WU Institute for Austrian and International Tax Law

Series Editor: Michael Lang

Editors: Georg Kofler, Michael Lang, Pasquale Pistone, Alexander Rust, Josef Schuch, Karoline Spies, Claus Staringer

Exemption Method and Credit Method

The Application of Article 23 of the OECD Model

24 European and International Tax Law and Policy Series

Exemption Method and Credit Method

Why this book?

The method article of any tax treaty plays an essential role in avoiding juridical double taxation. It determines the extent to which the residence state refrains from taxing an item of income if both contracting states may tax according to the distributive rules of the treaty. Calculating the respective relief can be challenging, as the wording of both articles 23A and 23B of the OECD Model leaves significant room for interpretation. In the European Union, such interpretation is made even more difficult because the application of the method article needs to comply with EU law, in particular with the fundamental freedoms and the State aid rules. Finally, the method article of the OECD Model has – in the aftermath of the Base Erosion and Profit Shifting Project – undergone adaptations, the impact of which requires further analysis.

This book aims to provide an in-depth analysis of all the current issues related to the application of articles 23A and 23B of the OECD Model. The topics discussed include:

- · the method article and unilateral measures to avoid double taxation;
- the method article and allocation conflicts;
- conflicts of qualification under articles 23A(1) and 23B(1) of the OECD Model;
- · the credit method and different taxes on income and on capital;
- the exemption method with proviso safeguarding progression; and
- relief from double taxation and EU State aid law

| Title: | Exemption Method and Credit Method |
|-----------------------------|---|
| Date of publication: | December 2022 |
| ISBN: | 978-90-8722-799-9 (print), 978-90-8722-800-2 (ePub), |
| | 978-90-8722-801-9 (PDF) |
| Type of publication: | Book |
| Number of pages: | 396 |
| Terms: | Shipping fees apply. Shipping information is available on our website |
| Price (print/online): | EUR 115 / USD 140 (VAT excl.) |
| Price (eBook: ePub or PDF): | EUR 92 / USD 112 (VAT excl.) |

Order information

To order the book, please visit www.ibfd.org/shop/book. You can purchase a copy of the book by means of your credit card, or on the basis of an invoice. Our books encompass a wide variety of topics, and are available in one or more of the following formats:

- IBFD Print books
- IBFD eBooks downloadable on a variety of electronic devices
- IBFD Online books accessible online through the IBFD Tax Research Platform

Exemption Method and Credit Method

The Application of Article 23 of the OECD Model

> Editors: Georg Kofler Michael Lang Pasquale Pistone Alexander Rust Josef Schuch Karoline Spies Claus Staringer



Volume 24 **W** Institute for Austrian and International Tax Law European and International Tax Law and Policy Series

Table of Contents

| Preface | | 1 |
|-----------|---|----|
| Chapter 1 | Method Article and Unilateral Measures to Avoid Double Taxation <i>Alexander Rust and Joy Waruguru Ndubai</i> | 3 |
| 1.1. | Introduction | 3 |
| 1.2. | Avoidance of double taxation through unilateral relief | 4 |
| 1.2.1. | Methods of unilateral relief | 4 |
| 1.2.2. | History of unilateral relief | 6 |
| 1.2.2.1. | Exemption | 6 |
| 1.2.2.2. | Credit When does unilateral relief apply? | 07 |
| 1.2.3. | when does unnateral tener appry? | / |
| 1.3. | Avoidance of double taxation through treaties | 8 |
| 1.3.1. | The effect of distributive rules | 10 |
| 1.3.2. | Application and effect of the method article | 11 |
| 1.3.2.1. | Avoidance of residual double taxation | 11 |
| 1.3.2.2. | Articles 23A and 23B | 12 |
| 1.4. | Comparison between unilateral relief and treaty relief | 15 |
| 1.4.1. | Key differences between unilateral measures and the | |
| 1 4 1 1 | method article | 16 |
| 1.4.1.1. | Advantages of unilateral relief | 16 |
| 1.4.1.2. | Advantages of treaty relief | 17 |
| 1.5. | Are tax treaties the most effective means of | |
| | eliminating double taxation? | 18 |
| 1.6. | Conclusion | 19 |
| Chapter 2 | Method Article and Allocation Conflicts Xiangdan Luo and Claus Staringer | 21 |
| 2.1. | Introduction | 21 |
| 2.2. | The issue of income allocation conflicts | 23 |
| 2.2.1. | The origin | 23 |

