

# FOUNDATIONS OF TAXATION LAW

15TH EDITION

*Foundations of Taxation Law* provides a clear and comprehensive introduction to the policy, principles and practice that underpin the Australian taxation system.

Designed as a guide for law and business students as well as tax practitioners, the text blends policy issues, taxation theory, black letter law and commercial practice into a succinct general principles text.

Topics are presented in a logical and structured order and are cross-referenced to specific provisions in the legislation and relevant cases so that readers are able to easily find the source of the law. The text includes approximately 400 examples as well as dozens of diagrams and tables that condense the law and help clarify difficult concepts.

This edition contains expanded technical and policy discussion of several areas of law. It has been substantially revised and restructured to take account of the many important legislative reforms, case law developments and announcements that have occurred over the last 24 months. Some of the new topics covered include:

- the March and October 2022 and May 2023 Budget announcements
- the OECD's two-pillar solution on global tax reform
- the corporate collective investment vehicle regime
- the proposed tax on earnings on superannuation balances over \$3m
- · the skills and training and technology investment boosts
- · the small business energy incentive
- · the digital games tax offset
- the share buy-back reforms
- the ATO Charter
- · the state and territory land tax, payroll tax and stamp duty changes
- · the new ruling on residency tests for individuals
- · the multinational tax transparency reporting rules
- · the public beneficial ownership register requirements, and
- the denial of deductions for payments to associates for intangibles in low corporate tax jurisdictions.

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STEPHEN BARKOCZY

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15TH EDITION







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# FOREWORD TO THE FIRST EDITION

Foundations of Taxation Law is an impressively ambitious project impressively executed. The aim of the book is said in the preface to be to provide a 'concise' introduction to the policy, principles and practice of the Australian federal taxation system. Anyone acquainted with that system will appreciate how large and difficult a task that is. Stephen Barkoczy has brought to bear many years of teaching and practice in tax in the production of this substantial contribution to the literature on tax law, policy and practice in Australia. His teaching skills are evident in the exposition of complex and difficult issues in a systematic and clear language reflecting the kinds of questions which students might frequently have asked him. The text, however, is thoroughly informed by many years of practice and experience in tax law, policy and practice. The value of this book lies not only in its clarity and breadth of coverage. Readers will find throughout the book further references to pursue in more detail the many concepts and issues considered by the author. Teachers in taxation will undoubtedly find useful as a teaching tool both the text and the many detailed further references. They will also find particularly useful the study questions helpfully provided throughout the text at the end of various sections. They are designed to assist students in their understanding of the issues explained in the text and, as a teaching tool, will be very useful to the other teachers of taxation in Australia as a vehicle for discussion and applica-

It is particularly heartening to see a text of this kind directed to the student. There are many texts on tax law for practitioners designed, with varying degrees of success, to provide practical answers to difficult problems. Some publications for practitioners can do little more to assist the practitioner than gather together as much relevant information as possible and provide some statement of the law. Foundations of Taxation Law is directed to a different kind of enquiry, namely, that of the student wishing to understand what the rules are about. Tax law has developed over the years to become a complex system of many interacting rules. The complexity and size of the rules makes its teaching as a system a difficult task. The practitioner consulting a practice text or commentary may be presumed to have sufficient knowledge before looking up the text. For the student the task is different and more difficult. It is that enterprise that Stephen Barkoczy has undertaken with impressive results in this text.

On a personal note, it is particularly gratifying that this text should be written by one's own former student of many years ago. The text is a great credit to the author and I commend it to students of taxation in Australia.

The Hon. Tony Pagone AM KC



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### **PREFACE**

#### AIMS AND OBJECTIVES

Taxation law is a vast and complex area of law that is continually evolving. As a consequence, it can be an overwhelming and challenging subject to study and research. The aim of this book is to provide a guide to the policy, principles and practice that underpin the Australian taxation system. The book focuses on the key components covered in many introductory and advanced taxation law courses studied at Australian universities. It is designed to be used by undergraduate and postgraduate students as well as students undertaking professional qualifications with accounting bodies, law societies and the Taxation Institute of Australia. The book is also intended to serve as a general reference guide for taxation academics and researchers, as well as practising lawyers and accountants who require a succinct and user-friendly explanation of fundamental taxation law concepts.

