

108TH CONGRESS
1ST SESSION

S. 260

To amend the Internal Revenue Code of 1986 to prevent the continued use of renouncing United States citizenship as a device for avoiding United States taxes.

IN THE SENATE OF THE UNITED STATES

JANUARY 30, 2003

Mr. HARKIN (for himself and Ms. STABENOW) introduced the following bill;
which was read twice and referred to the Committee on Finance

A BILL

To amend the Internal Revenue Code of 1986 to prevent the continued use of renouncing United States citizenship as a device for avoiding United States taxes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. REVISION OF TAX RULES ON EXPATRIATION.**

4 (a) IN GENERAL.—Subpart A of part II of sub-
5 chapter N of chapter 1 of the Internal Revenue Code of
6 1986 is amended by inserting after section 877 the fol-
7 lowing new section:

1 **“SEC. 877A. TAX RESPONSIBILITIES OF EXPATRIATION.**

2 “(a) GENERAL RULES.—For purposes of this sub-
3 title—

4 “(1) MARK TO MARKET.—Except as provided in
5 subsection (f), all property of a covered expatriate to
6 whom this section applies shall be treated as sold on
7 the day before the expatriation date for its fair mar-
8 ket value.

9 “(2) RECOGNITION OF GAIN OR LOSS.—In the
10 case of any sale under paragraph (1)—

11 “(A) notwithstanding any other provision
12 of this title, any gain arising from such sale
13 shall be taken into account for the taxable year
14 of the sale, and

15 “(B) any loss arising from such sale shall
16 be taken into account for the taxable year of
17 the sale to the extent otherwise provided by this
18 title, except that section 1091 shall not apply to
19 any such loss.

20 Proper adjustment shall be made in the amount of
21 any gain or loss subsequently realized for gain or
22 loss taken into account under the preceding sen-
23 tence.

24 “(3) EXCLUSION FOR CERTAIN GAIN.—The
25 amount which would (but for this paragraph) be in-
26 cludible in the gross income of any individual by rea-

1 son of this section shall be reduced (but not below
2 zero) by \$600,000. For purposes of this paragraph,
3 allocable expatriation gain taken into account under
4 subsection (f)(2) shall be treated in the same man-
5 ner as an amount required to be includible in gross
6 income.

7 “(b) ELECTION TO DEFER TAX.—

8 “(1) IN GENERAL.—If the taxpayer elects the
9 application of this subsection with respect to any
10 property treated as sold by reason of subsection (a),
11 the payment of the additional tax attributable to
12 such property shall be postponed until the due date
13 of the return for the taxable year in which such
14 property is disposed of (or, in the case of property
15 disposed of in a transaction in which gain is not rec-
16 ognized in whole or in part, until such other date as
17 the Secretary may prescribe).

18 “(2) DETERMINATION OF TAX WITH RESPECT
19 TO PROPERTY.—For purposes of paragraph (1), the
20 additional tax attributable to any property is an
21 amount which bears the same ratio to the additional
22 tax imposed by this chapter for the taxable year
23 solely by reason of subsection (a) as the gain taken
24 into account under subsection (a) with respect to
25 such property bears to the total gain taken into ac-

1 count under subsection (a) with respect to all prop-
2 erty to which subsection (a) applies.

3 “(3) TERMINATION OF POSTPONEMENT.—No
4 tax may be postponed under this subsection later
5 than the due date for the return of tax imposed by
6 this chapter for the taxable year which includes the
7 date of death of the expatriate (or, if earlier, the
8 time that the security provided with respect to the
9 property fails to meet the requirements of paragraph
10 (4), unless the taxpayer corrects such failure within
11 the time specified by the Secretary).

12 “(4) SECURITY.—

13 “(A) IN GENERAL.—No election may be
14 made under paragraph (1) with respect to any
15 property unless adequate security is provided
16 with respect to such property.