| 2.2.2. | The triggers | 26 |
|--|--|----------------------------|
| 2.3. | The application of tax conventions in income allocation conflicts cases: The resident state facet | 28 |
| 2.4. | The application of article 23 to income allocation conflicts | 32 |
| 2.4.1. | Economic double taxation and juridical double | |
| | taxation: Is there a boundary? | 32 |
| 2.4.2. | Principles proposed by the Partnership Report | 39 |
| 2.4.3. | Treatment according to the OECD Model (2017) and the UN Model (2017) | 43 |
| 2.5. | Conclusion | 47 |
| Chapter 3 | Conflicts of Qualification under Articles 23A(1) and 23B(1) <i>François Barreau and Rita Julien</i> | 49 |
| 3.1. | Introduction | 49 |
| 3.2. 3.2.1. 3.2.2. 3.2.3. 3.2.4. | Conflicts of qualification and articles 23A and 23B The key phrase of paragraph 1 of articles 23A and 23B Conflicts of qualification: A brief overview Conflicts of qualification: A fine line A longstanding and ongoing debate | 52 52 54 60 65 |
| 3.3. | The impact of the 2017 changes to the OECD and | |
| | UN Models | 70 |
| 3.3.1. | Preventing non-taxation under the model | 70 |
| 3.3.2. | Expanding source state taxation rights | 74 |
| 3.3.3. | Addressing hybrid entities and conflicts of qualification | 77 |
| 3.4. | The search for solutions to conflicts of qualification | 85 |
| 3.4.1. | Substantive solutions | 85 |
| 3.4.2. | Interpretive solutions | 89 |
| 3.4.3. | Procedural solutions | 93 |
| 3.5. | Conclusion | 95 |

| Chapter 4 | Conflicts of Qualification under Article 23A(4) <i>Vera Hellebrandt</i> | 99 |
|------------------|---|------------|
| 4.1. | Article 23A(4) of the OECD Model: A finished discussion? | 99 |
| 4.2. | Conflicts of qualification under article 23A(1) of the OECD Model | 101 |
| 4.2.1. 4.2.2. | The "new approach" according to the OECD Criticism of the "new approach" | 101 102 |
| 4.3. | Conflicts of qualification under article 23A(4) of the OECD Model | 103 |
| 4.3.1. | Qualification conflicts covered by article 23A(4) | 103 |
| 4.3.2. | Criticism of article 23A(4) | 105 |
| 4.3.3. | Procedural aspects of article 23A(4) | 108 |
| 4.4. | The complexity behind the phrase, "the other contracting state applies" | 110 |
| 4.5. 4 5 1 | Reception of article $23A(4)$ of the OECD Model Article $23A(4)$ of the OECD Model in tax treaties | 115 115 |
| 4.5.2. | Article 23A(4) of the OECD Model in the context of the BEPS Project | 116 |
| 4.5.3. | Article 23A(4) of the UN Model | 118 |
| 4.6. | Concluding remarks | 119 |
| Chapter 5 | Notion of "Tax" under the Credit Method <i>Siddhesh Rao</i> | 123 |
| 5.1. | Introduction | 123 |
| 5.2. | Characteristics of tax for claiming credit under | 104 |
| 521 | aluut 23D Relation of article 23R to article 2 | 124 197 |
| 527 | Compulsory payment to claim credit | 124 |
| 523 | Unrequited payment to claim credit | 124 |
| 5.2.4. | Effective payment to claim credit | 126 |
| 5.2.5. | Undisputed payment to claim credit | 126 |
| | | 2 |

