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Topic 1 - Tax System and Tax Policy

1. Introduction to Taxation

What is a Tax?

A tax is a **compulsory financial charge** imposed by the government on individuals, businesses, or other entities to fund public services and infrastructure.

Key Characteristics of a Tax:

- Compulsory: Payment is mandatory under the law.
- **Imposed by Government:** Only the government (federal, state, or local) can impose taxes.
- **No Direct Benefit:** Unlike fees or charges, taxpayers do not receive a direct service in exchange for their payment.
- Main Purpose Revenue Generation: Taxes fund government programs, public goods, and services.

Legal Definitions:

• Deferred to historical precedent, stating that any change in principle should come from the **legislature**, not the courts.

McTiernan J (dissenting):

• Found in favour of deductibility (not reproduced in full here).

Key Quotes

"To say that expenditure on fares is a prerequisite to the earning of a taxpayer's income is not to say that such expenditure is incurred in or in the course of gaining or producing his income." (Williams, Kitto and Taylor JJ) "It is not for the court... to say how much a taxpayer ought to spend in obtaining his income, but only how much he has spent." (per curiam)

"If the whole subject is to be ripped up now it is for the legislature and not the court to do it." (Dixon CJ)

Subsequent Development / Commentary

- Lunney has been consistently applied to deny deductions for ordinary commuting.
- It left **open questions** about travel between **two places of work**, travel involving **carrying tools**, and travel by **independent contractors**.
- Later cases and ATO rulings have created exceptions and refined distinctions, leading to a more nuanced body of doctrine in this area.

Martin - childcare

Facts

- The taxpayer, a working mother, claimed a deduction for child care expenses paid to kindergartens while she was at work.
- Her claim was rejected by the Board of Review and the Supreme Court of NSW, and she appealed to the Full Federal Court.

Issue

Was the taxpayer entitled to deduct kindergarten (child care) expenses under s 51(1) as being incurred in gaining or producing assessable income?

Ruling

Held: No deduction allowed. The expenses were **not incurred in the course of gaining assessable income**, but were **private in nature**.

Reasoning

- The Court reaffirmed the reasoning in Lunney v FCT and Ronpibon Tin NL v FCT, emphasising the need to look at the essential character of the expense.
- Although child care was a prerequisite for the taxpayer's ability to work, this did not make the expense incidental or relevant to the performance of her duties.
- The Court distinguished between:
 - Expenses incurred to enable the taxpayer to earn income (preliminary expenses, generally non-deductible); and
 - Expenses incurred in the course of actually earning income (potentially deductible).
- The childcare expenses were found to be **private and domestic** in nature, similar to other **living expenses**.

Key Quotes

"The expenditure was not incurred in, or in the course of, performing the work for which she was engaged to perform."

"There was nothing about the expenditure which was relevant or incidental to the work."

"Such a consideration is not of itself sufficient to attract the operation of s 51(1)."

Hatchett - Education related expenses

Facts

- Hatchett was a teacher employed by the WA Education Department.
- He incurred:
 - 1. **\$89 for thesis submissions** to obtain a **Teacher's Higher Certificate** (THC), which enabled progression to a higher salary scale.
 - 2. **\$71 in university fees** for subjects in the Faculty of Arts. A portion of this was refunded by his employer.
- The THC directly entitled him to a salary increase for doing the same work; the university study did not result in promotion or immediate assessable income.

Issue

Were the THC expenses and the university fees deductible under **s 51(1)** as outgoings incurred in gaining or producing assessable income?

Held

- THC expenses were deductible.
- University fees were not deductible.

Reasoning - Menzies J

1. Teacher's Higher Certificate

- There was a **clear and direct connection** between the expenditure and Hatchett's ability to **earn more assessable income** in the immediate future.
- Even though the certificate was obtained after the tax year ended, the **purpose** of the expense was to **increase employment income**, and this satisfied the nexus test under s 51(1).
- The expense was **not capital in nature**, nor private.
- Menzies J confirmed that expenditure incurred in anticipation of future income is still deductible.

