

By email: prebudgetsubs@treasury.gov.au

29 January 2021

Dear Sir/Madam,

2021-22 PRE-BUDGET SUBMISSIONS

BDO refer to the invitation by the Assistant Treasurer and Minister for Housing in a media release on 27 November 2020, to submit ideas and priorities for the 2021-22 Federal Budget and welcome the opportunity to lodge a submission.

BDO takes this opportunity to call on the Government to take heed of the many calls for tax reforms and regulation simplification coming from tax, accounting and legal professions, businesses and industry bodies.

BDO's 2021-22 pre-budget submission therefore, urges the Government to reinvigorate the tax reform agenda with a focus on how the tax system can be simplified, be more equitable and efficient (acknowledging there are conflicting aspects of these three goals).

Tax reform is not just about tax cuts, it entails a rational identification of how all aspects of the tax system interact with each other and with the economy and to identify how to ensure the appropriate amount of tax is collected from the right entities without causing much distortion to the economy. Our major recommendation is the re-ignition of the tax reform process, not as one off but rather as an ongoing process, that sees tax reform as a Government priority. The remainder of our recommendations are issues that we recommend be considered as part of the holistic tax reform process.

BDO's recommendations for taxation priorities for the 2021-22 Budget are summarised below and elaborated upon in the Appendix.

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Tax reform	#1 - The Australian tax reform process needs to be re-ignited with a holistic review of all Federal and State taxes and steps towards establishing an independent Tax Reform Commission that has an ongoing role to develop tax reforms recommendation for the Government.	4
	#2 - Certain changes to income tax laws which have been the subject of prolonged review and discussion such as the Controlled Foreign Company rules should be implemented. The prolonged process of re-enacting the provisions of the <i>Income Tax Assessment Act 1936</i> (ITAA 1936) into the <i>Income Tax Assessment Act 1997</i> (ITAA 1997) should also be expedited.	4
Company Tax	#3 - In light of recent events impacting the Australian economy, there should be a clearer plan on how the proposed large business corporate tax rate cuts will be beneficial to the Australian economy including in attracting international capital to develop our economy.	5

Dividend Imputation	#4 - The imputation system should be reviewed to identify its effect on debt and capital markets and whether it affects company's decisions to either invest their profits or pay franked dividends.	5
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Superannuation	#6 - Capping of superannuation contributions should be reviewed with the benefit of research into the effect of such capping on superannuation income stream adequacy and also consider the replacement of annual contribution caps with a lifetime contribution cap.	6
Small to medium businesses	#7 - Small and medium-sized enterprises (SMEs) should be given a 'safe harbour' in respect of the application of s45B of the ITAA 1936 where they undertake a demerger under Division 125 of the ITAA 1997.	7
	#8 - The structures used by SMEs should be reviewed and the establishment of a "small business company" concept introduced, allowing small business companies to choose to be taxed like partnerships; and/or allow trusts to choose to be to be taxed like companies.	7
	#9 - There should be simplification of small business concessions, even if it means losing some concessions.	9
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Loss Integrity Measures	#14 - Consideration should be given to the removal of the quarantining of capital losses of companies where such companies are prepared to forgo any residual indexation of the cost base of their CGT assets.	11
Investment	#15 - The Government should consider introducing tax discount for individuals that applies across the board to all savings income and capital gains which should be done in conjunction with a review of both the CGT discount, CGT small business concessions & imputation.	13
Employment Taxes	#16 - Consideration should be given to a repeal of the FBT, with fringe benefits, instead assessed to employees as salary and wages. This should be done in a way so as not to disadvantage not-for-profit entities that currently rely on FBT concessions to attract staff.	12
	#17 The Government should change the law regarding car parking fringe benefits to reverse the ATO's view of car parking fringe benefits after the decision in Commissioner of Taxation v Qantas Airways Limited [2014] FCAFC 168 (Qantas) and reinstate the position as per the ATO view in previous TR 96/26 (now withdrawn). Alternatively, fringe benefits tax should only be imposed on car parking if it forms part of the taxpayer's salary packaging	

	arrangement. This is proposed as a simplification measure in areas such as the CBD or city centres.	
State Taxes	#18 - The Federal Government should seriously negotiate with the State Governments to reform their inefficient taxes, particularly payroll tax and stamp duties.	14
GST	#19 - The GST rate should be increased and the base broadened in line with other jurisdictions.	15
Trusts	#20 - The review and reform of the rules around taxing trustees and beneficiaries should be reviewed with urgency.	15
	#21 - Section 99B of the ITAA 1936 should be revised so that it does not apply when accumulated foreign source income is paid to an Australian resident beneficiary who was a non-resident when the trustee derived the income. This provision should be redrafted so that it applies only to the mischief it was aimed at.	16

Should you have any questions, or wish to discuss any of the comments made in our submission, please do not hesitate to contact me on 02 9240 9736 or lance.cunningham@bdo.com.au.

Yours sincerely

Lance Cunningham

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APPENDIX

TAX REFORM

Recommendation #1

The Australian tax reform process needs to be reignited beginning with a holistic review of all the taxes in both the Federal and State tax systems. The Government should also establish an independent Tax Reform Commission that has an ongoing role to develop tax reforms recommendation for the Government. This tax reform process should start with a fundamental review of the interactions between the various taxes and the rest of the economic and social policies of the country.