| 5.3. | Tax credit problems | 127 |
|-----------|--|-----|
| 5.3.1. | Credit in the case of the taxpayer neglecting to seek a refund | 127 |
| 5.3.2. | Credit in the case of incorrect assessment in the source state | 129 |
| 5.3.3. | Credit in the case of choices offered under the | 101 |
| 531 | domestic law of the source state Credit in the case of prohibitions in the statute of | 131 |
| 5.5.7. | limitations of the residence state | 134 |
| 5.4. | Conclusion | 135 |
| Chapter 6 | Credit Method and Maximum Tax Credit Valentin Bendlinger | 137 |
| 6.1. | How much credit is the residence state obliged to | 10- |
| | give under tax treaties? | 137 |
| 6.2. | Limitation of foreign tax credit in treaty history: | |
| | The origins of foreign tax credit limitations | 138 |
| 6.2.1. | Domestic US tax legislation and foreign tax credit | 138 |
| 6.2.2. | League of nations | 139 |
| 6.2.3. | OEEC/OECD Model | 141 |
| 6.3. | Prerequisites for the foreign tax credit under | |
| | article 23B of the OECD Model | 142 |
| 6.3.1. | Resident person | 142 |
| 6.3.2. | Income derived and capital owned | 143 |
| 6.3.3. | "May be taxed" in the source state as a reference to | |
| | open distributive rules | 148 |
| 6.3.3.1. | Non-exclusive taxing right of the source state | 148 |
| 6.3.3.2. | Exclusive taxing right of the residence state or | |
| | source state | 149 |
| 6.4. | Maximum tax credit | 151 |
| 6.4.1. | Double limitation of residence state's obligation to | |
| | give credit: Tax paid and maximum deduction | 151 |
| 6.4.2. | Limitation by maximum deduction | 153 |
| 6.4.2.1. | Rule and general mode of operation: The formula | |
| | and its assumptions | 153 |
| 6.4.2.2. | Residence state tax on total income | 156 |

| 6.4.2.3. | Part of the income or capital tax that is attributable to the income or capital that "may be taxed" in the | |
|------------|---|-----|
| 64221 | other state | 157 |
| 0.4.2.3.1. | owned at source | 157 |
| 6.4.2.3.2. | Determination of income that may be taxed at source | 160 |
| 6.4.2.4. | Income aggregation for the calculation of the | |
| | maximum deduction: "Overall", "per country" or | |
| | "per item" approach? | 180 |
| 6.4.2.4.1. | The conceptual differences and their relevance for | 100 |
| (1 2 1 2 | the maximum deduction | 180 |
| 6.4.2.4.2. | Article 23B(1) of the OECD Model: Implicit per- | 197 |
| 64243 | Peritem approach required under article $23\Delta(2)$ of | 162 |
| 0.4.2.4.3. | the OECD Model? | 185 |
| | | 100 |
| 6.5. | Excess foreign tax credit: Carry-forward of foreign | |
| | tax credit obligatory under treaty law? | 185 |
| 6.5.1. | Outline of the problem arising from excess foreign | |
| | credits | 185 |
| 6.5.2. | Article 23B(1) or article 23A(2) of the OECD Model | 100 |
| | as legal basis for a carry-forward of foreign tax credit? | 186 |
| 6.6. | Conclusion | 188 |
| Chapter 7 | Credit Mathad and Different Taxas on Income | |
| Chapter / | and on Capital | 191 |
| | Michael Lang and Cristian Camilo Rodriguez Peña | 171 |
| | | |
| 7.1. | The problem to be solved | 191 |
| | | |
| 7.2. | Current state of the debate | 192 |
| 7.2.1. | Multiple taxes in the source or in the residence state | 192 |
| 1.2.2. | Operation of the credit when there are multiple taxes | 106 |
| | In the residence state: Prioritization of specific taxes? | 190 |
| 7.3. | Taxes on income versus taxes on capital | 198 |
| 7.3.1. | The interpretation of article 23B(1) of the OECD | _20 |
| | Model | 198 |
| 7.3.2. | How to distinguish between "taxes on income" and | |
| | "taxes on capital" | 201 |

