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Research Article

GST Implementation and its Impact on Small Business Tax Compliance Costs in India

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Goods and Services Tax (GST) was implemented in India on 1st July 2017. Implementation of GST was a major milestone in the journey of indirect tax system. Fram Pandit Deen Dayal Upadhyaya's 'Unified Tax System' to 'one nation, one tax,' GST is seen as major development in the history of Indirect tax system. GST replaced multiple central and state taxes, simplifying the previously complex tax structure. By integrating various taxes into a single framework, GST aimed to streamline operations significantly. However, this reform has impacted small businesses cost of compliance. This research focuses on challenges that is faced by the small businesses in North India. Cost incurred on fees paid to the professionals, training of employees, accounting software, and administrative tasks. The study is based on primary data collected from five states Haryana, Delhi, Punjab, Uttarakhand, and Uttar Pradesh. The data was collected through structured questionnaires. Findings reveal that small businesses incur significant compliance costs under GST regime. Businesses in the manufacturing sector or with a greater number of operational years are having even higher costs. Findings highlight the administrative and financial challenges posed by GST compliance, emphasizing the need for policy measures such as simplified procedures for small businesses.

Keywords: GST tax reform, GST compliance costs, administrative burden, policy interventions and small businesses.

JEL Classification: H2

1. INTRODUCTION

India's witnessed a revolutionary transition to the Goods and Services Tax (GST) on July 1st, 2017. Countries indirect tax system witnessed unprecedented restructuring in the law. It was just not a piece of new law but brought fundamental changes in the indirect tax system. India had several taxes applicable to the businesses which were fragmented and complex in nature (Roychowdhury, 2012). Acharya (2005) mention key issues impacting Indian tax system. Pandit Deen Dayal Upadhyaya's suggested 'Unified Tax System' (Agarwal and Malik, 2019) which transformed as 'one nation, one tax' principle. The implementation of GST streamlined business operations. With the implementation of GST, many taxes subsumed under the umbrella of GST. These include central and state taxes like entry tax, octroi, sales tax, state VAT, customs duty, service tax, and central excise duty (Nayyar and Singh, 2018). By subsuming the taxes, GST replaced value-added taxes at both state and central levels, creating a more efficient and unified tax system. GST aimed to achieve several objectives, such as eliminating the cascading effect of taxes, removing interstate trade barriers, business processes

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simplification, and reducing the compliance burden. Maheshwari and Mani (2022) observes that fully implementing GST will remove the cascading effect of taxes which with benefit India's economy in the long run.

Smulders and Stiglingh (2008) found that VAT returns are both time-consuming and expensive, with compliance costs being higher for smaller businesses and lower for larger ones, showing a regressive pattern. A related study on large corporate taxpayers in Indonesia by Susila and Pope (2012) also confirmed the regressive nature of costs, linking them to factors such as the number of employees, total assets, annual turnover, and tax payments.

Although GST was initially praised for its reformative approach, its rollout posed significant challenges, especially for small businesses, as noted by Samantara (2018). Even businesses with large-scale economic activities struggled to adapt to the new system. These challenges included understanding the new regulations, higher compliance costs, upgrading accounting systems, training staff, and managing additional administrative burdens.

With the introduction of GST, compliance costs rose significantly, reducing the already narrow profit margins of businesses and adding financial and administrative burdens (Rajaraman, 2021). Before GST, India's indirect tax system included various taxes applied at different stages of production, distribution, and customer purchases. Each tax had its own compliance requirements, making the tax system complicated and inefficient. These multiple taxes often resulted in a "tax-on-tax" situation, increasing the final price paid by customers for goods and services.

According to the Ministry of Finance, GST collections are touching new heights by every passing year (Table 1). The tax collection figures reflect an expanded tax base and improved tax collection mechanisms.

Table 1
GST Collection by Year (in Crore)

Financial Year	GST Collection
2017-18	7,40,650
2018-19	11,77,369
2019-20	12,22,117
2020-21	11,36,805
2021-22	14,83,291
2022-23	18,07,680
2023-24	20,18,000

Source: (Ministry of Finance, 2019, 2023, 2024)

The Goods and Services Tax (GST) was introduced to address issues like multiple taxes by combining them into a single system, replacing VAT, service tax, excise duty, and others. The aim was to lower the tax burden and make compliance easier for businesses. However, GST brought several challenges, especially for small businesses. Many small businesses lack the resources to quickly adapt to the new rules. They have faced difficulties meeting stricter requirements, such as keeping detailed transaction records, filing regular tax returns, and ensuring accuracy to avoid penalties (Muhammad, 2017).