BDO have been calling for a holistic review of the Australian tax system for many years. In our opinion, the major view that underpins the need for holistic tax reform is to produce an unambiguous tax system that also provides a fair and efficient means of revenue for the Australian Federal and State Governments. This means that where there are tax concessions provided, they need to translate into increased productivity and opportunity.

Changes to tax rates should also not, on their own, be seen as tax reform. There have been too many instances in Australia as well as overseas, where reductions in tax rates have been sold as tax reform. Changes in tax rates, both increases and decreases, should be seen as an ongoing fiscal policy mechanism the Government uses to make adjustments to the economy to take account of inflation, recessions, international tax rate comparisons and government spending requirements. Tax reform should instead be seen as a review and amendment of how all the various elements in the tax system interact with each other and the economic and social aspects of the society. The tax reform process should consistently review these interactions to ensure as much as possible, that the tax system reflects the fundamental aim of all tax policy makers being to have a simple, efficient and fair tax system.

In terms of practical steps, at a high level there are two steps that need to be taken urgently. Firstly, there is a need to examine Australia's many different types of taxes and rationalise them where possible. Secondly an independent 'Tax Reform Commission' should be established that would ensure that the journey of tax reform remains an ongoing process.

Recommendation #2

The Australian Federal taxation laws are overly complex and certain income tax laws that have been the subject of prolonged review and discussion such as the Controlled Foreign Company rules, should now be implemented. In addition the prolonged process of re-enacting the provisions of the Income Tax Assessment Act 1936 (ITAA 1936) into the Income Tax Assessment Act 1997 (ITAA 1997) should also be expedited.

Changes to the income tax laws, which have been the subject of prolonged review and discussion for years, should be progressed and implemented. In this regard, BDO particularly single out the controlled foreign company (CFC) rules, which have been the subject of a lengthy review undertaken by the Board of Taxation and then Federal Treasury. The most recent review of the CFC provisions commenced under the auspices of the Board of Taxation in 2006. It was subsequently the subject of a number of Discussion Papers released by the Board and by Treasury, culminating in the release of exposure draft legislation in February 2011. The resulting reforms are now well overdue.

The Federal income tax laws are overly complex and need simplification. To this end the prolonged process of re-enacting the provisions of the ITAA 1936 into the ITAA 1997 should be expedited. The re-enactment of Australia's income tax legislation from the ITAA 1936 to the ITAA 1997 is a project that is still far from over. Taxpayers face complexity in addressing their taxation affairs. The mere simplification and updating of the language of the Australian income taxation laws that will come with such a redraft is desirable.

COMPANY TAX

Recommendation #3

There should be a clearer plan on how large business corporate tax rate cuts will be beneficial to the Australian economy and in particular, an education and media plan to identify the importance of a reduced corporate tax rate to ensure Australia is competitive in attracting international capital to develop our economy. Further, communication should be increased on whether the Government is committed to these tax cuts in light of recent major events.

The 30% company tax rate for larger-sized companies is markedly higher than most other OECD countries including New Zealand, South Korea, US, UK and even Norway. Australia's corporate tax rate of 30% is more than 6% above the OECD average. It is commendable that the Government lowered company tax rate for SMEs (base rate entities) to 27.5% for the 2019-20 income year and 25% for 2021-22. These lower company rates are however likely to mostly benefit companies owned by Australian individuals and will not adequately deal with the competitive disadvantage the 30% company tax rate Australian has for the larger foreign owned companies investing in Australia. It is these larger foreign owned companies that will be affected most by Australia's uncompetitive corporate tax rates, as they are more likely to have mobile capital that can be moved out of Australia and to countries with more competitive corporate tax rates.

In light of the economic conditions caused by the COVID-19 pandemic the introduction of a flat 25% income tax rate for all corporates can be seen as an economic stimulus measure to encourage businesses to invest in additional labour and capital resources. This is particularly important with the proposed cutback and/or elimination of other economic stimuli such as JobKeeper, JobSeeker and JobMaker.

DIVIDEND IMPUTATION

Recommendation #4 -Review of Imputation system

The imputation system should be reviewed to identify its effect on debt and capital markets; whether it affects company's decisions to either invest their profits or pay franked dividends; whether it is providing appropriate benefits to taxpayers equally and to determine who is getting the benefits and if it is to the detriment of others.

The dividend imputation system has been very popular amongst Australian resident investors. The abolishment or modification of dividend imputation to fund company tax rate cuts is not popular as many Australians feel it should not be changed as it provides an incentive for Australians to invest in local companies. Therefore, any changes to the system need to be done carefully and with a good education program identifying the reasons and benefits of such a change. Below are some issues that could be considered in any review of the imputation system.

There are arguments that the imputation system distorts the capital/debt markets and motivates companies to maintain high dividend payout ratios with a built-in disincentive for companies to invest their profits to expand their businesses, and puts a relative penalty on overseas investments by Australian companies. Many other developed countries have disbanded their imputation systems and most have replaced it with a discount for investment income and capital gains. This could be considered as an alternative to the Australian dividend imputation system.