#### CONTENT AND STRUCTURE

The main emphasis of the book is on Commonwealth taxes, particularly income tax, goods and services tax, fringe benefits tax and superannuation taxes. It also examines various state and territory taxes, as well as a number of levies and charges. The book is divided into 13 parts containing 41 chapters. To make the book more accessible to readers, I have adopted the approach of focusing on general principles. My objective is to provide a broad overview of the foundations of the taxation system rather than an exhaustive explanation of all its intricate principles and exceptions. In this regard, I have been selective in the topics covered and have intentionally divided them into 'consumable chunks' that can be easily digested by a reader. At the same time, I have tried to ensure that the book addresses most areas of general importance and does not over-simplify the law or skirt around harder issues. The book is therefore more comprehensive than many other introductory guides and goes into deeper detail on several topics. I have purposely tackled difficult areas of law that I believe are of significant practical importance and are not always adequately covered in other general books. For instance, the book has detailed chapters dealing with topics such as superannuation, employee share schemes, consolidated groups, investment incentives, business restructures, international taxation, Double Taxation Agreements, base erosion and profit shifting, accruals taxation and the taxation of financial transactions. Although these areas are outside the scope of most basic tax courses, they are important for advanced courses and are critical for obtaining a broad understanding of the Australian taxation regime. They are also particularly important areas for academics and practitioners.

While the book does not purport to provide a complete picture of Australia's tax laws, it covers a lot of ground, including discussion of many hundreds of legislative provisions, cases and rulings. The discussion in the chapters should serve as a solid set of principles around which readers can progressively build their general understanding of the law. The discussion should also provide a useful road map for navigating the complex web of interconnected provisions in the tax legislation and for making sense of the extensive body of case law in the field. Hopefully, by using this



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book, readers will be able to tread more confidently through the tax law maze and be able to better 'see the wood for the trees'.

The book is the product of many years of researching, practising and lecturing in the field of taxation law, and it undoubtedly demonstrates my own biases about what I think is important for students, academics and practitioners to understand about the subject. I have tried to blend policy issues, taxation theory, technical 'black letter law' and commercial practice into a succinct, principled text. Although the book is primarily a legal text, it does not focus exclusively on legal issues. The discussion also touches on a wide range of social, economic, political and international comparative issues. Taxation law, perhaps more than any other area of law, is affected by these broader considerations, and I firmly believe that it needs to be approached with these perspectives in mind.

In writing the book, I have been conscious of the pressures placed on students and practitioners who have to grapple with large amounts of complex information located in different places in short time frames. For this reason, I have endeavoured to develop topics in a logical and structured order and clearly signpost and break up core concepts into their constituent elements. I have also extensively cross-referenced the discussion to specific legislative provisions and cases so that readers are able to easily find the source of the law. The book is peppered with examples, diagrams and tables that condense the law and help clarify difficult concepts.

#### QUESTIONS, ONLINE RESOURCES AND LECTURER SLIDES

To assist students with their exam preparation, the book contains a set of questions at the end of each chapter that are linked to the topics covered in that chapter. The questions test fundamental issues that students need to understand in order to properly grasp key concepts. They can also be used by lecturers as a basis for tutorial discussions. The questions have been designed in such a way that they examine core issues from both a practical (calculation and problem-based) perspective as well as a conceptual (theoretical and policy-based) perspective.

Online resources are available on the Cambridge University Press Higher Education website at www.cambridge.org/highereducation/isbn/9781009458832/resources. Student resources are freely available and include a list of references to selected government reports, taxation rulings, books and articles for those interested in conducting further research. The list of references should be particularly useful to students conducting research for their assignments. Lecturers can also gain access to a set of over 1,000 PowerPoint slides that are directly cross-referenced to topics covered in the chapters. The slides are designed as a handy teaching aid and can be obtained once your account is granted access.

#### **CHANGES IN THE 15TH EDITION**

This book has evolved considerably over the years. The 15th edition has undergone considerable restructuring and has been substantially revised to take account of many important legislative reforms, case law developments, administrative changes and policy announcements that have occurred over the last 24 months. It contains extensive analysis of the March and October 2022 and May 2023 Budget measures as well as discussion of many important new developments, such as the introduction of the new corporate collective investment vehicle regime, the skills and training and technology investment boosts and the digital games tax offset. There is also detailed discussion of the proposed new tax on earnings on superannuation balances over \$3m and the proposed share buy-back reforms. The new ATO Charter, which replaces the Taxpayers' Charter, is examined as well as various land tax, payroll tax and stamp duty changes.



