

Brown Carolyn N

From: Kirkland Glenn P
Sent: Tuesday, May 15, 2007 8:21 AM
To: Durbaia R Joseph; Brown Carolyn N
Subject: FW: Forms 8903 and 8913 ICB burden -- revised volume estimates for review

Add to file for these ICRs.

Thanks,
 Glenn

From: Hunt, Alexander T. [mailto:Alexander_T._Hunt@omb.eop.gov]
Sent: Monday, May 14, 2007 7:03 PM
To: Guyton John; Kroening, Linda M.
Cc: Hedemann Janice M; Kirkland Glenn P; Sottile Sue M; Tavenner Carolyn A; Lee Wu-Lang; Allen.Lerman@do.treas.gov; Susan.Nelson@do.treas.gov; john.mcclelland@do.treas.gov; Robert.Dahl@do.treas.gov; Williams David R; Bayder Helene B; Potter, Rachel F.; Larson, Lauren
Subject: RE: Forms 8903 and 8913 ICB burden -- revised volume estimates for review

John et al -- Thanks for providing these revised estimates. We will use these updated estimates in the forthcoming ICB.

Glenn/Robert -- Please submit non-substantive change requests that adjust the burden to reflect the revised volume and burden numbers.

From: Guyton John [mailto:John.Guyton@irs.gov]
Sent: Friday, May 11, 2007 1:23 PM
To: Kroening, Linda M.
Cc: Hunt, Alexander T.; Hedemann Janice M; Kirkland Glenn P; Sottile Sue M; Tavenner Carolyn A; Lee Wu-Lang; Allen.Lerman@do.treas.gov; Susan.Nelson@do.treas.gov; john.mcclelland@do.treas.gov; Robert.Dahl@do.treas.gov; Williams David R; Bayder Helene B
Subject: Forms 8903 and 8913 ICB burden -- revised volume estimates for review

Hi Linda --

I believe Alex has already addressed your first question below.

In response to your second two questions, I have provided the attached spreadsheet with updated CY2007 estimates of 300K and 2.4M non-business taxpayers for Forms 8903 and 8913, respectively.

If fiscal year estimates are needed we will need to modify the volume estimates and resign ourselves to talking about 8913 again in next year's ICB.

These estimates, while substantially below what was expected, reflect the current best estimates based on available actuals for 8913 from last year and partial year data from this filing season for both forms.

Quantifying the impact of the take up rate for these two credits required a fair bit of professional judgment, but I believe I was well guided in this regard.

I would like to thank David Williams, Carolyn Tavenner and her staff, along with Allen Lerman, Susan Nelson, and John McClelland from OTA, for support of my staff with data and assistance with the estimates.

Per Alex's request, I have also updated and attached the relevant IRS chapter of the ICB to reflect these changes (except as noted) and expanded the TETR section to add discussion of 1040-EZ-T.

My suggested changes are tracked to assist your review. Please let me know if you have questions or if my forecasting staff may be of further assistance.

5/15/2007

-- John

John Guyton
 Chief, Forecasting & Service Analysis
 IRS NHQ Office of Research
 IRS:RAS:R
 202 874 0607

From: Kroening, Linda M. [mailto:Linda_M._Kroening@omb.eop.gov]
Sent: Thursday, May 03, 2007 5:45 PM
To: Guyton John
Cc: Hunt, Alexander T.; Hedemann Janice M
Subject: RE: Form 8913 burden

Hi John, me again. We need some additional info. re: the burdens so that hopefully we can explain them better in the report. So anything you can give us re: the following questions is much appreciated.

1. Can we quantify how much of the projected increase from 05 to 06 is from the shift in methodology?
2. For the manufacturing production credit, where did the 27 million filers come from? It seems high for # of manufacturers although I recall that the way the statute defined "manufacture" was really loose. But if you could give us some idea how you got that number.
3. For the Form 8913, could you give us the numbers of individuals we thought would/could use the form? Same for non-individuals?

