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DAC Evaluation - Open Public Consultation

Fields marked with * are mandatory.

Introduction

The European Commission – Directorate-General for Taxation and Customs Union (DG TAXUD) launched an Evaluation of the <u>Directive on Administrative Cooperation in the Field of Direct Taxation (DAC)</u>. The Commission Staff Working Document for the first evaluation is available in the following <u>link</u>. Administrative cooperation means all tools available to EU Member States' tax authorities for collecting and assessing direct taxes, including various systems for the Automatic Exchange of Information (AEOI) and other forms of collaboration such as exchange of information on request, spontaneous sending of information and closer collaboration such as simultaneous controls or joint audits.

DAC is the main piece of EU legislation governing the collaboration and exchange of information among tax authorities with respect to direct taxes. It aims to ensure efficient administrative cooperation between Member States and to increase tax transparency to address tax evasion and avoidance, which are facilitated by the increasing mobility of people, companies and capital within the EU, as well as to mitigate the consequences of (harmful) tax competition and base erosion and profit shifting. The former are tax measures which distort the natural allocation of resources and create fiscal outcomes that are disconnected from economic reality, the latter are practices whereby primarily multinational enterprises (MNEs) engage in (aggressive) tax planning strategies to exploit loopholes and mismatches in international tax rules to lower their tax bill. Therefore, DAC safeguards Member States' tax revenue and improves the fairness of the tax system.

DAC brings European solutions to common problems all Member States are facing. It tackles (i) the mismatch between the growing globalization of economic activities, both at international and EU levels, and the inherently national character of taxation which creates an opportunity for tax evasion or tax avoidance, (ii) the limited transparency in tax decisions with a cross-border element and (iii) issues that may result from differences in the implementation of commitments to tax cooperation and transparency made by some Member States at the OECD/G20 level, by establishing a set of uniform and common rules in the EU.

DAC was subject to several amendments, typically referred to as DAC1 (the original text) to DAC8. The main aim of the various acts was to expand the scope of the Directive, as well as to fight against aggressive tax planning by multinational companies and to increase transparency of assets ownership. More in detail:

 <u>DAC1</u> laid the foundations for current cooperation between tax authorities in the European Union by substantially revising previous information exchange mechanisms. The Directive introduced AEOI for certain categories of income received by residents of other Member States, and reinforced or introduced other forms of administrative cooperation among tax authorities;

- DAC2 extended the scope of AEOI to certain financial assets held by non-residents and income accruing from such assets;
- DAC3 introduced the AEOI of advance cross-border rulings and pricing arrangements (ATR/APA);
- DAC4 introduced the AEOI of Country-By-Country Reports (CBCR) for multinational companies (MNCs);
- DAC5 provides tax authorities with access to beneficial ownership information collected under antimoney-laundering (AML) rules;
- DAC6 introduced the disclosure and AEOI of potentially harmful cross-border tax arrangements;
- DAC7 introduced the reporting and AEOI of incomes obtained via online platforms; and
- DAC8 introduced the reporting and AEOI of information held by crypto-assets services providers.

The evaluation will assess the extent to which the DAC (as amended) is: (1) effective in fulfilling expectations and meeting its objectives; (2) efficient in terms of cost-effectiveness and proportionality of actual costs to benefits; (3) relevant to current and emerging needs; (4) coherent both internally (coherence between different DAC amendments) and externally (coherence between DAC and EU and international legal framework); and (5) has EU added value i.e. produces results beyond what would have been achieved by Member States acting alone. In line with the ongoing Commission's efforts to rationalize and simplify reporting requirements for companies and administrations, a special focus will be given to this aspect to inform potential proposals to reduce the reporting burden for the stakeholders involved.

The evaluation covers the functioning of DAC in the period from 2018 to 2022. Therefore, DAC7 and DAC8 are not covered in the evaluation, since they were not yet implemented. Please provide answers on your experiences in the period covered.

