

#### **Overview**

The permanent establishment (PE) concept is a core element of the global international tax framework. With increasing cross-border business activities resulting from the globalization of the world economy, the PE risk is taking center stage among international tax issues. At the same time, the attribution of profits to PEs becomes more complex due to new business models, ecosystems and integration of operations within a business model. However, the attribution of profits to PEs also gains particular importance for the ramifications that it will have on the Global Anti-Base Erosion (GloBE) rules calculations when applicable.

To address the challenges arising from the digitalization of the economy, some jurisdictions have modified their domestic tax rules in an attempt to levy tax on business arrangements not requiring a physical nexus, including the triggering of a PE when certain services are provided from abroad for the benefit of a person resident in their jurisdiction. Such new concepts and approaches depart from the traditional views of PE.

Further, tax authorities are actively challenging the potential existence of PEs. This in turn, translates into businesses requiring more time and resources to manage their PE risks. According to the 2021 EY International Tax and Transfer Pricing Survey,\* PE is one of the three top issues most likely to come under scrutiny over the next two years by the tax authorities around the world.

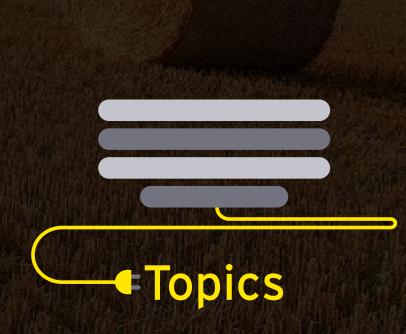
In addition, the Organisation for Economic Co-operation and Development's (OECD) Base Erosion and Profit Shifting (BEPS) 2.0 project is augmenting the current international tax landscape, which will likely increase complexity and compliance costs for cross-border business arrangements. Under Pillar One, a new special purpose nexus rule will be adopted to allocate residual profits of in-scope Multinational Enterprises (MNEs) to market jurisdictions where goods or services are used or consumed. Moreover, a treaty-based Subject to Tax Rule (STTR) may operate to deny treaty benefits (including exemption under the business profit article) for covered payments to the extent they are not subject to a nominal tax rate of above 9%.

Looking forward, a number of developments impacting PE assessments are expected. First, the implementation of the BEPS 2.0 rules in 2023 will impact PE scenarios. Taxpayers will need to face the interaction between the traditional concept of PE, the new nexus rules and global minimum taxation. Second, there is a shift towards a remote working culture and talent retention strategies. With more advanced technology as well as tools and information, tax authorities around the world may put under scrutiny potential PE cases for people working remotely in a jurisdiction different from where the employer is a tax resident. This is already the case where tax authorities and immigration authorities are exchanging information to have a better picture of who enters or leaves the country. Also, the increased proposals to attract individuals (e.g., digital nomads) by offering a preferential tax regime may also pose interesting questions related to PEs, and in particular on the home office PE concept. Finally, although COVID continues to be an issue, it is not blocking the movement of people as it was at the beginning of the pandemic, and there is not a uniform or standard approach, aside from the OECD guidance which addresses certain temporary situations under the pandemic but that are now becoming permanent.

This publication covers the most relevant PE topics during 2021 and each topic has two sections, except BEPS 2.0 which has one section. The first section provides background information while the second section addresses specific country developments during the relevant year with respect to each topic.

\*https://www.ey.com/en\_gl/tax/how-leaning-into-transfer-pricing-transformation-helps-manage-tax-risk

The topics are:



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#### **BEPS 2.0**

The OECD's BEPS 2.0 project, which is designed to address the tax challenges arising from the globalization and digitalization of the economy will add another layer of complexity on cross-border transactions. Although the PE concept is not modified by this initiative, the interaction between the BEPS 2.0 rules and the PE rules may pose certain tax challenges.

As part of the negotiations of the BEPS 2.0 project, in October 2021, the Inclusive Framework on BEPS released a **statement** reflecting the agreement reached by the majority Inclusive Framework members on core design features of the two-pillar solution developed in the BEPS 2.0 project. This statement describes on a high-level basis agreed components with respect to both pillars of the project. Among other items, Pillar One includes the special purpose nexus rule applicable to a market jurisdiction when the in-scope MNE derives at least €1 million in revenue from that jurisdiction. With regards to Pillar Two, more details were provided on the new global rules introducing a minimum tax.

As agreed in the October Statement on its implementation plan, by the end of 2021, the OECD released the Model Rules on the Pillar Two which comprises the scope and mechanics of the Income Inclusion Rule (IIR) and the Undertaxed Payments Rule (UTPR), collectively referred to as the GloBE rules. A few days after this release and inspired from the OECD Model Rules, the European Commission also released proposed rules to ensure a global minimum level of taxation for MNE groups. Overall, the proposed rules are similar with a few differences (e.g., extension of the scope to purely domestic groups, election to apply a qualified domestic top-up tax).

Countries, like the United Kingdom, have already started reacting to the Model Rules by engaging stakeholders via public consultation on whether the Model Rules (as they are) can be transposed into domestic law or whether there should be some adjustments to the rules, but also on the features of the rules. Other countries (e.g., Switzerland) have announced their intention to implement the GloBE rules in the near future.

With respect to the content of the Model Rules, a PE is in-scope of the GloBE rules if the head office is part of an MNE group subject to the GloBE rules. The Model Rules include a series of definitions used throughout the rules, including a PE definition that covers four different scenarios. In addition, the Model Rules include specific rules applicable to the allocation of income or loss between a PE and its head office. For example, the net income or loss of a PE generally will not be included in the GloBE income or loss of the head office.

In the latest documents and proposals by the OECD and the European Commission, one of the PE-related elements missing is the Switch-Over Rule (SOR). In the Pillar Two Blueprint released in October 2020, the

OECD described a SOR to apply the IIR to PE income that benefits from a tax exemption under the laws of the head office jurisdiction. Although the October Statement released in 2021 and the Model Rules do not include a reference to the SOR, the **brochure** accompanying the statement mentions that the commentary to the GloBE rules will addresses the need for a SOR in certain treaties and in circumstances that otherwise commit the contracting parties to the use of the exemption method. The SOR becomes relevant when the head office intends to apply the IIR to the income of an exempt PE and is prevented from doing so where the head office has entered into a bilateral tax treaty that obliges the head office's jurisdiction to exempt the income of the PE. The absence of such rule may raise questions on whether the IIR is still applicable in those cases where the head office jurisdiction and the jurisdiction where the PE is located have a tax treaty that prevents the head office jurisdiction from applying the IIR.

One of the open questions that remains unanswered is the interaction of the BEPS 2.0 project with the concept of Significant Economic Presence (SEP) that is already applied by a number of jurisdictions around the world. In particular for Pillar One, it is still unknown whether the tax liability under the SEP rules can be considered a similar measure for purposes of the unilateral measures that are to be withdrawn. As for Pillar Two, it is also uncertain whether taxes paid under the SEP rules should also be considered as part of the Covered Taxes or whether the activities giving rise to a SEP can also give rise to a PE under the GloBE rules. Another open question is the impact of the definition of PE for GloBE purposes. Under this new PE definition, the OECD expands the traditional PE definition and the question is whether this is the start of an updated PE definition and also whether countries would start expanding their PE definition to cover cases other than GloBE.

As part of the implications to be considered, the BEPS 2.0 project will impose certain challenges not only for taxpayers but also for tax authorities given that the proposed timeline for implementation (end of 2022) provides just a few months to pass a series of legislative changes and more importantly understand them. This concern was also raised by a few European Union (EU) Member States (e.g., Cyprus, Estonia, Hungary, Luxembourg, Romania, Slovakia and Spain) during the 18 January 2022 Economic and Financial Affairs Council (ECOFIN) meeting. Another concern raised during the meeting revolves around where Pillar One and Pillar Two should be implemented simultaneously (e.g., Estonia, Hungary and Poland).

