

Ownership registration of different types of legal structures from an international comparative perspective

State of play of beneficial ownership - Update 2020

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Abstract: This paper comparatively examines the registration and disclosure requirements of the ownership of legal entities (such as companies) and arrangements (such as trusts) across 133 jurisdictions, including all OECD and EU member states as of April 2020. Beneficial ownership transparency is widely considered to be a key policy for tackling illicit financial flows that encompass cross-border financial transactions for money laundering, tax evasion, corruption and the financing of terrorism. By identifying, registering and disclosing the identities of natural persons who ultimately own or control legal vehicles, the abuse of corporate secrecy can be prevented. Yet, for the verification of beneficial ownership data in cross-border settings, and for successfully tackling investment and hedge fund opacity, it is increasingly acknowledged that beneficial ownership information alone is not enough. Rather, registration of all legal owners is a prerequisite for the integrity of ownership data. Furthermore, ownership registration is arguably a crucial prerequisite for a straightforward functioning of the automatic exchange of information under the Common Reporting Standard, especially for Ultra High Net Worth Individuals. This paper provides the most comprehensive and in-depth analysis of the current state of play of both legal and beneficial ownership registration across the planet.

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Executive Summary

Beneficial ownership transparency has become one of the leading tools to tackle illicit financial flows related to tax evasion, money laundering, corruption and the financing of terrorism. It involves identifying the "beneficial owners", who are the individuals (natural persons) who ultimately own or control the legal vehicles such as companies, partnerships, trusts or foundations that operate in the economy by opening bank accounts, holding real estate, or providing goods and services. Without beneficial ownership transparency, criminals are able to engage in illegal activities by hiding behind legal vehicles or nominees. Beneficial ownership transparency means revealing who is behind an entity.

The Tax Justice Network, through its Financial Secrecy Index, has been assessing the way countries establish central government-held registries of beneficial ownership information for all types of legal vehicles. Ideally, information on the beneficial owners of every type of legal vehicle should be available to the general public and accessible online, for free and in open data format.

In the last five years considerable progress has taken place, especially in Europe and a few countries in Latin America, South-East Asia and Africa: laws requiring beneficial ownership to be registered with a government authority have been approved in a total of 81 jurisdictions. Nevertheless, no country achieves the ideal level of beneficial ownership registration for every type of legal vehicle.

Approving a law that requires beneficial owners to be registered with a government authority does not mean that the law itself will be effective and loophole-free. Some of the recently approved laws suffer from the following shortcomings: the law covers companies but not trusts, there are loopholes in the definition of a beneficial owner, there is no public access to beneficial ownership information, etc.

Much worse than this however, is that many countries don't even require the registration of updated *legal* ownership information. *Legal ownership* refers to the first tier of ownership, the direct and immediate owner of an entity (who may be different from the individual who ultimately -and indirectly- controls it). While legal ownership registration (the first tier) cannot replace beneficial ownership registration (the last tier), both are necessary. Still, many countries fail to register even these legal owners, or to require that such information be updated, e.g. in the case of a transfer of shares in a company, or the appointment of a new beneficiary of a trust. On top of this, some countries allow bearer shares without requiring their registration by a government authority.

This report, based on the Financial Secrecy Index, describes the state of play of both legal and beneficial ownership registration in 133 jurisdictions for four types of legal vehicles (companies, partnerships, trusts and private foundations). It

describes the registration level in each country, and it also weighs the risks based on the number of registered vehicles. For example, if both countries A and B offer secretive companies, and 1 million companies have been created in country A while no company has been created in country B, then the risk created by country A is much worse *in practice* than that of country B.

Contents

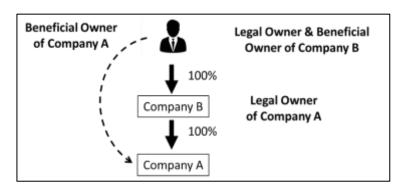
Executive Summary	2
Contents	4
List of Figures	5
List of Tables	6
1. Introduction	7
2. Beneficial ownership registration considerations	11
3. State of play of beneficial ownership registration	15
3.1 Caveats	15
3.2 Jurisdictions with beneficial ownership registration laws	17
4. Legal ownership and beneficial ownership registration – a Global Perspec	tive23
4.1 Acceptable legal ownership and beneficial ownership registration in all vehicles	-
4.2 Best cases in ownership registration	24
5. Legal and beneficial ownership registration by type of legal vehicle	25
5.1 Companies	25
5.1.1 Bearer Shares	25
5.1.2 Effective legal ownership registration	27
5.1.3 Effective beneficial ownership registration	29
5.1.4 Jurisdictions with both beneficial ownership and legal ownership effective registration	33
5.1.5 Comparison between Financial Secrecy Index 2018 and 2020 assessments: Jurisdictions with both beneficial ownership and legal	2.6
ownership effective registration	
5.1.6 Combination of transparency level and risk levels	
5.2 Partnerships with limited liability	
5.2.1 Partnerships' legal ownership registration	39
5.2.3 Jurisdictions with both beneficial ownership and legal ownership effective registration of partnerships	45
5.2.4 Partnerships transparency weighed by risk	48
5.3 Private Foundations	50
5.3.1 Ownership registration	51
5.3.2 Private foundation transparency weighed by risk	54
5.4 Trusts	55
5.4.1 Domestic law trusts	56

List of Tables

whether or not the laws are loophole-free)19Table 2: Thresholds for the definition of a company's "beneficial owner" inbeneficial ownership registration laws22Table 3: Best cases in ownership registration (legal ownership or beneficialownership) for companies and partnerships24Table 4. Availability of bearer shares26Table 5: Companies' effective legal ownership registration28Table 6: Companies' effective beneficial ownership registration31Table 7: Companies' effective beneficial ownership and legal ownership34Table 8: Partnerships' effective legal ownership registration41Table 9:Partnerships' effective beneficial ownership registration44Table 10: Partnerships' effective beneficial ownership and legal ownership47Table 11: Private Foundations - effective ownership registration and online52Table 12: Registration and online availability of ownership of domestic and58	Table 1. Jurisdictions with beneficial ownership registration laws (regardless o	f
beneficial ownership registration laws	whether or not the laws are loophole-free)	19
Table 3: Best cases in ownership registration (legal ownership or beneficial ownership) for companies and partnerships	Table 2: Thresholds for the definition of a company's "beneficial owner" in	
ownership) for companies and partnerships	beneficial ownership registration laws	22
Table 4. Availability of bearer shares	Table 3: Best cases in ownership registration (legal ownership or beneficial	
Table 5: Companies' effective legal ownership registration	ownership) for companies and partnerships	24
Table 6: Companies' effective beneficial ownership registration	Table 4. Availability of bearer shares	26
Table 7: Companies' effective beneficial ownership and legal ownership registration	Table 5: Companies' effective legal ownership registration	28
registration	Table 6: Companies' effective beneficial ownership registration	31
Table 8: Partnerships' effective legal ownership registration	Table 7: Companies' effective beneficial ownership and legal ownership	
Table 9:Partnerships' effective beneficial ownership registration	registration	34
Table 10: Partnerships' effective beneficial ownership and legal ownership registration	Table 8: Partnerships' effective legal ownership registration	41
registration	Table 9:Partnerships' effective beneficial ownership registration	44
Table 11: Private Foundations - effective ownership registration and online access	Table 10: Partnerships' effective beneficial ownership and legal ownership	
access	registration	47
Table 12: Registration and online availability of ownership of domestic and	Table 11: Private Foundations - effective ownership registration and online	
· · · · · · · · · · · · · · · · · · ·	access	52
foreign trusts58		
	foreign trusts	58

1. Introduction

Beneficial ownership (BO) refers to the *natural persons* who effectively and ultimately own, control or benefit from legal vehicles such as companies, partnerships, trusts or foundations (the last tier of control). In contrast, the



legal owner (LO) refers to the direct or immediate holder or owner of a legal vehicle (the first tier). A legal owner may be a natural person (e.g. a nominee shareholder) or another legal vehicle. If a person directly owns and controls a legal vehicle, s/he would be the legal owner and the beneficial owner at the same time.

Beneficial ownership transparency is endorsed and monitored by several international organisations. The Financial Action Task Force (FATF) Recommendations¹ on Anti-Money Laundering (AML) and Combating the Financing of Terrorism (CFT) as well as the OECD's Global Forum² on Transparency and Exchange of Information (GF) both require countries to ensure the availability of beneficial ownership information in their territories, accessible to authorities for their own use and for exchange with foreign authorities, with the purpose of tackling money laundering and tax evasion, among other things. The G20 has also endorsed the making of beneficial ownership information available by adopting the High-Level Principles on Beneficial Ownership Transparency³ in 2014. The Extractive Industry Transparency Initiative (EITI) included beneficial ownership transparency in requirement 2.54 of its standard. In addition, at the 2019 Global Summit of the Open Government Partnership (OGP), a global coalition of governments and partners advancing beneficial ownership transparency was launched. This Beneficial Ownership Leadership Group, initiated by the United Kingdom and supported by partners including

¹ Financial Action Task Force, *International Standards on Combating Money Laundering and the Financing of Terrorism & Proliferation - the FATF Recommendations*, 2012 http://www.fatf-gafi.org/topics/fatfrecommendations/documents/internationalstandardsoncombatingmoneylaunderingandthe financingofterrorismproliferation-thefatfrecommendations.html [accessed 25 May 2020].

² The Global Forum assessed the availability of beneficial ownership since 2016: OECD and Global Forum on Transparency and Exchange of Information for Tax Purposes, *Terms of Reference to Monitor and Review Progress towards Transparency and Exchange of Information Request for Tax Purposes*, 2016 http://www.oecd.org/tax/transparency/about-the-global-forum/publications/terms-of-reference.pdf [accessed 28 March 2019]..

³ https://www.mofa.go.jp/files/000059869.pdf; 15.3.2020.

⁴ https://eiti.org/document/eiti-standard-2019#r2-5 [accessed 21 May 2020].

OpenOwnership, seeks to advance a set of co-created principles through Open Ggovernment Partnership and other platforms.⁵

Evolution towards beneficial ownership registration

The Financial Action Task Force Recommendations⁶ require countries to ensure beneficial ownership availability through requirements that fall to two different parties. On the one hand, financial institutions (eg banks) and designated nonfinancial businesses and professions (eg lawyers, notaries, corporate service providers) are required, mainly under Recommendations 10 and 22, to collect beneficial ownership information from their clients as part of customer due diligence procedures. On the other hand, countries themselves are required to ensure beneficial ownership transparency for legal persons (eg companies) and legal arrangements (eg trusts) based on Recommendations 24 and 25 respectively.

Based on Recommendation 24, countries may ensure beneficial ownership transparency by at least one of three mechanisms:

- the registry approach (eg a beneficial ownership register),
- the company approach (the legal person collects beneficial ownership data and makes it available to authorities on request), and
- the existing information approach (accessing any beneficial ownership information available in banks, corporate service providers, tax authorities, land registries, etc).

Pursuant to The Financial Action Task Force Recommendations, the first (and sometimes only) beneficial ownership *regulations*⁷ implemented by countries are related to Recommendations 10 and 22, requiring their financial institutions and other obliged entities (eg notaries) to collect beneficial ownership information from their customers when performing due diligence procedures, e.g. 'know your client' and AML compliance processes. This way, countries were able to meet at the same time, at least partially, Recommendation 24 which contemplates ensuring authorities' access to beneficial ownership information by means of requiring it from any source that may have it (the "existing information approach"), including the beneficial ownership data held by financial institutions or corporate service providers (based on Recommendations 10 and 22).

⁵ https://www.opengovpartnership.org/policy-area/beneficial-ownership/ [accessed 21 May 2020].

⁶ Financial Action Task Force, *International Standards on Combating Money Laundering and the Financing of Terrorism & Proliferation - the FATF Recommendations*.

⁷ Andrés Knobel, *Regulation of Beneficial Ownership in Latin America and the Caribbean* (15 November 2017) https://publications.iadb.org/handle/11319/8646 [accessed 12 December 2018].

While the 2014 Financial Action Task Force <u>Guidance on transparency and beneficial ownership</u>⁸ recognised some of the benefits of beneficial ownership registries⁹ (which is one of the three mechanisms to ensure beneficial ownership transparency), registries were not endorsed as the best mechanism to comply with Recommendation 24.

In 2019, The Financial Action Task Force published a report on "Best practices on beneficial ownership for legal persons"¹⁰ (without addressing best practices for trusts). This report <u>did not endorse beneficial ownership registries</u> (<u>let alone public beneficial ownership ones</u>)¹¹ as the best mechanism either. The report only proposed countries to establish a "multi-pronged approach", meaning implementing at least two of the three mechanisms (a registry, requiring beneficial ownership info directly from the company itself, or using any existing information). On the bright side, the report acknowledged "the trend of openly accessible information on beneficial ownership is on the rise among countries."¹²

Given that neither The Financial Action Task Force or the Global Forum required countries to implement beneficial ownership registries, not many countries had originally established them. The Tax Justice Network's <u>Financial Secrecy Index</u> has been assessing countries' beneficial ownership registration every two years since 2009. Until the 2015 Financial Secrecy Index edition, no country had been found to have a proper beneficial ownership register. But a lot has happened since then.

On May 20th, 2015, the European Union (EU) approved the 4th AML Directive 13 requiring EU member countries to establish central beneficial ownership

⁸ Financial Action Task Force (FATF), *Transparency and Beneficial Ownership*, 2014 http://www.fatf-gafi.org/media/fatf/documents/reports/Guidance-transparency-beneficial-ownership.pdf [accessed 15 March 2020].

⁹ The FATF Guidance (see note above) writes in favour of central registries for example that "it allows law enforcement authorities to access such information from a single source" (page 20) or that "centralised trust registries would also ensure that beneficial ownership information is freely available to competent authorities across jurisdictions in a timely manner, without tipping off a trust under investigation" (page 32).

¹⁰ FATF, Best Practices on Beneficial Ownership for Legal Persons (Paris, 2019), 82 https://www.fatf-gafi.org/media/fatf/documents/Best-Practices-Beneficial-Ownership-Legal-Persons.pdf.

¹³ http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:JOL 2015 141 R 0003&from=ES; 15.3.2020.

registries for companies and for some trusts¹⁴. The UK was the first country to approve a beneficial ownership law, and going beyond the EU Directive's minimum standards, in 2016 it established a <u>public beneficial ownership online register¹⁵</u> for companies and limited liability partnerships (LLPs) available for free and in open data format. In May 2016, at the ¹⁶ countries from Africa and Asia also committed to establish public beneficial ownership registries. In addition, countries that are members of the Extractive Industry Transparency Initiative (EITI), had <u>until 2020</u>¹⁷ to publicly disclose beneficial ownership information of corporations involved in the extractive sector.

After the <u>Panama Papers</u>¹⁸ in 2016 and the <u>Paradise Papers</u>¹⁹ in 2017, more countries have started to implement beneficial ownership registration laws. On 19 April 2018, the European Parliament adopted the 5th EU AML Directive²⁰, which obliged member states to enable public access to registries of the beneficial owners of companies. EU countries also had to establish beneficial ownership registries for trusts managed by a local trustee, or with business relationships or that acquire real estate in the EU, but access to this information will be subject to a legitimate interest test. On May 1st, 2018 the UK Parliament approved an amendment to the sanctions and anti-money laundering bill which requires British Overseas Territories [but not Crown Dependencies] (e.g. Cayman Islands, BVI, etc.) to establish public beneficial ownership registries by 2020. However, some of these territories, such as the Cayman Islands, have already indicated that they will publish beneficial ownership information only by 2023.²¹

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¹⁴ Only trusts having tax consequences were required to register under Art. 31 of the 4th AML Directive. In addition, it wasn't clear if trusts subject to registration were those whose governing law were from EU countries or those whose trustee was located in the EU.

¹⁵ https://beta.companieshouse.gov.uk/; 15.3.2020.