2. University Fees

- The connection to assessable income was weak and speculative.
- Hatchett had **no concrete outcome** (e.g., promotion, qualification) from the study.
- The court emphasised that encouragement from an employer does not make an expense deductible.
- Education aimed at general improvement (as opposed to a specific income benefit) is typically private in nature.
- The likelihood of promotion is not sufficient without a clear nexus to income production.

Finn - Travel Expenses

Facts

- Mr Finn was a senior architect employed by the Public Works Department of WA.
- He took combined long service and recreation leave to travel through Europe to study architecture and modern building design.
- Before departure, his employer requested that he also travel to South America to report on architecture there.
- The **WA Government funded** his return travel between England and South America.
- He took hundreds of photos, collected architectural material, met with experts, and made written records for professional use.
- He claimed a deduction under s 51(1) for travel-related expenses, net of the government contribution.

Issues

- 1. Were the travel expenses deductible under s 51(1) as incurred in gaining or producing assessable income?
- 2. Were the expenses of a capital, private, or domestic nature?

Held

Deductible – The travel expenses were **incurred in gaining or producing assessable income** and were **not capital, private, or domestic** in nature.

Reasoning

1. Employment Nexus Satisfied

- The travel was undertaken:
 - During Finn's employment,
 - With employer encouragement and partial financial support,
 - For the explicit purpose of developing professional skills relevant to his government architectural work.
- Although the travel occurred during leave, it was treated by the department as beneficial to Finn's duties
 and directly relevant to his role.
- The High Court emphasised that:
 - o Improving professional skills,
 - Complying with employer requests,
 - o And enhancing performance in the existing role
 - = creates a strong link to assessable income.

2. Not a Capital Outlay

- The Court rejected the argument that the expenditure was capital:
 - o Knowledge is **not an enduring asset** like plant or machinery.
 - o Professional development is part of the **ordinary course** of a skilled employee's work.
 - Unlike fixed assets, knowledge fades and must be renewed and maintained.

3. Personal Motivation Not Fatal

- Although personal and professional motives co-existed (e.g. general interest in architecture), the dominant purpose was work-related.
- The **purpose of professional advancement** (with implications for promotion and higher pay) was central and sufficient.

Handley – Home office expenses

Facts

- Mr Handley, a barrister, maintained a study in his private home, in addition to his city chambers.
- He used the home study 20 hours per week for approximately 45 weeks a year, mostly at night and on weekends.
- The room was **not physically separate** from the rest of the house and was only occasionally used for non-work purposes.
- He claimed deductions for a **proportion of interest on the home mortgage**, **municipal and water rates**, and **insurance premiums**, arguing they related to his income-earning use of the study.
- The Commissioner disallowed these expenses under the domestic/private exception in s 51(1).

Issue

Were the taxpayer's claimed expenses deductible under s 51(1), or were they private or domestic in nature and therefore excluded?

Held

Not deductible – The expenses were of a **domestic nature** and not sufficiently connected with income production to qualify under s 51(1). No apportionment was warranted.

Reasoning

Wilson J (majority reasoning)

The study, though used for professional purposes, remained part of the home.

- The **interest**, **rates**, **and insurance premiums** related to the entire property and would **not change** regardless of whether professional work occurred at home.
- These outgoings could not be **severed or apportioned** in the circumstances.
- The taxpayer's decision to work at home was one of personal convenience, not professional necessity.
- The court drew a **distinction** between:
 - o A home used as a place of business, and
 - A home in which some work is done.
- The latter category does **not support deduction** of structural or ownership-related costs (like interest or insurance).

Murphy J (concurring judgment, stricter approach)

- All claimed expenses were inherently domestic.
- Even exclusive use of a room for legal study does not transform it into a business space.
- Murphy J argued that **convenience-based use** of a home study, even if productive, remains **domestic**.
- He warned that allowing such deductions would lead to absurd claims (e.g. for bedrooms or gardens used for contemplation).
- The test is not whether the **study aids income**, but whether the **nature of the expense** is private/domestic or income-generating.
- While some expenses (e.g. heating and cleaning) might be apportioned, interest and insurance remained entirely private.

Forsyth - Home Office

Facts

- The taxpayer, Forsyth, was a barrister who entered into an agreement with trustees (likely related parties) under which he rented part of his home, including a study used for professional purposes.
- He sought to **deduct the rental payments** under s 51(1) as expenses incurred in gaining assessable income.
- The Commissioner disallowed the claim, arguing the expenses were of a **domestic nature** and thus excluded.

