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;

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

- Bulgarian
- Croatian
- Czech
- Danish
- Dutch
- English
- Estonian
- Finnish
- French
- German
- Greek
- Hungarian
- Irish

- Italian
- Latvian
- Lithuanian
- Maltese
- Polish
- Portuguese
- Romanian
- Slovak
- Slovenian
- Spanish
- Swedish
- *I am giving my contribution as
 - Academic/research institution
 - Business association
 - Company/business
 - Consumer organisation
 - EU citizen
 - Environmental organisation
 - Non-EU citizen
 - Non-governmental organisation (NGO)
 - Public authority
 - Trade union
 - Other

* First name

Anthony Paul

*Surname

Gisby

* Email (this won't be published)

paul@accountancyeurope.eu

*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.

4713568401-18

*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.

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

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

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

Democratic	Lesotho	Saint Kitts and	Zimbabwe
Republic of the		Nevis	
Congo			
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

* Please select the option that best describes the area of activity of your organizations or your members.

- Generalist business association
- SME association
- Banking and other financial services
- Online platforms and other online activities
- Tax intermediary, accountant, or advisor

None of the above

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
Erosion of the tax-base following the increased movement of people and capital in the EU	O	۲	O	0	0
Aggressive tax planning by corporations	0	0	۲	0	0
Harmful tax competition among EU Member States	O	O	O	O	۲

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	۲	O	0	0	0
Aggressive tax planning by corporations	0	۲	0	0	0	0
Harmful tax competition among EU Member States	0	0	0	0	0	۲

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	۲	0	0	O	0
AEOI is useful to reduce tax evasion by individuals holding financial assets abroad	۲	O	O	O	۲
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	۲	O	0	۲	O
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	۲	۲	0	0
Knowledge by tax authorities of sellers' incomes earned via online platforms is useful to reduce tax evasion	O	۲	O	0	O

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	۲	O	0	O
Increasing transparency of the tax system	0	۲	0	0	O
Increasing fairness of the tax system	0	0	0	0	۲
Improve the functioning of the EU Single Market	O	©	O	0	۲

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	۲	0	0	0	

Identification of the behaviours / arrangements / agreements in scope of reporting	O	0	۲	0	0
Clear identification of the information to be collected and reported	O	۲	O	0	O
Criteria for validating or verifying the accuracy of the information collected	O	۲	0	O	O

Please explain how certain aspects could be improved.

The exchange of information arising from the DAC has resulted in a great increase in the level of information /data that tax administrations receive and have to process. However, their capacity and infrastructure has not been enhanced in many Member States, thereby undermining the practical effectiveness of the Directive. We call upon the Commission to consider the quality of the data being sent from the source Member State and whether the current infrastructure, tools and resources available to the recipient Member State are adequate to support the analysis and the effective use of data received. DAC 6

It is considered that some of the hallmarks in DAC 6 have been superseded by provisions introduced in the Anti-Tax Avoidance Directive – particularly some of the "B hallmarks" that have been rendered obsolete as they would be classified as hybrids under ATAD 2. We therefore recommend that the Commission review the existing hallmarks, obtains data from Member States indicating the degree to which they have achieved the desired results, and then remove or amend those hallmarks that are not effective or have been superseded by other EU legislation.

The reporting obligation can vary between Member States due to the application of local law – particularly relating to the exercise of legal professional privilege (LPP). It appears that taxpayer reporting does not always take place when the advisor is bound by LPP so is unable to report directly themselves. Consequently, the Commission could consider whether the reporting obligation should always be a joint obligation for both intermediaries and taxpayers. This will ease the administrative burden for intermediaries, especially for intermediaries that are not tax advisors. It will also streamline the reporting process by incorporating it into annual tax reporting, which will allow tax authorities to validate the correctness of the reporting, with less effort.

DAC 7

We have received feedback that the requirement for platforms to provide adequate information on taxpayer identity and residency is proving very difficult for the platforms.

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.

The DAC appears to be effective in terms of combating tax evasion based on the non-declaration of income and financial assets (DAC2, DAC7).