Finally, businesses should ensure the clear delineation of the internal dealings between the head office and the PE. More importantly, the PE's financial accounts will play an important role not only for the taxation at the level of the PE but also at the level of the other entities of the group in which the IIR or UTPR may be applicable.

#### COVID-19

The COVID-19 pandemic also resulted in unprecedented operational changes which impacted PE positions. Governments have imposed travel restrictions, implemented strict quarantine measures and encouraged teleworking. In this context, many individuals still faced scenarios in which it was not possible to perform their duties in their countries of employment. Moreover, many companies had to interrupt or adjust their activities.

Considering the ongoing tax issues due to the COVID-19 pandemic, at the beginning of 2021, the OECD Secretariat updated the April 2020 guidance including the illustration of how some jurisdictions have addressed the impact of COVID-19 pandemic on certain tax situations, and examined whether the analysis and the conclusions outlined in the earlier guidance continue to apply where the circumstances persist for a significant period. Overall, the conclusions remain unchanged. However, the guidance relies on the temporary nature of the pandemic which has prolonged to the point that is questionable if the guidance remains applicable to the current environment.

As for country practices in 2021, while some jurisdictions have issued (e.g., Finland, Hong Kong) or updated (e.g., Canada, Cyprus, Greece, Ireland) their guidance on COVID-19 and PE issues, other jurisdictions have decided not to extend the period of application for their COVID-19 and PE guidance (e.g., Australia, Malaysia, Singapore) in view of the reopening of international borders and travel restrictions being lifted. Similarly, a few jurisdictions (e.g., Austria, Germany, Switzerland) decided to update their mutual agreements on frontier workers to include cases where working from home would generally not create a PE for the nonresident employer provided certain requirements are met.

Finally, "working from anywhere" has accelerated from concept to practice. In previous years, remote working was a distant concept for many companies and today we seem to be moving toward this paradigm. Hybrid or flexible work arrangements continue to increase and, in some cases, businesses are adopting a "work from anywhere" policy to attract talent, reduce costs and increase productivity. Such changes in the way that businesses will operate post-pandemic are adding to the complexity of managing global PE positions.

#### OECD and country developments

▶ OECD: In January 2021, the OECD Secretariat published a revised version of the guidance on tax treaties and the impact of COVID-19. This updated version of the guidance considers some additional fact patterns not addressed in detail in the April 2020 guidance, examines whether the analysis and the conclusions outlined in the April 2020 guidance continue to apply where the circumstances persist for a significant period, and contains references to country practice and guidance during the COVID-19 pandemic. More details here. Link to the official guidance here.

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#### **Domestic treatment of PEs**

In 2021, a number of jurisdictions updated their PE definitions to align with international standards. For example, Kenya repealed its PE definition and introduced a new one. Regarding the taxation of PEs, Ireland introduced measures that provide for the application of the Authorized OECD Approach (AOA). Likewise, Austria and Portugal updated their TP guidelines, including the attribution of profits to PEs.

Another trend during the year was the treatment of losses incurred by foreign PEs in the EU. Some Member States (e.g., Belgium, Greece) updated their administrative guidance to allow the deduction of losses incurred by a foreign PE provided that the relevant losses are impossible to deduct in the jurisdiction where the PE was located.

Ultimately, some jurisdictions have been implementing rules to tax those business with digital activities, in particular for those companies without a physical presence in a given jurisdiction but with significant virtual presence. For example, Russia requires foreign entities with an online presence in Russia with more than 500,000 daily users to open a local office or branch in Russia. Likewise, Hong Kong requires a person carrying on business through the internet to apply for a business registration in Hong Kong.

Country developments

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The number of tax treaties covered by the BEPS Multilateral Instrument (MLI) continues to increase. As of the end of 2021, the MLI has been signed by 96 jurisdictions and has entered into force for 65 jurisdictions. In relation to the PE positions made by the countries signing the MLI, 32 jurisdictions chose to apply all of the PE articles of the MLI, 30 jurisdictions chose some of the PE articles of the MLI and 34 jurisdictions made a reservation on all the PE articles of the MLI. A closer look at the PE positions shows that only 50% of jurisdictions chose to apply Article 12 (agency PE), 62.5% of jurisdictions chose to apply Article 13 (specific activity exemptions) and only 37.5% of jurisdictions chose to apply Article 14 (splitting-up of contracts).

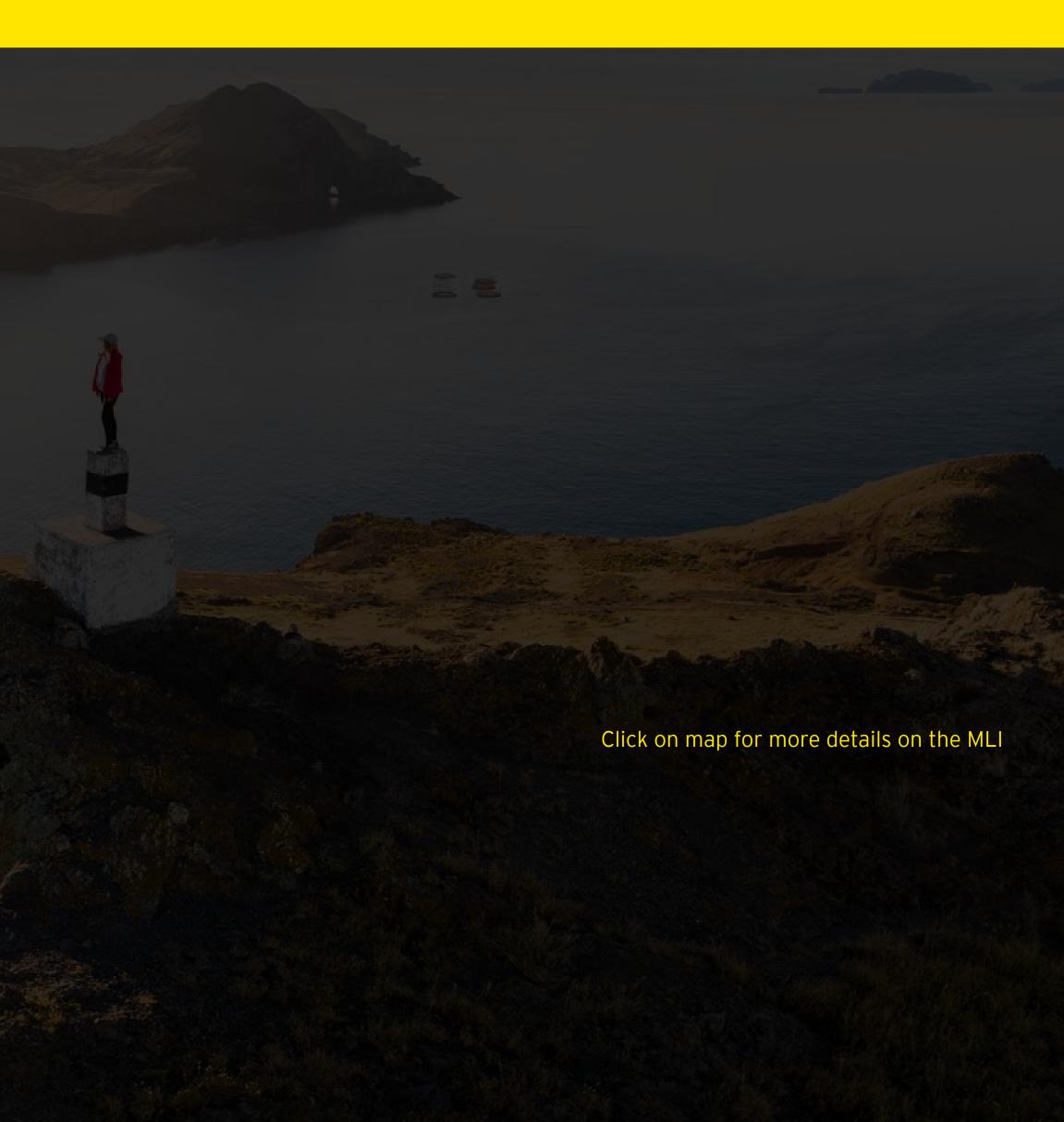
During 2021, the Conference of the Parties issued four different opinions dealing with different interpretation or implementation issues of the MLI. Under the MLI, the Parties to the MLI may convene a Conference of the Parties to make any decisions or exercise any functions as may be required or appropriate under the provisions of the MLI. Any question arising as to the interpretation or implementation of the MLI may be addressed by a Conference of the Parties. For more details, see EY Global Tax Alerts:

- ► OECD publishes Arbitration Profiles of 30 countries under the MLI and a clarification regarding entry into effect, dated 1 April 2021.
- ► OECD: Conference of the Parties of the MLI approve opinion for MLI interpretation and implementation, dated 26 May 2021.
- ► OECD: Conference of the Parties of the MLI issues two opinions with respect to MAP implementation and the entry into effect of arbitration rules, dated 7 October 2021.

Furthermore, in 2021, the Arbitration Profiles of 30 jurisdictions were published providing additional information on the application of Part VI (mandatory binding arbitration) of the MLI for each of those jurisdictions.\*

For 2022, it is anticipated that more jurisdictions will sign the MLI and also will be depositing their instrument of ratification of the MLI with the OECD. This will significantly increase the number of Covered Tax Agreements (CTAs) that the MLI may apply to. Further, one should consider that the OECD is planning to release a Multilateral Convention for Amount A under Pillar One and the STTR under Pillar Two during 2022 with the view of being in effect in 2023. As part of the work on the implementation framework on Pillar Two, Inclusive Framework members are considering the merits and possible content of a Multilateral Convention to ensure co-ordination and consistent implementation of the GloBE rules. The various Multilateral Conventions could certainly add more complexity to the tax treaty practice since all these instruments will apply alongside each other.

\* For more details, See EY Global Tax Alert, OECD publishes Arbitration Profiles of 30 countries under the MLI and a clarification regarding entry into effect, dated 1 April 2021.



# BEPS multilateral instrument Cick on each box to read more 7 | PE Watch: 2021 in review

Namibia signed the MLI on 30 September 2021. Also, the following jurisdictions deposited the instrument of ratification of the MLI with the OECD Secretary-General, the Depositary of the MLI during 2021:

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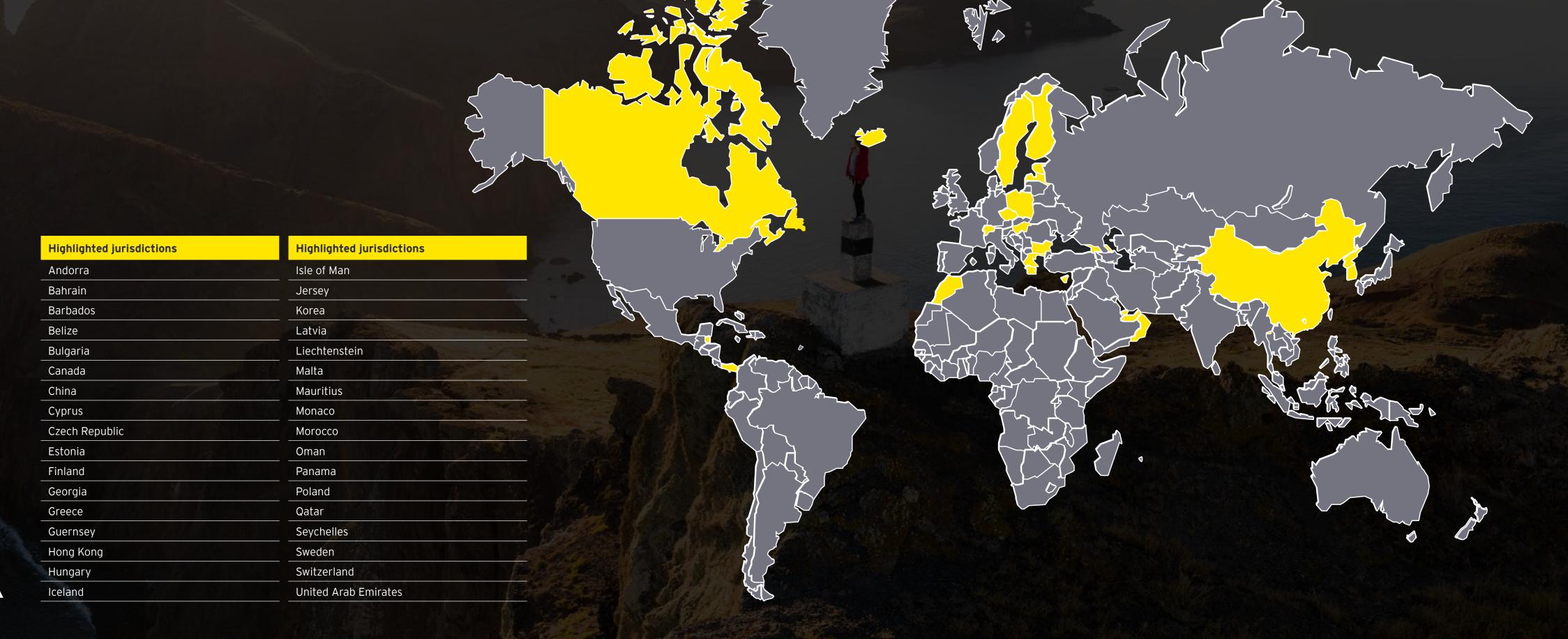
Country	Date of deposit
Andorra	29 September 2021
Croatia	18 February 2021
Estonia	15 January 2021
Greece	30 March 2021
Hungary	25 March 2021
Malaysia	18 February 2021
Seychelles	14 December 2021
Spain	29 September 2021



As of 31 December 2021, the MLI entered has entered into force for 65 jurisdictions

Albania 1-01-2021 Ireland  Australia 1-01-2019 Isle of Man  Austria 1-07-2018 Israel  Barbados 1-04-2021 Japan  Belgium 1-10-2019 Jersey  Bosnia and Herzegovina 1-01-2021 Jordan  Burkina Faso 1-01-2021 Kazakhstan  Canada 1-12-2019 Korea  Chile 1-03-2021 Latvia  Costa Rica 1-01-2021 Liechtenstein  Croatia 1-06-2021 Lithuania  Curaçao 1-07-2019 Luxembourg  Cyprus 1-05-2020 Malaysia	1-05-2019 1-07-2018 1-01-2019
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Croatia1-06-2021LithuaniaCuração1-07-2019Luxembourg	1-02-2020
Curação 1-07-2019 Luxembourg	1-04-2020
	1-01-2019
Cyprus 1-05-2020 Malaysia	1-08-2019
	1-06-2021
Czech Republic 1-09-2020 Malta	1-04-2019
Denmark 1-01-2020 Mauritius	1-02-2020
Egypt 1-01-2021 Monaco	1-05-2019
Estonia 1-05-2021 Netherlands	1-07-2019
Finland 1-06-2019 New Zealand	1-10-2018
France 1-01-2019 Norway	1-11-2019
Georgia 1-07-2019 Oman	1-11-2020
Germany 1-04-2021 Pakistan	1-04-2021
Greece 1-07-2021 Panama	1-03-2021
Guernsey 1-06-2019 Poland	1-07-2018
Hungary 1-07-2021 Portugal	1-06-2020
Iceland 1-01-2020 Qatar	1-04-2020
India 1-10-2019 Russia	1-10-2019
Indonesia 1-08-2020 San Marino	