17 “(B) ADEQUATE SECURITY.—For purposes
18 of subparagraph (A), security with respect to
19 any property shall be treated as adequate secu-
20 rity if—

21 “(i) it is a bond in an amount equal
22 to the deferred tax amount under para-
23 graph (2)(A) for the property, or

1 “(ii) the taxpayer otherwise estab-
2 lishes to the satisfaction of the Secretary
3 that the security is adequate.

4 “(5) WAIVER OF CERTAIN RIGHTS.—No elec-
5 tion may be made under paragraph (1) unless the
6 taxpayer consents to the waiver of any right under
7 any treaty of the United States which would pre-
8 clude assessment or collection of any tax imposed by
9 reason of this section.

10 “(6) ELECTIONS.—An election under paragraph
11 (1) shall only apply to property described in the elec-
12 tion and, once made, is irrevocable. An election may
13 be under paragraph (1) with respect to an interest
14 in a trust with respect to which gain is required to
15 be recognized under subsection (f)(1).

16 “(7) INTEREST.—For purposes of section 6601,
17 the last date for the payment of tax shall be deter-
18 mined without regard to the election under this sub-
19 section.

20 “(c) COVERED EXPATRIATE.—For purposes of this
21 section—

22 “(1) IN GENERAL.—The term ‘covered expa-
23 triate’ means an expatriate who meets the require-
24 ments of subparagraph (A) or (B) of section
25 877(a)(2).

1 “(2) EXCEPTIONS.—An individual shall not be
2 treated as a covered expatriate if—

3 “(A) the individual—

4 “(i) became at birth a citizen of the
5 United States and a citizen of another
6 country and, as of the expatriation date,
7 continues to be a citizen of, and is taxed
8 as a resident of, such other country, and

9 “(ii) has been a resident of the United
10 States (as defined in section
11 7701(b)(1)(A)(ii)) for not more than 8 tax-
12 able years during the 15-taxable year pe-
13 riod ending with the taxable year during
14 which the expatriation date occurs, or

15 “(B)(i) the individual’s relinquishment of
16 United States citizenship occurs before such in-
17 dividual attains age 18½, and

18 “(ii) the individual has been a resident of
19 the United States (as so defined) for not more
20 than 5 taxable years before the date of relin-
21 quishment.

22 “(d) SECTION NOT TO APPLY TO CERTAIN PROP-
23 erty.—This section shall not apply to the following prop-
24 erty:

1 “(1) UNITED STATES REAL PROPERTY INTER-
2 EST.—Any United States real property interest (as
3 defined in section 897(c)(1)), other than stock of a
4 United States real property holding corporation
5 which does not, on the day before the expatriation
6 date, meet the requirements of section 897(c)(2).

7 “(2) INTEREST IN CERTAIN RETIREMENT
8 PLANS.—

9 “(A) IN GENERAL.—Any interest in a
10 qualified retirement plan (as defined in section
11 4974(c)), other than any interest attributable to
12 contributions which are in excess of any limita-
13 tion or which violate any condition for tax-fa-
14 vored treatment.

15 “(B) FOREIGN PENSION PLANS.—

16 “(i) IN GENERAL.—Under regulations
17 prescribed by the Secretary, interests in
18 foreign pension plans or similar retirement
19 arrangements or programs.

20 “(ii) LIMITATION.—The value of prop-
21 erty which is treated as not sold by reason
22 of this subparagraph shall not exceed
23 \$500,000.

24 “(e) DEFINITIONS.—For purposes of this section—

1 “(1) EXPATRIATE.—The term ‘expatriate’
2 means—

3 “(A) any United States citizen who relin-
4 quishes his citizenship, and

5 “(B) any long-term resident of the United
6 States who—

7 “(i) ceases to be a lawful permanent
8 resident of the United States (within the
9 meaning of section 7701(b)(6)), or

10 “(ii) commences to be treated as a
11 resident of a foreign country under the
12 provisions of a tax treaty between the
13 United States and the foreign country and
14 who does not waive the benefits of such
15 treaty applicable to residents of the foreign
16 country.