We are running out of time to revise the report so anything you can get to us sooner rather than later will help. Thanks much.

PS – Hi Janice.

From: Guyton John [mailto:John.Guyton@irs.gov]
Sent: Thursday, May 03, 2007 12:51 PM
To: Kroening, Linda M.
Cc: Hunt, Alexander T.; Hedemann Janice M
Subject: RE: Form 8913 burden

Hi Linda --

The burden shown for 8913 is only for the business use of this dual use form. The individual portion is rolled up in the 1040-series burden estimates. Only the individual portion is derived from the Individual Taxpayer Burden Model. The business portion -- and thus the published 8913 estimate -- are from the old ADL methodology administered by Forms and Publications. My understanding is that most of the taxpayers using 8913 are businesses as most individuals elected the standard amount. I should also add that the ICB is typically developed prior to the filing season and thus reflects the expected volume for a particular form. I think it is no secret that the actuals for TETR-related activity have come in well below expectations. The originally projected volume contributes significantly to the large 8913-related spike. In contrast, and only due to an accident of this year's production schedule, the individual taxpayer TETR provisions were scored based on updated volume estimates from the middle of the filing season. As such they do not reflect the high volume assumptions used for the 8913, or that we might have use prior to the start of the filing season. You are welcome to give me a call if you'd like me to clarify this further. I am on a call until 2:30 but available later today.

5/15/2007

-- John

Chief, Forecasting & Service Analysis
IRS HQ Office of Research
IRS:RAS:R
202 874 0607

From: Kroening, Linda M. [mailto:Linda_M._Kroening@omb.eop.gov]
Sent: Thursday, May 03, 2007 12:13 PM
To: Guyton John
Subject: Form 8913 burden

Hi John, I understand that a big spike in the paperwork burden this year relates to the Form 8913 for telephone excise tax. How does the model work in estimating that? Does it calculate the burden based on taxpayers eligible to claim the refund? So that all those that chose the safe harbor \$30 would be in the original burden estimate? Thanks.

5/15/2007

2007 ICB proposed revisions	estimated CY2007 volume	avg time burden (hours)	total time burden (hours)*
8903 business	300,000	31.88	8,700,000
8913 business & tax exempt	2,400,000	28.19	67,600,000

Source: volumes -- IRS:RAS:R, avg burden -- IRS Forms & Pubs

* Total may not match product of components due to independent rounding.

Chapter 3. Recent Developments in Taxpayer Burden

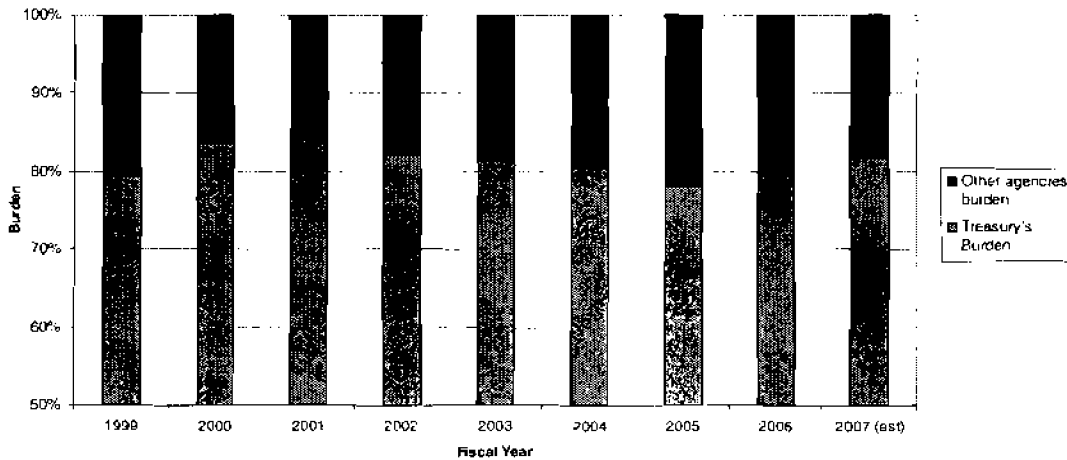
A continuous theme in OMB's annual reports to Congress on the Paperwork Reduction Act has been the predominant role played by the Internal Revenue Service (IRS) in the Federal government's information collection activities. Due to the nature of the Federal income tax system, IRS affects the lives and businesses of Americans like no other agency. Accordingly, in FY 2006 IRS again accounted for a large share (79 percent) of the Federal government's reporting burden on the public. As we report in this year's ICB, significant changes in IRS burden have affected the government totals.