¹⁶'Anti-Corruption Summit Sees Bold Moves on Property and Travel, but a Glaring Blind Spot in the Tax Havens', *Global Witness* https://www.globalwitness.org/en/press-releases/anti-corruption-summit-sees-bold-moves-property-and-travel-glaring-blind-spot-tax-havens/ [accessed 20 May 2020].

¹⁷ 'Beneficial Ownership | Extractive Industries Transparency Initiative' https://eiti.org/beneficial-ownership [accessed 20 May 2020].

¹⁸ ICIJ, 'The Panama Papers: Exposing the Rogue Offshore Finance Industry', 2018 https://www.icij.org/investigations/panama-papers/>.

¹⁹ ICIJ, 'Paradise Papers: Secrets of the Global Elite', 2017 https://www.icij.org/investigations/paradise-papers [accessed 20 May 2020].

²⁰ European Parliament and European Council, *Directive (EU) 2018/843* of the European Parliament and of the Council of 30 May 2018 Amending Directive (EU) 2015/849 on the Prevention of the Use of the Financial System for the Purposes of Money Laundering or Terrorist Financing, and Amending Directives 2009/138/EC and 2013/36/EU, 2018, 843 https://eur-lex.europa.eu/legal-

content/EN/TXT/PDF/?uri=CELEX:32018L0843&from=EN> [accessed 5 May 2020].

²¹ 'Cayman Commits to Public BO Registers - Cayman Islands Headline News', *Cayman News Service*, 2019 https://caymannewsservice.com/2019/10/cayman-commits-public-registers/ [accessed 25 May 2020].

The first edition of this paper²², based on the 2018 Financial Secrecy Index assessments, found that 34 jurisdictions had laws establishing beneficial ownership registries. However, the latest edition of the Financial Secrecy Index, published in February 2020, shows that 81 jurisdictions have now approved laws requiring beneficial ownership information to be registered with a government authority. Clearly, jurisdictions with beneficial ownership registration now go beyond the EU, and include countries in Africa²³, Latin America, the Middle East and South-East Asia.

2. Beneficial ownership registration considerations

From the perspective of the Financial Secrecy Index, beneficial ownership registration means requiring legal vehicles (e.g. companies, trusts, etc.) to register their beneficial owners with government authorities, e.g. a commercial register, the tax authorities or the Central Bank. In 2017, the Tax Justice Network published a checklist²⁴ (or a kind of toolkit) which details all the issues a jurisdiction needs to consider when establishing a beneficial ownership register.

The effectiveness of beneficial ownership registration in any country will depend on several factors:

- i. Scope: which legal vehicles are covered? Ideally, all types of legal vehicles should be required to register their beneficial owners (e.g. any legal structure, different from a natural person, allowed to operate in the economy by owning assets or providing or acquiring goods or services). However, many countries cover only legal persons (e.g. companies) but not legal arrangements (e.g. trusts) or some types of partnerships (e.g. LLPs may be covered but not limited partnerships or LPs).
- ii. <u>Triggers: when is beneficial ownership registration required?</u> Ideally, any of the following <u>three criteria</u>²⁵ should trigger beneficial ownership registration:

Andres Knobel, Moran Harari and Markus Meinzer, The State of Play of Beneficial Ownership Registration: A Visual Overview, 2018 https://www.taxjustice.net/wp-content/uploads/2018/06/TJN2018-BeneficialOwnershipRegistration-StateOfPlay-FINANCIAL SECRECY INDEX.pdf [accessed 27 January 2020].
 Rachel Etter-Phoya, Eva Danzi and Riva Jalipa, Beneficial Ownership Transparency in Africa in 2020

⁽Forthcoming). ²⁴ Andres Knobel, Markus Meinzer and Moran Harari, 'What Should Be Included in Corporate Registries? A Data Checklist-Part 1: Beneficial Ownership Information', 2017

https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2953972 [accessed 28 August 2017]...

²⁵ Andres Knobel, 'The EU's Latest Agreement on Amending the Anti-Money Laundering Directive: At the Vanguard of Trust Transparency, but Still Further to Go', 2018 https://www.taxjustice.net/2018/04/09/the-eus-latest-agreement-on-amending-the-anti-money-laundering-directive-still-further-to-go/> [accessed 21 January 2020].

- (a) Place of incorporation or governing law: beneficial ownership registration should be a prerequisite for all types of legal vehicles to legally exist. This would be the case whether a legal person (e.g. a company) is incorporated in a country, or when a trust is created according to the laws of, or governed by the laws of a country.
- (b) **Local operations**: legal vehicles especially foreign ones should be required to register their beneficial owners before they can operate in the territory of a country (e.g. the term "operate" could include having a bank account or interests in real estate or in a registrable asset located in the country, or the provision of goods or services in the country, or having income subject to tax, etc.).
- (c) **Resident participant:** countries should require a legal vehicle (including a foreign one) to register its beneficial owners if any of its legal owners, beneficial owners, directors, settlors, beneficiaries, etc. are resident in the country.
- iii. Beneficial ownership definition: who is subject to beneficial ownership registration? The beneficial ownership definition will determine how many individuals will be subject to beneficial ownership registration. Based on The Financial Action Task Force Glossary definition of beneficial ownership, it could be argued²⁶ that anyone who holds any level of ownership (including of a single share) could be identified as a beneficial owner. However, in the case of legal persons, based on a mere suggestion by the <u>FATF Recommendation 10²⁷</u>, most countries' definitions include thresholds to determine a "controlling" ownership. For example, anyone holding "more than 25%" of the capital of an entity will be considered a beneficial owner. The higher the threshold, the less people will be required to be identified as a beneficial owner. High thresholds also make it easier not to be considered a beneficial owner. For example, if the threshold is "more than 25%", as long as a company has 4 shareholders with equal shareholdings of 25% (but neither with "more than 25%"), no one would be considered a beneficial owner). We have thus been calling²⁸ for lower

²⁶ Knobel, Andres, 'Not Just about Control: One Share in a Company Should Be Enough to Be a Beneficial Owner', 2019 https://www.taxjustice.net/2019/10/02/not-just-about-control-one-share-in-company-should-be-enough-beneficial-owner/ [accessed 27 January 2020].

²⁷ Andres Knobel, 'The Achilles Heel of Effective Beneficial Ownership Registration: Why Is Everyone Fixed on 25%?', *Tax Justice Network*, 2017 https://www.taxjustice.net/2017/05/11/achilles-heel-effective-beneficial-ownership-registration-everyone-fixed-25/> [accessed 7 May 2020].

²⁸ See for example Knobel, Andres and Meinzer, Markus, 'Drilling down to the Real Owners – Part 1. More than 25% of Ownership" & "Unidentified" Beneficial Ownership: Amendments Needed in FATF's Recommendations and in EU's AML Directive' (2016) http://www.taxjustice.net/wp-content/uploads/2013/04/TJN2016_BO-EUAMLD-FATF-Part1.pdf [accessed 27 January 2020]; https://www.financialsecrecyindex.com/PDF/3-Recorded-Company-Ownership.pdf; and https://www.financialsecrecyindex.com/PDF/6-Public-Company-Ownership.pdf; 15.3.2020. In addition, the EU Parliament's PANA Committee picked up on our recommendation and also called for the threshold to be lowered to anyone holding at least one share (see

thresholds, either 10%, 5% or 1%, or ideally for anyone holding 1 share. Some countries, like the UK, have also used other conditions to determine the beneficial owner, such as individuals with a percentage of voting rights, or the right to appoint or remove the majority of the board of Directors.

With regard to trusts, The Financial Action Task Force and the EU 4th AML Directive, consider that all the parties to the trust (e.g. the settlor, protector, trustee, beneficiary and any other person with effective control) should be considered a beneficial owner of the trust, regardless of the percentage of interest in the trust.

iv. Information to be registered: what details of the beneficial owner have to be registered? Another important point is to register all relevant data about the beneficial owner including their identity (name, address, national identification number, date of birth, tax identification number, etc.) and details about their beneficial ownership (whether they control the legal vehicle through ownership, voting rights, right to appoint majority of Board of directors; percentage of ownership or control; starting date

Private Foundations: "like trusts, but with legal personality"

Private foundations present an interesting case, as described here (page 6): they are similar to trusts in their control structure (the "founder" is similar to the "settlor", the "foundation council" replaces the "trustee", and both have "beneficiaries"). They are similar in their effects too (private foundations are usually offered in civil law countries for tax planning, inheritance and wealth concentration purposes). However, unlike trusts, private foundations are considered legal entities, so they need to incorporate and register in order to legally exist. In other words, private foundations are legal entities (so their registration is required for them to legally exist), but they have a control structure very similar to trusts, where all the parties to the private foundation have to be identified, regardless of their interest and percentage in the foundation. Private foundations show that it is possible also for trusts to be required to incorporate and identify all of their parties as beneficial owners.

of beneficial ownership status; legal chain or nominees through which the beneficial owner exercises control, etc.).

v. <u>Verification: how to make sure beneficial ownership information is accurate?</u> Since many beneficial ownership registries may involve self-declaration, verification of information is a crucial issue. We have written

paragraph 87, here: European Parliament, 'Recommendation Following the Inquiry on Money Laundering, Tax Avoidance and Tax Evasion' https://www.europarl.europa.eu/cmsdata/135340/P8_TA-PROV(2017)0491_EN.pdf [accessed 16 March 2020].

proposals²⁹ on basic steps to help verify information, such as measures to ensure authorisation; validation of information (e.g. the online form where a user declares their tax identification as part of the beneficial ownership registration process should not allow a blank entry, or a 2-letter word, if the tax identification of a country involves a 9-figure number); cross-check for consistency (e.g. does the registered name and address match the relevant government agency's records on that individual?); and ideally using technology such as big data to create profiles of beneficial owners to red-flag odd cases (e.g. if a person with no declared income, no bank account and an address in a favela appears as owning a big company). Additional steps may be included, such as requiring corporate service providers, lawyers (eg in Slovakia³⁰) or notaries to certify the information (with heavy sanctions for non-compliance, such as losing their licences), asking financial institutions to report any discrepancies (e.g. if the person managing the bank account held by the legal vehicle is different from any registered beneficial owners), as currently required under the EU 5th Anti-Money Laundering Directive. Finally, making information publicly available adds a deterrent effect by allowing Non Governmental Organisations and journalists to investigate the accuracy of the information, as they have already proven themselves willing to do, very effectively. 31 The Tax Justice Network is now working to promote beneficial ownership verification³² around the world, following the most advanced and automated cases, especially the example of Denmark.

vi. Sanctions: what happens if the beneficial owner isn't identified or registered information is wrong/inaccurate? It is usually up to countries to decide on sanctions for non-compliance with beneficial ownership registration. It is clear that monetary penalties, even if high, may be considered a worthwhile cost for engaging in illegal activities. Criminal sanctions, such as the UK's prison terms³³ may be more effective. Nevertheless, the ideal sanction should at least incorporate the principle that registered information should prevail over secret (unregistered) agreements. For example, if Mary is registered as the beneficial owner but John is the individual with effective control pursuant to a secret

²⁹ Andres Knobel, *Beneficial Ownership Verification: Ensuring the Truthfulness and Accuracy of Registered Ownership Information* (2019) https://www.ssrn.com/abstract=3320600 [accessed 5 August 2019].

³⁰ https://ceelegalmatters.com/slovakia/6605-world-wide-rarity-anti-letterbox-companies-act-in-slovakia [accessed 22 May 2020]

³¹ Robert Palmer and Sam Leon, 'What Does the UK Beneficial Ownership Data Show Us?', *Global Witness*, 2016 https://www.globalwitness.org/en/blog/what-does-uk-beneficial-ownership-data-show-us/ [accessed 7 May 2020].

³² Knobel, Andres, 'New Group to Promote Beneficial Ownership Verification Pilots around the World' https://www.taxjustice.net/2020/04/24/new-group-to-promote-beneficial-ownership-verification-pilots-around-the-world/> [accessed 22 May 2020].

³³ HM Government, 'Summary Guide for Companies – Register of People with Significant Control' https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/621568/170622 NON-STAT Summary Guidance 4MLD Final.pdf> [accessed 20 May 2020].

agreement, all corporate decisions taken by John should be considered void, and Mary should be able to vote, control and receive dividends (because after all, she is registered as the beneficial owner), even if that violates the secret agreement. More importantly, beneficial ownership registration should be a pre-condition for the legal validity of the legal vehicle and its rights to operate in the economy. If proper registration is missing, the legal vehicle shouldn't be considered as existing, or able to hold assets or engage in business.

vii. Access to the beneficial ownership register: who may access to beneficial ownership information and how? This will depend on the law as well as on whether the beneficial ownership register is held by the usual commercial register, or by authorities that usually impose confidentiality, such as the tax authorities or the central bank. Even if the commercial register holds the beneficial ownership register, information may still be accessible only by authorities and financial institutions subject to due diligence procedures, or also individuals or organisations that may prove to have a legitimate interest^{34.} Ideally, information will be held in a central register, to be publicly accessible online. Even under the "online and publicly available" ideal, the best case is to have that information available for free and in open data format (machine-readable and reusable). By the same token, obstacles to be avoided include requiring a payment to access information, or having beneficial ownership information as a non-machine readable image of a hand-written document.

3. State of play of beneficial ownership registration

3.1 Caveats

While this paper is based on the 2020 assessments for the Financial Secrecy Index, there are some caveats that should be considered:

3.1.a Some types of legal vehicles are not covered (e.g. foreign entities, general partnerships and welfare foundations): The Financial Secrecy Index indicators 2, 3, 5 and 6 assess legal and beneficial ownership registration in 133 jurisdictions only for: domestic companies (not foreign companies), domestic partnerships with limited liability (not general partnerships or foreign partnerships), domestic law trusts, foreign law trusts with a local trustee, and private foundations. In addition to the scope and trigger, this paper will describe beneficial ownership definitions' thresholds and whether legal ownership or beneficial ownership information is available online, at a cost and in open data or not. This paper does <u>not</u> cover details of beneficial ownership information that

 34 For example, the recitals to the amendment of the EU 4^{th} AML Directive, suggest that investigative journalists and civil society organizations working on anti-money laundering could be considered to have a legitimate interest.

have to be registered (e.g. name and address), verification processes or sanctions for non-compliance.

3.1.b Not necessarily the same results as the Financial Secrecy Index:

This paper's data is based on the Financial Secrecy Index 2020, but it does not necessarily include the same results: there may be updates that haven't been covered by the Financial Secrecy Index, and the Financial Secrecy Index's credit system (the "secrecy score") may be different from this paper's conclusions because the Financial Secrecy Index methodology considers issues that are not necessarily considered here (e.g. details of the beneficial owner subject to registration, whether a country is party to the Hague Convention on Trust Recognition, etc.). Specifically, this paper includes a preliminary assessment of new beneficial ownership registration laws approved by Argentina, Colombia, Egypt, Malaysia, Panama and Seychelles after the cut off date or the publication of the Financial Secrecy Index 2020. However, as the new laws in these countries have not been thoroughly assessed, their assessment may change by the next edition of the Financial Secrecy Index in 2022.

- **3.1.c** Relationship between legal and beneficial ownership, and bearer shares. This paper in the same way as the Financial Secrecy Index considers that, for either legal or beneficial ownership registration to be considered effective, the following conditions must be met:
- -all types of legal vehicles within a category (e.g. all corporations and LLCs within "companies") should be obliged to register with a government authority,
- -registered (legal or beneficial ownership) information must be updated upon every change or at least annually, and
- -bearer shares should not be available, or they should be immobilised (held) by a government authority (in other words, a private custodian or an unclear status would not suffice).

In addition, the only acceptable sanction for failing to immobilise bearer shares by a government authority should be the cancellation of those bearer shares (if sanctions involve only a suspension of rights or monetary penalties, or sanctions are unknown, bearer shares should be considered to pose risks that prevent ownership registration from being effective).

