School of Business Law

Determinants	of Effective	Tax Investigations	in Malaysia from
	the Tax Au	thority's Perspecti	ve

John Tensay Peter Raig

This thesis is presented for the degree of Doctor of Philosophy of Curtin University

DECLARATION

To the best of my knowledge and belief, this thesis contains no material previously published by any other person except where due acknowledgement has been made.

This thesis contains no material which has been accepted for the award of any other degree or diploma in any university.

Signature

John Tensay Peter Raig

Date

December 2015

ACKNOWLEDGEMENT

First and foremost, I would like to offer my sincere gratitude and thanks to Professor Dale Pinto, my principal supervisor, Dr Prafula Pearce, my associate supervisor, and Professor Jeff Pope, my former principal supervisor, for their intellectual and professional guidance during my doctoral journey at the School of Business Law, Curtin University. I am extremely fortunate to have these learned supervisors who had shared their critical views and expertise that helped me in the whole process of this thesis.

I am also indebted to my employer, the Inland Revenue Board of Malaysia (IRBM) for the financial and moral support rendered, which enabled me to focus and complete this study successfully. As a special note, I would like to convey my sincere appreciation and thanks to the IRBM Chief Executive Officer, Kolonel (K) Tan Sri Datuk Wira Dr. Hj. Mohd Shukor Hj. Mahfar for his encouragement and advice in my doctoral study. Also, I would like to express my gratitude to Dato Muhammad Sait Ahmad, Datuk Sabin Samitah, Dato' Abd Aziz Hashim, Datuk Mohd Nizom Sairi, Madam Siti Rosnah Md Hashim, Madam Cheong Peck Lian and Madam Aina Hartini Hussin for their relentless support, and it is indeed a privilege to have these good people as my senior colleagues.

My special thanks go to Dr Sotimin Muhalip and Dr Gunasegaran Muthusamy, my mentors, who had guided me in my doctoral study. In this respect too, I am truly indebted to Dr Gunasegaran and family for their generous help, particularly in my first few months of stay in Perth.

I would like to express my gratitude to Dr Tadayuki Miyamoto, Associate Professor Fay Rola-Rubzen for their extensive help with the statistical analysis and thesis writing. My appreciation also goes to Chris Kerin who had helped in the administrative part of my study. The assistance of the academic and non-academic staff at the Department of Higher Degree Research, Curtin Business School, is also gratefully acknowledged.

I am thankful to all my colleagues and friends at the IRBM and the School of Business Law, Curtin University, who have been very supportive and helpful throughout my study. My appreciation also goes to all IRBM and Australian Taxation Office (ATO) officers, who have participated in this study. Their enthusiasm to take part in both surveys and interviews have contributed significantly to the success of this study.

I also dedicate my thanks to Elaine Miller for proofreading the first draft of my thesis and providing useful suggestions in my thesis writing.

This study would not have been possible without the love, sacrifice and prayers of my beloved wife, Susan and my children, Elyza, Isaac and David. My heartfelt thanks also go to my parents, my parents-in-law, brothers, sisters and all extended families for their love and support.

Last but not least, to those whom I am indebted, but are numerous and cannot be named, thank you very much.

DEDICATION

This thesis is dedicated in memory of my youngest daughter, Mary.

LIST OF ABBREVIATIONS

ANOVA - Analysis Of Variance

ATO - Australian Taxation Office

AUSTRAC - Australian Transaction Reports and Analysis Centre

CDPP - Commonwealth Director of Public Prosecution

EDM - Economic Deterrence Model

EFTPOS - Electronic Fund Transfer at the Point of Sale

IRBM - Inland Revenue Board of Malaysia

IRS - Internal Revenue Service of the U.S.

SOP - Standard Operating Procedure

SPSS - Statistical Package for Social Science

TRA - Theory of Reasoned Action

TPB - Theory of Planned Behaviour

UK - United Kingdom

US - United States

www - World Wide Web

PUBLICATION FROM THIS THESIS

Raig, Pope and Pinto (2014), "Determinants of Effective Tax Investigation in Malaysia". Accepted for publication in *New Zealand Journal of Taxation Law and Policy*.

(This article is extracted partly from Chapters 2 and 5 of this thesis)

CONFERENCE PRESENTATIONS FROM THIS THESIS

Raig (2015), "Exploring the Factors Affecting the Effectiveness of Tax Enforcement". Paper presented at the *Australasian Tax Teachers' Association Conference*, University of Adelaide, South Australia.

Raig (2015), "Does Complex Tax Law Influence the Tax Authority's Intention to Achieve Effective Tax Investigation?" Paper presented at the Law Higher Degree by Research Day, Curtin University, Western Australia.