About you

*Language of my contribution

Hungarian

Irish

Bulgarian
Croatian
Czech
Danish
Dutch
English
Estonian
Finnish
French
© German
Greek

0	Italian
0	Latvian
0	Lithuanian
0	Maltese
0	Polish
0	Portuguese
	Romanian
	Slovak
0	Slovenian
0	Spanish
•	Swedish
*I am	giving my contribution as
0	Academic/research institution
	Business association
	Company/business
	Consumer organisation
	EU citizen
	Environmental organisation
	Non-EU citizen
•	Non-governmental organisation (NGO)
	Public authority
0	Trade union
	Other
* First	name
A	Anna
*Surr	name
V	Vikner
*Ema	uil (this won't be published)
	annakarin.wikner@far.se
*Orga	anisation name

255 character(s) maximum

FAR			
FAN			

*Organisation size

- Micro (1 to 9 employees)
- Small (10 to 49 employees)
- Medium (50 to 249 employees)
- Large (250 or more)

Transparency register number

Check if your organisation is on the transparency register. It's a voluntary database for organisations seeking to influence EU decision-making.

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*Country of origin

Please add your country of origin, or that of your organisation.

This list does not represent the official position of the European institutions with regard to the legal status or policy of the entities mentioned. It is a harmonisation of often divergent lists and practices.

0	Afghanistan	0	Djibouti	0	Libya	Saint Martin
	Åland Islands		Dominica		Liechtenstein	Saint Pierre and
						Miquelon
	Albania	0	Dominican		Lithuania	Saint Vincent
			Republic			and the
						Grenadines
	Algeria		Ecuador		Luxembourg	Samoa
	American Samoa	0	Egypt		Macau	San Marino
	Andorra		El Salvador		Madagascar	São Tomé and
						Príncipe
	Angola	0	Equatorial Guinea	a	Malawi	Saudi Arabia
	Anguilla	0	Eritrea		Malaysia	Senegal
	Antarctica		Estonia		Maldives	Serbia
	Antigua and	0	Eswatini		Mali	Seychelles
	Barbuda					
	Argentina		Ethiopia		Malta	Sierra Leone
	Armenia	0	Falkland Islands	0	Marshall Islands	Singapore
	Aruba		Faroe Islands		Martinique	Sint Maarten

	Australia		Fiji	0	Mauritania		Slovakia
	Austria	0	Finland	0	Mauritius		Slovenia
	Azerbaijan	0	France	0	Mayotte	0	Solomon Islands
0	Bahamas	0	French Guiana	0	Mexico		Somalia
0	Bahrain	0	French Polynesia	0	Micronesia		South Africa
0	Bangladesh	0	French Southern	0	Moldova		South Georgia
			and Antarctic				and the South
			Lands				Sandwich
							Islands
	Barbados	0	Gabon	0	Monaco	0	South Korea
	Belarus	0	Georgia	0	Mongolia	0	South Sudan
0	Belgium	0	Germany	0	Montenegro		Spain
	Belize	0	Ghana	0	Montserrat	0	Sri Lanka
0	Benin	0	Gibraltar	0	Morocco		Sudan
	Bermuda	0	Greece	0	Mozambique	0	Suriname
	Bhutan	0	Greenland	0	Myanmar/Burma	0	Svalbard and
							Jan Mayen
	Bolivia	0	Grenada	0	Namibia	0	Sweden
0	Bonaire Saint	0	Guadeloupe	0	Nauru		Switzerland
	Eustatius and						
	Saba						
	Bosnia and	0	Guam	0	Nepal		Syria
	Herzegovina						
	Botswana	0	Guatemala	0	Netherlands		Taiwan
	Bouvet Island	0	Guernsey		New Caledonia	0	Tajikistan
	Brazil	0	Guinea	0	New Zealand		Tanzania
0	British Indian	0	Guinea-Bissau	0	Nicaragua		Thailand
	Ocean Territory						
	British Virgin	0	Guyana		Niger	0	The Gambia
	Islands						
	Brunei	0	Haiti	0	Nigeria		Timor-Leste
0	Bulgaria	0	Heard Island and	0	Niue	0	Togo
			McDonald Islands	3			
	Burkina Faso		Honduras		Norfolk Island		Tokelau