Argentina

Armenia

Cameroon

Colombia

Denmark

Egypt

Gabon

India

Israel

Kenya

Jordan

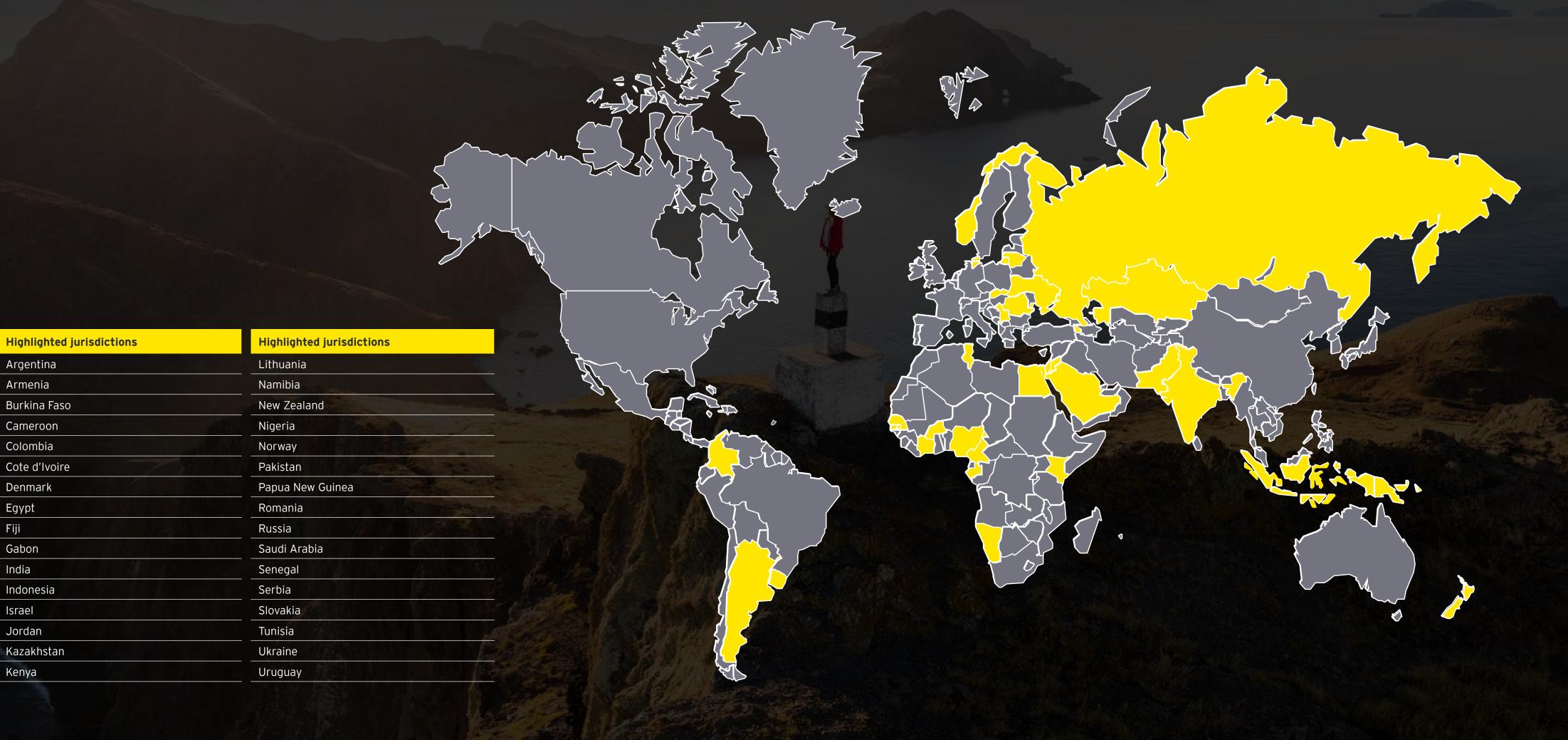
Kazakhstan

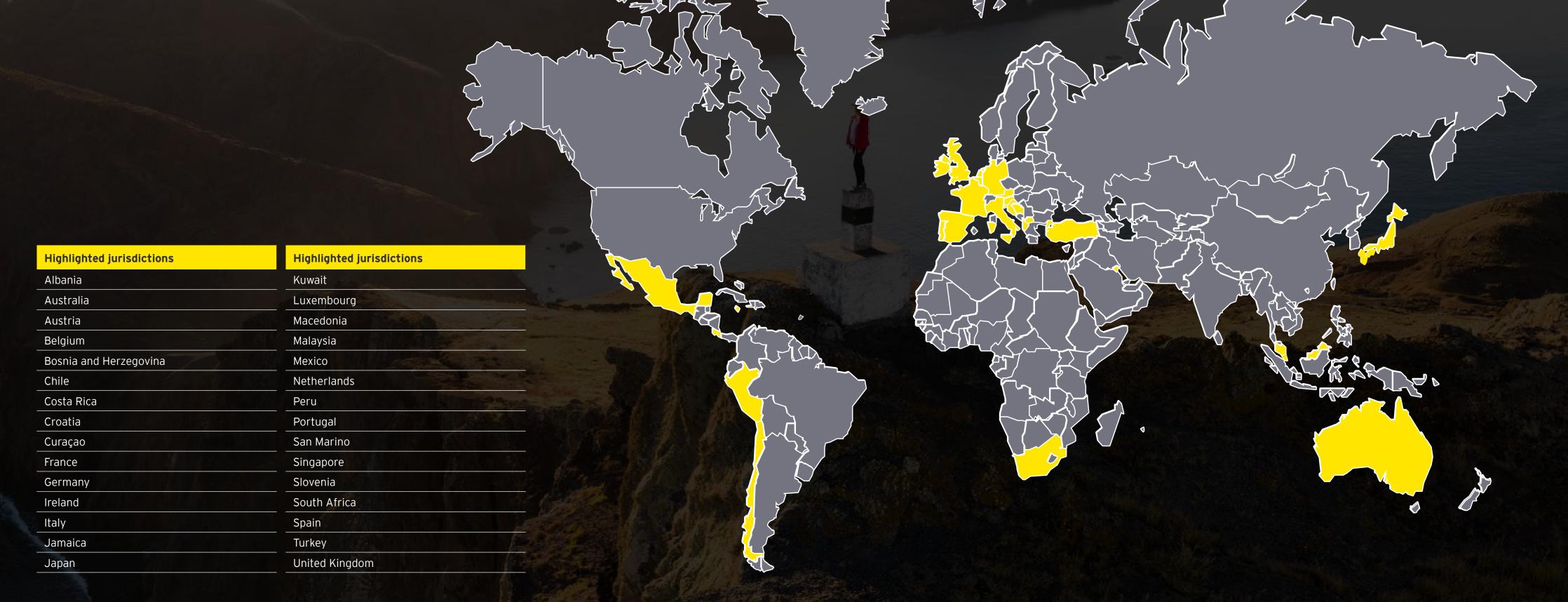
Indonesia

Fiji

Cote d'Ivoire

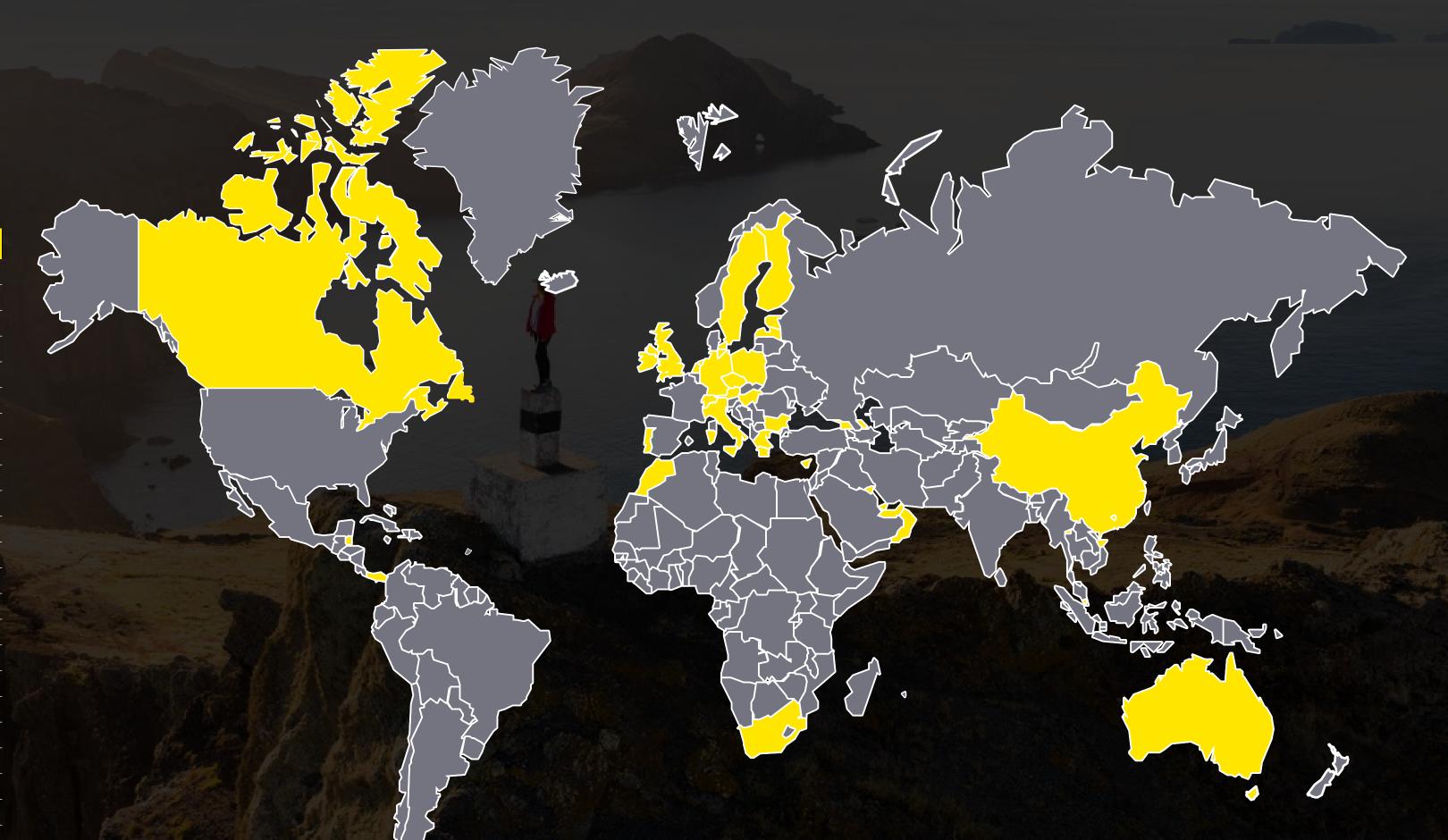
Burkina Faso





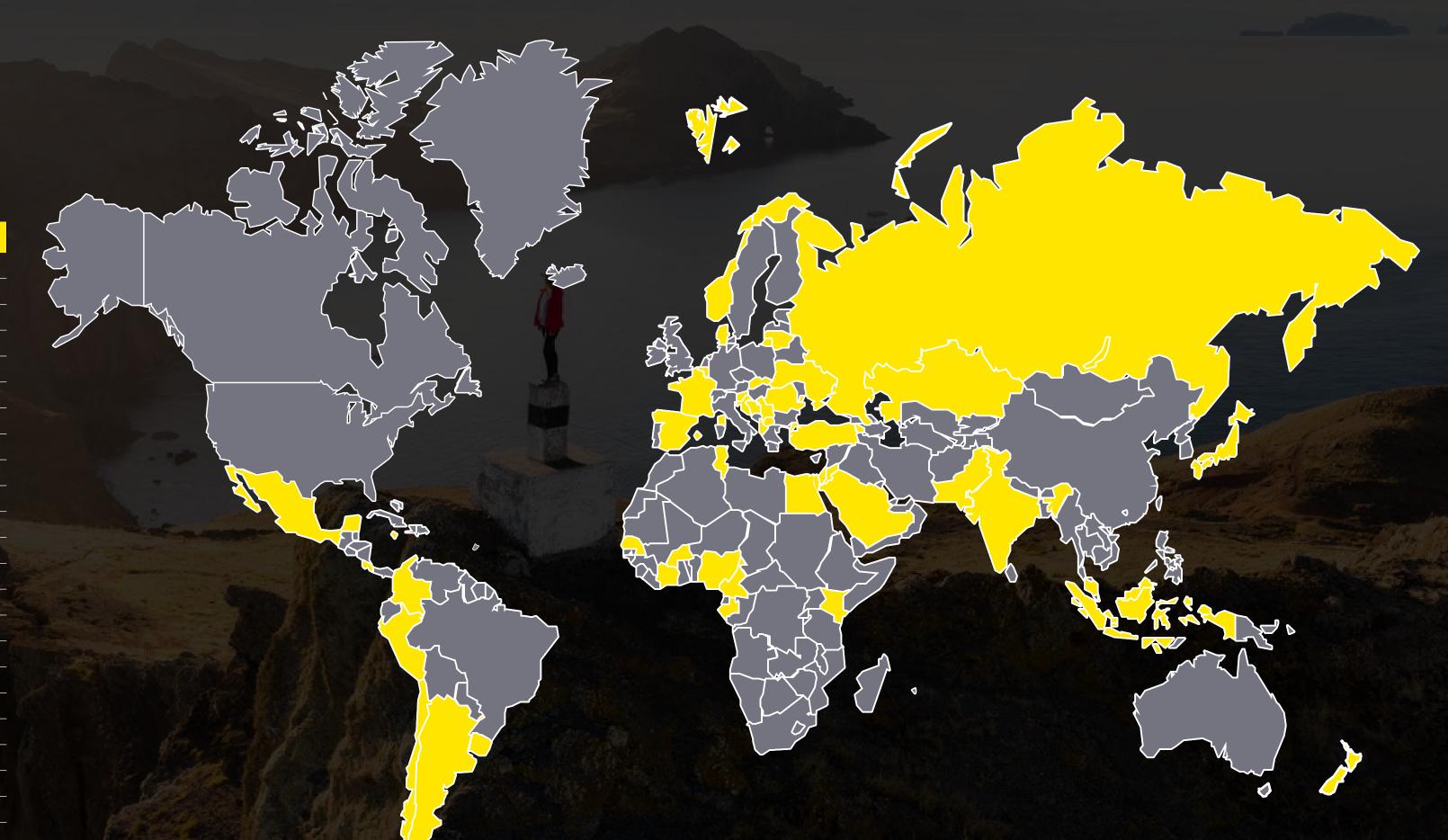
# Article 12 (Agency PE)

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Highlighted jurisdictions	Highlighted jurisdictions
Andorra	Jersey
Australia	Korea
Austria	Kuwait
Bahrain	Latvia
Barbados	Liechtenstein
Belize	Luxembourg
Bulgaria	Malta
Canada	Mauritius
China	Monaco
Curaçao	Morocco
Cyprus	Netherlands
Czech Republic	Oman
Estonia	Panama
Finland	Poland
Georgia	Portugal
Germany	Qatar
Greece	San Marino
Guernsey	Seychelles
Hong Kong	Singapore
Hungary	South Africa
Iceland	Sweden
Ireland	Switzerland
Isle of Man	United Arab Emirates
Italy	United Kingdom