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Special attention has been devoted to a number of significant international tax developments, including the ATO's new ruling on residency tests for individuals and the OECD's landmark two-pillar solution on global tax reform. There is also discussion of the proposed multinational tax transparency reporting and public beneficial ownership register requirements as well as the proposed anti-avoidance rule that denies significant global entities deductions for payments to associates for intangibles in low corporate tax jurisdictions.

The book contains discussion of dozens of additional cases, including recent decisions, such as Adcon Resources Vic Pty Ltd v FC of T; Aurizon Holdings Ltd v FC of T; FC of T v Balasubramaniyan; B&F Investments Pty Ltd v FC of T; Bosanac v FC of T; FC of T v Carter & Ors; Cerrah v TPB Construction; Forestry, Maritime, Mining and Energy Union & Anor v Personnel Contracting Pty Ltd; Del Castillo v FC of T; Dua v FC of T; FYS v FC of T; Pty Pt

There is also expanded policy and technical discussion of several areas of law as well as many new and updated examples, questions and diagrams. Certain topics have been consolidated and the chapter order has been reorganised and streamlined. Unless otherwise stated, the discussion in the book is generally based on the law in force as at July 2023.

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Stephen Barkoczy
November 2023



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## **KEY TO ABBREVIATIONS**

**A**\$ Australian dollars

AASB Australian Accounting Standards Board

AAT Administrative Appeals Tribunal

AATA Administrative Appeals Tribunal Act 1975

ABA Additional Benefits Agreement
ABN Australian Business Number
ABS Australian Bureau of Statistics
AC Appeal Cases (House of Lords)

ACA Allocable cost amount

ACC Australian Crime Commission

**ACCC** Australian Competition and Consumer Commission

ACCU Australian carbon credit unit

ACNC Australian Charities and Not-for-profits Commission

ACT Australian Capital Territory
ADF Approved deposit fund

ADI Authorised deposit-taking institution

ADJRA Administrative Decisions (Judicial Review) Act 1977

**AFC** Applicable functional currency

AFCA Australian Financial Complaints Authority

AFM Available fraction method AFOF Australian fund of funds AFP Australian Federal Police

AFSL Australian financial services licence
AFTS Australia's Future Tax System
AGD Attorney-General's Department
AGS Australian Government Solicitor

All England Law Reports

AMIT Attribution managed investment trusts

AMLCTFA Anti-Money Laundering and Counter-Terrorism Financing Act 2006

AMLCTFR Anti-Money Laundering and Counter-Terrorism Financing Rules

**ANTS** A New Tax System

APA Advance pricing arrangement

APRA Australian Prudential Regulation Authority

**ARFN** Australian registered fund number

ASIC Australian Securities and Investments Commission

ASX Australian Securities Exchange

AT Australian Tax
ATC Australian Tax Cases
ATD Australian Tax Decisions
ATI Adjusted tainted income

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ATO Australian Taxation Office

AUSTRAC Australian Transaction Reports and Analysis Centre

BAS Business Activity Statement
BCT Business continuity test
BEPS Base erosion and profit shifting

BTO Beneficiary tax offset

BTWG Business Tax Working Group

CA Customs Act 1901

**CCIV** Corporate collective investment vehicle

CFC Controlled foreign corporation
CFE Controlled foreign entity

**CGC** Commonwealth Grants Commission

CGT Capital gains tax

CLR Commonwealth Law Reports
COAG Council of Australian Governments
COT Continuity of ownership test
CPB Capital protected borrowing
CPI Consumer Price Index

**CR** Class Ruling

CRS Common reporting standard
CSF Crowd source funding
CTA Customs Tariff Act 1995
DA Domicile Act 1982

DASP Departing Australia superannuation payment

**DBTP** Death benefit termination payment

**DGTO** Digital games tax offset

**DICTO** Dependant invalid and carer tax offset

DIS Decision Impact Statement
DPP Director of Public Prosecutions

**DPT** Diverted profits tax

**DTA** Double Taxation Agreement

EA Excise Act 1901

ECCTExcess concessional contributions taxEDCIEligible designated concession incomeENCCTExcess non-concessional contributions tax