ABSTRACT

The effectiveness of tax investigations is expected to be influenced by the tax authority's ability to plan and enforce its tax investigation system, within the power of the income tax law. Thus, in this context, the main objective of this research is to explore the determinants of effective tax investigations, from the Malaysian Inland Revenue Board's (IRBM) perspective. This study sought to identify factors that may influence the effectiveness of tax investigations, and the nature of their influence, in relation to deterrence of tax non-compliance in Malaysia. In addition, demographic variables such as age, gender, level of education and years of work experience were also examined to support the findings for the main factors, wherever necessary. Six research questions were developed to address the research objectives.

In order to complement the study findings from the IRBM's perspective, a qualitative study was conducted with the Australian Taxation Office (ATO) senior officers, and the results of this study served as the point of reference, wherever possible, for the IRBM in its tax enforcement area.

The study was conducted through two qualitative research methods (interviews) and one quantitative research method (survey) in three stages. The first stage commenced with a qualitative study (IRBM) that was exploratory in nature, and the respondents were the IRBM's Senior Investigation Officers. The second stage involved quantitative study and the respondents were the IRBM's Investigation Officers. The third stage involved qualitative study with the ATO's Senior Officers, which was explanatory in nature.

The findings derived from the aforementioned research methods were analysed and interpreted to address the research questions. It was revealed that professional proficiency, tax enforcement strategies and the severity of tax penalties have a significant influence on the effectiveness of tax investigations. As there was no prior comparable empirical evidence in relation to the issue of this study, its findings contribute to the existing knowledge associated with tax enforcement and deterrence. Professional proficiency of the IRBM officers was found to have the most direct and significant influence on the effectiveness of tax investigation, followed by tax enforcement strategy and severity of tax penalties.

Finally, several implications were identified from the findings of this study. Positively, these implications would usefully serve to help the IRBM to formulate and enhance its tax enforcement system into the future.

TABLE OF CONTENTS

Title	Page	i
Declaration		
Ackn	owledgement	iii
Dedic	cation	v
List	of Abbreviations	vi
Publi	cation and Conference Presentations for this Thesis	vii
Abstr	ract	viii
Table	e of Contents	ix
List o	of Tables	xvi
List o	of Figures	xvii
CHA	PTER 1: INTRODUCTION	
1.1	Overview of the Malaysian income tax system	1
1.2	Historical Background of Income Tax in Malaysia	3
1.3	Overview of Income Tax Enforcement in Malaysia	4
1.4	Significant Reform in the Malaysian Tax Enforcement System	7
1.5	Tax Investigation Powers and Authority of the IRBM	7
1.6	Overview of Research Process	11
1.7	Research Scope and Justification	11
1.8	Research Questions	13
1.9	Significance of the Research	14
1.10	Overview of the Thesis	15

1.11	Chapter Summary	16
СНА	PTER 2: LITERATURE REVIEW	
2.1	Introduction	17
2.2	Tax Compliance Studies	17
	2.2.1 Economic Perspective	18
	2.2.2 Psychological Perspective	20
2.3	Tax Evasion	21
2.4	Tax Deterrence	27
2.5	Reviews of Complexity of Tax Laws	31
2.6	Reviews of Professional Proficiency (knowledge and skills)	34
2.7	Reviews of Tax Enforcement Strategy	36
2.8	Reviews of Tax Penalties	39
2.9	Reviews on Effective Tax Investigation	42
2.10	Supporting Benchmark / Point of Reference	45
2.11	Taxation in Malaysia	47
	2.11.1 Tax Administration	47
	2.11.2 Tax System	47
	2.11.3 Tax Audits	48
	2.11.4 Tax Investigations	49
	2.11.5 Previous Tax Research in Malaysia	50
2.12	Taxation in Australia	54
	2.12.1 Tax Administration and System	54
	2.12.2 Taxpayers' Charter	54

	2.12.3	Tax Complian	ice Model	56
	2.12.4	Risk Different	iation Framework	58
		2.12.4.1	Higher Risk Taxpayers	59
		2.12.4.2	Key Taxpayers	60
		2.12.4.3	Medium Risk Taxpayers	60
		2.12.4.4	Lower Risk Taxpayers	60
	2.12.5	Tax Complian	ce Activities	61
		2.12.5.1 Expa	nded Coverage of Income Tax Risks	61
		2.12.5.2 Proje	ct Wickenby Task Force	61
		2.12.5.3 High	Wealth Individuals (HWI) Task Force	62
		2.12.5.4 Good	s and Services Tax (GST)	
		Com	pliance Activities	62
2.13	Theori	es of Human B	ehaviour	63
	2.13.1	Theory of Rea	soned Action	63
	2.13.2	Theory of Plan	nned Behaviour	65
2.14	Resear	ch Model		67
2.15	Chapte	er Summary		70
СНА	PTER 3	: RESEARCH	QUESTIONS AND RESEARCH MOI	DEL
3.1	Introdu	action		72
3.2	Resear	ch Objectives		72
3.3	Resear	ch Questions		73