The dividend imputation system was introduced to stop double taxation of company profits on payment of dividends. However, this only applies in the case of resident taxpayers receiving distributions of Australian company profits. Foreign investors do not receive the benefit of imputation credits. Although the foreign investors do not have withholding tax deducted from franked dividends this is not much benefit to most of them as their home jurisdictions would generally give them foreign tax credits for the Australian withholding tax.

It has been argued that this causes an inequity between local investors and those from overseas and would discourage foreign investors from investing in Australia. However, these arguments are not supported by any technical analysis. While the imputation system does give an advantage to resident shareholders, it does not provide a disadvantage to foreign investors as they are not in any worse position (and in some cases better position) than they would be if the imputation system was abolished and withholding tax was therefore applicable to the Australian dividends they receive. BDO considers that removing dividend imputation will not increase foreign investment into Australia, but it may encourage Australian companies to use its profits to reinvest rather than being encouraged to payout profits as franked dividends.

The refundability of imputation credits should also be reviewed. It is generally accepted by many expert tax commentators that the refund of imputation credits is not good tax policy. However, because this policy has been in place for more than a decade, any change to this policy would need to be done carefully with transitional rules that allow investors who have made investments in good faith based on this policy to rearrange their investment portfolios to account for any new policy.

Recommendation #5 - Review the 45 day rule

The 45-day rule applies too broadly and should be revised so that it only applies to the specific situations it was meant to stop and is re-written into the ITAA 1997. BDO also notes that the 45-day rule relies on repealed legislation from the 1936 Act, which is difficult to find and its wording is ambiguous and difficult to read and this should be addressed as part of any rewrite.

The 45-day rule for claiming of franking credits requires resident taxpayers to hold shares at risk for at least 45 days (90 days for preference shares, not including the day of acquisition or disposal) in order to be entitled to franking credits. This rule was brought in to counter inappropriate schemes for the trading in franking credits but its application is so wide that it affects many arrangements that do not relate to franking credit trading. In addition, the provisions for the 45 day rule are contained in repealed section of the ITAA 1936. As part of the review of the 45 day rule any replacement provisions should be included in the ITAA 1997.

SUPERANNUATION

Recommendation #6 - Increase contribution caps

The level at which contributions caps are currently set does not appropriately incentivise Australians to save for their own retirement. Therefore the capping of superannuation contributions should be reviewed with the benefit of research into the effect of such capping on superannuation income stream adequacy for the current population of workers and not based on any disproportionate advantage that some current retirees may have been able to obtain from previous policy defects of the superannuation regime. The Government could consider the replacement of annual contribution caps with a lifetime contribution cap.

Taxpayers do not appreciate the continual ‘tinkering’ with the superannuation tax system and the level at which contributions caps are currently set does not appropriately incentivise them to save for their own retirement. In particular, they are concerned that the contributions cap restricts them from saving for their retirement during their later years of working, generally in which such saving is financially affordable for them.

Whilst many taxpayers save for their retirement progressively during the years that they are earning income, it is simply not affordable for the vast majority of the taxpaying community to do so. With the costs of mortgages, raising and educating children taking almost all of most taxpayer’s funds during their early and middle income producing years, most of them do not have the extra funds to put into retirement savings until towards the end of their working lives. Over the last 10 years, the concessional superannuation contribution cap for older workers has reduced by three quarters from \$100,000 p.a. to \$25,000 p.a. (the same cap as for all other workers).

The Government’s recent Retirement Income review indicated that there are small number of retirees that were able to build up substantial balances in their superannuation accounts during the previous years when there were no or substantially higher contribution caps. There is a perception that the reduction of the contribution caps is in some way rectifying this anomaly. However, the cutting of the contribution caps to such low levels now does nothing to mitigate the possible policy defects that allowed the small number of retirees to take inappropriate advantage of the superannuation system.

BDO submits that the level at which the concessional contributions cap is set should be reviewed in light of evidence (either to be collected or, if already collected, to be made public) on the adequacy of such savings for a range of scenarios having regard to the effect of capping on the current population of workers who are currently having contributions made to superannuation funds and not based on the people who have obtained a distortional advantage out of the superannuation regime.

As an alternative, the annual contribution cap process could be replaced with lifetime concessional contribution cap including appropriate transitional arrangements. The lifetime cap number should be meaningful to allow a person and their family to be self-sufficient in retirement.

SMALL TO MEDIUM ENTERPRISES

Recommendation #7 - Section 45B safe harbour form SME demergers

Where a SMEs undertake demergers under Division 125 of the ITAA 1997 they find it very difficult to satisfy s45B of the ITAA 1936 and therefore are taxed on the ‘demerger dividend’ under s45B of the ITAA 1936. SMEs should therefore be given a ‘safe harbour’ in respect of the application of s45B of the ITAA 1936 where they undertake a demerger under Division 125 of the ITAA 1997.