# Article 12 (Agency PE)

Highlighted jurisdictions	Highlighted jurisdictions
Albania	Kenya
Argentina	Lithuania
Armenia	Macedonia
Belgium	Malaysia
Bosnia and Herzegovina	Mexico
Burkina Faso	Namibia
Cameroon	New Zealand
Chile	Nigeria
Colombia	Norway
Costa Rica	Pakistan
Cote d'Ivoire	Peru
Croatia	Romania
Denmark	Russia
Egypt	Saudi Arabia
Fiji	Senegal
France	Serbia
Gabon	Slovakia
India	Slovenia
Indonesia	Spain
Israel	Tunisia
Jamaica	Turkey
Japan	Ukraine
Jordan	Uruguay
Kazakhstan	Papau New Guinea

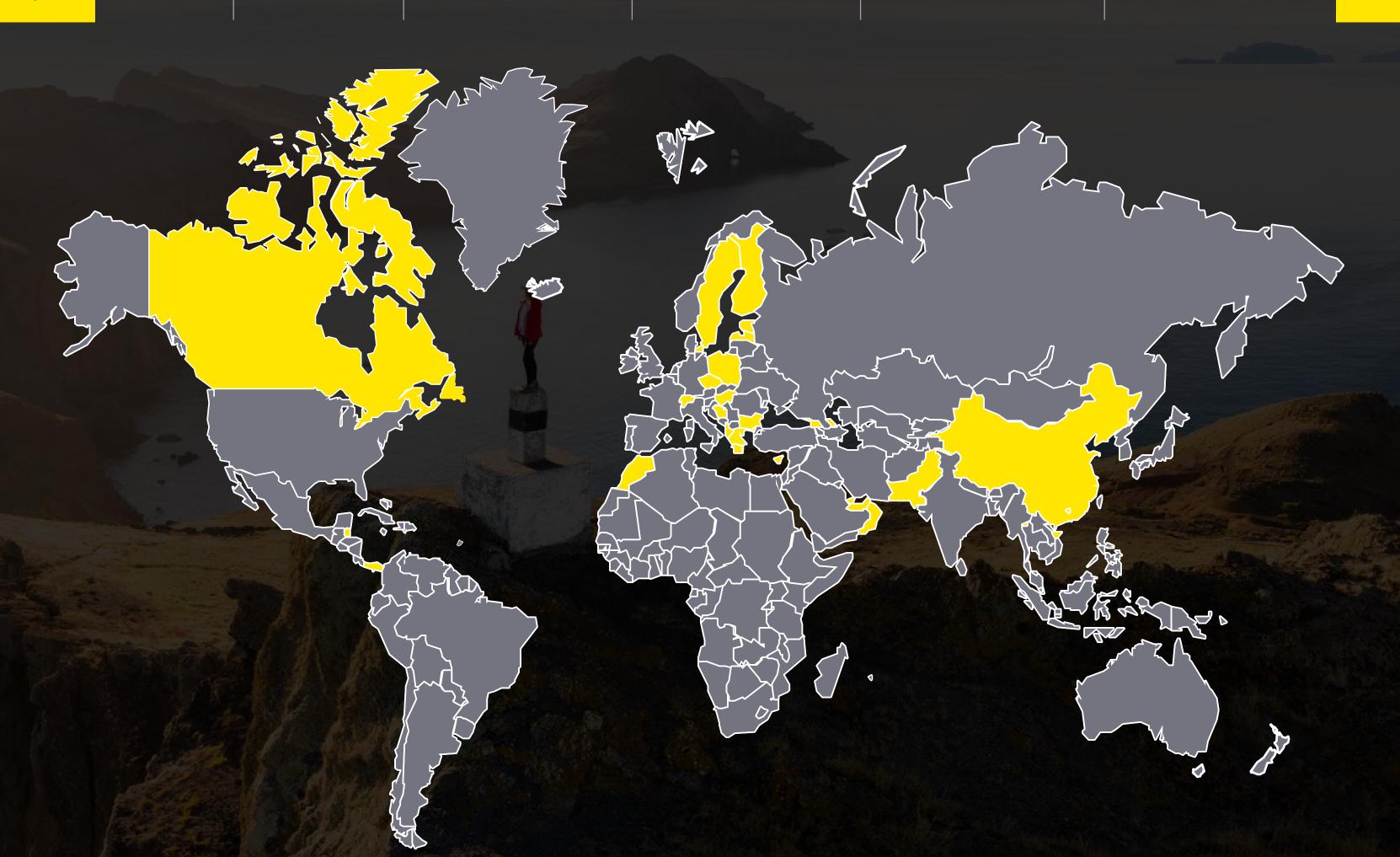


Iceland

# Article 13 (Specific activity exemptions)

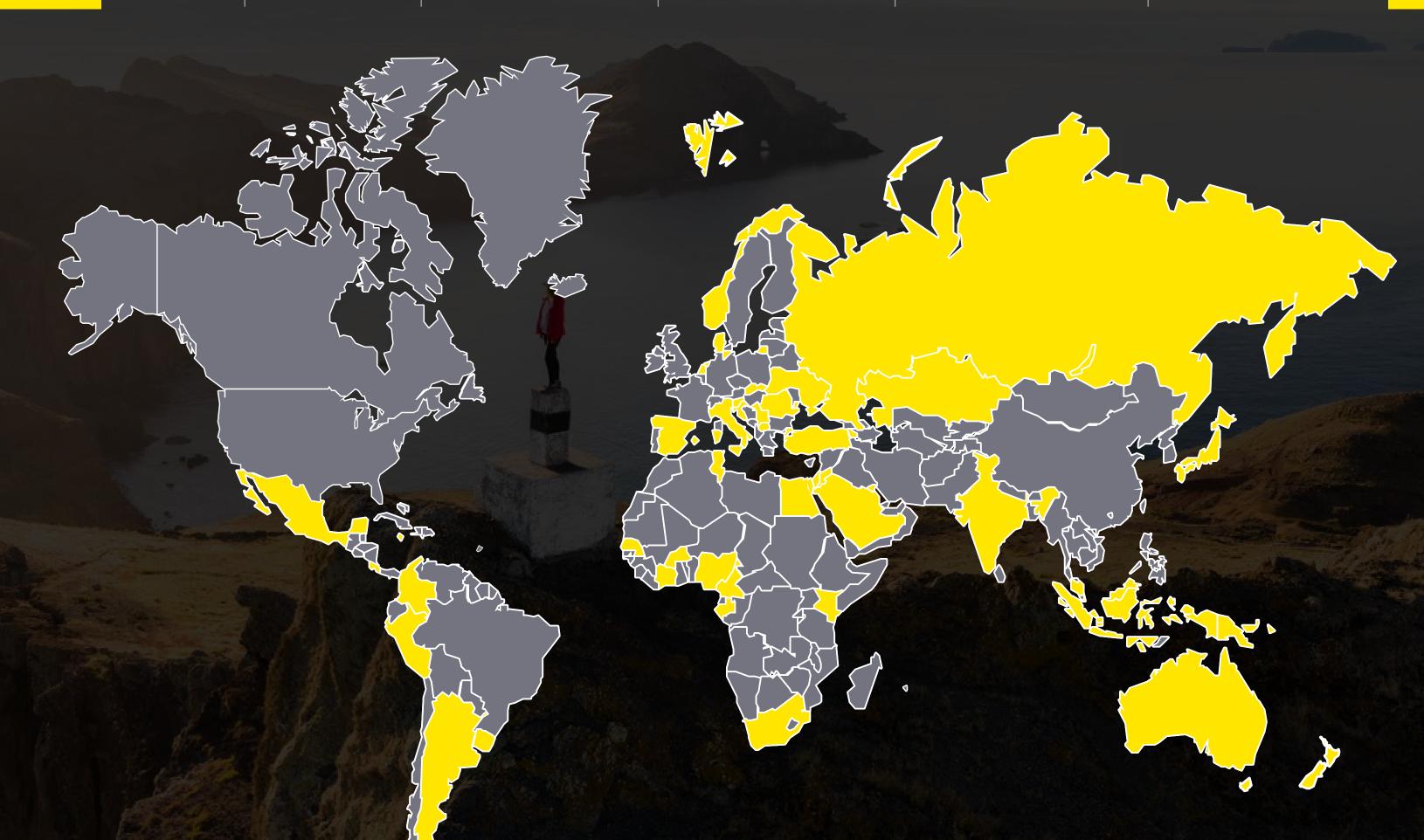
#### Highlighted jurisdictions Highlighted jurisdictions Andorra Isle of Man Albania Bahrain Jersey Barbados Korea Belize Latvia Liechtenstein Bosnia and Herzegovina Bulgaria Malta Mauritius Canada China Monaco Cyprus Morocco Czech Republic Oman Pakistan Estonia Finland Panama Poland Georgia Qatar Greece Seychelles Guernsey Sweden Hong Kong Switzerland Hungary