3.1.d Beneficial ownership registration loopholes: Lastly, for beneficial ownership registration to be considered effective, there should be no loopholes or exceptions (except for state-owned companies and <u>companies listed in a stock</u>

exchange that are generally excluded³⁵). Beneficial ownership registration should not be considered effective if for example, the obligation to identify the beneficial owners of an entity is waived because the entities in the ownership chain are foreign (e.g. the legal situation in Germany until January 2020³⁶) or if entities are given too much leeway or ambiguous conditions to determine that they are unable to identify their BOs (e.g. the legal situation in Denmark until December 2019³⁷).

3.1.e Traffic light colours (adapted to colour-blind people): all figures show 3 colours to easily indicate this - blue (transparency/best case), yellow (unknown/somewhere in the middle), red (secrecy/worst case).

3.2 Jurisdictions with beneficial ownership registration laws

In recent years, many countries have started to approve beneficial ownership registration laws. Many of these laws still have loopholes to be fixed before beneficial ownership registration in these jurisdictions may be considered "effective" (e.g. bearer shares are still available in the jurisdiction, or there are ambiguities or exclusions, or the law only covers companies but no other legal vehicles). However, establishing beneficial ownership registration by law is a first step.

In addition, as mentioned above, as opposed to the 4th AML Directive which gave countries the decision on whether to publish their beneficial ownership registries or not, the 5th AML Directive requires all EU member states to establish public beneficial ownership registries for companies by 2020. However, it fell short in two key ways: first, on public access to beneficial ownership of trusts; and second, on the need to trigger registration of trusts' beneficial owners if a trust is created or governed by the laws of an EU country.

Likewise, on May 1, 2018 the <u>UK passed an amendment</u> that requires British overseas territories (e.g. Cayman Islands, British Virgin Islands) to establish public beneficial ownership registries. However, this requirement does not apply to Crown Dependencies (e.g. Jersey, Guernsey and Isle of Man).

Considering these new laws, in addition to those of Argentina, Colombia, Egypt, Malaysia, Panama and Seychelles (which approved beneficial ownership

³⁵ Knobel, Andres, *Beneficial Ownership in the Investment Industry. A Strategy to Roll Back Anonymous Capital*, 2019 https://www.taxjustice.net/wp-content/uploads/2019/10/The-transparency-risks-of-investment-entities-working-paper-Tax-Justice-Network-Oct-2019.pdf [accessed 22 May 2020].

https://Financial_Secrecy_Index.taxjustice.net/database/dbr_Comments.php?Juris=DE&InfoID=471&Per=20; 15.3.2020.

³⁷ https://Financial Secrecy Index.taxjustice.net/database/dbr Comments.php?Juris=DK&InfoID=471&Per=20; 15.3.2020.

registration laws after the 2020 Financial Secrecy Index data had already been collected³⁸) as of April 2020, there are 81 countries that already have laws requiring beneficial ownership information to be registered with a government authority.

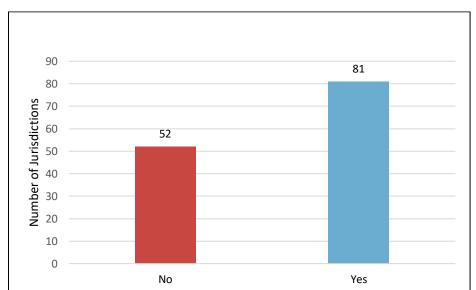


Figure 1. Jurisdictions with beneficial ownership registration laws





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 $^{^{\}rm 38}$ The cut-off date was September 30th, 2019 for most indicators.

Table 1. Jurisdictions with beneficial ownership registration laws (regardless of whether or not the laws are loophole-free)

No (52)

Algeria, Angola, Anguilla, Aruba, Australia, Bangladesh, Barbados, Belize, Bolivia, Brunei, Cameroon, Canada, Chile, China, Cook Islands, Dominica, El Salvador, Gambia, Grenada, Guatemala, Hong Kong, Israel, Japan, Liberia, Macao, Maldives, Marshall Islands, Mexico, Montenegro, Montserrat, Morocco, New Zealand, Nigeria, Pakistan, Puerto Rico, Russia, Rwanda, Singapore, South Africa, South Korea, Sri Lanka, St. Kitts and Nevis, St. Vincent & Grenadines, Switzerland, Taiwan, Tanzania, Thailand, Turkey, United States, US Virgin Islands, Venezuela, Vietnam

Yes (81)

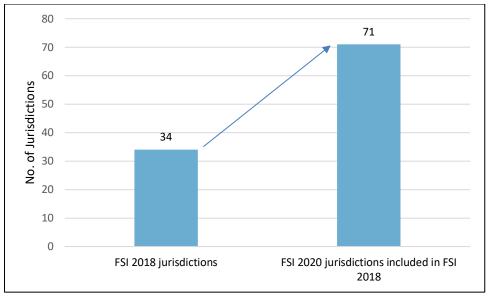
Andorra, Antigua and Barbuda, Argentina, Austria, Bahamas, Bahrain, Belgium, Bermuda, Botswana, Brazil, British Virgin Islands, Bulgaria, Cayman Islands, Colombia, Costa Rica, Croatia, Curacao, Cyprus, Czechia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Germany, Ghana, Gibraltar, Greece, Guernsey, Hungary, Iceland, India, Indonesia, Ireland, Isle of Man, Italy, Jersey, Jordan, Kazakhstan, Kenya, Kuwait, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Malaysia, Malta, Mauritius, Monaco, Nauru, Netherlands, North Macedonia, Norway, Panama, Paraguay, Peru, Philippines, Poland, Portugal, Qatar, Romania, Samoa, San Marino, Saudi Arabia, Seychelles, Slovakia, Slovenia, Spain, St. Lucia, Sweden, Trinidad and Tobago, Tunisia, Turks and Caicos Islands, Ukraine, United Arab Emirates, United Kingdom, Uruguay, Vanuatu

In conclusion, 81 of the jurisdictions assessed in the Financial Secrecy Index 2020 have beneficial ownership registration laws. In many cases (eg all EU countries, British overseas territories, Ecuador, Ukraine) beneficial ownership registries of companies are already publicly available, or will soon have to be.

However, these 81 jurisdictions also include countries whose beneficial ownership laws have loopholes or where bearer shares still pose risks (e.g. Germany, Czechia).

Comparing the number of jurisdictions which were included in the Financial Secrecy Index 2018 as well to the same jurisdictions assessed in the Financial Secrecy Index 2020, we can see an improvement from 34 jurisdictions with beneficial ownership laws in 2018 to 71 in 2020.

Figure 3: Comparison between number of jurisdictions with beneficial ownership laws of jurisdictions included in both the Financial Secrecy Index 2018 and 2020 assessments



3.3 Available thresholds in companies' beneficial ownership registration laws

A company is a type of legal person or entity whose capital is usually divided into shares. As explained in point 2.iii above, beneficial ownership definitions for legal entities such as companies usually involve thresholds of ownership or interests in that legal entity (a percentage of shareholdings). Only individuals passing those thresholds are considered beneficial owners and will have to be registered as such. While the Financial Action Task Force and the EU 4th AML Directive refer to the "more than 25% of ownership" threshold, countries are allowed to implement lower thresholds (so that more individuals are covered by the beneficial ownership definition), including the Tax Justice Network's proposal to consider as a beneficial owner any individual ultimately owning, directly or indirectly at least 1 share³⁹. This is for the purpose of avoiding the fragmentation of ownership for avoidance purposes.

Out of the 81 jurisdictions with beneficial ownership registration laws, only 66 jurisdictions are considered to have beneficial ownership registration laws that apply to all types of companies, albeit these laws do not necessarily require the ownership details to be updated at least once a year. Regardless of the effectiveness of the beneficial ownership laws of a country, or the availability of bearer shares and their associated risks, these are the thresholds established by those 68 jurisdictions whose beneficial ownership laws have been assessed. As mentioned above, out of the 68 jurisdictions which currently have beneficial

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³⁹ Knobel, Meinzer and Harari, 'What Should Be Included in Corporate Registries?'

ownership registration laws in place, the laws of six jurisdictions, namely Panama, Argentina, Colombia, Malaysia and the Seychelles have not been assessed yet by the Financial Secrecy Index 2020 as they were published after the Financial Secrecy Index 2020 cut-off date.

Figure 4: Thresholds for the definition of a company's "beneficial owner" in beneficial ownership registration laws

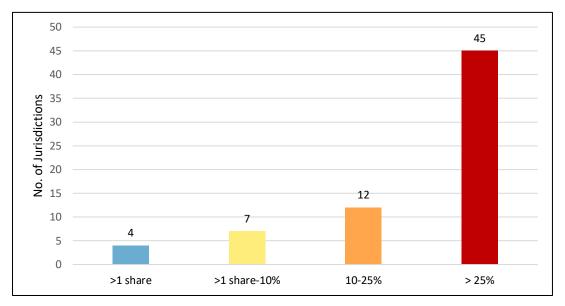


Table 2: Thresholds for the definition of a company's "beneficial owner" in beneficial ownership registration laws

Companies beneficial ownership registration law? Yes (68):

Andorra, Antigua and Barbuda, Argentina, Austria, Bahamas, Bahrain, Belgium, Bermuda, Botswana, Brazil, Bulgaria, Cayman Islands, Colombia, Costa Rica, Croatia, Curacao, Cyprus, Czechia, Denmark, Dominican Republic, Ecuador, Estonia, France, Germany, Ghana, Gibraltar, Greece, Guernsey, Iceland, India, Indonesia, Ireland, Isle of Man, Italy, Jersey, Kenya, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Malta, Malaysia, Monaco, Nauru, Netherlands, North Macedonia, Norway, Panama, Paraguay, Peru, Philippines, Poland, Portugal, Romania, San Marino, Saudi Arabia, Slovakia, Slovenia, Spain, Sweden, Seychelles, Trinidad and Tobago, Tunisia, Ukraine, United Arab Emirates, United Kingdom, Uruguay

Beneficial ownership definition threshold?

At least 1 share (4): Argentina⁴⁰, Botswana⁴¹, Ecuador⁴², Saudi-Arabia⁴³

>1 share - 10% (7):

Antigua and Barbuda, Bahamas, Bahrain, Colombia⁴⁴, India, Kenya, Peru

10-25% (12):

Costa Rica, Curacao, Dominican Republic, Latvia, Lebanon, Malaysia⁴⁵, Panama⁴⁶, Philippines, Spain, Tunisia, Ukraine, Uruguay

"More than 25%" (45): Andorra, Austria, Belgium, Bermuda, Brazil, Bulgaria, Cayman Islands, Croatia, Cyprus, Czechia, Denmark, Estonia, France, Germany, Ghana, Gibraltar, Greece, Guernsey, Iceland, Indonesia, Ireland, Isle of Man, Italy, Jersey, Liechtenstein, Lithuania, Luxembourg, Malta, Monaco, Nauru, Netherlands, North Macedonia, Norway, Paraguay, Poland, Portugal, Romania, San Marino, Seychelles⁴⁷, Slovakia, Slovenia, Sweden, Trinidad and Tobago, United Arab Emirates, United Kingdom

In the vast majority of cases (45 jurisdictions out of 68 jurisdictions whose beneficial ownership registration laws have been assessed), the Financial Action Task Force standard is applied, defining a beneficial owner as any individual with

Index.taxjustice.net/database/dbr Comments.php?Juris=EC&InfoID=471&Per=20

https://Financial Secrecy Index.taxjustice.net/database/dbr_Comments.php?Juris=SA&InfoID=471&Per=20

https://www.ssm.com.my/Pages/Legal_Framework/Document/Guideline%20for%20BO%20Reporting%20Framework%20(27022020).pdf [accessed 22 May 2020].

⁴⁰ The approval of the beneficial ownership law took place after the launch of the Financial Secrecy Index and hence is not included in the detailed country report. The relevant regulation is AFIP Resolution 497/2020 available here: http://biblioteca.afip.gob.ar/dcp/REAG01004697 2020 04 14 [accessed 22 May 2020].

⁴¹ For more details, see here: (https://Financial Secrecy
Index.taxjustice.net/database/dbr_Comments.php?Juris=BW&InfoID=471&Per=20)

⁴² For more details see here: https://Financial Secrecy

⁴³ For more details see here:

⁴⁴ The approval of the beneficial ownership law took place after the launch of the Financial Secrecy Index and hence is not included in the detailed country report. The relevant regulation is Law 2010, Art. 68.4, available here: http://www.suin-juriscol.gov.co/viewDocument.asp?ruta=Leyes/30038705 [accessed 22 May 2020].

⁴⁵ The approval of the beneficial ownership law took place after the launch of the Financial Secrecy Index and hence is not included in the detailed country report. The relevant regulation is the "Guideline for the reporting framework for beneficial ownership of legal persons" available here:

⁴⁶ The approval of the beneficial ownership law took place after the launch of the Financial Secrecy Index and hence is not included in the detailed country report. The relevant regulation is Law 129 available here: https://www.gacetaoficial.gob.pa/pdfTemp/28985 C/GacetaNo 28985c 20200320.pdf [accessed 22 May 2020].

⁴⁷ The approval of the beneficial ownership law took place after the launch of the Financial Secrecy Index and hence is not included in the detailed country report. The relevant regulation is the "Beneficial Ownership Act 2020" available here: https://www.fsaseychelles.sc/wp-content/uploads/2020/03/Beneficial-Ownership-Act-2020.pdf [accessed 22 May 2020].

"more than 25%" of the ownership of the company. This means that there is a rather high risk of people circumventing the beneficial ownership registration rules⁴⁸. In 12 cases, the threshold is between 10% and 25%. In seven cases beneficial ownership definitions cover a threshold below 10% (e.g. 1, 5 or 10%), but for four jurisdictions (Argentina, Botswana, Ecuador and Saudi Arabia) it could be interpreted as having a threshold of simply one share.⁴⁹

Nonetheless, while some jurisdictions have low thresholds for beneficial ownership definitions, as detailed above, not all of those jurisdictions are considered to have effective beneficial ownership laws (e.g. because bearer shares may be available in the jurisdiction), as we can see in Figure 5 below.

4. Legal ownership and beneficial ownership registration – a Global Perspective

4.1 Acceptable legal ownership and beneficial ownership registration in all legal vehicles

There is no jurisdiction with both effective legal ownership and effective beneficial ownership registration, let alone with online access, for all legal vehicles (companies, partnerships with limited liabilities, private foundations, domestic law trusts and foreign law trusts with a local trustee).

Therefore, we consider registration to be acceptable if:

- a) bearer shares are not available or pose no risk,
- b) the registration covers all types of legal vehicles within each category (e.g. all corporations and LLCs within "companies"),
- c) the registration covers all types of owners within a type of legal vehicle (e.g. both limited and general partners, within "partnerships with limited liability"), and
- d) registered information has to be updated at least annually.

⁴⁸ "A typical family of four persons (two parents and two children or four friends) could appoint every member as a shareholder. In that case, each of them would have only 25% of ownership, so no one would trigger the threshold" (Knobel, Andres and Meinzer, Markus, 'Drilling down to the Real Owners – Part 1. More than 25% of Ownership" & "Unidentified" Beneficial Ownership: Amendments Needed in FATF's Recommendations and in EU's AML Directive', 1.).

⁴⁹ The beneficial ownership definition doesn't include control through other means different from ownership, but at least it doesn't have a threshold: anyone with one share has to be identified.

4.2 Best cases in ownership registration

Table 3: Best cases in ownership registration (legal ownership or beneficial ownership) for companies and partnerships

	Comp	anies	Partnei	rships	Private Foundation		Trusts*	
	LO	во	LO	во			Domestic Law Trusts	Foreign Law Trusts with a local
Online (Open Data)	(1) New Zealand	(2) Denmark, United Kingdom	(1) Bulgaria	(1) Denmark	Private foundations or domestic law trusts cannot be created (they cannot create secrecy risk)	(92)	(42)	trustee
Online (free)	(4) Bulgaria, Ecuador, Malta, Norway	(2) Ecuador, Slovenia	(6) Croatia, Czechia, Ecuador, Malta, Slovakia, Slovenia	(3) Ecuador, Luxembo urg, Slovenia	Online availability: Full disclosure	(2) Belgium, Germany	(1) Ecuador	-
Online (cost)	(6) Cyprus, Estonia, Hong Kong, Ireland, Italy, Jersey	(2) Estonia, Ireland	(9) Cyprus, Estonia, Finland, Germany, Hong Kong, Isle of Man, Israel, Italy, Singapore	(2) Estonia, Germany	Online availability: Partial disclosure	(2) Austria, Liechtenstein	(1) Dominican Rep.	(2) Germany, Liechtenstein
Only Updated	(37)	(44)	(78)	(43)	Only mandatory registration	(3): of all parties (26): of some parties	(25)	(25)

^{*} In this report, the requirement to register only domestically managed trusts (both foreign and domestic law trusts) is treated as registration of foreign law trusts.