SMEs should be given a ‘safe harbour’ in respect of the application of s45B of the ITAA 1936 where they undertake a demerger under Division 125 of the ITAA 1997. Where s45B applies in respect of a demerger it, in conjunction with s45BA, operates to deny the recipient of a demerger dividend the concessional treatment accorded such amounts where they are received as part of a demerger under Division 125 of the ITAA 1997. It has been our experience that the ATO will rarely, if ever give a ruling that s45B will not be triggered where a SMEs conducts a demerger under Division 125.

Demergers result in no economic change to the underlying ownership of assets. As such, concessions are available to make structures more efficient and allow for the splitting of incompatible business operations from one another. The existing general anti-avoidance provisions are sufficient to deal with the tax mischief of demergers undertaken for other reasons. Accordingly, there is an argument that more definite criteria should be specified for the application of s45B to demergers, at least where they are undertaken by SMEs. A ‘bright line’ test, similar to the three-year holding rule under the small business restructure rollover, should be considered.

More definite criteria should also be specified for the application of s45B to demergers, at least where they are undertaken by SMEs.

BDO notes that at time of writing this submission, the Board of Taxation is seeking submissions in response to a consultation paper on replacing a number of the CGT restructure rollovers in ITAA 1997, including the Division 125 demerger rollover, with a “general business rollover”. BDO broadly supports this proposal as it promotes the simplification of CGT rollovers and would contribute to resolving some of the other issues identified in this consultation paper.

Recommendation #8 - review SME structures

The structures used by SMEs should be reviewed and the establishment of a “small or medium business company” concept introduced, allowing small business companies to choose to be taxed like partnerships; and/or allow trusts to choose to be to be taxed like companies.

SMEs utilise various types of structures including sole traders, partnerships, trusts and companies. Most of these structures have complex tax and other legal rules that can cause real risks for many small businesses. Unfortunately, many of these small businesses and some of their advisers are not aware of all these risks. There are a number of alternatives that could be considered to help small businesses to comply with their tax requirements. Some of these are discussed below:

‘Small or medium business entity’

A common cause of frustration for small to medium business entities is that they are subject to the same technical requirements as their much larger competitors, without having access to the resources that their competitors have to manage compliance with these provisions. Therefore a new official definition of a ‘small or medium business entity’ should be introduced for the purpose of identifying these entities and providing taxation safe harbours to small, entrepreneurial entities so that in their early stages they can concentrate on growing their businesses rather than complying with technical tax legislation.

This concept of ‘small or medium business entity’ could be either just for tax purposes or it could be introduced into the *Corporations Act 2001* (Cth) so it could be used more generally to identify small or medium business entities for other purposes.

BDO also recommends including a list of Divisions in the ITAA 1997 that this new entity type would be exempt from in the Tax Acts. This should further reduce compliance costs for these types of entities as

these entities that are registered as small to medium enterprises, for example in the *Corporations Act 2001*, will be entitled to exemptions if they are registered as one of these entities.

This definition would provide safe harbour treatment in relation to a number of technical tax matters, such as thin capitalisation, the CFC rules, transfer pricing, the debt/equity rules (the turnover threshold for 'debt treatment' of interest free shareholder loans was the provision upon which this suggestion is modelled) and application of various FBT exemptions i.e. the small business car parking exemption where there is an existing similar exemption.

The nature of the safe harbours should also be the subject of consultation but should be designed to be easy to apply, 'bright line' tests to give taxpayers the required certainty. The required definitions could be incorporated into the existing Division 328 and would therefore require aggregation of turnovers of connected entities and affiliates which would act as an integrity measure. BDO propose that the turnover threshold initially be set at \$20 million per year to align with the R&D refundable tax offset limit, but that this should be subject to 3 yearly reviews, in line with the recently enacted legislation regarding the review of the quantum of a penalty unit under *the Crimes Act 1914* (Cth). Other similar thresholds (such as the small business entity threshold and the \$6 million maximum net asset value test threshold) should be similarly subject to periodic review.

Small companies taxed as partnerships

As an alternative to a small business company, small companies could be allowed the right to choose to be taxed as a partnership. Many small companies are set up only to provide asset protection for the business operators and generally most of the profits are distributed to the company shareholders each year. If companies could elect to be treated as a partnership it would cut out many complex tax integrity rules associated with companies and their shareholders. There would be a material saving in compliance costs for many small companies and their shareholders if they could elect into being taxed on a transparent basis in a manner similar to partnerships. A model for such an approach is provided by the tax treatment of 'S-corporations' in the United States.

Trusts taxed as companies

Trust estates could also be allowed a right to choose to be taxed as a company. While we would be slow to advocate such a mandatory approach applying to trusts generally, there might be a case for allowing trusts to opt into such an approach.

Many small businesses in this country use a structure that is a combination of a trust and a company as it gives them flexibility and in many cases assets protection. However, that structure requires small business to deal with some of the most complex provisions in the tax system including the trust taxing provisions and Division 7A for private company loans, payments and debt forgiveness to shareholders and associates. Removing this burden from such taxpayers, by allowing elective corporate tax treatment to trusts, would alleviate this issue and is in line with the Board of Taxation's recommendation in its 2014 report into Division 7A.

Recommendation #9 -Small business tax concessions

There should be simplification of small business concessions, even if this means losing some concessions.

