ANALYSIS OF EFFECTIVENESS AND PARKING LEVY GAP IN MALANG REGENCY

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ABSTRACT

In connection with the efforts to promote and explore the sources of local revenues, the government of Malang Regency has now been trying to increase the revenues. This effort is intended to make the local government not to be dependent much on the central government. This study attempts to analyze the effectiveness the problems that exist in parking fees in order to see the real potential and some suggestions for policies related to the increase of the local government income. It was conducted in Malang regency, which was chosen by means of a purposive random sampling. It shows as the following. (1) The potential of Malang Regency parking levy is totally up to Rp 1,618,939,100. It can be compared with the realization of 2009 that was up to the figure of Rp 225,842,000, and therefore the effectiveness is 13.95%; (2) The results of the SWOT analysis showed that the position of an increase of income in parking levies and service market is in quadrant 2 (two), this means a dominance on a combination of factors both strengths and barriers. It is suggested that the government increase of the effectiveness of withdrawal by doing some efforts as described in this study.

Key words: gap analysis, the potential for parking fees, PAD.

ANALISIS EFEKTIVITAS DAN KESENJANGAN PAJAK PARKIRAN DI KABUPATEN MALANG

ABSTRAK

Terkait dengan usaha mempromosikan dan mengeksplorasi sumber pendapatan, pemerintah Kabupaten Malang telah berusaha meningkatkan pendapatan mereka. Usaha ini dimaksudkan agar pemerintah setempat tidak menggantungkan pemerintah pusat semata. Penelitian ini menganalisis efektivitas yang menjadi masalah di dalam pajak parkiran agar didapat potensi apa dan saran apa demi kebijakan untuk meningkatkan pendapatan pemerintah tersebut. Penelitian ini dilaksanakan di Kabupaten Malang, dipilih sistem purposive random sampling. Hasilnya menunjukkan bahwa (1) potensi total pajak di kota ini sampai dengan Rp 1.618.939.100. Bisa dibandingkan dengan realisasi pada 2009 saat itu Rp 225.842.000. Oleh karena itu tingkat efektivitasnya adalah 13,95%. (2) hasil analisis SWOT, didapat bahwa posisi peningkatan pendapatan pajak parkiran dan pasar jasa pada kuadran 2 (dua). Ini menunjukkan bahwa ada dominasi kombinasi faktor baik kekuatan maupun hambatan. Dengan demikian, disarankan pemerintah setempat untuk meningkatkan efektivitas untuk pajak dengan berbagai usaha seperti diuraikan dalam penelitian ini.

Kata Kunci: analisis kesenjangan, potensi pajak parkiran, PAD (pendapatan asli daerah).

INTRODUCTION

Up to recently, the city government has been facing the fiscal constraints in implementing regional autonomy. However, the demands of the community to local government today has increased more and more compared with the condition before the practice of regional autonomy. For example the demand for program development should be prioritized through increased allocation of development funds or programs. The balance of the limited funds can be obtained from the central government; the role of the regional government's original income (PAD) is very important to cope with such a problem.

In connection with the efforts to promote and explore the sources of local revenue, the government of Malang Regency is actively trying to improve and explore the sources of revenue, especially the revenue from its own region. This needs to be done to reduce local dependence on central government in financing local development program. Yet, the efforts to increase the regional income (PAD) cannot be separated from the role of each component of PAD. For examples the existing components of local tax revenue, levies, the region's corporate profits, revenue agencies and other local revenues can be predominantly used as sources of local government's revenue. Such sources are of course potential.

In such a context, the study of PAD is deemed to be very important. Besides that, the result of this study can be very important for the government of Malang Regency as a basis for formulating the policies required the government. This formulated policy based on this study is expected to provide information for them so that they can increase revenue and accelerate development. Based on the background described above, the researcher is now raising the questions as the research problems as the following. First, how is the facts of the potential, relation, and gap on the achieving the regional revenue or income (PAD), especially of parking levy of Malang regency. Second, how are the policies related to intensification and extension of the PAD components in Malang regency, especially of parking levy?

THEORETICAL FRAMEWORK
Regional Autonomy

The term of autonomy is referred to as the Act, No. 22 of 1999 which was revised by Act No. 32 of 2004. This Act stipulates the regulation concerning an autonomous regional authority to regulate and manage the interests of society at its own initiative based on the aspirations of the people in accordance with the regulations. As such, the definition of an autonomous region is the unity of the legal communities who have the authority to regulate certain regional boundaries and the interests of society in its own initiative but based on the aspirations of the people in the unity of the Republic of Indonesia.

