The Parliament of the Commonwealth of Australia

Inquiry into the Exposure Draft of the Bankruptcy Legislation Amendment (Anti-Avoidance and Other Measures) Bill 2004

House of Representatives Standing Committee on Legal and Constitutional Affairs © Commonwealth of Australia 2004 ISBN 0 642 78483 3

Contents

Membership of the Committee	vi
Terms of reference	viii
List of abbreviations	ix
List of recommendations	xi

THE REPORT

1	Introduction	1
	Joint Taskforce Report	1
	The Committee's Inquiry	
	General Observations	4
	Process of Consultation	4
	'Tainted purpose', 'tainted property' and 'tainted money'	5
2	Overview of the Proposed Bill	7
	Recovery of Property	7
	Interaction between Family Law and Bankruptcy	9
	Supervised Account Regime	10
	Family Law Agreements	11
3	Recovery of Property Amendments: Proposed New Division 4A of I	Part VI of
	the Bankruptcy Act	13
	Outline of Chapter	13

Background	14
Support for the Recovery of Property Amendments	15
Criticisms of the Recovery of Property Amendments	16
A Disproportionate Response	16
Impact on Asset Protection Arrangements	17
Retrospectivity	20
Reverse Onus of Proof	21
Constitutional Issues	23
Alternatives to Proposed new Division 4A of Part VI	24
No Changes to Current Provisions	24
Strengthen the Existing Claw Back provisions	25
A 'tax problem' Requires Tax-specific Remedies	30
Other Suggested Alternatives	31
Other Issues	32
The Committee's Concerns	33
Conclusion	35
Bankruptcy and Family Law Amendments Outline of Chapter	
Background	37
Support for the Bankruptcy and Family Law Amendments	39
Criticism of the Bankruptcy and Family Law Amendments	
Jurisdictional Issues	40
Increased Burden on Trustees	41
Incentive for Couples to Separate	42
Other Issues	43
The Committee's Concerns	44
Conclusion	44
Supervised Account Regime	47
Outline of Chapter	47
Background	47
Support for the Proposed Change	49
Criticism of the Proposed Change	50

	Unintended Consequences	50
	The Trustee's Obligations under the Proposed Change	51
	Clarification in Relation to ADIs	51
	Other Issues	52
	Conclusion	53
6	Financial Agreements	55
	Outline of Chapter	55
	Proposed Amendment Relating to Claw Back Provisions	56
	Background	56
	Support for the Proposed Change	57
	Criticism of the Proposed Change	57
	Amendment Providing for a New Act of Bankruptcy	57
	Background	57
	Support for the Proposed Change	58
	Criticism of the Proposed Change	58
	The Committee's Concerns	59
	Conclusion	59

APPENDICES

Appendix A– List of Submissions	61
Appendix B – List of Exhibits	69
Appendix C – List of Witnesses	71
Appendix D – List of Cases	75

Membership of the Committee

Chair Hon Bronwyn Bishop MP

Deputy Chair Mr John Murphy MP

Members Hon Julie Bishop MP (until 07/11/03)

Hon Alan Cadman MP

Hon Duncan Kerr MP

Mr Daryl Melham MP (until 11/08/03)

Ms Sophie Panopoulos MP

Hon Con Sciacca MP

Mr Patrick Secker MP

Dr Mal Washer MP

Hon Alexander Somlyay MP (from 07/11/03)

Mr Robert McClelland MP (from 11/08/03)

Committee Secretariat

Secretary

Gillian Gould

Adviser

Amanda Pearce Administrative Officers Frances Wilson Heidi Luschtinetz

Terms of reference

The Committee will inquire into the provisions of the draft Bill. Specifically, the Committee will consider whether these provisions adequately address the problems identified in the Taskforce report, namely:

- (a) high income earners using bankruptcy to avoid paying debts that they can afford to pay, while continuing to enjoy a lifestyle made possible through the build up of assets in the names of third parties
- (b) the uncertainty arising from the interaction between family law and bankruptcy
- (c) the inadequacy of the current income contributions scheme in circumstances where a bankrupt chooses not to comply, and
- (d) the use of financial agreements to defeat the claims of creditors.

List of abbreviations

ABA	Australian Bankers' Association
ACEA	Association of Consulting Engineers Australia
AICD	Australian Institute of Company Directors
AFCCRA	Australian Financial Counselling and Credit Reform Association
AGD	Attorney-General's Department
AMA	Australian Medical Association
ATO	Australian Taxation Office
BLAAAMB 2004	Bankruptcy Legislation Amendment (Anti-Avoidance and Other Measures) Bill 2004
CPA Australia	Certified Practicing Accountants Australia
The FLS of the LCA	The Family Law Section of the Law Council of Australia
ICAA	Institute of Chartered Accountants in Australia
The IRC of the LCA	The Insolvency and Reconstruction Committee of the Law Council of Australia
IPAA	The Insolvency Practitioners Association of Australia
ITSA	Insolvency and Trustee Service Australia

X	
IWIRC	The International Women's Insolvency and Reconstruction Committee Australian Network (Qld) Inc
LCA	Law of Council of Australia
NIA	The National Institute of Accountants
NNWLS	The National Network of Women's Legal Services

List of recommendations

2 Overview of the Proposed Bill

Recommendation 1 (paragraph 2.14)

The Committee recommends that financial agreements revert to the pre-2000 amendments to the *Family Law Act 1975* and be subject to confirmation by the court which shall take into account bankruptcy ramifications.

3 Recovery of Property Amendments: Proposed New Division 4A of Part VI of the Bankruptcy Act

Recommendation 2 (paragraph 3.46)

The Committee recommends that:

 the amendments contained in Schedule 1 of the draft Bankruptcy Legislation Amendment (Anti-Avoidance and other Measures) Bill
2004 be abandoned; and

■ Insolvency and Trustee Service Australia and the Attorney-General's Department undertake fresh consultation with the Bankruptcy Reform Consultative Forum with a view to strengthening the current clawback provisions in the Act (sections 120 and 121 in particular).

Recommendation 3 (paragraph 3.47)

The Committee recommends that subsection 16(4) of the *Income Tax Assessment Act 1936* and section 3C of the *Taxation Administration Act 1953* be amended to:

 authorise the Commissioner of Taxation to provide publicly available information to prescribed industry or professional organisations; and

■ authorise the Commissioner of Taxation to utilise publicly available information for the purposes of the role of Chief Executive of the Australian Tax Office.

4 Bankruptcy and Family Law Amendments

Recommendation 4 (paragraph 4.22)

The Committee recommends that the amendments proposed in Schedule 2 of the draft Bankruptcy Legislation Amendment (Anti-Avoidance and Other Measures) Bill 2004 be implemented.

5 Supervised Account Regime

Recommendation 5 (paragraph 5.17)

The Committee recommends that the amendments proposed in Schedule 3 of the draft Bankruptcy Legislation Amendment (Anti-Avoidance and Other Measures) Bill 2004 be implemented.

6 Financial Agreements

Recommendation 6 (paragraph 6.15)

The Committee recommends that the amendments proposed in Schedules 4 and 5 of the draft Bankruptcy Legislation Amendment (Anti-Avoidance and Other Measures) Bill 2004 be implemented.