In conclusion, no jurisdiction reaches the ideal level of transparency for all of the four types of legal vehicles (the first row in dark blue of Tables 3 above: legal ownership and beneficial ownership information publicly available online for free and in open data format). However, Ecuador is the closest because it provides both legal and beneficial ownership information for companies and partnerships and in addition, the ownership information of domestic law trusts is available online and for free (see Annex II).

5. Legal and beneficial ownership registration by type of legal vehicle

5.1 Companies

Companies are legal persons or entities whose capital is usually divided into shares and held by shareholders who are liable to the creditors of the company only up to the value of their original investment in the company (companies limited by shares). In some unusual cases, a company's capital is not divided by shares but by members of the company acting as guarantors (company limited by guarantee).

Companies limited by shares may have different types of shares (e.g. with economic rights to receive dividends) and/or with political rights (e.g. to vote, appoint a Director to the board). In addition, shares of a company may be in a registered form (as a book entry for example), or may be "shares to bearer", where the owner of the share refers to whoever holds the paper/document representing the share. "Bearer shares" pose a serious risk to transparency, since the transfer of ownership of shares takes place simply by handing the paper-document to another person.

Examples of companies include joint-stock companies (also called Société Anonyme, Sociedad Anónima or S.A., Aktiengesselchaft or AG), limited liability companies (LLC, also called Sociedad de Responsabilidad Limitada or SRL, or Gesellschaft mit beschränkter Haftung or GmbH), partnerships limited by shares (also called Sociedad en comandita por acciones or société en commandite par actions or SCA).

5.1.1 Bearer Shares

Legal and beneficial ownership registration of companies, though considered here independently, each depend on whether bearer shares pose risks locally.

For the 133 jurisdictions assessed by the Financial Secrecy Index, we checked whether bearer shares pose risks or not. We consider they do not pose risks if they are not available, or, if they are available but: (i) have to be immobilised by a government authority, and (ii) any unregistered bearer share loses all of its rights (ie, they get cancelled). Bearer shares are considered to pose risks under any other

circumstance, e.g. if they are immobilised by a private custodian instead of a government authority, or if bearer shares that fail to be immobilised by a public authority are not *cancelled* but their rights are merely suspended, etc.

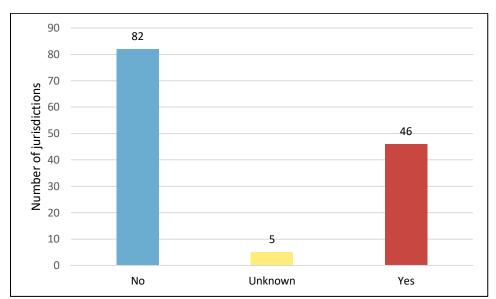


Figure 5: Availability of bearer shares

Table 4. Availability of bearer shares

Do bearer shares pose risks?				
No (82)	Andorra, Argentina, Australia, Bahrain, Barbados, Belgium, Belize, Bermuda, Botswana, Brunei, Bulgaria, Cameroon, Canada, Cayman Islands, Chile, Colombia, Costa Rica, Cyprus, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, France, Gambia, Ghana, Gibraltar, Greece, Guernsey, Hong Kong, Hungary, Iceland, India, Ireland, Isle of Man, Italy, Jersey, Jordan, Kazakhstan, Kuwait, Latvia, Lebanon, Lithuania, Macao, Maldives, Malta, Mauritius, Mexico, Monaco, Montenegro, Nauru, New Zealand, Nigeria, North Macedonia, Norway, Pakistan, Paraguay, Peru, Philippines, Puerto Rico, Qatar, Romania, Russia, Rwanda, Samoa, San Marino, Saudi Arabia, Seychelles, Singapore, Slovakia, Slovenia, St. Lucia, Sweden, Trinidad and Tobago, Tunisia, Turks and Caicos Islands, United Arab Emirates, United Kingdom, United States, Uruguay, US Virgin Islands, Venezuela			
Unknown (5)	Algeria, Croatia, Indonesia, Sri Lanka, Vanuatu			
Yes (46)	Angola, Anguilla, Antigua and Barbuda, Aruba, Austria, Bahamas, Bangladesh, Bolivia, Brazil, British Virgin Islands, China, Cook Islands, Curacao, Czechia, Dominica, El Salvador, Finland, Germany, Grenada, Guatemala, Israel, Japan, Kenya, Liberia, Liechtenstein, Luxembourg, Malaysia, Marshall Islands, Montserrat, Morocco, Netherlands, Panama, Poland, Portugal, South Africa, South Korea, Spain, St. Kitts and Nevis, St. Vincent & Grenadines, Switzerland, Taiwan, Tanzania, Thailand, Turkey, Ukraine, Vietnam			

In conclusion, out of the 133 jurisdictions we assessed, bearer shares are not available or are not properly immobilised in 82 jurisdictions. In 5 jurisdictions, the

status of bearer shares is unknown (and thus considered a risk). In 46 jurisdictions bearer shares pose risks because they are either not immobilised by a government authority, or because those bearer shares that have failed to be immobilised are not cancelled.

5.1.2 Effective legal ownership registration

For the 82 jurisdictions where bearer shares pose no risks, we consider that legal ownership (LO) registration is effective when all domestic companies are required to register all of their legal owners and this information is updated at least annually. In those cases, we also need to consider whether legal ownership information (at least name and address or date of birth or national identification) is available online, either at a cost, for free or in open data format.

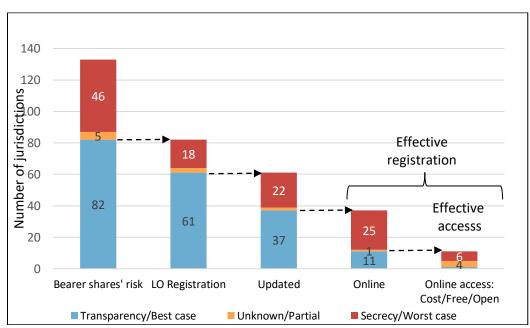


Figure 6: Companies' effective legal ownership registration

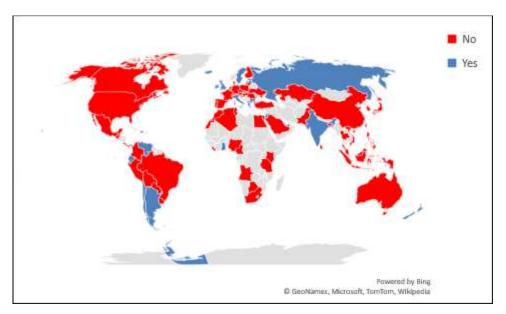
Table 5: Companies' effective legal ownership registration

Companies' (comprehensive) legal ownership registration?	Legal ownership Update?	Online?	Open Data / Free / Cost?
Yes (61): Andorra, United Arab Emirates, Argentina, Australia, Bulgaria, Bahrain, Botswana, Chile, Colombia, Costa Rica, Cyprus, Dominican Republic, Ecuador, Estonia, Egypt, France, United Kingdom, Guernsey, Ghana,	Yes (37): Andorra, United Arab Emirates, Argentina, Bulgaria, Bahrain, Chile, Cyprus, Dominican Republic, Ecuador, Estonia, United Kingdom, Ghana, Greece, Hong Kong, Ireland, India, Iceland, Italy, Jersey, Jordan, Lebanon, Latvia, Montenegro, Malta, Maldives, Norway, Nauru, New Zealand, Russia, Rwanda, Sweden, Slovenia, Slovakia, San Marino, Turks and Caicos Islands, Trinidad and Tobago, Venezuela	Yes (11): Bulgaria, Cyprus, Ecuador, Estonia, Hong Kong, Ireland, Italy, Jersey, Malta, Norway, New Zealand	Open Data (1): New Zealand Free (4): Bulgaria, Ecuador, Malta, Norway Cost (6): Cyprus, Estonia, Hong Kong, Ireland, Italy, Jersey
Gibraltar, Greece, Hong Kong, Ireland, Isle of Man, India, Iceland, Italy, Jersey, Jordan, Kuwait, Kazakhstan, Lebanon, Lithuania, Latvia, Monaco, Montenegro, North Macedonia, Macao, Malta, Mauritius, Maldives, Mexico, Nigeria, Norway, Nauru, New Zealand, Peru, Philippines, Qatar, Romania, Russia, Rwanda, Sweden, Singapore, Slovenia, Slovakia, San Marino, Turks and Caicos Islands, Trinidad and Tobago, Uruguay,		No (25): Andorra, Argentina, Bahrain, Chile, Dominican Republic, Ghana, India, Iceland, Jordan, Lebanon, Latvia, Montenegro, Maldives, Nauru, Russia, Rwanda, Sweden, Slovenia, Slovakia, San Marino, Turks and Caicos Islands, Trinidad and Tobago, United Arab Emirates, United Kingdom, Venezuela Unknown (1): Greece	
Venezuela	Unknown (2): Egypt, Kuwait		
	No (22): Australia, Botswana, Colombia, Costa Rica, France, Guernsey, Gibraltar, Isle of Man, Kazakhstan, Lithuania, Monaco, North Macedonia, Macao, Mauritius, Mexico, Nigeria, Peru, Philippines, Qatar, Romania, Singapore, Uruguay		
Unknown (3):			

Bermuda, Gambia, Puerto
Rico

No (18): Barbados,
Belgium, Brunei, Belize,
Canada, Cameroon,
Denmark, Hungary,
Cayman Islands, St.
Lucia, Pakistan, Paraguay,
Saudi Arabia, Seychelles,
Tunisia, United States, US
Virgin Islands, Samoa

Figure 2. Map of companies' effective legal ownership registration



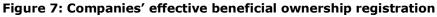
In conclusion, only 37 countries (out of the 133 covered by the Financial Secrecy Index) have effective legal ownership registration (where bearer shares pose no risks and all types of companies have to register and update their legal ownership information). Out of these 37 countries, only 11 have updated legal ownership information available online: 1 for free and in open data (New Zealand), 4 for free but not in open data format, and 6 subject to the payment of a fee.

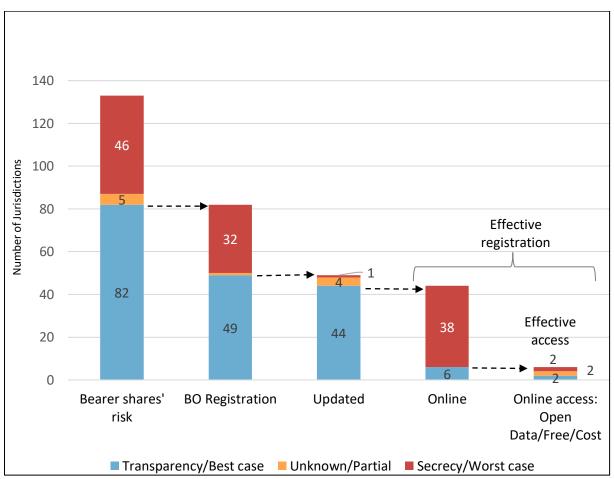
5.1.3 Effective beneficial ownership registration

For the 82 jurisdictions where bearer shares pose no risks, we consider that effective beneficial ownership registration is present when all domestic companies are required to register all of their beneficial owners in all cases (except for common exemptions for state-owned companies and for companies listed on a

stock exchange). 50 Effective beneficial ownership registration depends also on the beneficial ownership definition (the threshold should not be higher than "more than 25%"). Beneficial ownership information should also be updated.

For these cases, we also consider whether beneficial ownership information (at least name and address or date of birth or national identification) is available online, either at a cost, for free or in open data format.





⁵⁰ While companies listed on a stock exchange are usually excluded from the requirement to provide beneficial ownership information, this is also based on an incorrect interpretation of FATF Recommendation 10 and its interpretative note. They establish an exemption during customer due diligence procedures, based on the fact that a regulator is <u>already</u> requiring this information. In other words, listed companies should only be waived for redundancy reasons when their beneficial ownership information is already available (as long as they indicate where their beneficial ownership information is registered). See more details in page 21, here: Knobel, Andres and Meinzer, Markus, 'Drilling down to the Real Owners – Part 1. More than 25% of Ownership" & "Unidentified" Beneficial Ownership: Amendments Needed in FATF's Recommendations and in EU's AML Directive', 1...

Table 6: Companies' effective beneficial ownership registration

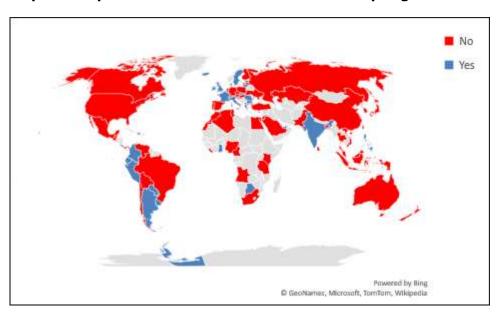
Companies (comprehensive) beneficial ownership registration?	Beneficial ownership Update	Online	Open data/Free/Cost
registration? Yes (49): Andorra, United Arab Emirates, Argentina, Belgium, Bulgaria, Bahrain, Bermuda, Botswana, Colombia, Costa Rica, Cyprus, Denmark, Dominican Republic, Ecuador, Estonia, France, United Kingdom, Guernsey, Ghana, Gibraltar, Greece, Ireland, Isle of Man, India, Iceland, Italy, Jersey, Cayman Islands, Lebanon, Lithuania, Latvia, Monaco, North Macedonia, Malta, Norway, Nauru, Peru, Philippines, Paraguay, Romania, Saudi Arabia, Seychelles, Sweden, Slovakia, San	Yes (44): Andorra, United Arab Emirates, Belgium, Bulgaria, Bahrain, Bermuda, Botswana, Colombia, Costa Rica, Denmark, Dominican Republic, Ecuador, Estonia, France, United Kingdom, Guernsey, Ghana, Gibraltar, Greece, Ireland, Isle of Man, India, Iceland, Italy, Jersey, Cayman Islands, Lebanon, Lithuania, Monaco, Malta, Norway, Nauru, Peru, Philippines, Paraguay, Romania, Seychelles, Sweden, Slovenia, Slovakia, San Marino, Trinidad and Tobago, Uruguay	Yes (6): Denmark, Ecuador, Estonia, United Kingdom, Ireland, Slovenia No (37): Andorra, United Arab Emirates, Argentina, Belgium, Bulgaria, Bahrain, Bermuda, Botswana, Colombia, Costa Rica, Dominican Republic, France, Guernsey, Ghana, Gibraltar, Greece, Isle of Man, India, Iceland,	Open Data (2): Denmark, United Kingdom Free (2): Ecuador, Slovenia Cost (2): Estonia, Ireland
Marino, Tunisia, Trinidad and Tobago, Uruguay	Tobago, Uruguay	Italy, Jersey, Cayman Islands, Lebanon, Lithuania, Monaco, Malta, Norway, Nauru, Peru, Philippines, Paraguay, Romania, Sweden, Slovakia, San Marino, Trinidad and Tobago, Uruguay	
	Unknown (4): Cyprus, North Macedonia, Saudi Arabia, Tunisia No (1):		
Unknown (1):	Latvia		
Egypt ⁵¹			
No (32): Australia, Barbados, Brunei, Belize, Canada, Chile, Cameroon, Gambia, Hong Kong, Hungary, Jordan, Kuwait,			

⁵¹ While there are reports of Egypt's new regulation requiring beneficial ownership to be registered with the commercial register and that information will be publicly available, there is no mention of thresholds (and it appears that Egypt's anti-money laundering regulations for financial institutions do not mention thresholds either). Therefore, there is not sufficient data to assess Egypt's new beneficial ownership regulation. More details are available in: https://www.bakermckenzie.com/en/insight/publications/2020/03/disclosure-beneficial-ownership-egypt [accessed 25 May 2020].