Accordingly, the region is formed by considering its economic capacity such as the potential of its regional, social, cultural, social, political, population, territorial, and other considerations. By doing so, the area formation can be established to enable this regional government to implement regional autonomy. Based on the above understanding, the regional autonomy should be implemented with due respect to democracy, justice, equality, and the potential and diversity of the region It should be also based on broad and real autonomy, real, in which the responsibility is placed on the district and the city government. Therefore, the implementation of regional autonomy should further enhance the independence of the autonomous regions (Abdullah, 2000:24).

The real implementation of such regulation that is the Act No. 32 of 2004 on Local Government can be shown in the recognition that essentially all of the authority already exists in the county and city territories. Thus, it is not necessary to actively transfer the authority, as what had been in the past that should be established with government regulations. Now it only needs some sort of recognition from the central government. Syamsi (1986: 65) states that to determine

the ability of a region in the control and manage his own regional expense, there should be several dimensions or sizes concerning the regional government.

1. It is the capability f the organizational structure. This relates to the ability of the autonomous regional government organizations which are concerned. In implementing the function of autonomy, the local government organizations are required to accommodate and properly manage all the activities and tasks which they are responsible. For that reason, they should meet the required number of units as well as various organizations that reflect the real needs with job descriptions, authority, and clear responsibilities.

2. Local Government Reform. Autonomous regions require adequate support personnel in terms of both the number and capability. This is necessary for the given their own administrative affairs and the implementation of development that should be handled will grow increasingly complex demands in connection with the development of society.

3. Ability to encourage public participation. Regional autonomy, in a broad sense is not only reflected by the ability of local government officials to take care of his own household, but the local autonomy must also be accompanied by the increasing participation to encourage and motivate the community to be actively involved in the implementation of broader autonomy.

4. Financing capabilities. This appears the most important. This capability is measured from the local government to enhance and utilize the financial potential of the original territory, so that available funds are really sufficient to finance the autonomy program. Financing capability is related to the available finance. It is also determined by the policies which are made, the ability of agencies, and their staff members in implementing and developing policies made, and finally the adequate level of community participation. All in all, it needs unity of management by the Government in terms of the financing aspect, which means that there is

support for further decentralization.

Original Local Revenue (PAD)

There are some sources of revenue derived from (PAD) that consists of the local taxes, levies result, the company's area, as well as other legitimate revenue (Law no. 32/2004). Mahi (2000:58) states there is not trust as a source of financing revenue decentralization by region due to several things.

1. Relatively low base of taxes. According to Law dated 18/1997, some taxes are set for the area that has a relatively small fee basis, and the nature varies among the regions. For areas that have extensive business activity (industry and services), they can enjoy greater acceptance of the PAD. Unlike the case with agriculture-based remote, this is relatively few PAD derived from such an activity. The narrow tax base for local temporary means to lessen the financial attainment in the face of economic shocks, such as the economic crisis.

2. Relatively small role in total revenues. Most of the revenue still comes from the central government. In terms of tax collection efforts, and many of these subsidies reduce the "effort" in the area of its revenue collection, and they just more rely on the ability of "negotiations" toward the central government to obtain additional assistance.

3. Collection of administrative capabilities in areas is still low. This is because the collection of tax collection costs tends to be burdened. The PAD still has a relatively low level of efficiency. One reason is the practice of "target" in the levies. As a result, some areas are more inclined to meet these targets, although the actual economic growth in terms of income tax may exceed the target set.

4. Planning capabilities and weak financial oversight. This is due to the revenue that leaks a lot in some territories.

Capacity PAD

The financial capability is a very important factor because it is regulated in the principle of decentralization, in which as an autono-

mous region, it should have the right to organize and manage its own budget and expense. The principle of all areas for domestic financing should be funded from local revenue sources. For the evaluation of users, the sources of government revenue can be viewed in terms of results, namely the income from fees that must be adequate in the sense of large and with a lower collection costs. This is why the results are not easily predicted and they fluctuate from time to time. Yet, levy receipts must be elastic because of the nature of population growth, inflation and Gross domestic product (GDP).

Besides the above evidence, to make effective and efficient way for collecting the levies, they should intensify their performance, calculate the potential revenue, increase supervision, and improve the extension and improvement of services. Retribution has the advantage of ease of collection and the establishment, for it needs to be executed or managed efficiently to avoid waste.