Current tax concessions for small businesses are too complex and should be simplified, even if it means some of the concessions are reduced. Most small businesses recognise trade-offs may be needed to obtain simplification of the small business concessions. The small business CGT provisions are one of the most complex pieces of tax legislation BDO have and it is very difficult for small business and their

advisers to understand and follow them correctly without specialist help. To provide another example, the small business company tax cut legislated in 2017 demonstrates how a simple tax measure intended to assist small businesses can become grossly over complicated with unnecessary confusion and complexity.

CAPITAL GAINS TAX

Recommendation #10 - CGT event E4

Where a beneficiary of a trust has CGT event E4 apply to it solely due to a tax timing difference, such CGT event should be reversed when the timing difference is reversed in a similar way to the rules for AMITs.

CGT event E4 applies where a holder of an interest in a trust receives a distribution from the trust which is not otherwise assessable. In those circumstances, the cost base of the beneficiary is reduced to the extent of the distribution, except where the distribution exceeds such cost base, with the amount of any such excess being a capital gain. Differences between the distributable profit of the trust and its s95 net income can be either permanent differences or temporary timing differences. An example of a temporary timing difference is where the depreciation rate for tax is higher than that used for accounting, resulting in a deferred tax liability. This usually results in a CGT event E4 and the reduction of the CGT cost base of the interest in the trust and possibly a CGT gain. Currently, apart from AMITs, when a timing difference is subsequently reversed, there is no reversal of CGT cost base reduction or reversal of the CGT event E4 capital gain that previously applied.

There is also an issue where a timing difference results in a deferred tax asset that is subsequently reversed. There is no increase in the CGT cost base of the units on creation of the deferred tax asset but on the reversal of the deferred tax asset it results in a CGT event E4 and a reduction of the CGT cost base and a possible CGT gain. For example, the accounting depreciation rate exceeding the taxation depreciation rate will result in a deferred tax asset, that when reversed may result in CGT event E4. This could be addressed by adding to the cost base of an interest in a trust where the amount assessed under Division 6 of Part III ITAA 1936 exceeds the amount of the relevant distribution.

Recommendation #11

The capital gains tax discount should be reviewed and reconsidered in relation to the effect on investment decisions and whether it is consistent with international comparisons.

The CGT discount is not a bad policy, however the level of the discount is generous and is open to abuse, therefore there have been various calls for change. Some of the options reportedly being considered by the Federal Government include decreasing the CGT discount to 25%, alternatively decreasing it to 40% as recommended by the 2008 Australia's Future Tax System Review (Henry Tax Review) only for property investments, or some other reduction in the CGT discount for property investments. Another option is completely removing the concession if the property is sold in the initial investment years and phasing the discount in after the investment has been held for some specified number of years.

There is also a good argument for abolishing the CGT discount and reintroducing the indexation of CGT cost bases. The indexation of CGT cost bases was replaced with the CGT Discount in 1999 at a time when inflation was relatively high and it was seen that the CGT discount would provide a reasonable offset for the loss of indexation. However, more recently there has been low inflation, therefore this approach could be reconsidered to see if it still appropriate. One of the other reasons for the replacement of the cost base indexation was because of the complex calculation required for a capital

gain. However, with most capital gains being calculated electronically these days this should not now be seen as so much of a problem. However, any change will require revisiting and reconsidering the previous system of capital gains tax calculations to understand relevant issues rather than leaping towards simplistic, arbitrary solutions.

CAPITAL ALLOWANCES

Recommendation #12 - Investment allowance

Investment allowance/accelerated depreciation/instant asset write-off rules should be permanently included in the Income Tax law with the ability of the Government to switch these allowances “on and off” as required by the current economic conditions.

A business investment allowance is a common tool used by Governments for economic stimulus. It can be either an additional tax deduction available for the purchase of plant, property and equipment or an acceleration of the depreciation deductions to encourage businesses to invest in income-producing business assets. Over the past calendar year and in response to the COVID-19 pandemic, we have seen multiple iterations of this allowance such as the evolution of the \$150,000 instant asset write-off into the more recent immediate expensing of assets regime with multiple eligibility criteria and added complexity. The reactive rollout of these new measures in a piecemeal fashion has created confusion for businesses or require businesses to seek tax advice with regards to what is currently in place and whether they are eligible to access these incentives. Further, businesses have needed to analyse what will take precedence depending on the date assets are purchased, held or installed ready for use in line with the requirement in Division 40 of the ITAA 1997, or more specifically with reference to the immediate expensing of assets, Subdivision 40-BB of the *Income Tax (Transitional Provisions) Act 1997* (Cth) (“ITTPA 1997”).

BDO recommends that investment allowance rules be permanently placed in the ITAA 1997 with the ability for the Government to switch the investment allowance “on and off” or changing the rate of allowance as is appropriate for the economic conditions at that time. This switching on or off could be done by either having a particular end date or a regular review of the end date. If particular changes are needed to the investment allowance rules to account for special conditions, it would be just a matter of amending the particular conditions in the rules instead of introducing or recreating new rules every time there is an event with a significant impact on the Australian economy. Further, this would reduce administration costs for many stakeholders as the drafting of the rules would occur only once. Therefore tax advisors, businesses and Government would be familiar with the rules and would not need to review, re-learn and re-communicate the rules each time they are utilised.