Kazakhstan, St. Lucia, Montenegro, Macao, Mauritius, Maldives, Mexico, Nigeria, New Zealand, Pakistan, Puerto Rico, Qatar, Russia, Rwanda, Singapore, Turks and Caicos Islands, United States, Venezuela, US Virgin Islands, Samoa

In conclusion, only 44 jurisdictions (out of 133 covered by the Financial Secrecy Index) have effective beneficial ownership registration (bearer shares pose no risks and all types of companies have to register and update their beneficial ownership information). Out of these 44 jurisdictions, only two, the United Kingdom and Denmark have updated beneficial ownership information available online in open data format. In six cases (Argentina, Colombia, Egypt, Malaysia, Panama and the Seychelles), the laws are recent and have not been assessed by the Financial Secrecy Index yet (given the laws were approved after the Financial Secrecy Index 2020 cut off or publication date). However, a preliminary assessment was included for this paper.

Out of the 81 countries that have a beneficial ownership registration law, in 37 cases, beneficial ownership registration for companies is not considered effective because they are either not comprehensive, they do not require updating, or bearer shares still pose risks.



Map 3. Companies' effective beneficial ownership registration

5.1.4 Jurisdictions with both beneficial ownership and legal ownership effective registration

The following figure shows whether companies' legal ownership and beneficial ownership information is registered, updated and online, when taken together.

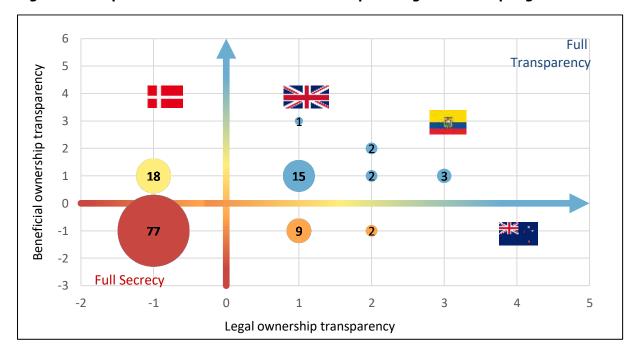


Figure 8: Companies' effective beneficial ownership and legal ownership registration

Bubble Size = Number of jurisdictions

References: -1 = Not registered or registered but not updated; 1 = Registered and updated (but not online); 2 = Online (Cost); 3 = Online (Free); 4 = Online (Open data).

Table 7: Companies' effective beneficial ownership and legal ownership registration

Companies (Comprehensive) beneficial ownership and legal ownership registration?	Update?	Online?
Both beneficial ownership & legal ownership (41): Andorra, Argentina, Bahrain, Botswana, Bulgaria, Colombia, Costa Rica, Cyprus, Dominican Republic, Ecuador, Estonia, France, Ghana, Gibraltar, Greece, Guernsey, Iceland, India, Ireland, Isle of Man, Italy, Jersey, Latvia, Lebanon, Lithuania, Malta, Monaco, Nauru, North Macedonia, Norway, Peru, Philippines, Romania, San Marino, Slovakia, Slovenia, Sweden, Trinidad and Tobago, United Arab Emirates, United Kingdom, Uruguay	Both beneficial ownership & legal ownership (25): Andorra, Argentina, Bahrain, Bulgaria, Dominican Republic, Ecuador, Estonia, Ghana, Greece, Iceland, India, Ireland, Italy, Jersey, Lebanon, Malta, Nauru, Norway, San Marino, Slovakia, Slovenia, Sweden, Trinidad and Tobago, United Arab Emirates, United Kingdom	Both beneficial ownership & legal ownership (3): Ecuador, Estonia, Ireland Only beneficial ownership (2): Slovenia, United Kingdom Only legal ownership (5): Bulgaria, Italy, Jersey, Malta, Norway Neither (15): Andorra, Argentina, Bahrain, Dominican Republic, Ghana, Greece, Iceland, India, Lebanon, Nauru, San Marino, Slovakia, Sweden, Trinidad and Tobago, United Arab Emirates
	Only beneficial ownership (13): Botswana, Colombia, Costa Rica, France, Guernsey, Gibraltar, Isle of Man, Lithuania, Monaco, Peru, Philippines, Romania, Uruguay Only legal ownership (2): Cyprus, Latvia Neither (1): North Macedonia	
Only beneficial ownership (8): Belgium, Bermuda, Denmark, Cayman Islands, Paraguay, Seychelles, Saudi Arabia, Tunisia		
Only legal ownership (20): Australia, Chile, Egypt, Hong Kong, Jordan, Kuwait, Kazakhstan, Montenegro, Macao, Mauritius, Maldives, Mexico, Nigeria, New Zealand, Qatar, Russia, Rwanda, Singapore, Turks and Caicos Islands, Venezuela		

Neither (64): Antigua and Barbuda, Anguilla, Angola, Austria, Aruba, Barbados, Bangladesh, Brunei, Bolivia, Brazil, Bahamas, Belize, Canada, Switzerland, Cook Islands, Cameroon, China, Netherlands Antilles, Czechia, Germany, Dominica, Algeria, Spain, Finland, Grenada, Gambia, Guatemala, Croatia, Hungary, Indonesia, Israel, Japan, Kenya, St. Kitts and Nevis, South Korea, St. Lucia, Liechtenstein, Sri Lanka, Liberia, Luxembourg, Morocco, Marshall Islands, Montserrat, Malaysia, Netherlands, Panama, Pakistan, Poland, Puerto Rico, Portugal, El Salvador, Thailand, Turkey, Taiwan, Tanzania, Ukraine, United States, St. Vincent & Grenadines, British Virgin Islands, US Virgin Islands, Vietnam, Vanuatu, Samoa, South Africa

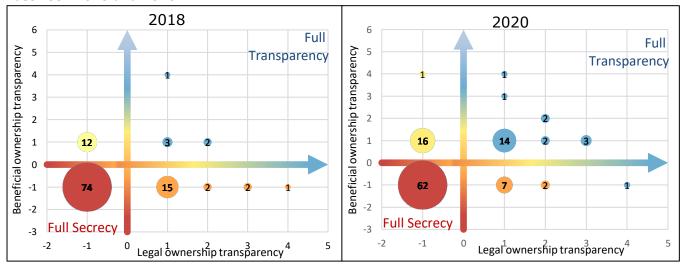
In conclusion, out of the 41 countries that have effective legal ownership and beneficial ownership registration for companies (all companies have to register and update data and bearer shares pose no risks), only 1 country (Ecuador) has free online access for both legal ownership and beneficial ownership information, while 2 countries (Ireland and Estonia) provide online access to that information, but only by payment of a fee. No country provides information online in open data format for both beneficial ownership and legal ownership registration (based on the sections above, the UK⁵² and Denmark provide access in open data for beneficial ownership, while New Zealand provides it only for legal ownership).

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⁵² For the UK, legal ownership information is also available in open data format with regard to legal owners but it only includes the names of the shareholders. Other identification details such as address are only available if the shareholder is also an officer of the company. For more details see here: https://Financial Secrecy Index.taxjustice.net/database/dbr Comments.php?Juris=GB&InfoID=471&Per=20;15.3.2020.

5.1.5 Comparison between Financial Secrecy Index 2018 and 2020 assessments: Jurisdictions with both beneficial ownership and legal ownership effective registration

Figure 9: Comparing Companies' effective beneficial ownership and legal ownership Registration between 2018 and 2020



Bubble Size = Number of jurisdictions

References: -1 = Not registered or registered but not updated; 1 = Registered and updated (but not online); 2 = Online (Cost); 3 = Online (Free); 4 = Online (Open data).

The chart on the right only includes the Financial Secrecy Index 2020 results for the countries that were also assessed in 2018 (new countries included only in Financial Secrecy Index 2020 are excluded to allow for comparison).

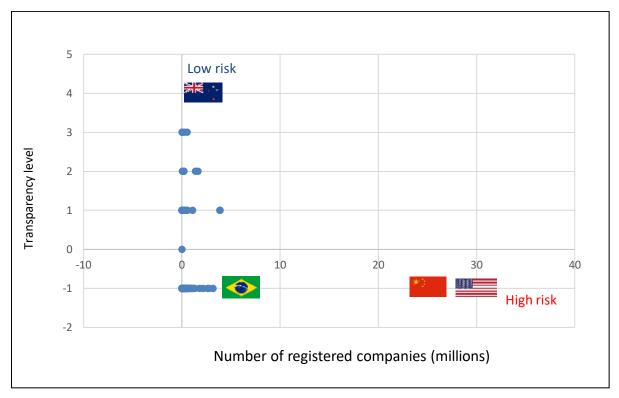
In conclusion, comparing legal and beneficial ownership of the 112 jurisdictions which were assessed both in the Financial Secrecy Index 2018 and 2020 assessments, significant transparency improvements have taken place. For example, the number of countries in which neither legal ownership or beneficial ownership is effectively registered dropped from 74 to 62; the number of countries that require mandatory updates of both beneficial ownership and legal ownership information increased from 3 to 14.

5.1.6 Combination of transparency level and risk levels

For the 133 jurisdictions assessed by the Financial Secrecy Index we weigh their company transparency registration levels against the risk created by the number of companies that are registered in the jurisdiction. A jurisdiction with the highest transparency levels would pose no risk, no matter how many companies are incorporated there. On the opposite side, a jurisdiction with low levels of company transparency and a high number of incorporated companies will be creating risks all over the world (many people may be abusing their very opaque companies). Such a jurisdiction would create much more risk in practice compared to a

jurisdiction with equal levels of low transparency but where only very few companies are incorporated.

Figure 10: Companies' legal ownership transparency weighted by risk created by the number of registered companies



References: -1 = Not registered or registered but not updated; 1 = Registered and updated (but not online); 2 = Online (Cost); 3 = Online (Free); 4 = Online (Open data).

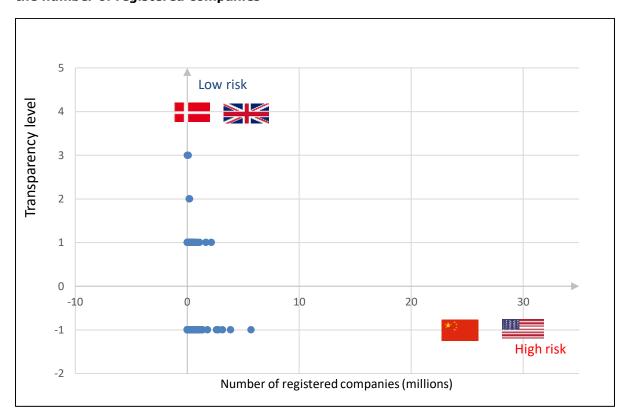


Figure 11: Companies' beneficial ownership transparency weighted by risk created by the number of registered companies

References: -1 = Not registered or registered but not updated; 1 = Registered and updated (but not online); 2 = Online (Cost); 3 = Online (Free); 4 = Online (Open data).

In conclusion, the **US** presents the highest risk, with 30 million registered entities and no comprehensive registration of either legal ownership or beneficial ownership information. The next most risky jurisdiction is **China** which has almost 25 million companies. While legal ownership has to be registered, it cannot be updated because of bearer shares. On the contrary, the **UK**'s risk is moderate because while it has almost 4 million registered companies, it has beneficial ownership information available for free, online and in open data format. **New Zealand**, with half a million companies, only partially addresses the risk because, while legal ownership information is available in open data, there is no beneficial ownership registration.

5.2 Partnerships with limited liability

Partnerships are another type of legal vehicle which originally involved an association of persons to pursue a business activity. In many countries, partnerships are considered legal persons, but not in all of them (e.g. the UK with regard to limited partnerships). Depending on the country, partnerships may also be considered transparent for tax purposes (in such cases, the partnership is not

taxed at the partnership level, but at the partner level). In general partnerships (not covered by the Financial Secrecy Index or by this paper) all partners are fully liable to creditors of the business. In limited partnerships (LPs), general partners administer the partnership and are fully liable to the partnership's creditors, whereas limited partners have limited liability (and cannot take part in the partnership's administration). In limited liability partnerships (LLPs), all partnershave limited liability.

LPs usually present transparency risks, because in some countries limited partners need not register their ownership information or update it. In other countries, e.g. the UK, LPs are not covered by beneficial ownership registration law, while LLPs are.

Partnerships with limited liability include LPs (also known as sociedad en comandita simple or société en commandite simple or SCS), LLPs, and even LLLPs in the US (limited liability limited partnerships).

Out of the 133 jurisdictions assessed by the Financial Secrecy Index, partnerships with limited liability are not available in 12 of them (Andorra, Botswana, Grenada, Ghana, Sri Lanka, Nauru, Pakistan, Rwanda, San Marino, Trinidad and Tobago, Tanzania, St. Vincent & Grenadines) and in Bangladesh it is not clear whether partnerships with limited liability are available or not.

5.2.1 Partnerships' legal ownership registration

For the 120 jurisdictions where partnerships with limited liability (e.g. LPs or LLPs) are available, we consider that effective legal ownership registration is present when all domestic partnerships are required to register all of their partners (general and limited partners) and this information is updated at least annually. If that is the case, we also consider whether legal ownership information (at least name and address or date of birth or national identification) is available online, either at a cost, for free or in open data format.