17 “(2) EXPATRIATION DATE.—The term ‘expa-
18 triation date’ means—

19 “(A) the date an individual relinquishes
20 United States citizenship, or

21 “(B) in the case of a long-term resident of
22 the United States, the date of the event de-
23 scribed in clause (i) or (ii) of paragraph (1)(B).

1 “(3) RELINQUISHMENT OF CITIZENSHIP.—A
2 citizen shall be treated as relinquishing his United
3 States citizenship on the earliest of—

4 “(A) the date the individual renounces his
5 United States nationality before a diplomatic or
6 consular officer of the United States pursuant
7 to paragraph (5) of section 349(a) of the Immi-
8 gration and Nationality Act (8 U.S.C.
9 1481(a)(5)),

10 “(B) the date the individual furnishes to
11 the United States Department of State a signed
12 statement of voluntary relinquishment of
13 United States nationality confirming the per-
14 formance of an act of expatriation specified in
15 paragraph (1), (2), (3), or (4) of section 349(a)
16 of the Immigration and Nationality Act (8
17 U.S.C. 1481(a)(1)–(4)),

18 “(C) the date the United States Depart-
19 ment of State issues to the individual a certifi-
20 cate of loss of nationality, or

21 “(D) the date a court of the United States
22 cancels a naturalized citizen’s certificate of nat-
23 uralization.

24 Subparagraph (A) or (B) shall not apply to any indi-
25 vidual unless the renunciation or voluntary relin-

1 quishment is subsequently approved by the issuance
2 to the individual of a certificate of loss of nationality
3 by the United States Department of State.

4 “(4) LONG-TERM RESIDENT.—The term ‘long-
5 term resident’ has the meaning given to such term
6 by section 877(e)(2).

7 “(f) SPECIAL RULES APPLICABLE TO BENE-
8 FICIARIES’ INTERESTS IN TRUST.—

9 “(1) IN GENERAL.—Except as provided in para-
10 graph (2), if an individual is determined under para-
11 graph (3) to hold an interest in a trust on the day
12 before the expatriation date—

13 “(A) the individual shall not be treated as
14 having sold such interest,

15 “(B) such interest shall be treated as a
16 separate share in the trust, and

17 “(C)(i) such separate share shall be treat-
18 ed as a separate trust consisting of the assets
19 allocable to such share,

20 “(ii) the separate trust shall be treated as
21 having sold its assets on the day before the ex-
22 patriation date for their fair market value and
23 as having distributed all of its assets to the in-
24 dividual as of such time, and

1 “(iii) the individual shall be treated as hav-
2 ing recontributed the assets to the separate
3 trust.

4 Subsection (a)(2) shall apply to any income, gain, or
5 loss of the individual arising from a distribution de-
6 scribed in subparagraph (C)(ii).

7 “(2) SPECIAL RULES FOR INTERESTS IN QUALI-
8 FIED TRUSTS.—

9 “(A) IN GENERAL.—If the trust interest
10 described in paragraph (1) is an interest in a
11 qualified trust—

12 “(i) paragraph (1) and subsection (a)
13 shall not apply, and

14 “(ii) in addition to any other tax im-
15 posed by this title, there is hereby imposed
16 on each distribution with respect to such
17 interest a tax in the amount determined
18 under subparagraph (B).

19 “(B) AMOUNT OF TAX.—The amount of
20 tax under subparagraph (A)(ii) shall be equal to
21 the lesser of—

22 “(i) the highest rate of tax imposed by
23 section 1(e) for the taxable year which in-
24 cludes the day before the expatriation date,

1 multiplied by the amount of the distribu-
2 tion, or

3 “(ii) the balance in the deferred tax
4 account immediately before the distribution
5 determined without regard to any increases
6 under subparagraph (C)(ii) after the 30th
7 day preceding the distribution.