CHAPTER 4: RESEARCH METHODOLOGY AND DESIGN

4.1	Introd	luction	76
4.2	Resea	arch Paradigm and Method	76
4.3	The R	Research Process	79
4.4	Quali	tative Research Approach	81
	4.4.1	Introduction	81
	4.4.2	Study Sample	82
	4.4.3	Interview Instrument Development	83
	4.4.4	Data Collection	83
	4.4.5	Data Analysis	85
4.5	Quant	titative Research Approach	86
	4.5.1	Introduction	86
	4.5.2	Ethical Consideration	86
	4.5.3	Pilot Study	87
	4.5.4	Questionnaire Design	88
	4.5.5	Measurement	90
	4.5.6	Data Collection Procedure	91
	4.5.7	Nationwide Survey	91
		4.5.7.1 Sample of Study	91
		4.5.7.2 Data Collection	92
		4.5.7.3 Non-Response Bias	94
	4.5.8	Data Analysis Techniques	94
4.6	Chapt	er Summary	95

CHAPTER 5: RESULTS OF THE QUALITATIVE STUDY

5.1	Overview	
5.2	Structure of the Field Study	97
	5.2.1 Research Objective	97
	5.2.2 Qualitative Research Model	98
	5.2.3 Interviews	98
	5.2.4 Data Collection	99
5.3	Data Analysis	101
	5.3.1 Interview Participants	101
5.4	Results and Interpretations	102
	5.4.1 Introduction	102
	5.4.2 Detailed Analysis of Interview Questions	102
	5.4.3 Complexity of Tax Laws	135
	5.4.4 Professional Proficiency (knowledge and skills)	137
	5.4.5 Enforcement Strategy	139
	5.4.6 Tax Penalty	141
5.5	Effective Tax Investigation	144
5.6	Deterrence of Tax Non-Compliance in Malaysia	146
5.7	Chapter Summary	149
СНА	APTER 6: RESULTS OF QUANTITATIVE STUDY	
6.1	Introduction	152
6.2	Self-Administered Survey	153
6.3	Descriptive Findings	153

	6.3.1	Profile of Respondents	153
	6.3.2	Response Rate	154
	6.3.3	Data Screening	154
	6.3.4	Non-Response Bias	157
6.4	Main	Findings	157
	6.4.1	Introduction	157
	6.4.2	Perception of Effective Tax Investigation	158
	6.4.3	Tax Enforcement Strategy	159
	6.4.4	Complexity of the Tax Laws	161
	6.4.5	Perceived Severity of Penalties	163
	6.4.6	Professional Proficiency (knowledge and skills)	165
	6.4.7	Perception of Deterrence of Tax Non-Compliance	
		in Malaysia	167
	6.4.8	Relationship between Perception of Deterrence and	
		Independent Variables	170
	6.4.9	Determinants of Effective Tax Investigation	173
6.5	Chapt	er Summary	176
СНА	PTER 7	7: TAX ENFORCEMENTS IN AUSTRALIA	
7.1	Overv	iew	178
7.2	Struct	ure of the Study	179
	7.2.1	Objective	179
	7.2.2	Qualitative Research Method	179
	7.2.3	Interviews	180

7.3	Data .	Analysis	181
	7.3.1	Interview Participants	181
7.4	Findi	ngs and Explanations	181
	7.4.1	Introduction	181
	7.4.2	Tax Enforcement System	182
		7.4.2.1 Administrative Perspective	182
		7.4.2.2 Operational Perspective	184
7.5	Chapt	er Summary	187
СНА	PTER 8	8: INTERPRETATION AND DISCUSSION OF TH	E STUDY
8.1	Introd	uction	190
8.2	Qualit	tative Study of Perception of IRBM Senior	
	Invest	igation Officers	190
	8.2.1	Introduction	190
	8.2.2	Deterrence of Tax Non-Compliance	191
	8.2.3	Professional Proficiency (knowledge and skills)	192
	8.2.4	Tax Enforcement Strategy	193
	8.2.5	Complexity of Tax Laws	195
	8.2.6	Tax Penalties	195
8.3	Quant	itative Study of Perceptions of IRBM	
	Invest	igation Officers	196
	8.3.1	Introduction	196
	8.3.2	Perceptions of the Complexity of the Tax Laws	197
	8.3.3	Perception of Severity of Tax Penalties	198