Burundi	Hong Kong		Northern	0	Tonga
			Mariana Islands		
Cambodia	Hungary		North Korea		Trinidad and
					Tobago
Cameroon	Iceland		North Macedonia	0	Tunisia
Canada	India		Norway		Türkiye
Cape Verde	Indonesia		Oman	0	Turkmenistan
Cayman Islands	Iran		Pakistan	0	Turks and
					Caicos Islands
Central African	Iraq		Palau		Tuvalu
Republic					
Chad	Ireland		Palestine		Uganda
Chile	Isle of Man		Panama	0	Ukraine
China	Israel		Papua New	0	United Arab
			Guinea		Emirates
Christmas Island	Italy		Paraguay	0	United Kingdom
Clipperton	Jamaica		Peru	0	United States
Cocos (Keeling)	Japan		Philippines	0	United States
Islands					Minor Outlying
					Islands
Colombia	Jersey		Pitcairn Islands	0	Uruguay
Comoros	Jordan		Poland	0	US Virgin Islands
Congo	Kazakhstan		Portugal	0	Uzbekistan
Cook Islands	Kenya		Puerto Rico	0	Vanuatu
Costa Rica	Kiribati		Qatar		Vatican City
Côte d'Ivoire	Kosovo		Réunion	0	Venezuela
Croatia	Kuwait		Romania	0	Vietnam
Cuba	Kyrgyzstan		Russia	0	Wallis and
					Futuna
Curaçao	Laos		Rwanda	0	Western Sahara
Cyprus	Latvia	0	Saint Barthélemy	0	Yemen
Czechia	Lebanon		Saint Helena	0	Zambia
			Ascension and		
			Tristan da Cunha		

	Democratic	Lesotho	Saint Kitts and	Zimbabwe
	Republic of the		Nevis	
	Congo			
0	Denmark	Liberia	Saint Lucia	

The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. Fo r the purpose of transparency, the type of respondent (for example, 'business association, 'consumer association', 'EU citizen') country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected

*Contribution publication privacy settings

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

Anonymous

Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

Public

Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

I agree with the personal data protection provisions

Part 1 - OVERALL ASSESSMENT OF DAC

To what extent are the following issues still a problem today?

	To a large extent	To a moderate extent	To a minor extent	Not at all	No opinion /Don't know
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Erosion of the tax-base following the increased movement of people and capital in the EU	0	0	•	0	0
Aggressive tax planning by corporations	0	0	•	0	0
Harmful tax competition among EU Member States	0	0	•	0	0

To what extent have the following issues improved or worsened?

	Significantly improved	Improved	No change	Worsened	Significantly worsened	No opinion /Don't know
Erosion of the tax-base following the increased movement of people and capital in the EU	0	•	0	0	0	0
Aggressive tax planning by corporations	0	•	0	0	0	0
Harmful tax competition among EU Member States	0	•	0	0	0	0

To what extent do you agree with the following statements?

	To a large extent	To a moderate extent	To a minor extent	Not at all	No opinion /Don't know
AEOI is useful to reduce tax evasion by individuals earning incomes or rents abroad	0	0	0	0	•
AEOI is useful to reduce tax evasion by individuals holding financial assets abroad	0	0	0	0	•
Knowledge by tax authorities about where multinationals gain profits and pay taxes helps increasing tax fairness and reducing harmful tax competition among EU Member States	0	0	0	0	•
Knowledge by tax authorities of advance pricing arrangements, tax rulings and other cross-border arrangements helps increasing tax fairness and reducing harmful tax competition among EU Member States	0	0	0	0	•
Knowledge by tax authorities of sellers' incomes earned via online platforms is useful to reduce tax evasion	0	0	0	0	•

Please express your view on the extent to which DAC contributed to the following objectives

	To a large extent	To a moderate extent	To a minor extent	Not at all	No opinion /Don't know
Reducing tax evasion / safeguarding tax revenues for Member States	0	0	0	0	•
Increasing transparency of the tax system	0	0	0	0	•
Increasing fairness of the tax system	0	0	0	0	•
Improve the functioning of the EU Single Market	0	0	0	0	•

To what extent do the following aspects of DAC work properly?