As shown in Figure 6, Treasury's share of all PRA burden (made up almost entirely of IRS burden hours) has been close to 80 percent since FY 1999. IRS experienced a slight downward trend in burden over the past four fiscal years. This trend stopped in FY 2006 with an increase in IRS burden that is expected to continue in FY 2007. While IRS administers a large number of information collections that are subject to the PRA, three collections in particular explain much of the current developments in taxpayer burden. This chapter discusses these three collections—a new form introduced in FY 2006, a pair of related forms that will be used only once by taxpayers in FY 2007, and the individual tax return, which was the focus of significant burden estimation and accounting changes in FY 2006.

Comment [191]: Need to review this comment, the percentages cited above, Figure 6, and other impacted chapters for changes conforming to those made below in this chapter.

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Figure 6. Treasury Burden as a Percentage of All Burden, FY 1999 – FY 2007



Form 8903: Domestic Production Activities Deduction

The American Jobs Creation Act of 2004 created the Domestic Production Activities Deduction, a tax benefit for certain domestic production activities. The new deduction provides a tax savings against income attributable to domestic production activities, and is available for tax years beginning after December 31, 2004.

Qualified production activities include manufacturing, producing, growing, and the construction and substantial renovation of real property. The production of certain films is also a qualifying activity as are certain engineering or architectural services.

To help taxpayers calculate this deduction, IRS created Form 8903. Due to the complexity of the form and length of the instructions, IRS estimates that the average time to complete it for non-individual taxpayers is almost 32 hours. With approximately 300 thousand non-individual taxpayers expected to prepare and file Form 8903, IRS estimates that the total burden of the new form is 8.7 million hours for this population.

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Forms 8913 and 1040-EZ-T: The Telephone Excise Tax Refund

The telephone tax refund is a one-time payment available to taxpayers filing a 2006 Federal income tax return. It is intended to refund previously collected Federal excise taxes on long-distance or bundled service. It is available to anyone who paid such taxes on landline, wireless, or Voice over Internet Protocol (VoIP) service. IRS is refunding the taxes paid on long-distance or bundled service billed to taxpayers for the period after Feb. 28, 2003, and before Aug. 1, 2006.

To understand the reasons behind this tax refund and the creation of Forms 8913 and 1040-EZ-T, one must begin with a three percent excise tax that was instituted in 1898 to finance the Spanish-American war, and that had been legally collected for many years. Due to recent changes in the telecommunications industry, part (but not all) of this tax was no longer applicable. The applicability of the tax became the subject of debate, and was ultimately resolved by the courts.

Until the matter was resolved by the courts, the IRS continued (appropriately) to collect the taxes, and would have continued collecting them if the IRS had ultimately prevailed in the court cases. Once the issue had been resolved by the courts, however, IRS needed to stop collecting the excise tax and make refunds of already-paid taxes (back to the date of the initial court cases, which was over three years ago).