	8.3.4	Perception of Professional Proficiency		
		(knowledge and skills)	201	
	8.3.5	Perception of Tax Enforcement Strategy of the IRBM	203	
	8.3.6	Perception of Effective Tax Investigation	204	
8.4	Surve	y Respondents' Perceptions of Taxpayers' Deterrence	209	
8.5	The In	npact of the Factors on the Effectiveness of		
	Tax In	evestigation	211	
8.6	Discus	ssions on Research Questions	218	
8.7	Other	Discussions	220	
8.8	Chapte	er Summary	223	
CHAPTER 9: CONCLUSIONS, LIMITATIONS AND FUTURE DIRECTION				
СНА	PTER 9	: CONCLUSIONS, LIMITATIONS AND FUTURE DII	RECTION	
СНАН 9.1	PTER 9		RECTION 225	
	Introdu			
9.1	Introdu	uction	225	
9.1 9.2	Introdu	action rch Review	225 225	
9.1 9.2	Introdu Resear Contri 9.3.1	action The Review Study	225225231	
9.1 9.2	Introdu Resear Contri 9.3.1 9.3.2	ch Review butions of the Study Theoretical Contributions	225225231231	
9.1 9.2 9.3	Introdu Resear Contri 9.3.1 9.3.2 Resear	ch Review butions of the Study Theoretical Contributions Practical Contributions	225225231231232	
9.1 9.2 9.3	Introdu Resear Contri 9.3.1 9.3.2 Resear Future	ch Review butions of the Study Theoretical Contributions Practical Contributions ch Limitations	225225231231232233	

Appendices

LIST OF TABLES

<u>Table</u>		page
4.1	Reference for items for questionnaire	90
5.1	Key profiles of the Interview Participants	101
6.1	Reliability Coefficient of Components	156
6.2	Findings on Normality for each variable	157
6.3	Perception on the Effectiveness of Tax Investigation	158
6.4	Tax Enforcement Strategy	160
6.5	Findings of Post Hoc Test for Tukey HSD for	
	Tax Enforcement Strategy	161
6.6	Attitudes on Complexity of the Tax Laws	162
6.7	Findings of Post Hoc Test using Tukey HSD for	
	complexity of the tax laws	163
6.8	Perceived severity of tax penalties	164
6.9	Professional Proficiency	165
6.10	Findings of Post Hoc Test using Tukey HSD for	
	Professional Proficiency (age)	166
6.11	Findings of Post Hoc Test using Tukey HSD for	
	Professional Proficiency (IRBM)	167
6.12	Findings of Post Hoc Test using Tukey HSD for	
	Professional Proficiency (tax investigation)	167
6.13	Perception on Tax Deterrence	168
6.14	Correlations between Dependent Variable and	

	Independent Variables	170
6.15	Summary of Coefficient of Determination for	
	Independent Variables	172
6.16	Findings of Multiple Regression Analysis	175
8.1	The Mean and Standard Deviation for Perception	
	of Complexity of the Tax Laws	197
8.2	Summary of Tax Offences, Fines and Penalties under	
	Malaysian Income Tax Act 1967	199
8.3	The Mean and Standard Deviation for Perceived	
	Severity of Tax Penalties	200
8.4	The Mean and Standard Deviation for Professional Proficiency	201
8.5	The Mean and Standard Deviation for Tax Enforcement Strategy	203
8.6	The Mean and Standard Deviation for Perception on Effective	
	Tax Investigation	205
8.7	The Mean and Standard Deviation for Perception on	
	Tax Deterrence	209

LIST OF FIGURES

<u>Figure</u>		page
2.1	Motivational Postures with ATO Compliance Model	57
2.2	ATO's Risk Differentiation Framework	59
2.3	Theory of Reasoned Action (TRA)	64
2.4	Theory of Planned Behaviour (TPB)	66
2.5	Research Model of the study	69
4.1	6 Types of Mixed Method Designs	78

APPENDIX

1	Human Research Ethics Committee of Curtin University
2	A Sample of Letter to get Permission for Qualitative Survey
3	Participation Information Sheet
4	Consent Form for Interview
5	Interview Questions (Qualitative Study) IRBM
6	A Sample of Letter to get Permission for Quantitative Survey
7	A Sample of Covering Letter for Questionnaires
8	Questionnaires
9	Skewness and Kurtosis Values (Normality Test)
10	Rotated Factor Matrix
11	Scatter-Plot Results
12	Reliability Coefficient of Components
13	ANOVA on Tax Enforcement Strategy
14	ANOVA on Complexity of the Tax Laws
15	ANOVA on Severity of Tax Penalties
16	ANOVA on Professional Proficiency
17	ANOVA on Effective Tax Investigation
18	Multiple Regression Analysis
19	Correlation Matrix