VALUE SHIFTING

Recommendation #13

The value shifting rules should be simplified and there should be a higher de-minimis thresholds. There are de-minimis rules that have the effect that where the value of a value shift is less than a set value, the value shifting rules will have no application, however these de-minimis levels are too low and have not been revised since they were introduced in 2002.

The general value shifting regime, introduced in 2002, is an enormously complex piece of legislation with important consequences for all taxpayers. Failing to consider the provisions can result in inadvertently triggering capital gains, either immediately or in the longer term.

BDO appreciates that the value shifting rules address arrangements that shift value out of assets, distorting the relationship between their market values and their values for tax purposes. Without a value shifting regime, these arrangements could encourage the creation of artificial losses and the deferring of gains. However, the rules are essentially not fit for purpose as there are some loopholes which taxpayers can utilise with the rules in their current form. The rules are essentially an overly complex process which tax advisors and businesses are required to review but mostly will not apply.

These rules, as well as being mechanical and prescriptive, can apply in situations where there is clearly no tax avoidance purpose and therefore should be simplified and made conceptual as opposed to prescriptive. Re-writing the rules in a form to reduce compliance costs and avoid confusion amongst advisors and taxpayers would be beneficial.

In the event that the Federal Commissioner of Taxation suspects there is a scheme undertaken by a taxpayer relating to the value shifting rules with a tax avoidance purpose, the simplification of the value shifting rules would not prevent the Commissioner from applying the anti-avoidance rules in Part IVA of the ITAA 1936.

LOSS INTEGRITY MEASURES

Recommendation #14 - Capital losses for companies

Consideration should be given to the removal of the quarantining of capital losses of companies where such companies are prepared to forgo any residual indexation of the cost base of their CGT assets.

Where a company realises a capital gain, it is often assessed and taxed to the company in an identical manner to the taxation of an equivalent revenue gain. Notwithstanding this, companies continue to be prohibited from deducting net capital losses from their assessable income of current or future years. This can result in the unsatisfactory situation of a company being assessed and taxed on taxable income while simultaneously carrying forward a 'quarantined' net capital loss.

Consideration should be given to the removal of the quarantining of capital losses of companies where such companies are prepared to forgo any residual indexation of the cost base of their CGT assets. The income tax legislation should be amended so that companies that elect to forgo indexation can deduct net capital losses, in the same way that they can deduct revenue expenses or losses. Provided a company is prepared to forgo any residual access to indexation of cost bases in respect of capital gains there appears no good reason for the continued quarantining of such capital losses.

Accordingly, the law should be amended so that such a company can immediately deduct such a capital loss, for all income tax purposes. Arguments that capital losses should continue to be quarantined because taxpayers can control the timing of such losses are not persuasive. The timing of an equivalent revenue loss on a similar revenue asset is similarly under the control of relevant taxpayers as are other deduction events such as the writing off of a bad debt. Contrived 'wash sales' can be adequately addressed by application of the general anti-avoidance rule in Part IVA.

INVESTMENT

Recommendation #15 - Investment discount

The Government could consider introducing a tax discount for individuals that applies to all savings income and capital gains, in conjunction with a review of both the CGT discount, CGT small business concessions & imputation.

Superannuation's tax-preferred status has enabled it to become the primary savings vehicle for most Australians. Whilst this has been very beneficial for retirement savings, it does little to recognise the necessity for individuals to save income outside of superannuation to afford major capital purchases during their working life. The Henry Review proposed that there should be a savings income discount available to individuals for non-business related net interest income, net residential rental income (including related interest expenses), capital gains (and losses) and interest expenses related to listed shares held by individuals as non-business investments. Such a recommendation may make investments outside of residential property (that is not the family home) and superannuation more attractive. To provide further incentive for Australians to work and invest we support the introduction of a savings income discount.

Such a discount could also incorporate the current CGT discount but at a level lower than the 50% rate. It could also be seen as a possible alternative to the current imputation system.

EMPLOYMENT TAXES

Recommendation #16 - Repeal FBT

FBT produces an onerous compliance burden on employers and inappropriate tax outcomes for employees who are on lower income tax marginal rates compared to the FBT rate. Consideration should be given to a repeal of the FBT, with fringe benefits instead assessed to employees as salary and wages. This should be done in a way so as not to disadvantage not-for-profit entities that currently rely on FBT concessions to attract staff.

The Fringe Benefits Tax (FBT) was introduced in 1986 in order to address a perceived shortcoming in the then existing income tax measures (s25(1) and s26(e) of the ITAA 1936) in appropriately taxing non-salary or wage benefits provided to employees by employers. An appropriate response would have been to amend the existing income tax legislation in order to ensure that such benefits were appropriately valued and assessed to the relevant employees. Instead, the Government at the time introduced a whole new tax regime which assessed and taxed the benefits to the employer providing the same. Additionally, it imposed a whole new compliance regime with returns and a taxation year quite different and separate from relevant income tax compliance obligations.