Issue

Was the **rental expense deductible**, or was it excluded as being of a **domestic nature**, despite being used partly for professional work?

Held

Not deductible – The rental payments were **domestic in nature** and therefore excluded under the second limb of s 51(1).

Reasoning

Wilson J

- Reaffirmed Menzies J's principle from *Hatchett* that if an expense is genuinely incurred in gaining assessable income, it is rarely also "private".
- But distinguished "domestic" from "private":

"It is certainly not true of outgoings of a capital nature... Nor... should it necessarily be true of outgoings of a domestic nature."

- Quoted dictionary meaning of "domestic":
- "of or belonging to the home, house or household" (Shorter Oxford).
 - Found that the **rental agreement**, despite covering a room used for professional purposes, was **fundamentally about the household**, and thus retained its **domestic character**.
 - Therefore, even if part of the home was used for income-earning purposes, the nature of the outgoing (rent) as domestic prevailed.

Cooper – Food Drink and entertainment

Facts

- The taxpayer, Mr Cooper, was a professional rugby league player.
- His **coach**, Roy Masters, prescribed an **increased food and alcohol intake** (including at least one dozen cans of beer weekly) to help Cooper **maintain body weight** for professional performance.
- Cooper claimed a deduction for the cost of additional food and drink consumed as part of this regime.
- The Commissioner disallowed the deduction: the matter was appealed.

Issue

Was the expenditure on food and drink incurred in gaining or producing assessable income, or was it private in nature and therefore non-deductible?

Held

The expense was **not deductible**. The **essential character** of the expenditure remained **private**, despite its connection to employment.

Reasoning

Hill J (majority)

- **General Principle**: Expenditure on **food and drink** is **ordinarily private** unless special circumstances alter its character.
- Key Test: Look to the essential character of the outgoing.
- The fact that Cooper was instructed to consume more food and drink did not change the nature of the expense.
- Compared to medication (which might be deductible), food retains its inherently private character.
- Therefore, even if consumption aids employment, it is **not enough to make it deductible** under s 51(1).

"The expenditure in question fails to be deductible because its essential character remains private." (p 1638)

Wilcox J (dissenting in result)

- Acknowledged the difficulty in applying the "essential character" test.
- Emphasised the importance of the occasion of the expenditure.
- For example, meals incurred **while travelling for business** are deductible, not because food ceases to be private, but because the **occasion makes them work-related**.
- Suggested that the **description of the facts selected to define the expense's character** can determine the outcome.

"The difference between the two characterisations is that the latter takes account of the occasion of the expenditure." (p 1625)

7.1 Deductions specifically included or prohibited

Pre-recorded lecture notes

Prohibited Deductions: Division 26 & Division 32

- Division 26 lists amounts that are non-deductible, even if incurred in business.
 - o Examples: bribes, penalties, travel for relatives, private family expenses.
- Division 32 denies deductions for entertainment expenses (e.g., business lunches), even if arquably work-related.
 - Exception: Some on-premises employee entertainment may be deductible (e.g., meals in law firm kitchens).
- Rationale: Enforcement difficulties with private vs business expenses led to outright prohibition.

2. Specific Deductions (s 8-5 and Division 25)

- s 8-5 allows deductions under specific provisions (cross-referenced throughout ITAA97).
 - Examples:
 - Repairs (s 25-10)
 - Western suburbs cinema the deduction for hypothetical repairs was denied as the actual repair was a capital improvement.
 - Kitto J's "If a total expenditure is of a capital nature, so is every part of it."
 - W Thomas Repairs are deductible only if they relate to wear and tear from the taxpayer's own use in earning assessable income.
 - If a building is purchased in a defective or unfit condition, and repairs are needed before it can be used for income-producing purposes, those repairs are part of the capital cost of acquisition
 - Gifts to DGRs (Div 30)
 - Borrowing expenses (s 25-25, separate from interest, e.g., loan application fees)
 - **Bad debts** (s 25-35)
- No Double Deductions: s 8-10 prevents claiming the same expense under multiple sections.