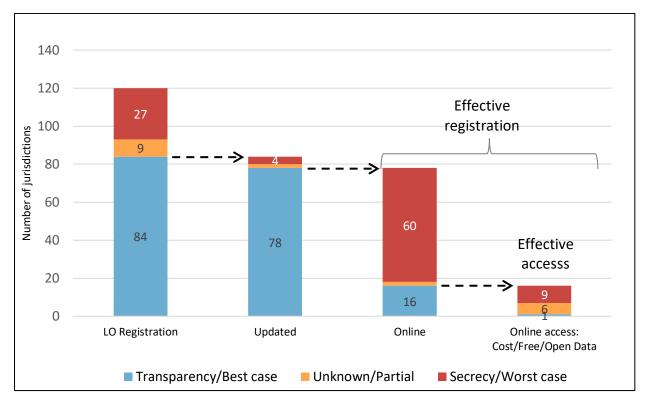


Table 8: Partnerships' effective legal ownership registration

Partnerships' (Comprehensive)	Legal ownership Update?	Online?	Open Data / Free / Cost?
legal ownership registration?			
Australia, Austria, Bahrain, Barbados, Belize, Bolivia, Brazil, Bulgaria, Chile, China, Colombia, Cook Islands, Costa Rica, Croatia, Cyprus, Czechia, Dominica, Dominican Republic, Ecuador, Egypt, El Salvador, Estonia, Finland, France, Germany, Gibraltar, Greece, Guatemala, Hong Kong, Hungary, Iceland, India, Indonesia, Isle of Man, Israel, Italy, Japan, Jordan, Kenya, Kuwait, Latvia, Lebanon, Liberia, Liechtenstein, Lithuania, Luxembourg, Macao, Maldives, Malta, Mauritius, Mexico, Monaco, Montenegro, Morocco, New Zealand, Nigeria, North Macedonia, Norway, Panama, Peru, Philippines, Poland, Portugal, Qatar, Romania, Russia, Saudi Arabia, Singapore, Slovakia, Slovenia, South Korea, Spain, Sweden, Switzerland, Taiwan,	Yes (78): Argentina, Australia, Austria, Bahrain, Barbados, Belize, Bolivia, Brazil, Bulgaria, Chile, China, Colombia, Cook Islands, Costa Rica, Croatia, Cyprus, Czechia, Dominica, Dominican Republic, Ecuador, El Salvador, Estonia, Finland, France, Germany, Gibraltar, Greece, Guatemala, Hong Kong, Hungary, Iceland, India, Indonesia, Isle of Man, Israel, Italy, Jordan, Kenya, Kuwait, Latvia, Lebanon, Liberia, Liechtenstein, Lithuania, Luxembourg, Macao, Malta, Mauritius, Mexico, Montenegro, Morocco,	Yes (16): Bulgaria, Croatia, Cyprus, Czechia, Ecuador, Estonia, Finland, Germany, Hong Kong, Isle of Man, Israel, Italy, Malta, Singapore, Slovakia, Slovenia Unknown (2): Greece, Liberia	Open Data (1): Bulgaria Free (6): Croatia, Czechia, Ecuador, Malta, Slovakia, Slovenia Cost (9): Cyprus, Estonia, Finland, Germany, Hong Kong, Isle of Man, Israel, Italy, Singapore
	New Zealand, Nigeria, Norway, Panama, Peru, Philippines, Poland, Portugal, Qatar, Romania, Russia, Saudi Arabia, Singapore, Slovakia, Slovenia, South Korea, Spain, Sweden, Switzerland, Taiwan, Thailand, Tunisia, Ukraine, United Arab Emirates, United Kingdom, Uruguay,	No (60): Argentina, Australia, Austria, Bahrain, Barbados, Belize, Bolivia, Brazil, Chile, China, Colombia, Cook Islands, Costa Rica, Dominica, Dominican Republic, El Salvador, France, Gibraltar, Guatemala, Hungary, Iceland, India, Indonesia, Jordan, Kenya, Kuwait, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Macao, Mauritius, Mexico, Montenegro, Morocco, New Zealand, Nigeria, Norway, Panama, Peru, Philippines,	

		Poland, Portugal, Qatar, Romania, Russia, Saudi Arabia, South Korea, Spain, Sweden, Switzerland, Taiwan, Thailand, Tunisia, Ukraine, United Arab Emirates, United Kingdom, Uruguay, Vanuatu	
	Unknown (2): Egypt, Maldives		
	No (4): Japan, Monaco, North Macedonia, Turkey		
Unknown (9): Algeria, Angola, Curacao, Gambia, Montserrat, Netherlands, Puerto Rico, Venezuela, Vietnam			
No (27): Anguilla, Antigua and Barbuda, Aruba, Bahamas, Belgium, Bermuda, British Virgin Islands, Brunei, Cameroon, Canada, Cayman Islands, Denmark, Guernsey, Ireland, Jersey, Kazakhstan, Malaysia, Marshall Islands, Paraguay, Samoa, Seychelles, South Africa, St. Kitts and Nevis, St. Lucia, Turks and Caicos Islands, United States, US Virgin Islands			

In conclusion, only 78 jurisdictions (out of 120 covered by the Financial Secrecy Index where partnerships with limited liability are available) have effective legal ownership registration (all types of partnerships with limited liability have to register and update the legal ownership information of both general and limited partners). Out of these 78 jurisdictions, only 16 have updated legal ownership information available online: 1 in open data (Bulgaria), 6 for free (Czech Republic, Croatia, Ecuador, Malta, Slovakia and Slovenia) and 9 subject to the payment of a fee (Cyprus, Estonia, Finland, Germany, Hong Kong, Isle of Man, Israel, Italy and Singapore).

5.2.2. Partnerships' beneficial ownership effective registration

For the 120 jurisdictions where partnerships with limited liability are available, we consider that effective beneficial ownership registration is present when all domestic partnerships with limited liability are required to register all of their beneficial owners in all cases. Effective beneficial ownership registration depends also on the beneficial ownership definition (the definition should cover both general partners and limited partners). Beneficial ownership information should also be updated. For these cases, we also consider whether beneficial ownership information (at least name and address or date of birth or national identification) is available online, either at cost, for free or in open data format.

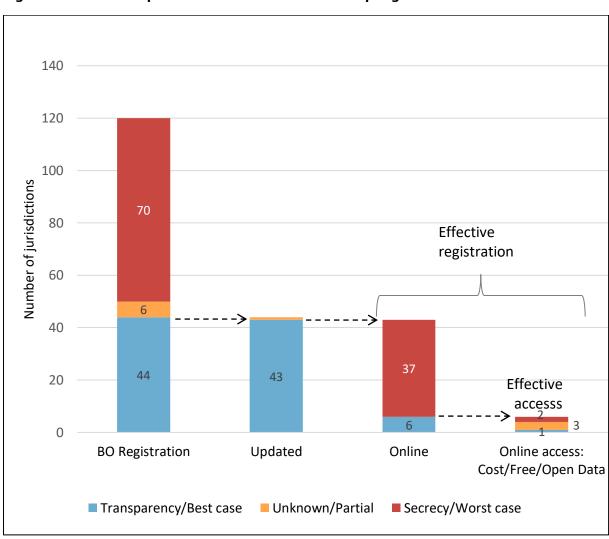


Figure 13: Partnerships' effective beneficial ownership registration

Table 9:Partnerships' effective beneficial ownership registration

Partnerships' (comprehensive) beneficial ownership registration?	Beneficial Ownership Update?	Beneficial Ownership online	Open Data / Free / Cost?
Yes (44): Argentina, Austria, Belgium, Bulgaria, Brazil, Colombia, Costa Rica, Czechia, Germany, Denmark, Dominican Republic, Ecuador, Estonia, Spain, France, Gibraltar, Greece, Croatia, Indonesia, Iceland, Jersey, Lebanon, Lithuania, Luxembourg, Latvia, Monaco, Malta, Netherlands, Norway, Panama, Peru, Poland, Portugal, Paraguay, Romania, Saudi Arabia, Seychelles, Sweden, Slovenia, Slovakia, Tunisia, United Arab Emirates, Ukraine, Uruguay Yes (43): Argentina, Austria, Belgium, Bulgaria, Brazil, Colombia, Costa Rica, Czechia, Germany, Denmark, Dominican Republic, Ecuador, Estonia, Spain, France, Gibraltar, Greece, Croatia, Indonesia, Iceland, Jersey, Lebanon, Lithuania, Luxembourg, Latvia, Monaco, Malta, Netherlands, Norway, Panama, Peru, Poland, Portugal, Paraguay, Romania, Saudi Arabia, Seychelles, Sweden, Slovenia, Slovakia, United Arab Emirates, Ukraine, Uruguay	Austria, Belgium, Bulgaria, Brazil, Colombia, Costa Rica, Czechia, Germany, Denmark, Dominican Republic, Ecuador, Estonia, Spain, France, Gibraltar, Greece, Croatia, Indonesia, Iceland, Jersey, Lebanon, Lithuania, Luxembourg,	Yes (6): Germany, Denmark, Ecuador, Estonia, Luxembourg, Slovenia	Open Data (1): Denmark Free (3): Ecuador, Luxembourg, Slovenia Cost (2): Germany, Estonia
	No (37): Argentina, Austria, Belgium, Brazil, Bulgaria, Colombia, Costa Rica, Croatia, Czechia, Dominican Republic, France, Gibraltar, Greece, Iceland, Indonesia, Jersey, Latvia, Lebanon, Lithuania, Malta, Monaco, Netherlands, Norway, Panama, Paraguay, Peru, Poland, Portugal, Romania, Saudi Arabia, Seychelles, Slovakia, Spain, Sweden, Ukraine, United Arab Emirates, Uruguay		
	Unknown (1): Tunisia No (0):		
Unknown (6): Algeria, Angola, Cyprus, Egypt, North Macedonia, Vietnam			
No (70): Anguilla, Antigua and Barbuda, Aruba, Australia, Bahamas, Bahrain, Barbados, Belize, Bermuda,			

Bolivia, British Virgin Islands, Brunei, Cameroon, Canada, Cayman Islands, Chile, China, Cook Islands, Curacao, Dominica, El Salvador, Finland, Gambia, Guatemala, Guernsey, Hong Kong, Hungary, India, Ireland, Isle of Man, Israel, Italy, Japan, Jordan, Kazakhstan, Kenya, Kuwait, Liberia, Liechtenstein, Macao, Malaysia, Maldives, Marshall Islands, Mauritius, Mexico, Montenegro, Montserrat, Morocco, New Zealand, Nigeria, Philippines, Puerto Rico, Qatar, Russia, Samoa, Singapore, South Africa, South Korea, St. Kitts and Nevis, St. Lucia, Switzerland, Taiwan, Thailand, Turkey, Turks and Caicos Islands, United Kingdom, United States, US Virgin Islands, Vanuatu, Venezuela

In conclusion, only 43 jurisdictions (out of 120 covered by the Financial Secrecy Index where partnerships with limited liability are available) have effective beneficial ownership registration (all types of partnerships with limited liability have to register and update the beneficial ownership information of both general and limited partners). Out of these 39 jurisdictions, 6 jurisdictions have updated beneficial ownership information available online (Denmark, Ecuador, Germany, Estonia, Luxembourg, Slovenia).

5.2.3 Jurisdictions with both beneficial ownership and legal ownership effective registration of partnerships

For the 120 jurisdictions where partnerships with limited liability are available, we checked whether they require registration of both legal ownership and beneficial ownership information.

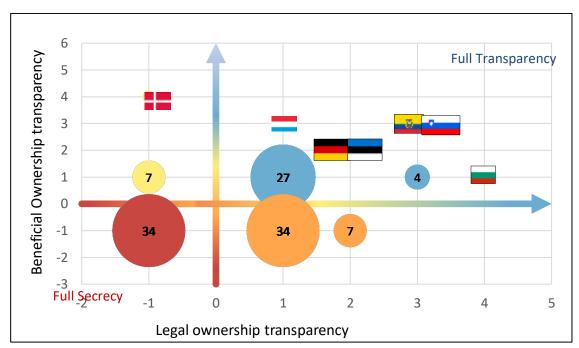


Figure 14: Partnerships' effective beneficial ownership and legal ownership registration

Bubble Size = number of jurisdictions.

References: -1 = Not registered or registered but not updated; 1 = Registered and updated (but not online); 2 = Online (Cost); 3 = Online (Free); 4 = Online (Open data).

Table 10: Partnerships' effective beneficial ownership and legal ownership registration

Partnerships' (Comprehensive) beneficial ownership and legal ownership registration?	Update?	Online?
Both beneficial ownership & legal ownership (38): Argentina, Austria, Brazil, Bulgaria, Colombia, Costa Rica, Croatia, Czechia, Dominican Republic, Ecuador, Estonia, France, Germany, Gibraltar, Greece, Iceland, Indonesia, Latvia, Lebanon, Lithuania, Luxembourg, Malta, Monaco, Norway, Panama, Peru, Poland, Portugal, Romania, Saudi Arabia, Slovakia, Slovenia, Spain, Sweden, Tunisia, Ukraine, United Arab Emirates, Uruguay	Both beneficial ownership & legal ownership (36): Argentina, Austria, Brazil, Bulgaria, Colombia, Costa Rica, Croatia, Czechia, Dominican Republic, Ecuador, Estonia, France, Germany, Gibraltar, Greece, Iceland, Indonesia, Latvia, Lebanon, Lithuania, Luxembourg, Malta, Norway, Panama, Peru, Poland, Portugal, Romania, Saudi Arabia, Slovakia, Slovenia, Spain, Sweden, Ukraine, United Arab Emirates, Uruguay	Both beneficial ownership & legal ownership (4): Germany, Ecuador, Estonia, Slovenia Only beneficial ownership (1): Luxembourg Only legal ownership (5): Bulgaria, Czechia, Croatia, Malta, Slovakia Neither (28): Argentina, Austria, Brazil, Colombia, Costa Rica, Dominican Republic, France, Gibraltar, Greece, Iceland, Indonesia, Latvia, Lebanon, Lithuania, Monaco, Norway, Panama, Peru, Poland, Portugal, Romania, Saudi Arabia, Spain, Sweden, Tunisia, Ukraine, United Arab Emirates, Uruguay
	Only beneficial ownership (1): Monaco Only legal ownership (1): Tunisia Neither (0):	
Only beneficial ownership (6): Belgium, Denmark, Jersey, Netherlands, Paraguay, Seychelles		

Only legal ownership (46):

Australia, Bahrain, Barbados, Belize, Bolivia, Chile, China, Cook Islands, Cyprus, Dominica, Egypt, El Salvador, Finland, Guatemala, Hong Kong, Hungary, India, Isle of Man, Israel, Italy, Japan, Jordan, Kenya, Kuwait, Liberia, Liechtenstein, Macao, Maldives, Mauritius, Mexico, Montenegro, Morocco, New Zealand, Nigeria, North Macedonia, Philippines, Qatar, Russia, Singapore, South Korea, Switzerland, Taiwan, Thailand, Turkey, United Kingdom, Vanuatu

Neither (30):

Algeria, Angola, Anguilla, Antigua and Barbuda, Aruba, Bahamas, Bermuda, British Virgin Islands, Brunei, Cameroon, Canada, Cayman Islands, Gambia, Guernsey, Ireland, Kazakhstan, Malaysia, Marshall Islands, Montserrat, Netherlands Antilles, Puerto Rico, Samoa, South Africa, St. Kitts and Nevis, St. Lucia, Turks and Caicos Islands, United States, US Virgin Islands, Venezuela, Vietnam

In conclusion, for the 120 jurisdictions where partnerships with limited liability are available, there are four jurisdictions with both effective legal ownership and beneficial ownership registration that also provide online access to that information (Ecuador, Estonia, Germany, Slovenia).

5.2.4 Partnerships transparency weighed by risk

For the 120 jurisdictions with partnerships with limited liability, we weigh their partnership transparency registration with the risk created by the number of partnerships with limited liability that are registered in the jurisdiction.

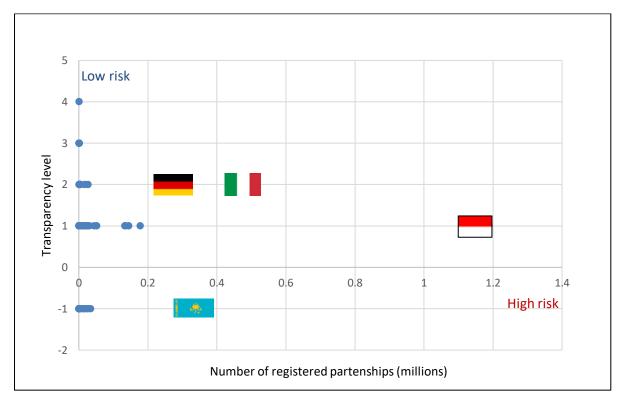


Figure 15: Partnerships legal ownership transparency weighed by risk

References: -1 = Not registered or registered but not updated; 1 = Registered and updated (but not online); 2 = Online (Cost); 3 = Online (Free); 4 = Online (Open data).

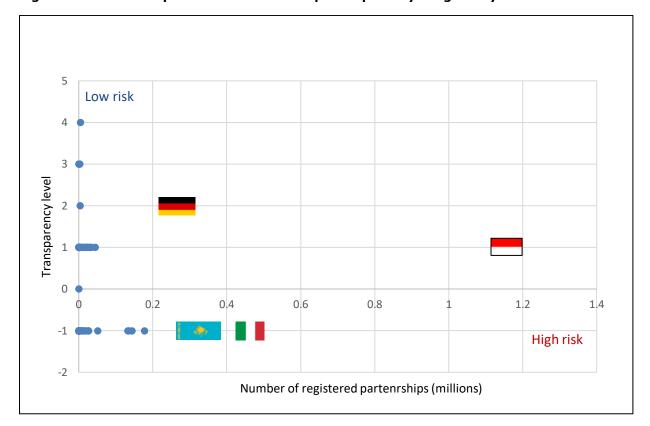


Figure 16: Partnerships beneficial ownership transparency weighed by risk

References: -1 = Not registered or registered but not updated; 1= Registered and updated (but not online); 2= Online (Cost); 3= Online (Free); 4= Online (Open data).