| 7.4. 7.4.1 | The application of the credit method to multiple taxes | 204 |
|---------------|---|-----|
| 7.4.1. | taxes: Same items of income | 204 |
| 7.4.2. | The application of the credit method to multiple taxes: Different items of income | 206 |
| 7.5. | Conclusion | 208 |
| Chapter 8 | Tax Sparing Pasquale Pistone and Belisa Ferreira Liotti | 211 |
| 8.1. | Introduction to tax sparing: Main features and source of issues | 211 |
| 8.2. | Over 60 years of debates on tax sparing | 214 |
| 8.2.1. | From 1957 to the beginning of the 21st century: | |
| | Old arguments to a renewed debate | 215 |
| 8.2.2. | 1998: The focus on abuse | 222 |
| 8.2.3. | New ideas for a new century | 224 |
| 8.3. | Embracing the new reality: Tax sparing in the BEPS | |
| | aftermath | 231 |
| 8.3.1. | Not an aid tool, but a sovereignty tool | 231 |
| 8.3.2. | Are studies on the impact of tax treaties and tax | |
| | incentives on FDI accurate? | 233 |
| 8.3.3. | A fairer approach regarding source countries' | |
| | sovereignty | 235 |
| 8.3.4. | Hidden tax protectionism vs. international tax fairness | 237 |
| 8.4. | The future of tax sparing under the GloBE proposal | 240 |
| 8.4.1. | Relevant premises of the BEPS Project | 240 |
| 8.4.2. | The GloBE proposal under Pillar Two: An anti- | |
| | BEPS measure? | 242 |
| 8.4.3. | GloBE and jurisdiction not to tax: A sovereignty issue | 248 |
| 8.4.4. | The impact on tax sparing | 250 |
| 8.4.5 | Hidden tax protectionism and other incompatibilities | 253 |
| 8.4.6 | (How) can GloBE be made compatible with tax | _00 |
| 0 | sparing? | 256 |
| 8.5. | Conclusion | 262 |

| (| Chapter 9 | Exemption Method with Proviso Safeguarding Progression <i>Karoline Spies and Philipp Walter Scharizer</i> | 265 |
|---|--------------------------|---|------------|
| | 9.1. | Introduction | 265 |
| | 9.2. | Aim of the proviso safeguarding progression | 267 |
| | 9.3. | Application and functioning of the proviso safeguarding progression | 269 |
| | 9.4. 9.4.1. 9.4.2. | History Drafts of models from the League of Nations The first OECD Model with the exemption method | 274 274 |
| | 9.4.3. | with safeguarding progression (1963) The OECD Model (1977): Development into a standalone paragraph in article 23 | 275 276 |
| | 9.5. | Constitutive or declarative nature of the proviso safeguarding progression in a tax treaty | 277 |
| | 9.5.1. 9.5.2. | progression Tax treaty with a limited proviso safeguarding | 277 |
| | 9.5.3. | progression Tax treaty with a proviso safeguarding progression based on the OECD Model (1063) or corlian | 279 |
| | 9.5.4. | Conclusion | 281 282 |
| | 9.6. | Source state: Permitted or prohibited to apply proviso safeguarding progression? | 282 |
| | 9.6.1. | The proviso safeguarding progression in the source state in the context of the tax treaty | 282 |
| | 9.6.2. | The proviso safeguarding progression in the source state in the light of the OECD Commentary | 283 |
| | 9.6.3. 9.6.4. | The proviso safeguarding progression in the source state according to the literature and case law Conclusion | 284 287 |
| | 9.7. | Limits by tax treaty law for the application of a domestic proviso safeguarding progression | 287 |
| | 9.7.1. | Scope | 287 |

| 9.7.2. 9.7.2.1. 9.7.2.2. 9.7.2.3. 9.7.3. | Legal consequences Tax rate versus amount of tax Negative proviso safeguarding progression Taking into account the "exempt income or capital" Other limitations by tax treaty law? | 292 292 293 295 296 |
|--|--|---------------------------------|
| 9.8. | Conclusion | 297 |
| Chapter 10 | Exemption Method and Domestic Law <i>Theres Neumüller</i> | 299 |
| 10.1. | Introduction | 299 |
| 10.2. | Relevance of the terms "income" and "capital" in article 23A of the OECD Model | 301 |
| 10.3. 10.3.1. 10.3.2. | The allocation of costs Allocation to the distributive rules Allocation to residence state and source state | 304 304 311 |
| 10.4. | The allocation of personal benefits to residence state and source state | 313 |
| 10.5. | The treatment of losses under the exemption method | 317 |
| 10.6. | Conclusion | 320 |
| Chapter 11 | Method Article, Secondary EU Legislation and the Fundamental Freedoms <i>Nicholas Pacher</i> | 323 |
| 11.1. | Introduction | 323 |
| 11.2. | The method article and secondary EU legislation | 325 |
| 11.3. 11.3.1. 11.3.2. | The method article and the fundamental freedoms Introduction An overview of the potential areas of conflict | 330 330 |
| | between the method article and the fundamental freedoms | 332 |