3. Tax Accounting: Income and Deduction Timing

- **Income**: Must be allocated to correct income year when derived.
 - o **Cash basis**: Recognise income when received (e.g., Brent case).
 - o **Accrual basis**: Recognise when entitled, even if unpaid (e.g., Henderson case).
- **Deductions**: Recognised when "incurred" (not necessarily paid).
 - Even individuals can deduct incurred expenses if liability is certain (e.g., rent or subscriptions).
 - o Courts ask: Has the taxpayer been definitively "subjected to the expense"?
 - James Flood case: Annual leave not "incurred" until taken (contingent liability).
 - o **Citylink**: Deduction must also be properly referable to the income year.

4. Income Received in Advance

- Arthur Murray case: Prepaid dance lessons only recognised as income when services delivered.
 - Commercial/accounting practice is persuasive, but not decisive in determining tax treatment.

5. Tax Losses (Division 36)

- s 36-10: Tax loss = Total deductions (excluding earlier losses) assessable income.
 - Must reduce by any exempt income (but not by non-assessable non-exempt income).
 - o Carried forward indefinitely on a nominal basis (no indexation).
- **Strategy**: Prefer using losses ASAP due to time value and inflation.
- Capital Losses: Only deductible against capital gains; quarantined.
- No Offset Against Exempt Income: Reduces value of the loss.

6. Hobby/Non-Commercial Losses (Division 35)

- Applies to individuals with losses from non-commercial business activities.
- Effect: Loss is quarantined can only be used against future income from same activity.
- Not applicable to: Rental property losses (e.g., negative gearing is unaffected).
- **Conditions**: Rule applies if income < \$250,000 and business activity doesn't meet certain thresholds (e.g., profits test, real property > \$500k).
- Policy Goal: Prevent tax avoidance via "hobby" deductions against unrelated high income.

Chapter 10 [10.10]-[10.100] including

Western Suburbs Cinemas

Facts

• The taxpayer owned the **Melba Theatre**, which required repairs to its **ceiling**, identified as dangerous.

- The **original repair material (Celotex)** was unavailable; repairs using **Fibro** were possible but deemed unsatisfactory and costly.
- Instead of repairing, the company replaced the entire ceiling with a new and better fibro ceiling at a cost of £3000.
- The taxpayer claimed a deduction of £603, the estimated cost of the hypothetical repair (had it been done), not the actual cost of replacement.

Procedural History

- The Board of Review allowed the deduction of £603.
- The **Commissioner appealed** to the High Court, arguing the expenditure was capital in nature and no deduction was allowable.

Issues

- 1. Can a hypothetical repair cost be deducted instead of the actual expenditure?
- 2. Was the replacement of the ceiling a **repair or a capital improvement**?
- 3. Can capital expenditure be **apportioned** to identify a deductible component?

Reasoning - Kitto J

- A repair is distinguished from a replacement that does more than restore the asset to its original state.
- The ceiling replacement was a substantial and better improvement, not a mere repair:
 - It was a major structural element.
 - o The new ceiling had advantages over the old (e.g. longer life, reduced future repair costs).
- The actual expenditure is what matters for deductibility under s 25-10, not what *could have* been incurred.
- The taxpayer cannot claim a notional cost of repair when it chose to undertake a capital improvement.
- Apportionment is not available in this context unless the actual work done contains separable elements of repair and improvement, which it did not here.

"If a total expenditure is of a capital nature, so is every part of it."

 Past cases (e.g. Rhodesia Railways) were distinguishable, as those involved actual repairs, not replacements or hypothetical scenarios.

Held

- The entire expenditure was capital in nature.
- The taxpayer **could not deduct** even a portion of it under s 25-10.
- The Commissioner's appeal allowed; deduction disallowed.

W Thomas

Facts

- The taxpayer purchased a building (the Berry Building) for business use.
- At the time of purchase, the building was **not in a usable state** for its intended income-producing purpose.
- The taxpayer incurred £5,082 in repairs and repainting to render the building fit for use.
- The Commissioner disallowed the deductions, arguing they were capital in nature.
- The taxpayer **appealed**, claiming the costs were deductible repairs.