The current design and rate of FBT is such that it is implicitly assumed that employees paying the maximum marginal rate of income taxation should be indifferent as between receiving salary or wages or receiving the equivalent value in fringe benefits. However, the corollary of this is that FBT applies regressively, as it implicitly taxes benefits provided to earners of income whose marginal rates of income tax are less than the maximum marginal rate, at the maximum marginal rate. In other words, in addition to taxing the wrong taxpayer (being the employer rather than the employee), the tax can unfairly penalise the provision of fringe benefits to low income earners. In addition to the above, any alleged simplicity benefits which flow from assessing and taxing the benefits centrally to the employer rather than to the employee, have been substantially eroded by the requirement that the employer separately identify 'reportable fringe benefits' attributable to each employee and record the same on

PAYG payment summaries provided to the employee and the ATO. This is further exacerbated by the absence of tax consolidation in respect of FBT.

The current paradigm for FBT is also at odds with most other tax jurisdictions. Most other jurisdictions, appropriately, assess and tax to employees, fringe benefits supplied to such employees in respect of their employment. Notwithstanding this mismatch, Australia has made little or no effort to address the international economic double taxation of fringe benefits where they are provided in a “cross-border context”. Australian employers are assessed on FBT in respect of fringe benefits supplied to resident employees carrying out services in foreign jurisdictions which assess and tax employees in respect of the same benefits. Because FBT is not imposed under the Income Tax Assessment Acts and the persons upon whom the Australian and foreign taxes are imposed differ, Australia will provide no relief (under the Foreign Income Tax Offset measures in Division 770 of the ITAA 1997) from the effective double international taxation of the same benefit. FBT is also not a tax that is covered by the majority of double tax agreements (DTAs) which cannot be relied upon to provide relief from double taxation.

BDO recommend a complete repeal of the FBT with carve outs for the not-for-profit sector entities which rely on FBT concessions to compete with other prospective employers. Replacement concessions would need to be provided to maintain the status quo. If the FBT were not to be repealed, consideration should be given to measures aimed at reducing the tax’s compliance burden, such as allowing corporate groups to comply on a consolidated basis. If a repeal of the FBT was seen as not achievable, consideration should be given to measures aimed at reducing FBT compliance costs such as allowing consolidation of corporate groups for the discharge of FBT liabilities and compliance obligations.

Recommendation #17 - Car parking fringe benefits

The Government should change the law regarding car parking fringe benefits to reverse the ATO's view of car parking fringe benefits after the decision in Commissioner of Taxation v Qantas Airways Limited [2014] FCAFC 168 (Qantas) and reinstate the position as per the ATO view in previous TR 96/26 (now withdrawn). Alternatively, fringe benefits tax should only be imposed on car parking if it forms part of the taxpayer's salary packaging arrangement. This is proposed as a simplification measure in areas such as the CBD or city centres.

In Nov 2019, the Australian Tax Office (ATO) released draft Taxation Ruling TR 2019/D5 on car parking fringe benefits and withdrew TR 96/26 updating its view that existed for more than 20 years. The main concern with the new draft ruling is that it results in a significant increase in the number of car parks, such as shopping centre car parks and other car parks with similar arrangements such as hospitals, airports, stadiums and university car parks, which can be treated as a ‘commercial parking facility’. The ATO’s current view is if a car park allows all-day parking, but its fee structure discourages it with higher fees (such as paid car parking arrangements at shopping centres), the car park can still be considered a commercial parking station if it satisfies the requirements to be a ‘commercial parking facility’.

TR 2019/D5 states that a car park will be a ‘commercial parking facility’ if ‘it is run to make a profit’. We understand the ATO’s interpretation of ‘run to make a profit’ is where the whole of the shopping complex centre is making a profit which is a much wider interpretation than if only the car park was run to make a profit. If the law is not changed to reflect the ATO view in the previous TR 96/26, it should at least be changed to make it clear it is just the car park that is run to make a profit. In this case, clarification is needed on how employers can identify whether a particular car park is run to make a profit including a potential safe harbour. BDO would recommend the ATO provide a register of car parks (including shopping centre, hospital, airport car parks) where the car park itself is run to make a profit on a stand-alone basis. The onus would be on the car park to confirm their status.

The most important difference between the withdrawn TR 96/26 and TR 2019/D5 is that the new ruling does not have a general exclusion for shopping centre carparks that provide free short-term parking for shoppers and higher rates for all-day parking. BDO believe that the main issue with the ATO's revised approach is that it will be difficult, if not impossible, for an employer to know whether particular car parks are 'run to make a profit' for employers not associated with the car park. The accompanying draft update to chapter 16 of fringe benefits tax guide for employers provides little guidance on how an employer can determine whether a particular car parking station is run to make a profit.

Another impact of the revised ATO view is that where a small business employer has business premises at a shopping centre for example, and the shopping centre is considered a commercial parking station, then its employees would be considered to be parking at a commercial parking station. The small and medium business car parking exemption does not apply when the car is parked at a commercial parking station. Accordingly, the small business would no longer be eligible for the small business car parking exemption in Section 58GA. Following the amendments announced in the 2021-22 Federal Budget, this issue will now also impact medium sized businesses which have been made eligible for the extended car parking exemption i.e. eligible businesses with aggregated turnover up to \$50m, for benefits provided from 1 April 2021.