8 “(C) DEFERRED TAX ACCOUNT.—For pur-
9 poses of subparagraph (B)(ii)—

10 “(i) OPENING BALANCE.—The open-
11 ing balance in a deferred tax account with
12 respect to any trust interest is an amount
13 equal to the tax which would have been im-
14 posed on the allocable expatriation gain
15 with respect to the trust interest if such
16 gain had been included in gross income
17 under subsection (a).

18 “(ii) INCREASE FOR INTEREST.—The
19 balance in the deferred tax account shall
20 be increased by the amount of interest de-
21 termined (on the balance in the account at
22 the time the interest accrues), for periods
23 after the 90th day after the expatriation
24 date, by using the rates and method appli-

1 cable under section 6621 for underpay-
2 ments of tax for such periods.

3 “(iii) DECREASE FOR TAXES PRE-
4 VIOUSLY PAID.—The balance in the tax de-
5 ferred account shall be reduced—

6 “(I) by the amount of taxes im-
7 posed by subparagraph (A) on any
8 distribution to the person holding the
9 trust interest, and

10 “(II) in the case of a person
11 holding a nonvested interest, to the
12 extent provided in regulations, by the
13 amount of taxes imposed by subpara-
14 graph (A) on distributions from the
15 trust with respect to nonvested inter-
16 ests not held by such person.

17 “(D) ALLOCABLE EXPATRIATION GAIN.—

18 For purposes of this paragraph, the allocable
19 expatriation gain with respect to any bene-
20 ficiary’s interest in a trust is the amount of
21 gain which would be allocable to such bene-
22 ficiary’s vested and nonvested interests in the
23 trust if the beneficiary held directly all assets
24 allocable to such interests.

25 “(E) TAX DEDUCTED AND WITHHELD.—

1 “(i) IN GENERAL.—The tax imposed
2 by subparagraph (A)(ii) shall be deducted
3 and withheld by the trustees from the dis-
4 tribution to which it relates.

5 “(ii) EXCEPTION WHERE FAILURE TO
6 WAIVE TREATY RIGHTS.—If an amount
7 may not be deducted and withheld under
8 clause (i) by reason of the distributee fail-
9 ing to waive any treaty right with respect
10 to such distribution—

11 “(I) the tax imposed by subpara-
12 graph (A)(ii) shall be imposed on the
13 trust and each trustee shall be person-
14 ally liable for the amount of such tax,
15 and

16 “(II) any other beneficiary of the
17 trust shall be entitled to recover from
18 the distributee the amount of such tax
19 imposed on the other beneficiary.

20 “(F) DISPOSITION.—If a trust ceases to be
21 a qualified trust at any time, a covered expa-
22 triate disposes of an interest in a qualified
23 trust, or covered expatriate holding an interest
24 in a qualified trust dies, then, in lieu of the tax

1 imposed by subparagraph (A)(ii), there is here-
2 by imposed a tax equal to the lesser of—

3 “(i) the tax determined under para-
4 graph (1) as if the day before the expatria-
5 tion date were the date of such cessation,
6 disposition, or death, whichever is applica-
7 ble, or

8 “(ii) the balance in the tax deferred
9 account immediately before such date.

10 Such tax shall be imposed on the trust and
11 each trust shall be personally liable for the
12 amount of such tax and any other beneficiary
13 of the trust shall be entitled to recover from the
14 covered expatriate or the amount of such tax
15 imposed on the other beneficiary.

16 “(G) DEFINITIONS AND SPECIAL RULE.—

17 For purposes of this paragraph—

18 “(i) QUALIFIED TRUST.—The term
19 ‘qualified trust’ means a trust—

20 “(I) which is organized under,
21 and governed by, the laws of the
22 United States or a State, and

23 “(II) with respect to which the
24 trust instrument requires that at least
25 1 trustee of the trust be an individual

1 citizen of the United States or a do-
2 mestic corporation.

3 “(ii) VESTED INTEREST.—The term
4 ‘vested interest’ means any interest which,
5 as of the day before the expatriation date,
6 is vested in the beneficiary.