However, in terms of combatting tax avoidance and profit shifting, the DAC may not have been the most effective tool. While DAC4 is based on objective financial data for certain over-the-threshold multinational groups, other measures, such as DAC6, may not be fully fit for purpose due to:

- the complexity of the rules
- their non-uniform application and
- "localised" implementation of the rules.

DAC3, may not be equally effective in all Member States, as not all Member States have an established ruling practice or have rulings over very limited aspects of the tax system. Given the difficulty of interpreting a ruling without detailed knowledge of the local tax rules that it covers, it is arguable that DAC3, in certain cases at least, has simply acted as a deterrent against applying for a ruling, rather than achieving the goals of transparency/ automatic exchange of information about cross-border rulings.

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	۲	۲	0	0
Pensions	۲	0	۲	0	0
Life insurance products	۲	0	0	0	O
Director's fees	۲	0	0	0	0
Capital gains	۲	0	0	0	0
Information on financial accounts	۲	0	0	0	0
Information on advance pricing agreements	0	0	۲	0	0
Information on advance rulings	0	0	۲	0	۲
Country-by-Country reporting	۲	0	0	0	0
Information on potentially harmful cross border arrangements	0	O	۲	O	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

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	۲	O	0	0	0
More taxes paid by taxpayers on foreign incomes / assets	0	۲	۲	0	0
Repatriation of financial assets to the country of residence	0	۲	۲	0	0
Moving financial assets to non-EU countries	۲	۲	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	\bigcirc	۲	0	0
Advance Tax Rulings	0	۲	0	۲

Cross-border arrangements				
presenting a potential risk of tax	0	0	۲	\odot
avoidance				

Do you provide advice to your clients concerning any of the following arrangements?

	Yes	No	l don't know
Advance Pricing Arrangements		۲	0
Advance Tax Rulings	0	۲	0
Cross-border arrangements presenting a potential risk of tax avoidance	0	۲	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		

Please 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
1) Number of arrangements to be screened						
2) Determination of reportable arrangements						
3) Description of hallmarks						
4) 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	0	۲	0	۲
A2a) – Contingent fee fixed by reference to amount of tax advantage		۲		۲
A2b) – Contingent fee fixed by ref. to realised tax advantage	0	۲		0
A3 – standardised documentation	0	۲	0	0
B1 – transfer of losses	0	۲	0	۲
B2 – conversion of income into capital	0	۲	0	O

B3 – circular / round tripping transaction	0	۲	0	0
C1a) Cross- border deductible payment – non- resident recipient	۲	O	©	©
C1b)I – no CIT	۲	0	0	0
C1b)ii – non- cooperative jurisdiction	۲	0	O	۲
C1c) – full exemption of benefits	۲	0	0	0
C1d) – preferential tax regime for benefits	۲	0	0	©
C2 – duplication of deductions	0	۲	0	0
C3 – duplication of relief from double taxation	©	۲	0	0
C4 – value of transfer of assets	0	۲	0	0
D1 – Circumvention of DAC2/CRS automatic exchange of information	©	۲	0	۲
D2 – non- transparent ownership chain	0	۲	0	0
E1 – unilateral safe harbour rules	0	۲	0	0

E2 – transfer of hard-to- value intangibles	۲	0	0	۲
E3 – intra- group cross- border transfers	0	۲	0	©

Please elaborate your answer (preferably using concrete 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	۲	۲
The description and the conditions of application of each hallmark should be more detailed	۲	0
Tax identification number of the participants in the arrangement should be collected and provided systematically	۲	O
DAC6 summary (description of the arrangement) should include mandatory elements	۲	\odot
Common guidelines endorsed by the Member States should be published by the European Commission	۲	
Penalties for failure to report should be harmonised to ensure proportionality and effectiveness	۲	0
Should further and more detailed hallmarks be added?	0	۲
Should there be fewer and more general, principle-based hallmarks?	۲	۲

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

Our additional comments are contained in the attached document.

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

Contact

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