Small businesses trying to meet GST requirements often face high financial and administrative costs, especially since they may not have enough resources to hire and manage experts (Palil et al., 2013). For three reasons understanding these compliance costs is important. First, it shows the challenges that small businesses face in terms of administrative and financial burdens which provides valuable insights for policy to support the economy. Second, it highlights the impact of GST on small businesses which support the economy by creating jobs (Shaik et al., 2015). Third, it can provide valuable insights for improving GST compliance processes by comparing the cost of compliance in one region with other regions which have implemented GST reforms (Breen et al., 2002).

Pandey and Raj (2022) in Karnataka examined the impact of GST on MSMEs. The study revealed that MSMEs faced major challenges like requirement of training to employees to handle the new system, additional financial burden for procuring the new software, and matching the pace of changes in the GST rules. Breen et al. (2002) found that implementation of GST posed a significant financial burden on small businesses with compliance costs ranging from AUD 3,331 to 30,140 in Australia. A study conducted by Muhammad (2017) observed that small businesses reliance on

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tax agents was substantial in Malaysia for GST compliance. Post GST implementation these businesses faced substantial challenges with meeting GST requirements. In Malaysia, GST was applicable only for short number of years from 1 April 2015 to August 2018 (Nutman et al., 2022).

In India, GST registration becomes mandatory when the annual turnover of the business exceeds Rs. 40 lakhs for goods supplied and Rs. 20 lakhs for supply of services for normal category of states. To encourage the tax payers, GST Council announced a scheme in 2019 for making available billing and accounting software required for filing GST available for free to Micro, Small and Medium Enterprises (MSMEs) whose annual turnover in a financial year is less than 1.5 crore. (GOI, 2019). The software availability is till March 31st, 2021 or annual turnover continues to be under 1.5 crores, post which a fees is a payable (GOI, 2019). GST complex nature and frequent changes in regulations make compliance difficult for business owners in India. Deshmukh et al. (2022) observed that MSMEs finds difficult to adapt GST and face many challenges like non effective for curbing tax evasion, handholding support for IT ecosystem, and time taking process of refunds. Abdul-Jabbar and Pope (2008) find no clear statistical association between the compliance behaviour and quantum of compliance costs of tax. This study focuses on understanding the GST compliance costs for small businesses in Northern India and how they affect their operations. By looking at GST compliance in terms of financial, administrative, and operational challenges, the research provides a clear picture of the difficulties these businesses face. It also offers policy recommendations to help reduce these burdens and improve the ease of compliance.

2. REVIEW OF LITERATURE

The introduction of GST in India is seen as a major tax reform aimed at simplifying business operations. However, its impact on small businesses has raised concerns and attracted significant academic attention. Many studies have been conducted to examine the challenges faced by small businesses, including operational difficulties, compliance costs, and economic effects.

Pandey and Raj (2022) studied the challenges faced by MSMEs in Karnataka, highlighting issues such as complex procedures for compliance, requirement for employee training, and creating of financial burden by making MSMEs adopt new software for accounting. Their research emphasizes the importance of policy changes to simplify compliance and support the growth of MSMEs.

Breen et al. (2002) conducted a study comparing GST implementation in Australia to its potential impact in India. In Australia, compliance costs ranged from AUD 3,331 to AUD 30,140 per business, depending on their income levels. Smaller businesses faced higher compliance costs as a percentage of their annual turnover. The need for continuous record-keeping and account management made compliance challenging, highlighting the importance of government support to reduce the burden on small businesses.

Similarly, Muhammad (2017) examined the tax agents role in Malaysia in dealing with compliance of GST by the businesses. The study observed that several businesses relied on tax agents to handle compliance obligations, especially when dealing with late filings or inaccurate information. Tax agents played a crucial role in improving compliance. The study suggests conducting similar research in India to understand business behaviour and identify gaps in GST administration policies, enabling more effective solutions for compliance challenges.

Pope and Rametse (2001) analysed global data on GST compliance costs and found that small businesses face substantial start-up and ongoing compliance burdens. In Mysuru, Karnataka, Basavaraj (2023) conducted a survey to understand GST awareness among small business owners and its impact. While most business owners were aware of GST, their understanding was limited, leading to a heavy reliance on professional accountants. To reduce this dependence, the study emphasized the need for clearer and simplified GST procedures. Lourdunathan and Xavier (2017) suggested that in a democratic country like India, amendments of tax laws must be clarified well for better understanding.