7 “(iii) NONVESTED INTEREST.—The
8 term ‘nonvested interest’ means, with re-
9 spect to any beneficiary, any interest in a
10 trust which is not a vested interest. Such
11 interest shall be determined by assuming
12 the maximum exercise of discretion in
13 favor of the beneficiary and the occurrence
14 of all contingencies in favor of the bene-
15 ficiary.

16 “(iv) ADJUSTMENTS.—The Secretary
17 may provide for such adjustments to the
18 basis of assets in a trust or a deferred tax
19 account, and the timing of such adjust-
20 ments, in order to ensure that gain is
21 taxed only once.

22 “(3) DETERMINATION OF BENEFICIARIES’ IN-
23 TEREST IN TRUST.—

24 “(A) DETERMINATION UNDER PARAGRAPH
25 (1).—For purposes of paragraph (1), a bene-

1 beneficiary's interest in a trust shall be based upon
2 all relevant facts and circumstances, including
3 the terms of the trust instrument and any letter
4 of wishes or similar document, historical pat-
5 terns of trust distributions, and the existence of
6 and functions performed by a trust protector or
7 any similar advisor.

8 “(B) OTHER DETERMINATIONS.—For pur-
9 poses of this section—

10 “(i) CONSTRUCTIVE OWNERSHIP.—If a
11 beneficiary of a trust is a corporation,
12 partnership, trust, or estate, the share-
13 holders, partners, or beneficiaries shall be
14 deemed to be the trust beneficiaries for
15 purposes of this section.

16 “(ii) TAXPAYER RETURN POSITION.—
17 A taxpayer shall clearly indicate on its in-
18 come tax return—

19 “(I) the methodology used to de-
20 termine that taxpayer's trust interest
21 under this section, and

22 “(II) if the taxpayer knows (or
23 has reason to know) that any other
24 beneficiary of such trust is using a
25 different methodology to determine

1 such beneficiary’s trust interest under
2 this section.

3 “(g) TERMINATION OF DEFERRALS, ETC.—In the
4 case of any covered expatriate, notwithstanding any other
5 provision of this title—

6 “(1) any period during which recognition of in-
7 come or gain is deferred shall terminate on the day
8 before the expatriation date, and

9 “(2) any extension of time for payment of tax
10 shall cease to apply on the day before the expatria-
11 tion date and the unpaid portion of such tax shall
12 be due and payable at the time and in the manner
13 prescribed by the Secretary.

14 “(h) REGULATIONS.—The Secretary shall prescribe
15 such regulations as may be necessary or appropriate to
16 carry out the purposes of this section.”

17 (b) TAX ON GIFTS AND BEQUESTS RECEIVED BY
18 UNITED STATES CITIZENS AND RESIDENTS FROM EXPA-
19 TRIATES.—

20 (1) IN GENERAL.—Subtitle B of the Internal
21 Revenue Code of 1986 (relating to estate and gift
22 taxes) is amended by inserting after chapter 13 the
23 following new chapter:

24 **“CHAPTER 13A—GIFTS AND BEQUESTS FROM EXPATRIATES**

“Sec. 2681. Imposition of tax.

1 **“SEC. 2681. IMPOSITION OF TAX.**

2 “(a) IN GENERAL.—If, during any calendar year, any
3 United States citizen or resident receives any covered gift
4 or bequest, there is hereby imposed a tax equal to the
5 product of—

6 “(1) the highest rate of tax specified in the
7 table contained in section 2001(c) as in effect on the
8 date of such receipt (or, if greater, the highest rate
9 of tax specified in the table applicable under section
10 2502(a) as in effect on the date), and

11 “(2) the value of such covered gift or bequest.

12 “(b) TAX TO BE PAID BY RECIPIENT.—The tax im-
13 posed by subsection (a) on any covered gift or bequest
14 shall be paid by the person receiving such gift or bequest.