ERF Emissions Reduction Fund
ESIC Early stage innovation company

**ESS** Employee share scheme

**ESVCLP** Early stage venture capital limited partnership

ETA Excise Tariff Act 1921
ETBT Excess transfer balance tax

**ETP** Employment termination payment

ETS Emissions trading scheme

EU European Union

EVCI Eligible venture capital investment FATCA Foreign Account Tax Compliance Act

FBT Fringe benefits tax

FBTA Fringe Benefits Tax Act 1986



Key to Abbreviations xv

FBTAA Fringe Benefits Tax Assessment Act 1986

FBTACA Fringe Benefits Tax (Application to the Commonwealth) Act 1986

FC of T Federal Commissioner of Taxation

FCR Federal Court Reports

FDT Franking deficit tax

FIF Foreign investment fund

FITO Foreign income tax offset

FLA Family Law Act 1975

FLP Foreign life assurance policy
FMD Farm Management Deposit
FRE Forex realisation event
FRG Forex realisation gain
FRL Forex realisation loss
FTC Foreign tax credit

G20 Group of 20 Finance Ministers and Central Bank Governors

GDP Gross domestic product
GFC Global financial crisis
GIC General interest charge
GloBE Global anti-base erosion
GST Goods and services tax

GST Regs A New Tax System (Goods and Services Tax) Regulations 2019

**GSTA** A New Tax System (Goods and Services Tax) Act 1999

**GSTD** Goods and Services Tax Determination

GSTICA A New Tax System (Goods and Services Tax Imposition—Customs) Act 1999
GSTIEA A New Tax System (Goods and Services Tax Imposition—Excise) Act 1999
GSTIGA A New Tax System (Goods and Services Tax Imposition—General) Act 1999

**GSTR** Goods and Services Tax Ruling

GSTTA A New Tax System (Goods and Services Tax Transition) Act 1999

HELP Higher Education Loans Program
 HESA Higher Education Support Act 2003
 HFE Horizontal fiscal equalisation
 IAS Instalment Activity Statement

ICIJ International Consortium of Investigative Journalists

ID Interpretative DecisionIGT Inspector-General of Taxation

IGTO Inspector-General of Taxation and Taxation Ombudsman

IIR Income inclusion rule

IISA Industry Innovation and Science Australia

IMF International Monetary FundIMR Investment manager regimeIPO Initial public offering

IRDA Industry Research and Development Act 1986

IRS Internal Revenue Service
ISA Innovation and Science Australia

IT Income Tax Ruling
ITA Income Tax Act 1986

ITAA22 Income Tax Assessment Act 1922
ITAA36 Income Tax Assessment Act 1936



xvi Key to Abbreviations

ITAA97 Income Tax Assessment Act 1997

ITAR15 Income Tax Assessment (1936 Act) Regulation 2015 ITAR21 Income Tax Assessment (1997 Act) Regulations 2021

ITC Input tax credit

ITDIRWTA Income Tax (Dividends, Interest and Royalties Withholding Tax) Act 1974

ITRA Income Tax Rates Act 1986

ITTPA Income Tax (Transitional Provisions) Act 1997

ITZ Indirect tax zone

JITSIC Joint International Tax Shelter Information Centre

**LBTP** Life benefit termination payment

LCBTO Loss carry back tax offset LCR Law Companion Ruling

LCT Luxury car tax

LCTA New Tax System (Luxury Car Tax) Act 1999

LCTICA A New Tax System (Luxury Car Tax Imposition—Customs) Act 1999
LCTICA A New Tax System (Luxury Car Tax Imposition—Excise) Act 1999
LCTICA A New Tax System (Luxury Car Tax Imposition—General) Act 1999

LIC Listed investment company LITO Low-income tax offset LLC Limited liability company **LTRR** Long-term bond rate MAP Mutual agreement procedure MRI.A Major Bank Levy Act 2017 MEC Multi-entry consolidated MIS Managed investment scheme MIT Managed investment trust

ML Medicare levy

MLA Medicare Levy Act 1986

MLI Multilateral Convention to Implement Tax Treaty Related Measures to Prevent Base