Similarly, Cléroux (1992) studied Canadian firms to evaluate GST compliance costs and found that small businesses bore a significantly higher burden compared to larger companies. In the 1919 financial year, Canadian businesses spent \$9.6 billion on GST compliance, placing considerable strain on small enterprises.

Nagarkar and Chakravorty (2018) compared implementation of GST in India with other nations and highlighted challenges which Indian SMEs were facing. They pointed out that dual model of GST and high rates of GST created

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difficulties for small businesses. Although GST was originally intended to simplify tax environment of business but GST complex procedures and frequent changes in GST laws have made it challenging for small traders. Similarly, Lazos et al. (2022) found that the most significant factors affecting cost of compliance are complexity of tax laws and use of e-government systems.

Singh et al. (2019) analysed public opinions on GST implementation in India using a sentiment analysis of tweets. They examined public sentiments before, during, and after GST implementation, revealing concerns about the complexity of GST and its impact on businesses. The study highlighted how public perception was used to evaluate GST's effectiveness. Narayanan (2018) observed that in Malaysia, one of the key reasons for GST failure was the complexity of GST.

Although existing research offers insights into GST compliance challenges and costs, there is a lack of India-specific primary data-based studies on small businesses covering different states. Mostly studies provide insights in general or emphasise on nations having similar reforms targeting the tax.

This research seeks to fill the literature gap by studying the compliance costs of GST using the primary data collected from five states of North India. The findings aim to help policymakers create targeted support measures to simplify GST procedures, enabling small businesses to overcome challenges to foster fast economic growth of India.

3. RESEARCH METHODOLOGY

This section discusses the methodology adopted for the analysis of the data. The study analyse cost of compliance of GST for small businesses in five states of North India by quantitative research approach. Data was collected through a structured survey questionnaire designed to gather detailed information. The study focuses on small businesses from five states of north India that is Haryana, Delhi, Punjab, Uttarakhand, and Uttar Pradesh. These were chosen for concentration of small business which are indulge in diverse economic activities and their significant contribution to the economy.

A sample of 41 small businesses was selected, representing sectors like trading, services, manufacturing, and retail. Survey collected information on various aspects of GST compliance costs, including cost of professional fees, cost of administrative burdens, cost of employee training, and cost of accounting software. Moreover, the collected data captured the demographic profiles and business profiles of respondents, such as number of operational years, size of business, and yearly turnover. Data collection faced obstacles similar to those noted by Lavic (2023). Many respondents were hesitant to share information, particularly over the phone, due to concerns about the purpose of the study. Some outright refused to provide data, citing privacy concerns and mistrust of unfamiliar researchers.

Table 2
Specific Details of Data Source

Basis	Source of Data	
Target Population	Small businesses (Annual Turnover of less than 1.5 Crore)	
Size of the Sample	Total of 41 businesses	
Geographical Area Covered	Haryana, Delhi, Punjab, Uttarakhand, and Uttar Pradesh	
Sectors	Trading, Manufacturing, Retail and Services	
Data Collection	Survey method through Questionnaire	
Duration of Data Collection	Jan 2024 to June 2024	

Data Analysis

Data is analysed by SPSS software to understand the trends and patterns in compliance costs of GST. Data is analysed with the help of descriptive statistics using means calculations, medians calculations, and standard deviations. Analysis is also conducted through Regression to unfold the association that exists among the different features of the business, such as the size of business, the sector in which the business operates, and the cost incurred by the business in compliance of GST.

Regression analysis was used to analyse the variables that affect GST compliance cost. Total Compliance Cost (TCC) of GST is taken as dependent variable whereas the independent variable is taken as different parameters of business-like no

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of Operational Years (OY), Size of Business (SB), and Business Operating Sector (BOS) in the regression model. Size of the business is in terms of number of employees engaged. The regression model for the analysis is below:

$$TCC = \beta_0 + \beta_1(SB) + \beta_2(OY) + \beta_3(BOS) + \varepsilon$$

Where:

- TCC = Total Compliance Costs
- SB = Size of the business
- OY = Operational Years
- BOS = Business Operating Sector

Intercept is represented by β_0 . For independent or explanatory variables size of the business, operational years, and business operating sector coefficients are β_1 , β_2 , β_3 respectively. Error term is denoted by ε .

4. ANALYSIS

The data was collected from five states namely, Haryana, Haryana, Delhi, Punjab, Uttarakhand, and Uttar Pradesh. This section analyses the findings of the survey from forty-one small businesses. We use descriptive analysis using SPSS. Cost of software use for accounting, cost incurred on training, fees paid to professionals, and administrative issues were analysed.