RESEARCH METHOD
This study uses descriptive and quantitative approach. The qualitative data are analyzed. They were taken from the Department of Transportation and the Office of Market district of Malang, and confirmed by observations and surveys conducted at the source locations of retribution, the parking and the market in Malang. The method of analysis used is a method of comparison calculation of the potential and revenue such as PAD to determine the gap. In addition, there is also conditional analysis for the proposing a policy for the efforts of intensification and extension of revenue gained by the government. This is done to obtain a more complete picture of the problems of parking charges in the District of Malang.

The calculating of the potential parking levy can be done y proxy against the areas of parking available and then by multiplication of the potential number of vehicles parked per day multiplied by the rate of parking: Potential Parking Area parking = X Number of Vehicles parking rates.

DATA ANALYSIS AND DISCUSSION
Gap Analysis
As targeted, the realization of the potential survey is derived from parking charges and the market. Thus it can be seen as follows.
Targets set in fiscal year 2008, totaled Rp 65 million, - the realization was Rp 91,284,640, -, or 140.44% of the target for parking fees, and in fiscal year 2009, the target was set at Rp 208.34 million, - and the realization was Rp 225,842,000, - or 108.4%. Based on the above comparison, it can be concluded that the effectiveness of the budget from parking fees is good (above 100%).

In general, when seen from the management fees, the revenue retribution management always reaches the targeted figure by the managers, but the achievement of these targets tend to be incremental from the previous years, rather than based on the actual potential (less than the maximum and the potential bias realities of the field).

The set target is done in incremental so as to allow for greater real potential that has not been detected correctly or appropriately. Therefore, when it is still running in the public sector of financial management, it means that it is not complied with the concepts of regional performance.

Therefore, in order to improve its performance in public sector finance, Malang Regency Government through the Department of should set a target according to the real conditions and their potential. This step begins by looking at parking charges achievement gap.

Gap Parking Levy
In relation to the situation above, this study got the response by asking the real potential of the data, where for the survey assumed as the following.
1. The effective time of the location of parking is 6 hours per day (the average length of time the shortest store operations (market) per day)
2. The correction factor for the parking density of 50% (of the condition survey).
3. The intake of 32 random sample of the

Table 2
Values of Strengths of Retribution Increase in Malang

No	Factor	Rating	Weight	Value
1.	Commitment by SKPD and UPTD concerned	2	0.40	0.80
2.	Humber of parking areas documented	3	0.40	1.20
3.	Availability of adequate human resources	3	0.20	0.60
	Total		1.00	2.60

Source: processed primary data

Table 3
Value of Weaknesses of retribution Increase in Malang

No	Factor	Rating	Weight	Value
1.	Target Setting by Incremental Method	3	0.20	0.60
2.	Imperfect Collection System	2	0.35	0.70
3.	Absence of Local Government Regulation on Parking Retribution	2	0.45	0.90
	Total		1.00	2.20

Source: processed primary data

population may represent the overall condition of the location of parking locations.

4. There is a parking attendant adjustment rate of 15,000, per day up to 20,000.

Based on survey, the results were obtained by sampling as shown in Table 1 (Appendices). As seen in Table 1, the realization of parking charges in the 2009 budget when compared to the results of a survey is 32 sites free samples, new effectiveness by $(198500/1052000) \times 100\% = 18.87\%$. It can be concluded that even though the realization of revenues tend to exceed the targets set out in the Regional Budget, the actual revenues can be compared to the real potential shows that there is a gap and the potential for realization of 81.13% of potential tax or levy which are not yet collected.

Assessment of Parking Levy Target

Through the gap of parking levy calculation, the effectiveness is 18.87% and 81.13% still exists as the potential levy which has not been collected. This condition can be used as the underlying justification for new targets of parking charges in Malang regency from 2011. The new target for the real target based on the survey is the realization of cur-

rent 1/effective time or by $1/(18.87\%) \times 225,842,000 = 1,196,831,000$.

SWOT Analysis
Potential Parking Levy

The SWOT factors through Focus Group Discussion (FGD) with the relevant agencies and field surveys can be arranged in the form of internal factors representing the strengths and weaknesses as well as external factors in the form of appropriate opportunities and threats. This can be shown in Table 2 to Table 5, concerning the rating and the calculation of the weights.

As presented in Table 2, it shows that the highest value of the strengths factor is by the large number of factors which are comprised of the parking lot. This condition indicates that the potential can exist in big number. However, it has been documented in each service area associated with the parking areas being easier to monitor and regulate.