Erosion and Profit Shifting

MLS Medicare levy surcharge

MLSFBA A New Tax System (Medicare Levy Surcharge—Fringe Benefits) Act 1999

MNE Multinational enterprise
MRRT Minerals resource rent tax

MRRTAMinerals Resource Rent Tax Act 2012MTMiscellaneous Taxation RulingNAINotional attributable incomeNFRCNational Federation Reform CouncilNRASNational Rental Affordability Scheme

NSW New South Wales
NT Northern Territory
NZLR New Zealand Law Reports
OBU Offshore banking unit

OECD MTC Organisation for Economic Cooperation and Development
OECD MTC OECD Model Tax Convention on Income and on Capital

PAYG Pay As You Go

PDF Pooled development fund PDV Post, digital and visual



Key to Abbreviations xvii

**PE** Permanent establishment

PR Product Ruling

PRRT Petroleum resource rent tax

PRRTAA Petroleum Resource Rent Tax Assessment Act 1987

PRRTICA Petroleum Resource Rent Tax (Imposition—Customs) Act 2012
PRRTIEA Petroleum Resource Rent Tax (Imposition—Excise) Act 2012
PRRTIGA Petroleum Resource Rent Tax (Imposition—General) Act 2012

PS LA Practice Statement Law Administration

PSB Personal services business
PSE Personal services entity
PSI Personal services income
PST Pooled superannuation trust
PTG Policy Transition Group

QAPE Qualifying Australian production expenditure

QFA Qualifying forex account
R&D Research and development
RBA Running balance account
RBL Reasonable benefit limit
RBT Review of Business Taxation
RPS Redeemable preference shares
RSA Retirement savings account

RSAA Retirement Savings Accounts Act 1997
RSAR Retirement Savings Account Regulations 1997

RSE Registrable superannuation entity
RSPT Resource super profits tax
SAM Simplified accounting method
SAPTO Seniors and pensioners tax offset

SBE Small business entity

SBSCH Small Business Superannuation Clearing House

SBT Same business test

SCD Superannuation Contributions Determination

SCR Superannuation Contributions Ruling

SENCCTA Superannuation (Excess Non-Concessional Contributions Tax) Act 2007
SETBTIA Superannuation (Excess Transfer Balance Tax) Imposition Act 2016

SG Superannuation guarantee

SGAA Superannuation Guarantee (Administration) Act 1992

**SGC** Superannuation guarantee charge

SGCA Superannuation Guarantee Charge Act 1992

SGCLIEA Superannuation (Government Co-contribution for Low Income Earners) Act 2003

SGD Superannuation Guarantee Determination

**SGR** Superannuation Guarantee Ruling

SHASA Superannuation Holding Account Special Account
SISA Superannuation Industry (Supervision) Act 1993
SISR Superannuation Industry (Supervision) Regulations

SME Small and medium sized enterprise SMSF Self managed superannuation fund

SMSFR Self Managed Superannuation Funds Ruling

SR (NSW) State Reports (New South Wales)



xviii Key to Abbreviations

SSA Social Security Act 1991

SSSCCIA Superannuation (Sustaining the Superannuation Contribution Concession) Imposition

Act 2013

STP Single touch payroll
STTR Subject to tax rule

TAA Taxation Administration Act 1953

**TAR17** Taxation Administration Regulations 2017

TASA Tax Agent Services Act 2009
 TBRL Temporary budget repair levy
 TCSA Tax cost setting amount
 TD Taxation Determination

**TFN** Tax file number

TIEA Tax Information Exchange Agreement
TLIP Tax Law Improvement Project
TOFA Taxation of financial arrangements

TPB Tax Practitioners Board

TPRS Taxable Payments Reporting System

TR Taxation Ruling
TSA Tax sharing agreement
UN United Nations

**UN MTC** United Nations Model Tax Convention Between Developed and Developing Countries

**UPE** Ultimate parent entity

**US MTC** United States Model Income Tax Convention

**UTPR** Undertaxed payment rule

VAT Value added tax
VCA Venture Capital Act 2002

VCLP Venture capital limited partnershipVCMP Venture capital management partnership

WET Wine equalisation tax

WETA New Tax System (Wine Equalisation Tax) Act 1999

WETICA A New Tax System (Wine Equalisation Tax Imposition—Customs) Act 1999
 WETIEA A New Tax System (Wine Equalisation Tax Imposition—Excise) Act 1999
 WETIGA A New Tax System (Wine Equalisation Tax Imposition—General) Act 1999



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