While the availability of this refund was good news for taxpayers, the burden of calculating and claiming the refund can be significant. To assist taxpayers eligible for this one-time credit, IRS created Form 8913, Credit for Federal Telephone Excise Tax Paid. IRS assumes that nearly 2.4 million non-individual filers will file Form 8913, with an average burden of over 28 hours per filer. The large average burden is due to the

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complexity of calculating the credit or refund. Filers, for example, must have phone records for each month of the refund period for which a credit or refund is requested, and they must calculate the interest due on the refund. To reduce this burden, IRS developed a Business and Nonprofit Estimation Method that requires only six consecutive months of phone records. Even with this method available to many taxpayers, the aggregate burden for non-individual taxpayers for this one-time collection is 67.6 million hours.

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Burden associated with the telephone excise tax incurred by individuals is covered under control number 1545-0074, with the exception of certain individuals only filing a return for purposes of claiming the credit. To meet the needs of these taxpayers, whom would otherwise typically not need to file a return, IRS created Form 1040-EZ-T. This form is only used for claiming the telephone excise tax refund and is covered under control # XXXX-XXXX. Approximately one million individuals are expected to use this form with an average burden of almost two and a half hours. The aggregate burden for this one time collection, over 2.4 million hours, compares favorably with the higher burden that would have been required had these individuals been required to file a full income tax return in order to claim this credit.

Individual Tax Return Burden

As explained in last year's ICB, in FY 2006 IRS updated its burden estimation methodology for calculating the PRA burden of individual taxpayers. Under IRS' new Individual Taxpayer Burden Model (ITBM), the aggregate burden for all individual forms and schedules was estimated to be three billion hours. This total burden figure reflected the burden associated with Forms 1040, 1040A, 1040EZ, 1040NR, or 1040NR-EZ, and their associated schedules and other tax forms that can be attached to these forms. Under the new methodology, *all* forms used by individual income taxpayers are assigned a single control number: 1545-0074.

The new three billion hour burden estimate was 1.44 billion hours higher than was previously assigned to Control Number 1545-0074. Much of this increase was due to double counting of individual burden that had previously been accounted for in separate information collections. Previously, each individual tax form was assigned a separate control number, and each had a separate burden estimate. As noted above, the previously separate burden estimates from other control numbers are now included under Control Number 1545-0074. As a result, IRS has had to (1) discontinue OMB's approval of individual tax forms now covered under 1545-0074 and (2) adjust the burden of "dual-use" forms (i.e., those filed by both individual and non-individual taxpayers) to reflect the fact that the portion of burden imposed on individual taxpayers is now accounted for under 1545-0074.

In last year's ICB, OMB reported that approximately 1.19 billion hours of the 1.44 billion hour increase was due to double-counting. Since then, IRS has reviewed the burden accounting changes and found that 93 million of the 1.19 billion hours was previously accounted for under Control Number 1545-0074, and should not have been considered

double counting. With this change, the total adjustment increase in individual taxpayer burden in FY 2006 was approximately 343 million hours, instead of 250 million hours. This adjustment increase, however, reflects a new *estimate of burden*, not an actual *change in burden* imposed on taxpayers. For FY 2007, IRS estimates that the total burden imposed on individual taxpayers is 3.31 billion hours.

Annual burden changes estimated by ITBM reflect the three major PRA categories of change: statutory changes, IRS discretionary changes, and adjustments. Statutory changes are reflected in the model by changing tax parameters (such as the amount of the AMT exemption for married taxpayers filing jointly) and by making adjustments to the model code and input data to reflect new provisions. IRS discretionary changes are reflected in the model by changing administrative parameters (such as the documentation requirements for claiming a deduction for certain charitable contributions) and by editing the compliance burden attributes associated with the forms, instructions, and publications to reflect any changes. Adjustments made using ITBM fall into three major subcategories: (1) a change in the number of filers due to population or economic changes; (2) changes in the Consumer Price Index and other inflation and wage growth adjustment factors; and (3) changes from technical adjustments made during the process of inputting updated data into the model. Each year, an updated input data file is incorporated into the model as the new data become available. The combination of these three components determines the annual adjustment in reported burden.