	To a large extent	To a moderate extent	To a minor extent	Not at all	No opinion /Don't know
Identification of the taxpayers concerned	•	0	0	0	©

Identification of the behaviours / arrangements / agreements in scope of reporting	0	•	•	0	0
Clear identification of the information to be collected and reported	0	0	•	0	0
Criteria for validating or verifying the accuracy of the information collected	0	0	•	0	0

Please explain how certain aspects could be improved.

FAR is the Institute for the Accountancy Profession in Sweden and organises authorized and approved public accountants, authorized accounting consultants, certified tax consultants and payroll consultants.

The DAC/AEOI initiatives has imposed considerable administrative burden on the companies whereas the outcome, in terms of directed inquiries or tax audits from the tax authorities, is very unclear.

There should be a cost and benefit analysis before any new layers are added to the DAC/AEOI system.

As the information in question is not publicly available, it is not possible to use in e.g. audits or anti AML procedures.

The largest impact on unwanted tax behaviours are achieved by changes in the national tax systems.

In your opinion, would the same results have been achieved even without DAC (i. e., by means of international agreements only)?

- Yes, the same results would have been achieved without DAC
- Most of the same results would have been achieved without DAC
- Some of the results would have been achieved without DAC, but DAC was useful and/or instrumental to most of them
- No, DAC was essential to achieve these results
- Don't know

Please explain how the same results could have been achieved alternatively, and /or how DAC was useful to achieve them.

As explained above, technical changes are more effective in countering unwanted behaviours. FAR does not have any information on behaviours in the "black sector" as they would not engage auditors or advisors.

Are the types of information automatically exchanged under the DAC relevant?

	To a large extent	To a moderate extent	To a minor extent	Not at all	No opinion /Don't know
Income from employment	0	0	0	0	•

Pensions	0	0	0	0	•
Life insurance products	0	0	0	0	•
Director's fees	0	0	0	0	•
Capital gains	0	0	0	0	•
Information on financial accounts	0	0	0	0	•
Information on advance pricing agreements	0	0	0	0	•
Information on advance rulings	0	0	0	0	•
Country-by-Country reporting	0	0	0	0	•
Information on potentially harmful cross border arrangements	0	0	0	0	•

In your opinion, to what extent is DAC overall coherent with other EU legislation (i. e. AML Directive, ATAD Directive, VAT administrative cooperation regulation, Recovery Directive)?

- To a large extent
- To a moderate extent
- To a minor extent
- Not at all
- No opinion/Don't know

In your opinion, to what extent is DAC overall coherent with the international tax framework (i.e. double taxation conventions, multilateral agreements, BEPS minimum standards)?

- To a large extent
- To a moderate extent
- To a minor extent
- Not at all
- No opinion/Don't know

Pl€	ease explai	n the incohe	rence of instr	uments.		

Part 2 - FOREIGN INCOMES AND ASSETS

Following the entry into force of DAC, what is your perception of the impact on behaviour of the taxpayers?

	Most of the taxpayers concerned	Some of the taxpayers concerned	Few of the taxpayers concerned	Not at all	No opinion / Don't know
Increased reporting of foreign incomes / assets	0	0	0	0	•
More taxes paid by taxpayers on foreign incomes / assets	0	•	0	0	•
Repatriation of financial assets to the country of residence	0	0	0	0	•
Moving financial assets to non-EU countries	0	0	0	0	•

Part 3 - TAX TRANSPARENCY

How has DAC changed the attitude towards using the following arrangements?