According to Table 3, the highest value of the weaknesses is on the absence of local government regulations that specifically regulate parking levy or retribution. As such, it creates the opportunity of deviation in

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Table 4
Value of Opportunities of Retribution Increase in Malang

No	Factor	Rating	Weight	Value
1.	Economic Growth of Malang	2	0.50	1.00
2.	Retribution Potential	3	0.20	0.60
3.	The Existence of Law No. 28. 2009	2	0.30	0.60
	Total		1.00	2.20

Source: processed primary data

Table 5
Value of Handicap of Retribution Increase in Malang

No	Factor	Rating	Weight	Value
1.	The Parking Staff from Outside Parties	3	0.40	1.50
2.	The amount of retribution collected is not the same as Received.	2	0.60	0.90
	Total		1.00	2.40

Source: processed primary data

both the internal SKPD authority. The tariff is withdrawn or collected from society, as well as the classification of the location of parking (area specific/general)

In Table 4, the factors related to growth occupy the highest value on the opportunity for potential parking fees. This is because the district of Malang, in East Java, has posited it on the growth of the average in East Java. It has the potential to raise revenue, especially from parking fees by increasing the number of vehicles and parking areas as a consequence of the emergence of new economic centers.

As presented in Table 5, the biggest obstacle in the increase of parking levy is the third-party parking staff. This is very crucial for Malang Regency government because this condition tend to create income leaking and difficult to monitor. They are from the third party so that they don't have any attention to do good service to the community. Besides that, such a condition makes the government difficult to be transparent in terms of the money received from them.

Based on a SWOT analysis for increasing the income levy on parking in the District of Malang, the strength is 2.60; then the weakness = 2.20; the opportunity= 2.20; and resistance value is = 2.40. From this, coordi-

nates can be calculated that is the X axis (horizontal axis) and the Y axis (vertical axis), which also shows the position of an increase in service fee income in Malang.
1. Axis X = the value of strengths - the weakness = 2.60 to 2.20 = 0.20
2. Y axis = the value of the opportunity - the value of resistance = 2.20 to 2.40 = -0.20

Then using the coordinates on the X axis and Y axis, the position can be mapped related to the service of fee revenue for increased parking in the district of Malang as in the diagram presented in Figure 1.

As presented in the SWOT diagram, it can be seen that the position of the service of fee revenue increased parking in the District of Malang is in quadrant II. The situation in quadrant II of this position can be interpreted that the two dominant factors in the process of improving the income of levy parking service is the strength and resistance. This is to oppose such conditions in which they government is supposed to plan a strategy formulated to optimize the strengths and reduce the thread. This can be presented in Figure 2.

The results of SWOT analysis as presented in Figure 2 show the process of increasing revenue in parking fees. This can be used as information or data to formulate fur-

Figure 1
Position of Parking Retribution Income Increase in Malang
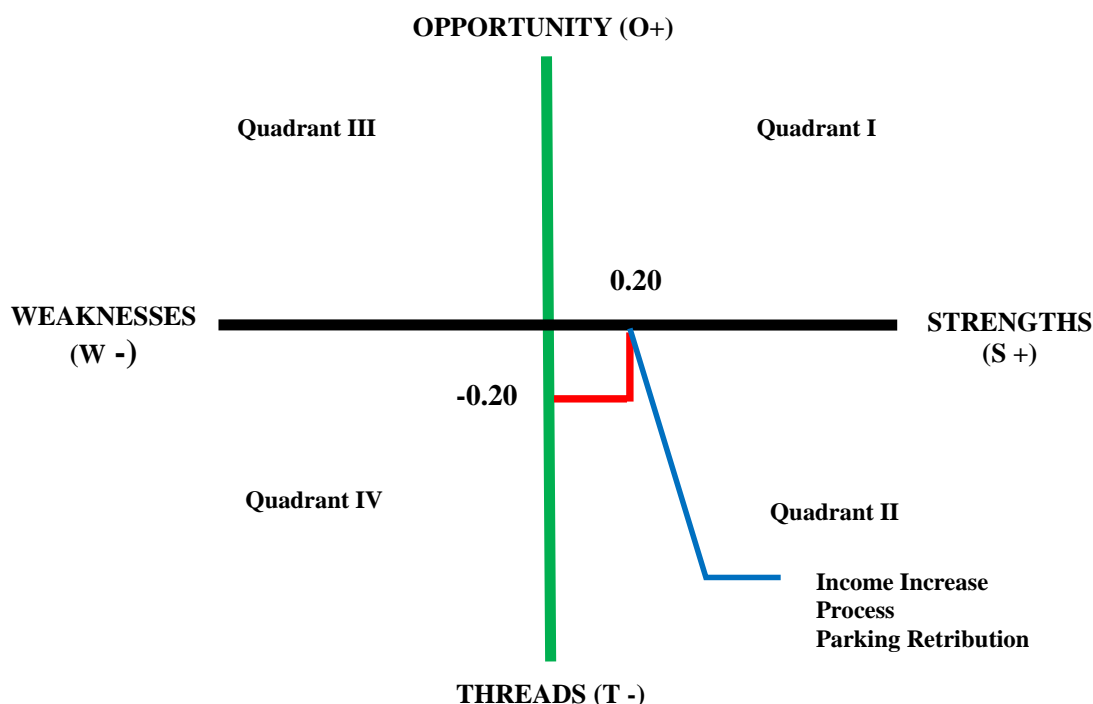
Source: Processed primary data.