Table 3
Compliance Costs by Expense Type

Category of Compliance Cost	Average	Median	Maximum	Minimum
Software for Tax Filing	14,500	13,200	28,900	7,500
(TaxCloud, Vyapar, Marg ERP 9+, Tally ERP 9, GSTHero, Busy				
Accounting Software, ClearTax GST etc.)				
Professional Fees	16,230	14,600	27,540	8,900
Administrative Burden	21,890	19,750	33,780	11,200
Training cost	18,765	16,500	29,500	9,200
Software for Accounting	12,345	11,500	24,850	6,700
(Marg ERP, Tally, Busy, Zoho etc.)				

Source: Questionnaire. Amounts are in INR.

Table 3 display that the average cost of the accounting software (Marg ERP, Tally, Busy, Zoho) was INR 12,345. The average cost of training is INR 18,765. The administrative burden had the highest average cost of INR 21,890, reflecting the high cost on expenses of GST compliance. The average professional fees stood at INR 16,230. Also, the average cost of tax filing software, including TaxCloud, GSTHero, and ClearTax is INR 14,500. This is huge expense for small businesses to incur. It was also observed that many of the business owners were not aware about the free availability of the software's and were dependent on Chartered Accountants for their filing and record maintenance.

Table 4
Cost of Compliance by Business Size

Size of Business	Average Professional Fees	Average Cost of Administrative Burden	Average Cost of Training	Average Cost of Accounting Software
Small size Business (11-50 employees)	19,980	25,460	21,650	14,230
Micro size Business (1-10 employees)	12,780	18,220	15,400	10,560

Source: Questionnaire. Amounts are in INR.

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Table 4 show that micro businesses having 1 to 10 employees, in all categories of business, have lower costs compared to the small businesses having 11-50 employees. The cost is highest for administrative burden followed by training cost for small businesses as compared to microbusinesses.

Table 5

Compliance Costs by Number of Operational Years

Operational Years	Average Professional	Average Cost of Administrative Burden	Average Cost of Training	Average Cost of Accounting
	Fees			Software
More than	21,340	26,980	22,780	15,210
10 years				
5-10 years	14,870	22,600	19,450	12,340
Less than	11,650	16,780	14,300	8,450
5 years				

Source: Questionnaire. Amounts are in INR.

Table 5 display that businesses operating for more than 10 years had the highest compliance costs. This is due to the systems of mature businesses were established and operationally complex. Younger firms have lower costs but are still subject to high financial burdens.

Table 6
Compliance Costs by Sector

Sector	Average Professional Fees	Average Cost of Administrative Burden	Average Cost of Training	Average Cost of Accounting Software
Trading	13,400	19,450	15,980	10,230
Services	15,760	22,430	18,650	12,890
Manufacturing	17,980	24,670	20,850	13,450
Retail	14,800	20,540	17,230	11,750

Source: Questionnaire. Amounts are in INR.

Table 6 show that manufacturing firms generally bear the highest compliance costs, particularly for training and administrative burden. This high cost reflects the complex nature of the business operations in these two sectors. The costs on retailing and trading is comparatively lower.

Table 7
Regression Analysis

Explanatory or Independent	Coefficient	p-value	Standard	t-value
Variables			Error	
Business Operating Sector	0.92	0.004	0.31	2.97
No of Operational Years	1.53	0.002	0.46	3.32
Size of Business	1.78	0.001	0.51	3.48

Source: Based on data collected through questionnaire

Table 7 display that the size of business has a coefficient of 1.78 and p-value of 0.001, number of operational years has a coefficient of 1.53 and p-value of 0.002, and business operating sector has a coefficient of 0.92 and p-value of 0.004, are all significant determinants of the compliance costs. This indicates strong relationships between the dependent and independent variables. The p-values of all three variables are less than 0.05, implying that they have good statistical significances.

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Table 8
Responses Distribution by States

State	Percentage	Number of Respondents
Uttarakhand	17.07%	7
Uttar Pradesh	17.07%	7
Punjab	19.51%	8
Haryana	21.95%	9
Delhi	24.40%	10

Source: Questionnaire

Table 8 shows that the five states were well represented by the collected samples. Delhi marked maximum of 24.40% of respondents followed by Haryana, Punjab, Uttar Pradesh, and Uttarakhand having the response percentage as 21.95%, 19.51%, 17.07% and 17.07% respectively.