	Not at all	The use of such arrangements is less likely	The content of such arrangements is modified	l don' t know
Advance Pricing Arrangements	0	0	0	0
Advance Tax Rulings	0	0	0	0
Cross-border arrangements presenting a potential risk of tax avoidance	0	0	©	0

To what extent did the introduction of Country-by-country reporting result in a different allocation of profits across jurisdictions?

- To a large extent
- To a moderate extent
- To a minor extent
- Not at all
- No opinion/Don't know

In general, how do you assess the collection and provision of the information regarding DAC6 cross-border arrangements presenting a potential risk of tax avoidance?

	Screening	Reporting
Very complex		
Complex		
Not so complex		
Easy		
Very easy		
Don't know		

Ple	ease provide an estimation of costs of screening and reporting DAC6 potentially
tax	-harmful cross-border arrangements presenting a potential risk of tax avoidance

Please identify which of the following elements of DAC6 generates complexity

	Very Complex	Complex	Not so complex	Easy	Very Easy	No opinion
Number of arrangements to be screened						
Determination of reportable arrangements						
3) Description of hallmarks						
Identification of the information to be collected and reported						
7) Difficulties in obtaining advice from my tax advisor / accountant						
8) Differences in implementation across EU Member States						

For each following hallmark, please indicate what characterizes it best

The description of the hallmark is clear and does not generate difficulty in application	The description of the hallmark is clear but occasionally raises questions in application	The description of the hallmark is unclear and challenging in application	The description of the hallmark is unclear and practically impossible to apply

A1- Confidentiality	•	•	•	•
A2a) – Contingent fee fixed by reference to amount of tax advantage	•	•	©	•
A2b) – Contingent fee fixed by ref. to realised tax advantage	•	•	•	•
A3 – standardised documentation	•	•	•	•
B1 – transfer of losses	0	0	0	•
B2 – conversion of income into capital	•	•	•	•
B3 – circular / round tripping transaction	•	•	•	0
C1a) Cross- border deductible payment – non- resident recipient	•	•	•	•
C1b)I – no CIT	0	0	0	0
C1b)ii – non- cooperative jurisdiction	0	•	0	•
C1c) – full exemption of benefits	0	0	0	0
C1d) – preferential tax regime for benefits	•	•	•	•

C2 – duplication of deductions	•	•	•	•
C3 – duplication of relief from double taxation	•	•	•	•
C4 – value of transfer of assets	•	•	0	•
D1 – Circumvention of DAC2/CRS automatic exchange of information	•	•	•	•
D2 – non- transparent ownership chain	•	•	•	•
E1 – unilateral safe harbour rules	0	•	0	•
E2 – transfer of hard-to- value intangibles	•	•	•	•
E3 – intra- group cross- border transfers	•	•	•	•

PΙ	ease elaborate y	our answer (prefe	erably using concr	ete examples)	

Please indicate for each of the following proposals if you agree or no

	Yes	No
Each hallmark should come with practical guidance and operational examples	0	0
The description and the conditions of application of each hallmark should be more detailed	0	0
Tax identification number of the participants in the arrangement should be collected and provided systematically	0	0
DAC6 summary (description of the arrangement) should include mandatory elements	0	0

Common guidelines endorsed by the Member States should be published by the European Commission	©	0
Penalties for failure to report should be harmonised to ensure proportionality and effectiveness	0	0
Should further and more detailed hallmarks be added?	0	0
Should there be fewer and more general, principle-based hallmarks?	0	0

Ple	Please elaborate your answer (preferably using concrete examples)						

Additional views or information

Would you like to add any comments or suggestions on the current functioning of DAC?

1000 character(s) maximum

FAR experienced a significant number of taxpayers seeking voluntary correction of their taxes after the so-called document leaks. A similar reaction has not been observed in any of the DAC initiatives.

A way to add value to the tax payers would be to insert adequate parts of the exchanged information in the tax return basis.

You may upload here additional documents on the subject of this consultation. All additional documents provided will be published on the Commission website.

Only files of the type pdf,txt,doc,docx,odt,rtf are allowed

Contact

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