Issue

Whether the **cost of initial repairs** made to a building acquired in an **unusable condition** could be **deducted as revenue expenditure**, or whether such costs are **capital outlays** forming part of the acquisition cost of the asset.

Reasoning - Windeyer J

- Repairs are deductible only if they relate to wear and tear from the taxpayer's own use in earning assessable income.
- If a building is purchased in a **defective or unfit condition**, and repairs are needed **before** it can be used for income-producing purposes, those repairs are part of the **capital cost of acquisition**:

- "...the cost of putting it in order suitable for use is part of the cost of its acquisition, not a cost of its maintenance."
 - The judge drew support from **Cook Islands v AB Donald Ltd**, emphasising:
 - Maintenance preserves an asset in its existing condition.
 - o **Restoration of pre-existing defects** at the time of purchase **improves the quality** of the asset.
 - Such costs are part of the capital structure of the business and are not revenue charges.
 - It was irrelevant that:
 - o The taxpayer was **unaware** of some defects at the time of purchase.
 - Repairs were done progressively after portions of the building were put to use.
 - Some defects may have worsened after initial use.
- Windeyer J reiterated Kitto J's principle from Western Suburbs Cinemas:

"If a total expenditure is of a capital nature, so is every part of it."

• Although the court acknowledged that **some minor expenses (like painting)** could, in other contexts, be revenue in nature, the **totality of the expenditure** here was deemed **capital**.

Held

- The expenditure was capital in nature.
- The entire £5,082 was non-deductible.
- The Commissioner's decision to disallow the deduction was **upheld**.

TR 2023/3 Income tax: expenses associated with holding vacant land

Purpose of the Ruling

- Explains when deductions for costs related to holding vacant land are denied under s 26-102.
- Applies from 1 July 2019, even if land was acquired earlier.
- Only applies where deductions would otherwise be available under s 8-1 or similar.

Key Rule in s 26-102(1)

Deductions are denied for holding costs of vacant land, unless certain exceptions apply.

Exceptions to Denial of Deduction

You can still deduct holding costs if:

- 1. **Substantial and permanent structure** exists on the land that is:
 - o **Independent** and **not incidental** to another (proposed) structure.
 - In use or available for use (e.g. legally occupiable, not unsafe).
- 2. The land is:
 - Used or available for use in carrying on a business, or
 - Leased at arm's length to an entity that uses it in a business.
- 3. The land is held by:
 - Primary producers leasing land for primary production.

o Certain entities excluded under s 26-102(5).

Definitions and Applications

- Vacant land: No independent, substantial, and permanent structure in use.
- Substantial and permanent: Significant in size/value and fixed.
- **Independent purpose**: E.g., farm sheds may qualify, but a garage or fence on residential land usually does not.

Special Considerations

- Residential premises under construction/renovation:
 - Are not treated as substantial/permanent unless:
 - Lawfully able to be occupied and
 - Leased or available for lease (s 26-102(4)).
- Interest and borrowing costs:
 - o Denied if related to holding vacant land.
 - Still deductible if related to construction/renovation of property (TR 2004/4 applies).
- Apportionment:
 - If only part of land is used in business or has structures, costs must be fairly apportioned.

Examples

- A **vacant block** with a shed and fencing for future rental: deductions denied.
- A manager's house on farmland: land not considered vacant; deductions allowed.
- Land leased to a **family farming business** at market rent: deductions allowed.
- Land subdivided: each title assessed separately.

TR 2021/1 Income tax: when are deductions allowed for employees' transport expenses?

Purpose of the Ruling

- Clarifies when transport expenses (e.g. car, train, taxi, flights) are **deductible** by employees.
- Explains general principles, exceptions, and common scenarios for deductibility.
- Also relevant to fringe benefits tax (FBT) under the "otherwise deductible" rule.
- Replaces previous ruling TR 2017/D6.

General Rule

- Travel between home and a regular place of work is not deductible. It is considered private in nature and a prerequisite to earning income (as established in *Lunney*).
- Transport between work locations (excluding home) is generally deductible, if employment duties occasion the expense.

When Transport Expenses Are Deductible

To be deductible under **s 8-1**, expenses must:

- 1. Be incurred in gaining or producing assessable income;
- 2. Not be capital, private, or domestic;
- 3. Not relate to exempt or non-assessable income;
- 4. Not be excluded by another provision.