| 11.3.3. | The method article and unrelieved actual juridical | 224 |
|-------------------------|--|-----|
| 11 2 2 1 | double taxation | 334 |
| 11.5.5.1. | the exemption or credit method: A restriction of the | |
| | fundamental freedoms? | 334 |
| 11.3.3.2. | Limited relief of juridical double taxation under the | 001 |
| | method article as a restriction? | 338 |
| 11.3.4. | The method article and the consideration of foreign | |
| | losses | 347 |
| 11.3.5. | The method article and its effect on the taxation | |
| | of domestic income: The proviso safeguarding | |
| | progression | 351 |
| 11.3.6. | The method article and potential horizontal | ~ |
| 11.0.6.1 | restrictions | 355 |
| 11.3.6.1. | Relief versus no relief from juridical double taxation | 355 |
| 11.3.6.2. | exemption | 257 |
| 1137 | The method article as a tool to offset restrictions | 557 |
| 11.3.7. | attributable to the source state | 359 |
| | attributable to the source state | 557 |
| 11.4. | Conclusion | 360 |
| Chanter 12 | Relief from Double Taxation and FU State Aid Law | 363 |
| Chapter 12 | Georg Kofler | 505 |
| 10.1 | Introduction | 262 |
| 12.1. | Introduction | 303 |
| 12.2. | Avoidance of double taxation | 363 |
| 12.3. | Double-non taxation | 367 |
| List of Contributors 37 | | 375 |

Preface

If the application of the distributive rules of a tax treaty following the OECD Model Tax Convention (OECD Model) does not suffice to avoid juridical double taxation, the method article of the treaty requires the residence state to provide relief. To what extent such relief is granted chiefly depends on the method applied by the residence state to that effect. Articles 23A and 23B of the OECD Model include the two most prominent methods to avoid juridical double taxation: the exemption with progression method and the ordinary credit method. Since the wording of both articles is rather broad, the calculation of the relief requires a comprehensive interpretation of the method article in light of the residence state.

So far, little research has focused on the details of the calculation of double taxation relief according to articles 23A and 23B of the OECD Model. In addition, the impact of the changes to the wording of both articles in the course of the 2017 OECD Model update following the Base Erosion and Profit Shifting Project combined with the changes to the Commentary on the OECD Model requires a closer scientific examination.

In order to address these matters alongside other important and current issues related to the application of article 23 of the OECD Model, the 28th Viennese Symposium on International Tax Law was held on 14 June 2021. Given the current situation regarding COVID-19, the symposium was held physically at WU (Vienna University of Economics and Business) as well as online. Professors from Austrian and foreign universities, tax researchers from WU and tax experts from various countries participated in the symposium. The speakers have since completed papers using input received during the symposium, and these papers have become the chapters of this book. Each author offers an in-depth analysis, along with the most recent scientific research on their topic.

The editors would like to thank Hedwig Pfanner, Karina Hertle and Nicholas Pacher, who were the main people responsible for the organization of the symposium and who made essential contributions to the preparation and publication of this book. The editors would also like to thank all of the authors who have patiently revised their contributions in order to enhance the quality of the book, and Dr Julienne Stewart-Sandgren, who contributed greatly with her linguistic editing of the authors' texts. Above all, our sincere thanks goes to the publishing house at IBFD for agreeing to include this publication in its catalogue.

Georg Kofler Michael Lang Pasquale Pistone Alexander Rust Josef Schuch Karoline Spies Claus Staringer