In conclusion, **Indonesia** presents the highest risk because it has almost 1.2 million registered and updated partnerships with limited liability, but it doesn't ensure online disclosure. **Kazakhstan** also presents a high risk as it has more than 350,000 partnerships with limited liability but none of its legal ownership nor beneficial ownership information is registered. **Italy** also presents a risk, because it has more than 450,000 registered partnerships, but at least legal ownership information is updated and available online upon payment of a fee (but not beneficial ownership information). **Germany** presents a lower risk because, while it has about 250,000 partnerships, both their legal ownership and beneficial ownership information is update and available for a fee.

5.3 Private Foundations

Private foundations are a special case of legal entity. While they are considered legal persons (like companies), they have an ownership structure which is similar to that of trusts, and both are used for similar purposes. Just like trusts, private foundations can be used for wealth concentration, tax avoidance and to control

other assets and entities. Unlike welfare foundations that can only have a public purpose (e.g. education, religion, health or other ends that benefit the general public), private foundations can benefit a single family, or some members of that family.

In a private foundation, there are no owners or shareholders. The founder transfers assets to the foundation to be administered as s/he determines. The foundation is administered by a Council and may distribute income or assets to the foundation's beneficiaries (who may include the founder's family).

Private foundations are not available in 92 jurisdictions covered by the Financial Secrecy Index and in two jurisdictions (Bangladesh and Sri Lanka) it is not clear if they are available or not.

5.3.1 Ownership registration

For the 39 jurisdictions where private foundations are available, we consider that effective registration takes place if all parties to the foundation have to be registered (founder(s), members of the foundation council, protector and beneficiaries). We also consider whether information has to be updated, and whether information is available online, at least partially.

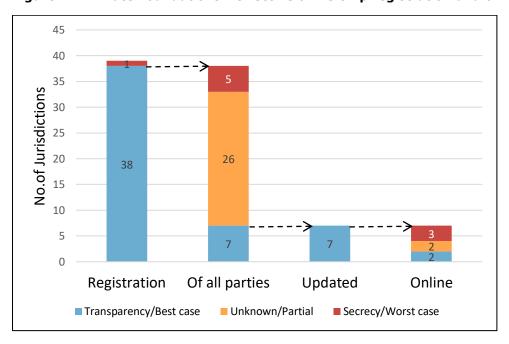


Figure 17: Private Foundations - effective ownership registration and online access

Table 11: Private Foundations - effective ownership registration and online access

Are private Foundations available?	Private Foundations Registration?	Are all parties registered?	Updated?	Online?
Yes (39): Anguilla, Antigua and Barbuda, Austria, Bahamas, Belgium, Belize, Bulgaria, Cameroon, Cayman Islands, Cook Islands, Denmark, Estonia, Gambia, Germany, Gibraltar, Guernsey, Iceland, Isle of Man, Jersey, Liberia, Liechtenstein, Malaysia, Malta, Mauritius, Netherlands, Netherlands Antilles, North Macedonia, Norway, Panama, Qatar, Samoa, Seychelles, St. Kitts and Nevis, Sweden, Switzerland, Turkey, United Arab Emirates, United States, Vanuatu	Yes (38): Anguilla, Antigua and Barbuda, Austria, Bahamas, Belgium, Belize, Bulgaria, Cameroon, Cayman Islands, Cook Islands, Denmark, Estonia, Gambia, Germany, Gibraltar, Guernsey, Iceland, Isle of Man, Jersey, Liberia, Liechtenstein, Malaysia, Malta, Mauritius, Netherlands, Netherlands Antilles, North Macedonia, Norway, Panama, Qatar, Samoa, Seychelles, St. Kitts and Nevis, Sweden, Turkey, United Arab Emirates, United States, Vanuatu	Yes (7): Anguilla, Austria, Belgium, Bulgaria, Germany, Liechtenstein, Malta Only some parties (26): Antigua and Barbuda, Cameroon, Cayman Islands, Denmark, Estonia, Gibraltar, Guernsey, Iceland, Isle of Man, Liberia, Malaysia, Mauritius, Netherlands, Netherlands Antilles, North Macedonia, Norway, Panama, Qatar, Samoa, Seychelles, St. Kitts and Nevis, Sweden, Turkey, United Arab Emirates, United States, Vanuatu	Yes (7): Anguilla, Austria, Belgium, Bulgaria, Germany, Liechtenstein, Malta	Full disclosure (2): Belgium, Germany Partial disclosure (2): Austria, Liechtenstein No Disclosure (3): Anguilla, Bulgaria, Malta

		I	
		No (5):	
		Bahamas, Belize,	
		Cook Islands,	
		Gambia, Jersey	
	No (1):		
	Switzerland		
	Switzerianu		
Unknown (2):			
Barbados, Sri Lanka			
No (92): Algeria,			
Andorra, Angola, Argentina,			
Aruba, Australia, Bahrain,			
Bangladesh, Bermuda,			
Bolivia, Botswana, Brazil,			
British Virgin Islands,			
Brunei, Canada, Chile,			
China, Colombia, Costa			
Rica, Croatia, Cyprus,			
Czechia, Dominica,			
Dominican Republic,			
Ecuador, Egypt, El			
Salvador, Finland, France,			
Ghana, Greece, Grenada,			
Guatemala, Hong Kong,			
Hungary, India, Indonesia,			
Ireland, Israel, Italy, Japan,			
Jordan, Kazakhstan, Kenya,			
Kuwait, Latvia, Lebanon,			
Lithuania, Luxembourg,			
Macao, Maldives, Marshall			
Islands, Mexico, Monaco,			
Montenegro, Montserrat,			
Morocco, Nauru, New			
Zealand, Nigeria, Pakistan,			
Paraguay, Peru, Philippines, Poland, Portugal, Puerto			
Rico, Romania, Russia,			
Rwanda, San Marino, Saudi			
Arabia, Singapore,			
Slovakia, Slovenia, South			
Africa, South Korea, Spain,			
St. Lucia, St. Vincent &			
Grenadines, Taiwan,			
Tanzania, Thailand,			
Trinidad and Tobago,			
Tunisia, Turks and Caicos			
Islands, Ukraine, United			
Kingdom, Uruguay, US			
Virgin Islands, Venezuela,			
Vietnam			

In conclusion, out of the 39 jurisdictions where private foundations are available, only one jurisdiction (Switzerland) does not require ownership registration. Seven jurisdictions (Anguilla, Austria, Belgium, Bulgaria, Germany, Liechtenstein, Malta) require all parties to the foundation to be registered and updated. Out of these seven jurisdictions, only two (Belgium and Germany) require full disclosure of the ownership details while two other jurisdictions (Austria and Liechtenstein) require online disclosure for only some of the parties. There are many jurisdictions with basic information available online (e.g. foundation name and address), but most of them do not even require partial ownership information to be registered and updated.

5.3.2 Private foundation transparency weighed by risk

For the 39 jurisdictions where private foundations are available, we weighed their transparency registration against the risk created by the number of private foundations that are registered in the jurisdiction.

Low risk 6 5 4 **Transparency level** 3 2 1 0 100 200 50 150 250 -1 High risk -2 Number of registered private foundations (Thousands)

Figure 18: Private foundations' transparency weighed by risk of number of registered entities

Data on the number of private foundations was not found for 7 out of the 39 jurisdictions with private foundations (Antigua and Barbuda, Bulgaria, Gambia, Gibraltar, Samoa, Turkey, United States).

References: $-1 = Not \ registered$; $1 = Registration \ of \ only \ some \ parties$; $2 = Registration \ of \ all \ parties$; $3 = Registration \ of \ all \ parties$, but not updated; $4 = Data \ on \ all \ parties$ is updated but not available online; $5 = Registration \ of \ all \ parties$, but basic online disclosure; $6 = Online \ disclosure$ on all parties.

Out of the jurisdictions which allow for private foundations and for which data on the number of foundations was found, **the Netherlands** has the highest number of private foundations (ca. 200.000). While all parties to the foundation have to register, not all of them are updated. **Panama** has the second highest number of private foundations (ca 55,000), and it has the same transparency level as the Netherlands. **Switzerland** has ca.17,000 private foundations and given there is no requirement to register them, the risk is very high. **Germany and Belgium** represent the lowest risk because they have relatively low numbers of foundations, and require an online disclosure of ownership information for all parties.

5.4 Trusts

Trusts are considered as legal arrangements (differentiating them from legal persons who usually require incorporation to legally exist) that separate ownership and control rights over assets, at least on paper⁵³.

In a trust, the settlor or grantor transfers assets that are held and administered by a trustee in favour of beneficiaries appointed by the settlor. A protector may also be appointed to ensure the trustee follows the settlor's wishes, especially under discretionary trusts (where the trustee is given discretion – at least on paper- to decide on who will obtain distributions from the trust). In most jurisdictions the settlor doesn't transfer assets to the "trust" but rather to the trustee, because the trust itself is not a legal person and so it cannot own assets. Nevertheless, in practice it is as if the settlor transferred assets to the trust because trust's assets held by the trustee do not belong to the trustee's personal assets, but form a separate distinct property. In addition, the trustee can only manage the assets according to the settlor's instructions, and only in favour of beneficiaries (not for the trustee's own benefit).

While many trusts can be used for legitimate commercial purposes, or to protect vulnerable people, they can also be abused to avoid taxes, or to hide the ownership of assets and of other entities in order to commit financial crimes (e.g. corruption, or money laundering) or to defraud personal creditors.

Trusts present problems because in most cases, they need not be registered in order to exist. Registration usually takes place with tax authorities, when the trust is subject to tax (depending on local rules), and even then, there may be no need to register all the parties to the trust (settlor, protector, trustee, beneficiaries, etc.) but only some of them. However, with the new beneficial ownership registration

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⁵³ See more details on trusts and their potential for abuse in Andres Knobel, 'Trusts: Weapons of Mass Injustice?? A Response to the Critics', 2017 https://www.ssrn.com/abstract=3043825 [accessed 18 March 2020].

laws, some countries now require trusts to register their BOs under certain circumstances.

5.4.1 Domestic law trusts

Domestic law trusts are trusts created and governed according to the local laws of a jurisdiction. These may include trusts, fideicomisos, fiducie, Treuhand or Waqf. Not all jurisdictions allow trusts to be created pursuant to their own laws, including 42 covered by the Financial Secrecy Index: Andorra, Angola, Aruba, Belgium, Bulgaria, Brazil, Switzerland, Cameroon, Denmark, Estonia, Egypt, Spain, Finland, Greece, Croatia, Indonesia, Iceland, Italy, Jordan, Kuwait, Kazakhstan, Lithuania, Latvia, Morocco, Monaco, Montenegro, North Macedonia, Macao, Maldives, Netherlands, Norway, Poland, Portugal, Russia, Sweden, Slovenia, Slovakia, Thailand, Tunisia, Turkey, Ukraine, Vietnam. It is not clear whether Algeria allows domestic trusts to be created or not.⁵⁴

For the 90 jurisdictions where domestic law trusts are available, we checked whether trusts have to register when they are created (in all circumstances, or at least when the trustee is resident), and whether all parties to the trust (settlor, trustee, protector, beneficiaries) have to register and update their legal ownership or beneficial ownership information. We also checked if any information is available online.

5.4.2 Foreign law trusts with local trustee

None of the 133 jurisdictions assessed by the Financial Secrecy Index prohibits its residents from managing foreign law trusts. Therefore, even jurisdictions without domestic law trusts (where trusts cannot be created according to domestic laws) can still have foreign law trusts administered by trustees who reside in their territories. In this report, we treat the requirement to register only domestically managed trusts (both foreign and domestic law trusts) only as registration of foreign law trusts with a local trustee. This is because, while all foreign law trusts with a local trustee would be covered by the "local trustee trigger", domestic law trusts with a trustee located abroad would fall outside the scope of registration.

For the 133 jurisdictions, we checked whether foreign law trusts have to register when they have at least one local trustee, and whether information is available online.

⁵⁴ https://Financial Secrecy Index.taxjustice.net/database/dbr Comments.php?Juris=DZ&InfoID=204&Per=20; [accessed 15.3.2020].

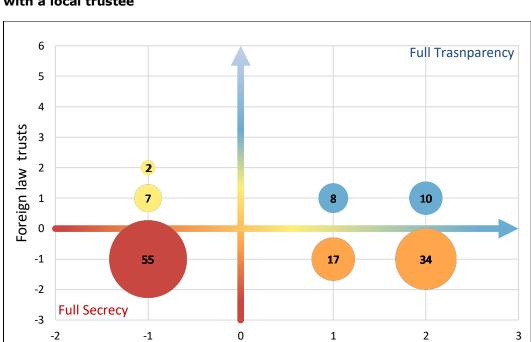


Figure 19. Registration and online availability of domestic law and foreign law trusts with a local trustee

Bubble Size = number of jurisdictions.

References: -1 = Trusts are not registered; 1 = Trusts are registered but not online; 2 = Trusts are registered and online **or** trusts cannot be created

Domestic Law trusts

Table 12: Registration and online availability of ownership of domestic and foreign trusts

Domestic Law Trusts		Foreign Law Trusts		
Domestic trusts cannot be created	Registration	Online availability	Registration	Online availability
Yes (42): Andorra, Angola, Aruba, Belgium, Brazil, Bulgaria, Cameroon, Croatia, Denmark, Egypt, Estonia, Finland, Greece, Iceland,	Yes (27): Argentina, Bahrain, Barbados, Belize, Cook Islands, Costa Rica, Cyprus, Czechia, Dominican Republic, Ecuador, El Salvador,	Yes (2): Dominican Republic, Ecuador	Yes (27): Andorra, Argentina, Austria, Belgium, Bulgaria, Canada, Chile, Costa Rica, Croatia, Czechia, Dominican Republic, Ecuador, Finland, France, Germany,	Yes (2): Germany, Liechtenstein
Indonesia, Italy, Jordan, Kazakhstan, Kuwait, Latvia, Lithuania, Macao, Maldives, Monaco, Montenegro, Morocco, Netherlands, North Macedonia, Norway, Poland, Portugal, Russia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, Ukraine, Vietnam	France, Hungary, Marshall Islands, Curacao, Paraguay, Peru, Puerto Rico, Qatar, Romania, San Marino, Saudi Arabia, Seychelles, South Africa, St. Kitts and Nevis, Uruguay, Venezuela	No (25): Argentina, Bahrain, Barbados, Belize, Cook Islands, Costa Rica, Cyprus, Czechia, El Salvador, France, Hungary, Marshall Islands, Curacao, Paraguay, Peru, Puerto Rico, Qatar, Romania, San Marino, Saudi Arabia, Seychelles, South Africa, St. Kitts and Nevis, Uruguay, Venezuela	Hungary, Ireland, Japan, Liechtenstein, Monaco, Nauru, Norway, Peru, San Marino, South Korea, Sweden, Uruguay	No (25): Andorra, Argentina, Austria, Belgium, Bulgaria, Canada, Chile, Costa Rica, Croatia, Czechia, Dominican Republic, Ecuador, Finland, France, Hungary, Ireland, Japan, Monaco, Nauru, Norway, Peru, San Marino, South Korea, Sweden, Uruguay
	No (63): Anguilla, Antigua and Barbuda, Australia, Austria, Bahamas, Bangladesh, Bermuda, Bolivia, Botswana, British Virgin Islands, Brunei, Canada, Cayman Islands, Chile, China, Colombia,		Unknown (2): Egypt, Vietnam	

Dominica, Gambia, Germany, Ghana, Gibraltar, Grenada, Guatemala, Guernsey, Hong Kong, India, Ireland, Isle of Man, Israel, Japan, Jersey, Kenya, Lebanon, Liberia, Liechtenstein, Luxembourg, Malaysia, Malta, Mauritius, Mexico, Montserrat, Nauru, New Zealand, Nigeria, Pakistan, Panama, Philippines, Rwanda, Samoa, Singapore, South Korea, Sri Lanka, St. Lucia, St. Vincent & Grenadines, Taiwan, Tanzania, Trinidad and Tobago, Turks and Caicos Islands, United Arab Emirates, United Kingdom, United States, US Virgin Islands, Vanuatu

No (104):

Algeria, Angola, Anguilla, Antigua and Barbuda, Aruba, Australia, Bahamas, Bahrain, Bangladesh, Barbados, Belize, Bermuda, Bolivia, Botswana, Brazil, British Virgin Islands, Brunei, Cameroon, Cayman Islands, China, Colombia, Cook Islands, Cyprus, Denmark, Dominica, El Salvador, Estonia, Gambia, Ghana, Gibraltar, Greece, Grenada, Guatemala, Guernsey, Hong Kong, Iceland, India, Indonesia, Isle of Man, Israel, Italy, Jersey, Jordan, Kazakhstan, Kenya, Kuwait, Latvia, Lebanon, Liberia, Lithuania, Luxembourg, Macao, Malaysia, Maldives, Malta, Marshall Islands, Mauritius, Mexico, Montenegro, Montserrat, Morocco, Netherlands, Curacao, New Zealand, Nigeria, North Macedonia, Pakistan, Panama, Paraguay, Philippines, Poland, Portugal, Puerto Rico, Qatar, Romania, Russia, Rwanda, Samoa, Saudi Arabia, Seychelles, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, St. Kitts and Nevis, St. Lucia, St. Vincent & Grenadines, Switzerland, Taiwan, Tanzania, Thailand, Trinidad and Tobago, Tunisia, Turkey, Turks and Caicos Islands, Ukraine, United Arab Emirates, United Kingdom, United States, US Virgin Islands, Vanuatu, Venezuela

*With regard to domestic trusts, the table refers only to the 90 jurisdictions (out of 133 jurisdictions assessed in the Financial Secrecy Index) which their laws allow for domestic law trusts.