Key Factors Supporting Deductibility (per case law):

- Expense arises **out of employment duties**, not personal choice.
- Travel is relevant to performing work duties.
- Employer **requests** the travel.
- Travel occurs during work hours and under employer's direction.

Common Scenarios

Scenario	Deductible?	Reasoning
Home → Regular work (e.g. office/store)	X Not deductible	Travel is private, prerequisite to earning income.
Between two work locations (not home)	✓ Deductible	Employment duties occasion the travel.
Home → Client site or alternative location	✓ Deductible	Alternative location, required by duties.
Home → distant work location (chosen living area)	X Not deductible	Expense is due to employee's personal choice of residence.
Home → distant work location (required by duties)	✓ Deductible	Duties require travel between locations (e.g., interstate offices).
Transit point → work site	☑ Possibly	Deductible only if employment duties explain travel from the transit point.
Working from home (by choice)	X Not deductible	Travel is private unless home is the only work base (e.g. no employer premises).
Transporting bulky work equipment	✓ Deductible	If transport is required and no secure storage is available at workplace.
Relocation for work	X Not deductible	Travel is preparatory to income production and private in nature.

Special Cases

- On-call or standby work: Travel is deductible only if substantial work begins at home and is continued at the worksite.
- Flexible/work-from-home arrangements: Travel to the office still considered private unless home is the sole work base.
- **Multiple regular places of work**: Travel to any regular workplace from home is not deductible, even if there are multiple such places.

Fringe Benefits Tax (FBT)

• The ruling also applies to determine whether **employer-paid transport** would have been "**otherwise deductible**" to the employee for FBT purposes.

7.2 Method of accounting

Chapter 11 [11.100]-[11.170]

Carden's case

Facts

- Dr Carden, a sole-practice medical professional, had for years returned his income on a cash receipts basis.
- Upon his death, unpaid fees for services rendered were received by his executor and claimed as non-taxable corpus of the estate.
- The Commissioner argued Dr Carden's accounts should have used the **accrual (earnings) method**, so the unpaid amounts would be assessable in his final year of life.
- The issue: whether the cash basis adopted was legally valid and appropriate for assessing his **true taxable income** under the tax law.

Procedural History

- The Commissioner assessed the estate on the basis that Dr Carden should have used an accrual method.
- The matter was appealed to the High Court for determination of the appropriate accounting method under tax law.

Issues

- 1. Is the choice between cash and accrual accounting a legal or administrative question?
- 2. Is the cash receipts basis an appropriate method of accounting for a sole-practitioner professional?
- 3. How should the tax law interpret "income" where no specific legislative method is prescribed?

Judgment

Dixon J (for the majority) held that:

- The appropriate method of accounting is a question of law, not merely one of administrative discretion.
- Where the statute is silent, the method must give a "substantially correct reflex of the taxpayer's true income"
- For a sole-practitioner professional like Dr Carden, who has **no stock-in-trade**, **no circulating capital**, and whose **fees were uncertain**, the **cash basis** was not only lawful but **more appropriate**.
- The **accrual system**, while widely accepted in business, is not always appropriate—especially for professions not involving trading stock or deferred earnings.
- Therefore, Dr Carden's income was correctly assessed on the receipts basis.

Key Legal Principles

- Accounting method appropriateness must reflect commercial reality and is determined by the nature of the income source.
- "True income" should be assessed by reference to a method that gives a realistic picture of gain, considering the taxpayer's specific activities.
- A **cash basis** is generally more appropriate for **professional services income**, unless the profession operates on a business-like model with stock or credit operations.

Significance

- Carden's case is the leading authority on choosing between cash and accrual methods for income tax purposes.
- Introduced the enduring "true reflex" test: the chosen method must give a substantially correct representation of income
- Led to the ATO administratively requiring professionals to use the cash basis following the case.
- Later legislative changes (e.g. **s 101A ITAA 1936**) overturned the non-taxability of post-death income as corpus.

Broader Implications

- Reinforces the importance of commercial practice and the nature of the taxpayer's enterprise in tax accounting.
- Flexibility in tax accounting methods is permitted, but must be justified on the facts of each case.