United Arab Emirates



# Article 13 (specific activity exemptions)

Highlighted jurisdictions	
Argentina	Highlighted jurisdictions
Armenia	Kuwait
Australia	Macedonia
Austria	Malaysia
Burkina Faso	Mexico
Cameroon	Namibia
Colombia	Netherlands
Costa Rica	New Zealand
Cote d'Ivoire	Nigeria
Croatia	Norway
Curaçao	Papua New Guinea
Denmark	Peru
Egypt	Romania
Fiji	Russia
Gabon	Saudi Arabia
Germany	Senegal
India	Serbia
Indonesia	Slovakia
Israel	Slovenia
Italy	South Africa
Jamaica	Spain
Japan	Tunisia
Jordan	Turkey
Kazakhstan	Ukraine
Kenya	Uruguay



#### Highlighted jurisdiction

Belgium

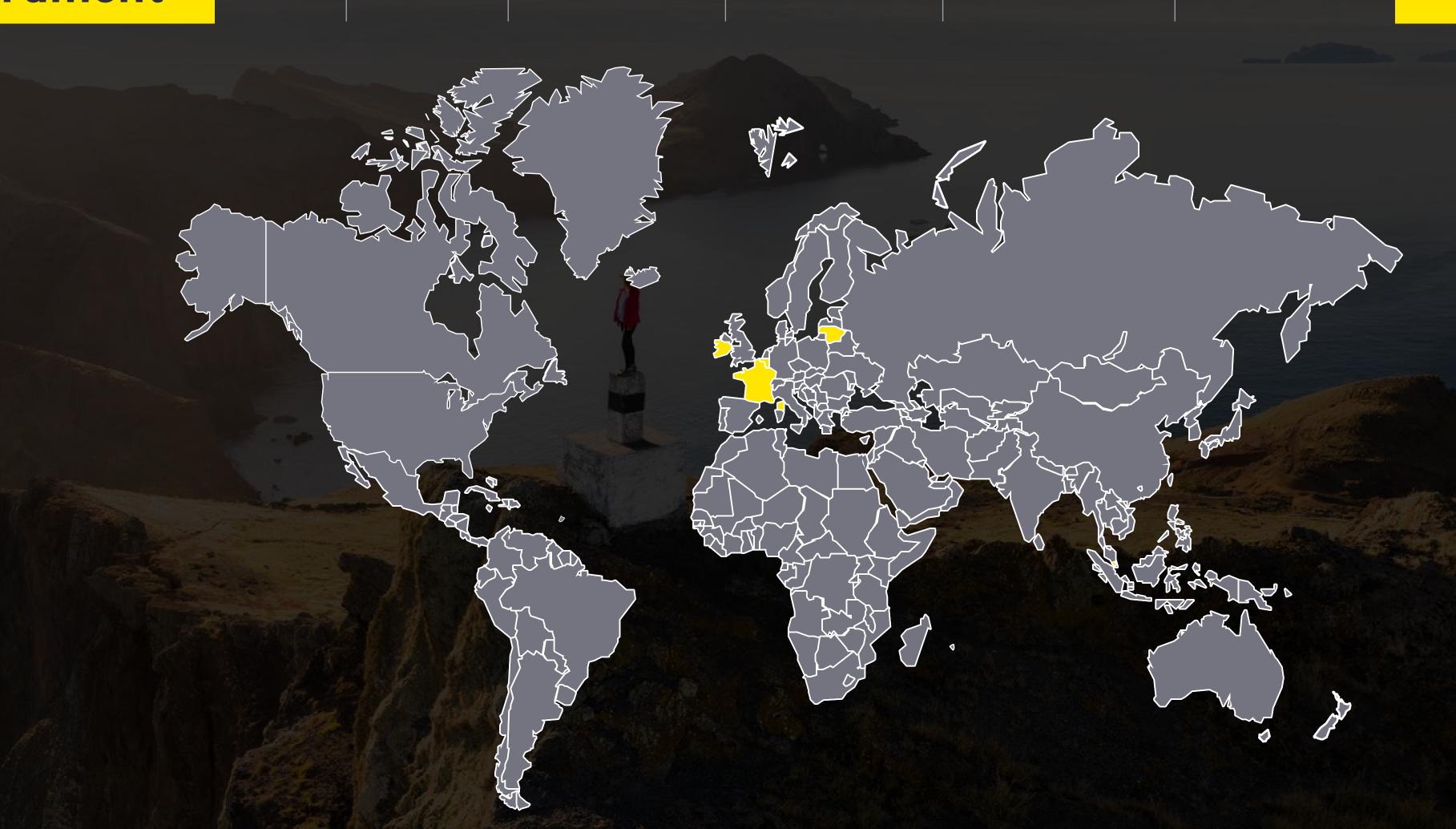
France

Ireland

Lithuania

Luxemboui

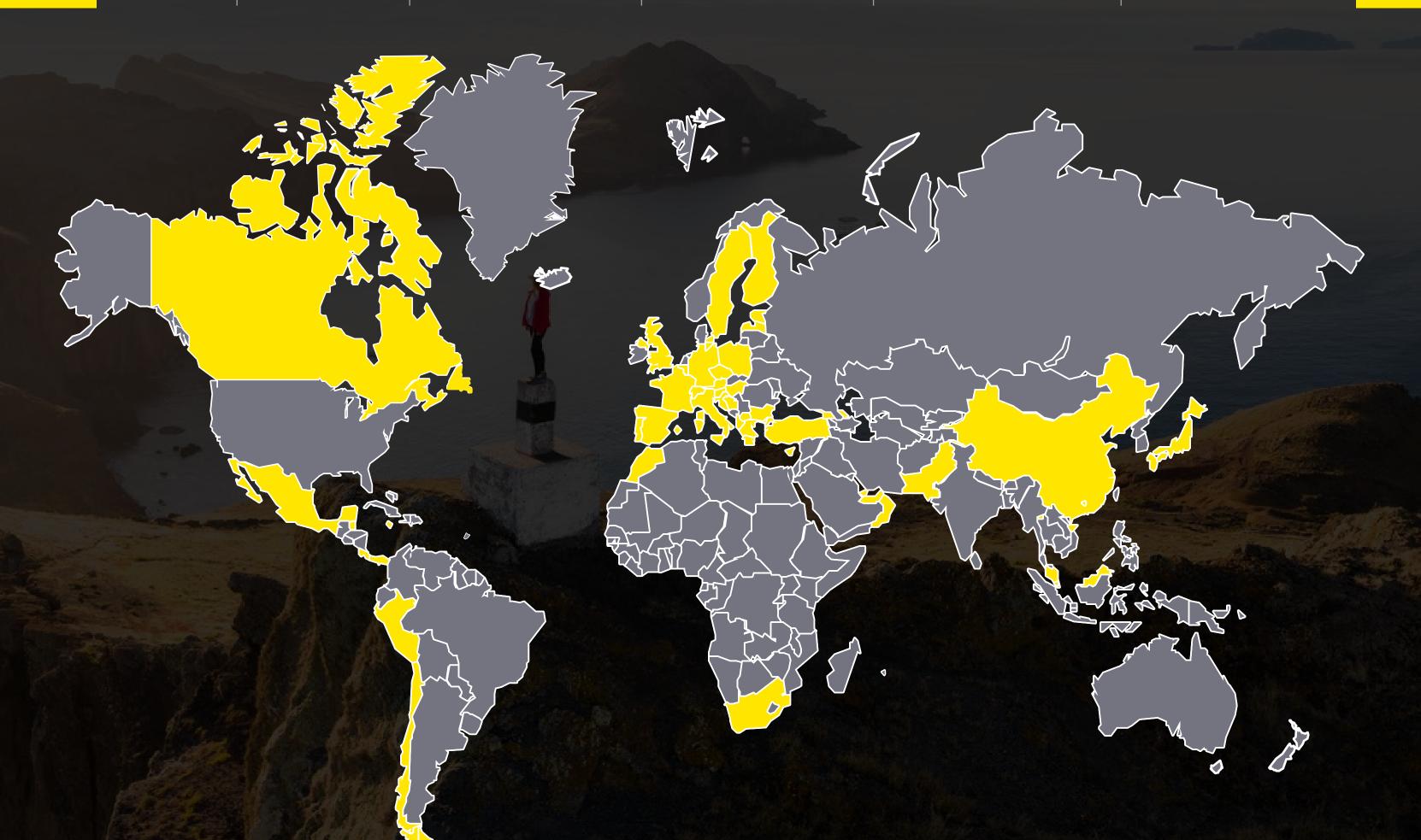
San Marino Singapore



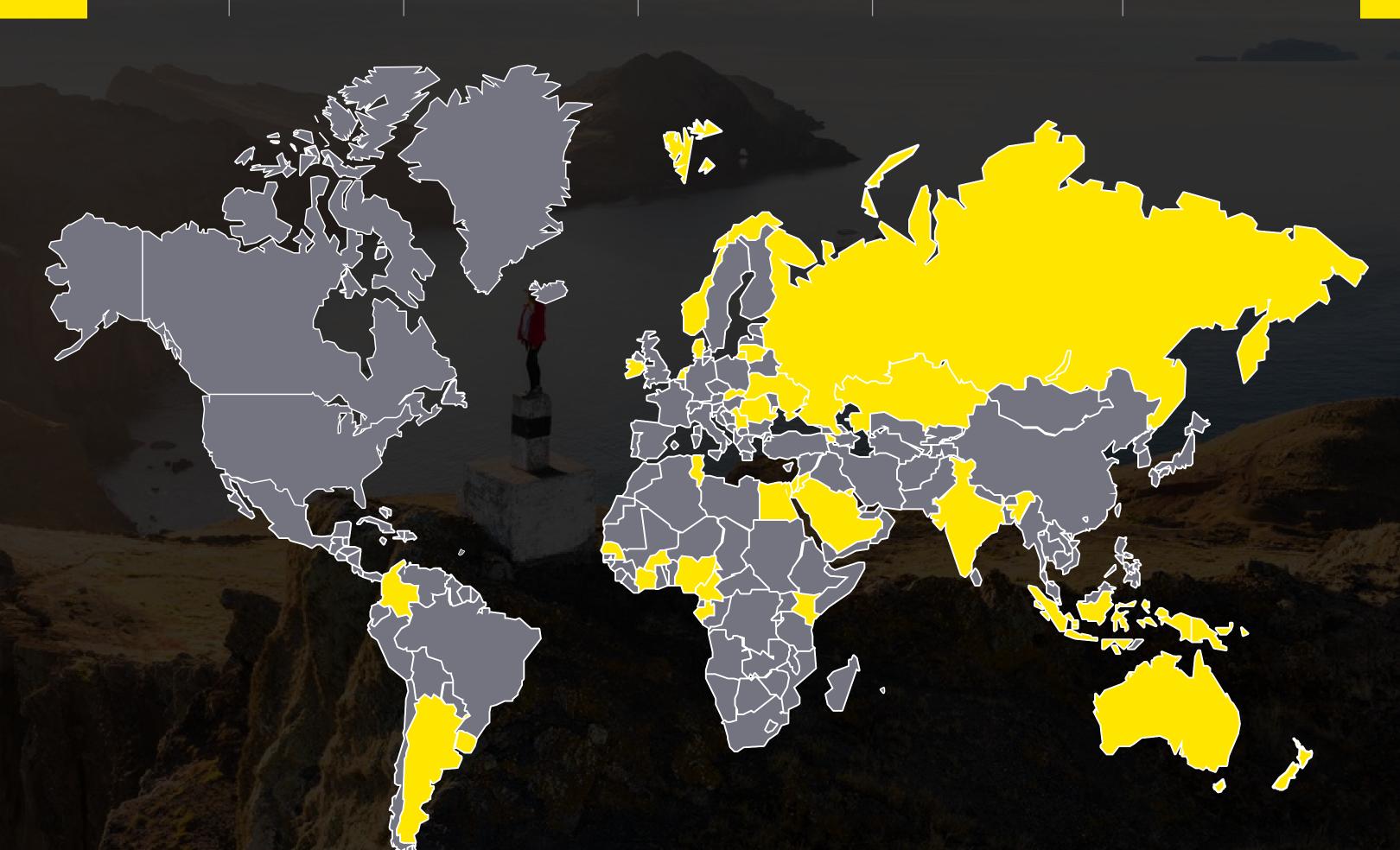
# Portugal **United Kingdom**



Highlighted jurisdictions	
Andorra	Highlighted jurisdictions
Albania	Jersey
Austria	Korea
Bahrain	Latvia
Barbados	Liechtenstein
Belgium	Luxembourg
Belize	Macedonia
Bosnia and Herzegovina	Malaysia
Bulgaria	Malta
Canada	Mauritius
Chile	Mexico
China	Monaco
Costa Rica	Morocco
Croatia	Oman
Curaçao	Pakistan
Cyprus	Panama
Czech Republic	Peru
Estonia	Poland
Finland	Portugal
France	Qatar
Georgia	San Marino
Germany	Seychelles
Greece	Singapore
Guernsey	Slovenia
Hong Kong	South Africa
Hungary	Spain
Iceland	Sweden
Isle of Man	Switzerland
Italy	Turkey
Jamaica	United Arab Emirates
Japan	United Kingdom







#### Controversy

Over the years, the concept of PE has been in the spotlight of a number of tax audits and cross-border transactions. Tax transparency has become more relevant for tax authorities which are now cooperating with one another across borders. Also, tax administrations are evolving and using constantly new technologies (e.g., Artificial Intelligence, Blockchain) to facilitate the use of information obtained through different channels, securing a more holistic picture of taxpayers and/or taxable events. With this in mind and considering a background of rapidly changing tax rules, fundamental changes on how and where people work, a new era of tax controversy is likely to emerge.

A recurrent topic in controversy during 2021 was cross-border remote working. Denmark was very active in this regard and issued some tax rulings to clarify whether certain activities carried on in the employee's home could be considered to create a PE for the nonresident employer. As part of the case law in the covered year, a French case provides interesting opinions in those cases where tax authorities impose penalties to taxpayers for not disclosing a PE.

In the coming years, it is likely that tax authorities will have an increased appetite for tax revenue due to the support spending during the COVID-19 pandemic. Consequently, many tax administrations may destine more resources for the pursuit of audits, including PE issues. According to the EY TP and International Tax Survey, another issue to monitor is the attribution of profits to PE which is predicted to be the most important area of PE controversy in the following years.

Country developments

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