In conclusion, no jurisdiction has both domestic and foreign law trusts available online. Only two jurisdictions (Germany and Liechtenstein) require foreign trusts to be available online. In addition, only two jurisdictions (Ecuador and Dominican Republic) require domestic trusts to be available online. These two also require foreign law trusts with a local trustee to be registered, but do not require online disclosure. An even better case are the eight jurisdictions that share with

Ecuador and Dominican Republic (the same bubble with the number "10" in coordinates "2,1" in Figure 19 above), but these eight jurisdictions don't allow domestic law trusts to be created: Andorra, Belgium, Bulgaria, Croatia, Finland, Monaco, Norway and Sweden.

6. Conclusion

There is no jurisdiction that meets the ideal transparency situation where all types of available legal vehicles have to register ownership information both at the legal and beneficial ownership level, and where information is publicly available online, for free and in open data format.

In fact, no jurisdiction has beneficial ownership registration for all available types of legal vehicles, let alone with information available online. However, Ecuador is the best available case. Although its online register is not in open data format (and navigating it is complex), it does offer a trove of valuable information, including the ownership chain, the history of share transfers and sufficient identification details (eg passport number and address). Other relevant cases, such as Denmark, Bulgaria, the UK and New Zealand, are examples of very user-friendly online portals offering information, although only for some legal vehicles and for some level of ownership, either legal or beneficial ownership. It is important to note that this paper only considers online availability in cases where the legal framework is loophole-free. Therefore, there may be more countries that have online registries, but given that their legal frameworks have shortcomings, they are not considered here.

On the bright side, when comparing with the Financial Secrecy Index 2018 results, many more jurisdictions now require beneficial ownership information to be registered, including for trusts and private foundations that were the big laggards. Public access to beneficial ownership information is also increasing, as acknowledged by the Financial Action Task Force paper on best practices on beneficial ownership for legal persons. In the near future, once all EU countries establish their public beneficial ownership registries, followed by the British Overseas Territories, public access may begin to become mainstream.

Nevertheless, there is still much further to go. On the one hand, registration triggers are still limited, especially for foreign companies operating in a country or owning real estate, or for any domestic law trust regardless of where it is registered. Second, public access to trust information is still limited and it is not even included in the plans for the UK and its crown dependencies, or for the EU. Third, many countries have made improvements in their beneficial ownership registration, but issues on legal ownership and bearer shares still remain, as well as on the scope of legal vehicles subject to beneficial ownership registration (eq. limited partnerships, companies listed on a stock exchange, etc.). Lastly, beneficial ownership registration in itself does not guarantee the accuracy of information, especially if no verification takes place and if no effective sanctions are imposed. Public access to information is very important to ensure access to a wide range of users (civil society organisations, investigative journalists, financial institutions and other obliged entities subject to anti-money laundering regulations, foreign authorities, investors, etc.) and it also creates a deterrent effect, by allowing users of information to report discrepancies and other errors. However, implementing proper verification and validation mechanisms is just as important.

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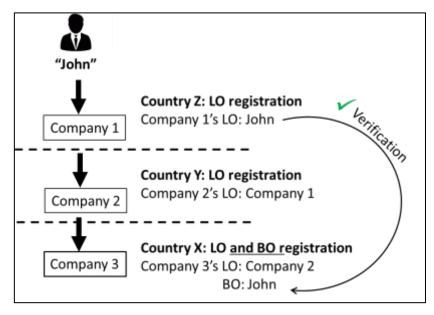
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Annex I – Relationship between legal ownership and beneficial ownership registration

As expressed above, based on the Financial Secrecy Index, when assessing a country's laws, beneficial ownership registration and legal ownership registration are assessed as two independent factors (we do not consider beneficial ownership registration to be dependent on legal ownership registration). This is consistent with the Financial Action Task Force Recommendation 10, where financial institutions must identify the beneficial owners of their customers in any way possible (regardless of whether or not those customers have registered their legal ownership or beneficial ownership in any country).

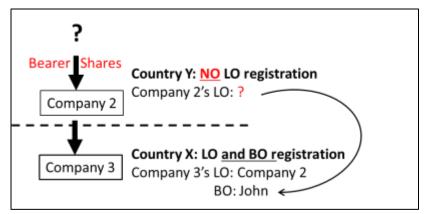
However, the best way to ensure the accuracy of such registered beneficial ownership information (making it easier both for financial institutions and for corporate registries and other authorities to verify information) would be to ensure that legal ownership information also has to be properly registered. This is especially relevant when the beneficial owner controls an entity, not directly, but through other entities.



Suppose the beneficial owner ("John") controls Company 3 through two intermediate entities: Companies 1 and 2. If Company 3 is subject to ownership legal beneficial ownership registration, it would identify Company 2 as its legal owner (first tier) and John as its beneficial owner (last tier).

If both intermediate

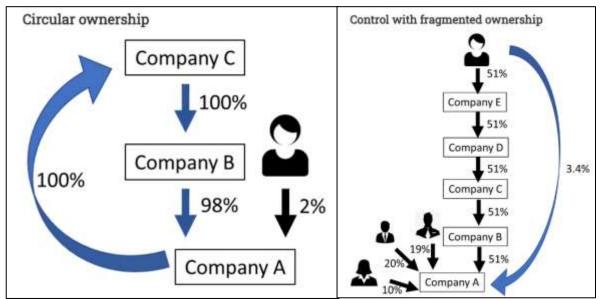
companies 1 and 2 were subject to legal ownership registration, identifying the beneficial owner of Company 3 should be fairly easy, even if neither Company 1 nor 2 have to register their beneficial owner (who would also be John). Company 2 would identify Company 1 as its legal owner. Company 1 would identify John as its legal owner. Given that all the intermediate entities in the ownership chain of Company 3 have identified their legal owners, it's possible to verify that John *really* is the beneficial owner of Company 3.



Instead, if either of the the companies in ownership chain (Companies 1, 2 or 3) were not required to register their legal owners, it may be very hard to verify the beneficial owner of Company 3, because the

chain of information would be broken.

Another case would be the use of circular ownership structures or fragmented ownership⁵⁵ to prevent identifying or verifying the beneficial owner. Only by disclosing the full ownership chain would these schemes be identified:



Source: Knobel, A., "More beneficial ownership loopholes to plug: circular ownership, fragmented control and companies as parties to the trust", Tax Justice Network, Sept 2019.

The best way to ensure that registered beneficial ownership information in country X is *accurate* would be by checking the legal owner of every entity in the ownership chain. However, as the Financial Secrecy Index and this paper show, not all countries require legal ownership information to be registered, let alone publicly available.

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⁵⁵ Knobel, Andres, 'More Beneficial Ownership Loopholes to Plug: Circular Ownership, Control with Little Ownership and Companies as Parties to the Trust' https://www.taxjustice.net/2019/09/06/more-beneficial-ownership-loopholes-to-plug-circular-ownership-control-with-little-ownership-and-companies-as-parties-to-the-trust/ [accessed 23 May 2020].

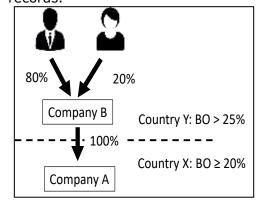
However, countries can still take action while they're waiting for this ideal scenario to take place. First, they could require the full ownership chain to be registered (instead of only the first layer of legal owners and last layer, the beneficial owner). However, the same risk would apply, because it may be impossible to determine that the ownership chain has changed, if say one of the intermediary entities changed its owners. Therefore, countries could impose unilateral transparency measures, imposing limits on the length and the quality of the ownership chain. They could require that for any entity incorporated (or having a bank account) in their territory (e.g. Company 3), the ownership chain (all the layers up to the beneficial owner) of that "Company 3" must include only entities that have been incorporated in countries that have effective legal ownership registration (e.g. where bearer shares aren't available). Finally, they could limit the number of layers up to 1 or 2, unless the entity justifies the need for more layers (that should not be related to secrecy or tax abuse)⁵⁶.

Unfortunately, these unilateral transparency measures have not been applied yet in any country, making it much harder for authorities and financial institutions to verify registered beneficial ownership information.

To sum up, most countries don't require effective *legal* ownership registration for all types of entities incorporated in their territories. What's more, no country establishes unilateral transparency requirements for the whole ownership chain of the entities incorporated in their territories (e.g. requiring a limit on the length and the quality of the chain). Because of this, countries that do require

Does global beneficial ownership registration make legal ownership registration obsolete?

No, both beneficial ownership and legal ownership registration are necessary. While beneficial ownership registration is vital for identifying the individuals who are effectively controlling an entity, ownership legal registration necessary for identifying the ownership chain, and to *verify* beneficial ownership information. Imagine Company A is created in Country X where the beneficial ownership threshold is 20%. Company A is wholly owned by Company B from country Y. Company B is owned 80% by a man and 20% by a woman. Country A would identify Company B as the legal owner, and both the man and the woman as the beneficial owners. If Country Y doesn't require legal ownership registration and has a beneficial ownership threshold of 25%, Country Y will only require the man to be identified as the beneficial owner (instead, if it required legal ownership registration, it would identify both the man and the woman as its legal owners too). While the woman would be identified as the beneficial owner in X, there would be country registration of her in country Y, so it would not be possible to verify her identity using Country Y's official records.



beneficial ownership registration will still find it hard to verify such registered beneficial ownership information. However, this difficulty in *verifying* beneficial

⁵⁶ Knobel, *Beneficial Ownership Verification*.

ownership information is different from not having any beneficial ownership registration at all. In order to show and recognise those countries that do have effective⁵⁷ beneficial ownership registration laws, the Financial Secrecy Index assesses legal ownership and beneficial ownership registration independently: a country may be considered to have effective beneficial ownership registration even if does not have effective legal ownership registration or if it does not impose unilateral transparency measures on the ownership chain.

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⁵⁷ It's not enough to have a beneficial ownership registration law. The law has to be effective. For example, there should be no exemptions in case the beneficial owner is a non-resident (Germany prior to January 2020), or in case the legal owner is a supervised entity (BVI).

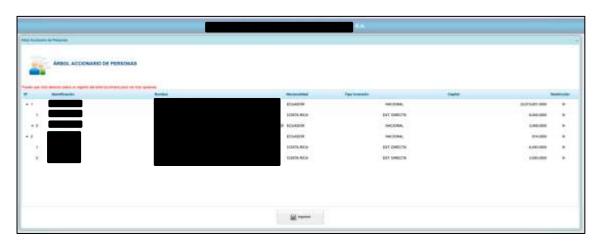
Annex II – Beneficial ownership information available on Ecuador's company registry

By Andres Arauz (EcuadorPapers.org)

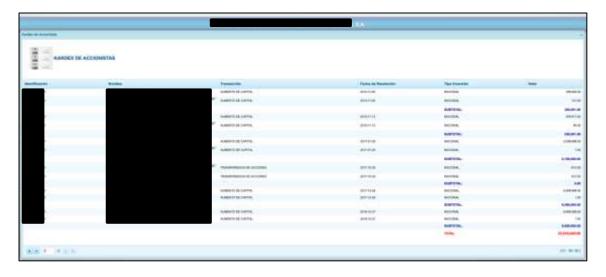
Legal ownership and beneficial ownership information is available on Ecuador's online registry: the "Superintendencia de compañías, valores y seguros".



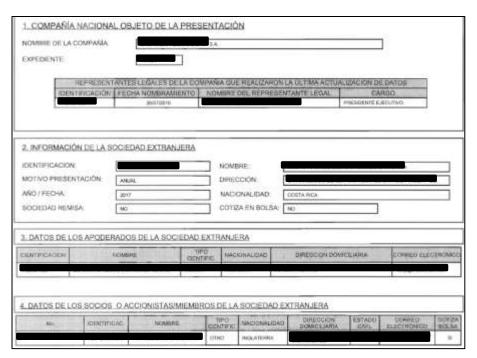
Company information includes legal ownership information and the ownership chain (the legal owner of the legal owner), including their national identification and address (redacted in the example), the nationality and the number of shares:



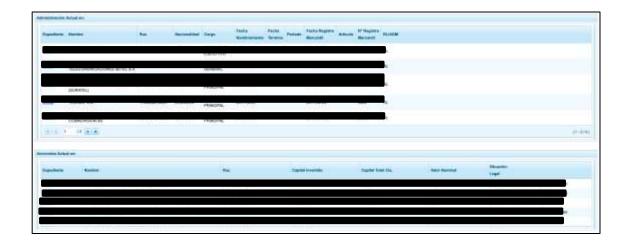
It is also possible to see the history of all share transfers (national identification of buyer and seller, date and number of shares) by clicking on the "Kardex" menu.



If a shareholder in the ownership chain is a foreign entity and it is not registered with Ecuador's commercial register, a scanned document of the foreign shareholder, its representative and all the ownership chain up to a natural person (BO) should be available under "documentos online" (online files). Information on each legal owner includes national identification or passport, name, address, nationality, marital status, email and whether it is listed on a stock exchange. However, no information is available on the legal owners of the shareholder, if it reports to be listed on a stock exchange.



It is also possible to search by "person" instead of by "company", to see all the entities where the person is a legal representative and those in which the person has shareholdings.



The same online register allows to search for trust information by trust name.



First, basic details on the trust will appear.

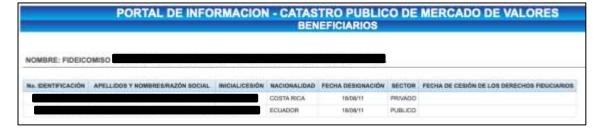


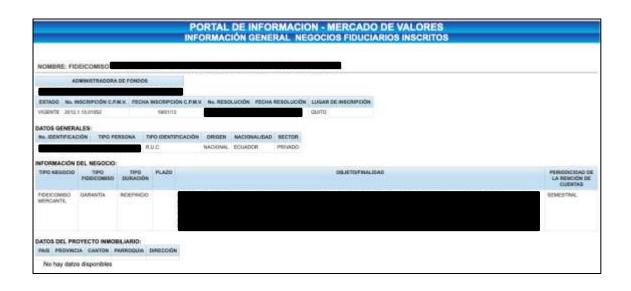
By clicking on the trusts' identity code, a menu option appears.



It is then possible to find information on the settlor by clicking on the "constituyentes" menu, on the beneficiaries by clicking on the "beneficiarios" menu, and on the trustee ("administrador") by clicking on the "información general" (general information) menu. Identity information includes full name, national identification number and nationality.









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