The extension of car parking fringe benefits as a result of the Qantas decision and subsequent draft ruling, highlights that the FBT car parking rules have not kept pace with the changing world. We submit that it is time to fundamentally review the FBT car parking rules, to ensure that while car parking benefits provided as part of a salary package (most likely in a CBD location) are subject to FBT, other car parking arrangements (such as checkout staff parking at a suburban shopping centre) are not subject to FBT.

STATE TAXES

Recommendation #18 -State tax reform

The Federal Government should seriously negotiate with the State Governments to reform their inefficient taxes, particularly payroll tax and stamp duties.

Of the country's taxes, State payroll taxes and stamp duties have been consistently criticised and place a significant burden on businesses.

BDO notes that during the last calendar year at least one State Treasurer proposed to the Federal Government that negotiation between the State and Federal Governments should continue with respect of repealing certain State taxes in return for a proposed increase in GST. BDO supports this initiative as it will promote simplifying the taxation system and reduce compliance costs for businesses and other stakeholders.

The Henry Review considered the potential to consolidate payroll taxes into a single tax on employee remuneration administered through the PAYG withholding system. It also recommended replacing payroll taxes with revenue from more efficient broad-based taxes that capture the value-add such as GST. Each of these options would require careful consideration of implications associated with altering the current payroll tax base, as well as how to distribute revenue between States and Territories, but are worth examining for their potential to significantly improve the efficiency of our tax system (including by reducing tax administration). While BDO does not propose any specific reforms to specifically deal with the payroll tax administration challenge, it is conceivable that a reform program similar to the implementation of the GST could facilitate the removal of State based taxes such as payroll tax subject to their replacement with a suitable alternative. Critical to any reform efforts will

be to adopt a national approach. The Commonwealth, States and Territories should work together (rather than individually) to identify reform opportunities that are the most fruitful.

Stamp duty is also viewed as unfair because it is usually only paid by those people that are acquiring assets. Imposing stamp duty at the point of acquisition puts a disincentive on acquisition and therefore the investment in real property and expansion of businesses. This means the State Governments are imposing more tax on the people who, for whatever reason, need or want to change their assets more often than other people. There is no good policy reason why these people should be contributing more to State Government revenues than people who don't need or want to change their assets often. Stamp duty should therefore be phased out and replaced with a broad-based land tax.

GOODS & SERVICES

Recommendation #19 - GST reform

The Goods & Services Tax (GST) has been conspicuously missing from the tax reform debate. The GST rate should be increased and the base broadened in line with other jurisdictions.

The main rationale for bringing in the GST and giving the revenue to the States was that it would enable them to review their taxes, and remove some of the States' inefficient or inequitable ones. They have done that to some extent, but not to the extent that was expected when the GST was introduced. The GST is seen as a modern and, efficient tax that could actually replace some of these archaic taxes that the states are currently using, particularly stamp duty. Having identified problems in respect of payroll taxes and stamp duties, the funding of the removal of such inefficient taxes could be provided by a broadening of the tax base of the GST and/or an increase in the rate of such tax.

BDO Recommends the GST rate should be increased to 15% across a broadened base with appropriate compensation to ensure that it is fair and equitable. Australia's 10 % rate is very low compared to the 15 to 20% in other countries that have GST/VAT.

TRUSTS

Recommendation #20 - Review the taxation of trusts

The review and reform of the rules around taxing trustees and beneficiaries should be reviewed with urgency.

In 2010, the Henry Review said "the current trust rules should be updated and rewritten to reduce complexity and uncertainty around their application". Trust reform is also something past Governments have looked at but some trust taxation changes in recent years have in fact complicated the tax system even more. Treasury recently reformed managed investment trusts but reform of other fixed trusts and discretionary trusts has not proceeded.

The current rules around taxing trusts and their beneficiaries are some of the most complicated and outdated rules in the tax Acts. This is mainly because of awkward interactions between trust law and tax law. These interactions need to be reviewed and the tax law changed to simplify the taxing of trusts and their beneficiaries.

Recommendation #21 - review section 99B

Section 99B of the ITAA 1936 should be revised so that it does not apply when accumulated foreign source income is paid to an Australian resident beneficiary who was a non-resident when the trustee derived the income. This provision should be redrafted so that it applies only to the mischief it was aimed at.

Section 99B of the ITAA 1936 was drafted to tax resident taxpayers who receive non-taxable distributions from non-resident trusts where the taxpayer would have been assessed on the amount if it had been directly received by the taxpayer when it was derived by the trust. However, section 99B is very widely drafted so that it inappropriately catches many other situations. This includes where a taxpayer becomes a resident and receives a distribution from a non-resident trust that derived the relevant income while the taxpayer was not an Australian resident.

Section 99B should be redrafted so that it more narrowly applies only to the mischief it was aimed at. As acknowledged on pages 17 and 18 of the 2011 Treasury Consultation Paper 'Modernising the taxation of trust income' s99B, in its generality of language, goes well beyond the mischief it was intended to address, as identified in the Explanatory Memorandum when it was introduced in 1979. The language used should be amended to make it clear that s99B only applies to the application of foreign sourced amounts accumulated in a non-resident trust for the benefit of residents.