15 “(c) EXCEPTION FOR CERTAIN GIFTS.—Subsection
16 (a) shall apply only to the extent that the covered gifts
17 and bequests received during the calendar year exceed
18 \$10,000.

19 “(d) TAX REDUCED BY FOREIGN GIFT OR ESTATE
20 TAX.—The tax imposed by subsection (a) on any covered
21 gift or bequest shall be reduced by the amount of any gift
22 or estate tax paid to a foreign country with respect to such
23 covered gift or bequest.

24 “(e) COVERED GIFT OR BEQUEST.—

25 “(1) IN GENERAL.—For purposes of this chap-
26 ter, the term ‘covered gift or bequest’ means—

1 “(A) any property acquired by gift directly
2 or indirectly from an individual who, at the
3 time of such acquisition, was an expatriate, and

4 “(B) any property acquired by bequest, de-
5 vise, or inheritance directly or indirectly from
6 an individual who, at the time of death, was an
7 expatriate.

8 “(2) EXCEPTIONS FOR TRANSFERS OTHERWISE
9 SUBJECT TO ESTATE OR GIFT TAX.—Such term shall
10 not include—

11 “(A) any property shown on a timely filed
12 return of tax imposed by chapter 12 which is a
13 taxable gift by the expatriate, and

14 “(B) any property shown on a timely filed
15 return of tax imposed by chapter 11 of the es-
16 tate of the expatriate.

17 “(3) TRANSFERS IN TRUST.—Any covered gift
18 or bequest which is made in trust shall be treated
19 as made to the beneficiaries of such trust in propor-
20 tion to their respective interests in such trust (as de-
21 termined under section 877A(f)(3)).

22 “(f) EXPATRIATE.—For purposes of this section, the
23 term ‘expatriate’ has the meaning given to such term by
24 section 877A(e)(1).”

1 (2) CLERICAL AMENDMENT.—The table of
2 chapters for subtitle B of such Code is amended by
3 inserting after the item relating to chapter 13 the
4 following new item:

“CHAPTER 13A. Gifts and bequests from expatriates”.

5 (c) DEFINITION OF TERMINATION OF UNITED
6 STATES CITIZENSHIP.—Section 7701(a) of such Code is
7 amended by adding at the end the following new para-
8 graph:

9 “(48) TERMINATION OF UNITED STATES CITI-
10 ZENSHIP.—

11 “(A) IN GENERAL.—An individual shall
12 not cease to be treated as a United States citi-
13 zen before the date on which the individual’s
14 citizenship is treated as relinquished under sec-
15 tion 877A(e)(3).

16 “(B) DUAL CITIZENS.—Under regulations
17 prescribed by the Secretary, subparagraph (A)
18 shall not apply to an individual who became at
19 birth a citizen of the United States and a citi-
20 izen of another country.”

21 (d) CONFORMING AMENDMENT.—Paragraph (1) of
22 section 6039G(d) of such Code is amended by inserting
23 “or 877A” after “section 877”.

24 (e) CLERICAL AMENDMENT.—The table of sections
25 for subpart A of part II of subchapter N of chapter 1

1 of such Code is amended by inserting after the item relat-
2 ing to section 877 the following new item:

“Sec. 877A. Tax responsibilities of expatriation.”

3 (f) EFFECTIVE DATE.—

4 (1) IN GENERAL.—Except as provided in this
5 subsection, the amendments made by this section
6 shall apply to expatriates (within the meaning of
7 section 877A(e) of the Internal Revenue Code of
8 1986, as added by this section) whose expatriation
9 date (as so defined) occurs on or after the date of
10 action on this Act by the Committee on Finance of
11 the Senate.

12 (2) GIFTS AND BEQUESTS.—Chapter 13A of
13 the Internal Revenue Code of 1986 (as added by
14 subsection (b)) shall apply to covered gifts and be-
15 quests (as defined in section 2681 of such Code, as
16 so added) received on or after the date of action on
17 this Act by the Committee on Finance of the Senate,
18 regardless of when the transferor expatriated.

○