension Plans	208
		[C]	[3]	Political Activities	210
		$[ \cup ]$	Agricult	arar & morticulturar Ofgamzations	211

				Page
§	14.05		TION 501(c)(6) ORGANIZATIONS: BUSINESS GUES & TRADE ASSOCIATIONS	212
		[A]	Requirement Not To Conduct a Business	
			for Profit	213
		[B]	Line of Business Requirement	214
		[C]	Membership	214
		[D]	Trade Shows	215
		[E]	Political Activities	216
		[F]	Antitrust Regulations	217
§	14.06		TION 501(c)(7) ORGANIZATIONS: SOCIAL	
		CLUI	BS	217
		[A]	Organizational & Operational Requirements	218
		[B]	Taxation	220
		[C]	Rights of Association & Anti-Discrimination	
		~-~	Requirements	221
§	14.07		FION 501(c)(8) ORGANIZATIONS: FRATERNAL EFIT ASSOCIATIONS	222
		[A]	Organizational & Operational Requirements	222
		[B]	Taxation	223
		[C]	Discrimination	223
e	14.08		FION 501(c)(10) ORGANIZATIONS: DOMESTIC	443
8	14.00		FERNAL ORGANIZATIONS	224
§	14.09		FION 501(c)(19) ORGANIZATIONS: VETERANS ANIZATIONS	224
8	14.10		FION 501(m) ORGANIZATIONS: COMMERCIAL	221
3	11.10		E INSURERS	225
§	14.11	OTH	ER MUTUAL BENEFIT ORGANIZATIONS	226
§	14.12		ES INVOLVING VOLUNTARY MEMBERSHIP OCIATIONS	226
		[A]	Membership as a Contractual Right	226
		[B]	Membership as a Property Right	227
		[C]	Court Examination of Membership	241
		[~]	Decisions	227
		[D]	Voluntary Associations & Freedom of	
			Association	229
		[E]	Exercising State-Like Powers	230
		[F]	Judicial Intervention into Church Disputes	230

				Page
C	hapter		IRC SECTION 527: POLITICAL ORGANIZATIONS	
§	15.01	INT	RODUCTION	231
§	15.02	DEF	INING A POLITICAL ORGANIZATION	232
§	15.03	ORG	GANIZATIONAL & OPERATIONAL TESTS	232
§	15.04	DET	ERMINING TAXATION	234
§	15.05	NEV	VSLETTER FUNDS	234
§	15.06	SEG	REGATED FUNDS	235
§	15.07	THE	SECTION 527(f) TAX	237
§	15.08	FILI	ING & REPORTING REQUIREMENTS	238
C	hapter	16	UNRELATED BUSINESS INCOME TAX	
§	16.01	INT	RODUCTION	241
§	16.02	DEF	INING UNRELATED BUSINESS INCOME	243
		[A]	Trade or Business	243
		[B]	Fragmentation Rule	246
		[C]	Regularly Carried On	246
		[D]	Substantially Unrelated	249
§	16.03		IMPACT OF UNRELATED BUSINESS OME	252
8	16.04		SIVE INCOME MODIFICATIONS	253
3	10.01	[A]	Mailing Lists	254
		[B]	Affinity Cards	255
		[C]	Rental Income	256
		[D]	Capital Gains or Losses	257
		[E]	Research Income	257
		[F]	Revenue from Controlled Organizations	257
		[G]	A Special Exception	258
		[H]	Commercial Insurance Activity	258
		[I]	Membership Dues	258
§	16.05	PAR	TNERSHIP INCOME	259
§	16.06	DEE	BT-FINANCED INCOME	260
§	16.07	ADI	DITIONAL EXCEPTIONS	265