Table 9
Business Common Challenges

Business Common Challenges	Percentage of Businesses Impacted by the Challenges
Dependency on help by Professionals	43%
High Cost of Accounting Software	47%
Timely Filing of GST Returns	54%
Maintaining Records Accurately	58%
Understand GST Regulations	62%

Source: Questionnaire

Table 9 describes two major business challenges are 'understanding of GST regulations' followed by 'maintaining records accurately.' Besides these two challenges other challenges faced by businesses were 'timely filing of GST returns,' 'high cost of accounting software,' and 'dependency on help by professional.'

5. Discussion and Recommendations for Policy makers

The study identifies the gap in the existing literature in an Indian context. Study contributes by highlighting the issues small business enterprises are facing under the GST regime.

Broader Economic Consequences

Small businesses are the backbone of the Indian economy. They play significant role by providing employment which thereby boost the economic growth. The findings from this study pinpoint the demand for an enabling regulatory environment that will support small businesses in its growth. Decreasing the compliance load will free-up resources for growth, innovation, and competition, eventually creating a more robust and dynamic economy.

Impact on Operations of Business

Small business operations get impacted by high cost of compliance of GST and administrative burdens. The implications fall of the operations of the business. The additional cost of compliance can exhaust resources that may be dearly needed elsewhere, such as investments for growth and innovation. By understanding the pattern of expenses, policy makers can develop better support system.

Comparison with the International Context

Studies conducted in countries such as Australia, Malaysia, and Canada give an insight into the common issues and challenges faced by small businesses globally under GST regimes. Such comparative international studies provide a wisdom for providing the economic and regulatory support.

A thorough study of cost of compliance of GST for small businesses in North India offers valuable insights into the financial and administrative challenges they face. GST compliance cost reflected in costs related to accounting software,

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training, administrative tasks, and professional fees have adversely impacted the small business. The findings suggest that small business is burdened with GST compliance costs and focused policy interventions like simplification of compliance procedures, financial assistance to meet the compliance burden, and rigorous training programs may minimize the burden. These measures lead to shift focus on growth and innovation of the business from dealing with the challenges.

The study's findings recommend policy support to help small businesses manage the cost associated with GST compliance. Below are some of the recommendations:

- 1. Simplifying the Procedures: Simplifying GST processes can significantly ease the administrative burden on small businesses. Simplified return filing and record-keeping requirements will enable businesses to achieve compliance more efficiently and effectively.
- 2. Subsidies and Financial Assistance: Subsidies and financial assistance for acquiring the accounting software including training can support the small businesses in smooth transition to the new GST with less financial burden for the compliance cost.
- 3. Training Support: Identifying and designing comprehensive training programs for small business owners and their employees will reduce dependence on external professionals for getting the GST compliance with defiance.
- 4. Sectoral Support: Business falling in different sectors face several sector specific challenges. These challenges need to be understood and their unique requirements shall be met by designing a support system directly catering sector specific requirements.

6. CONCLUSION

The compliance costs of GST for small businesses in North India highlight critical understandings into the significant administrative and financial challenges. Data from Haryana, Delhi, Punjab, Uttarakhand, and Uttar Pradesh reveal that small businesses incur considerable expenses on fees paid to professionals, administrative tasks, training to employees, and accounting software to meet compliance requirements. The mean costs reported for professional fees is INR 16,230, administrative tasks INR 21,890; training of employees INR 18,765; and accounting software is INR 12,345. These are tough to be met by small businesses specially when these businesses are struggling to grow and huge investments are lined up. Larger and older businesses have higher compliance costs. Micro businesses, having between 1-10 employees, compared to the small businesses which has between 11 and 50 employees are having less costs in all categories. The businesses operating for more than ten years incurred higher costs because they have more complicated systems with higher operational complexities. The sector-wise analysis showed that the cost of compliance was highest for manufacturing firms, mainly on aspects related to training and administration. This is likely due to the activities which are more complex and therefore involve much more elaborate record-keeping and regulatory compliance. In contrast, retail and trading were better, though they have heavy burden of costs after manufacturing. The regression analysis confirms that the size of business, number of operational years, and business operating sector significantly affect cost of compliance. The bigger the business, the longer its operational years, and belonging to the manufacturing sector, the higher is the cost of compliance. This provides statistical evidence in support of the targeted measures for the small businesses.

This study fills the literature gap in the existing body of knowledge and provides explicit data in the Indian context. These findings have important implications for a better insight of the challenges of the small businesses under the GST regime, pointing toward targeted policy interventions that can help small businesses meet with the GST compliance costs.

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