ther policy as recommendations to the relevant parties as a reference for increasing receipt of the local original income.

CONCLUSION, IMPLICATION, SUGGESTION AND LIMITATION
In general, it can be concluded as the following.
First, the potential parking fee appears to have effectiveness as proved to be 18.86% in Malang regency. Therefore, this local government can do some efforts for increasing the parking levy by referring to such effectiveness.
Secondly, SWOT analysis results shows that the position of an increase in parking fee revenue and market services are in quadrant 2 (two). This indicates that the dominance value is on the combination of strength and resistance factors. So, this information can be paid attention by the local government for making any decision by considering this situation.
The effectiveness analysis in relation to the local government's effort to increase their local original income has been depicted in the results of this study. Therefore, the regency of Malang can be considered to have opportunities as described in this study.

Based on the results of this study, there some suggestions for the local government and other parties related to the parking levy income increase as the following.
First of all, the related department of Revenue should be adjusted to the set target potential. This is partly accomplished by conducting periodic field surveys of each site, either those of parking fees or service market.
Secondly, to increase the effectiveness of increasing this levy, some factors should be considered for the possibility of holding a new pattern of cooperation with other parties that emphasizes accountability and the potential target of the parking areas, not transactional, for example; by opening a hotline complaint to the Police
Thirdly, to conduct the efforts related to the suggestions above, they are suggested to set the rules of implementation (specific law) and by doing so, they are able to accommodate a growing problem.

Figure 2
Diagram of SWOT Matrix of Parking Service Income in Malang

Internal Factors	Strengths	Weaknesses
	1. KPD and UPTD commitement 2. Number of Parking areas documented 3. Availability of human resources	1. Target Setting with Incremental Method 2. Imperfect Ley Collection system 3. No new regulation concerning parking levy or retributionr
External Factors		

Last of all, in order to increase the efficiency of tax collection, they need to consider further measures to force the parking attendants, for example; in full uniform with identity, not just with simple clothing like the vest.

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APPENDICES

Table 1
Data of the Gap between Potential UPTD and Survey Results

No.	Parking Location or Names	Potential		Gap
		UPTD	Survey	
1	Wrg Nikmat Singosari	3000	22500	19500
2	Alfa Garuda (supermarket)	6000	13500	7500
3	Ruko (department stores) Kb Agung Pakisaji	20000	-25500	-45500
4	Market Kromengan	15000	10500	-4500
5	Market Tumpangrejo	5000	249000	244000
6	Shi Hing Jl Diponegoro Krg Ploso	8000	-108000	-116000
5	Mini Market Rejeki	15000	-79500	-94500
8	Wrg Mungil I Lawang (cafee)	6000	7500	1500
9	Toko Ria lawang (Shop)	0	16500	16500
10	Dpn Es Gunung Kepanjen	4000	46500	42500
11	Toko Adi Bungsu Kpjn (Shop)	3000	-7500	-10500
12	Pamotan Wr Wiwik Dampit	2000	40500	38500
13	Bank BRI Dampit	2000	-7500	-9500
14	Pasar Ngantang (market)	6500	43500	37000
15	Pasar Kasembon (market)	2000	7500	5500
16	Jl Gajahmada Gondang Legi	5000	21000	16000
17	Utara Pasar Bl Lawang	4000	33000	29000
18	Pasar Tajinan (market)	2000	19500	17500
19	Toko Dahlia Tumpang (shop)	9000	58500	49500
20	Depan Wr Supra	8000	31500	23500
21	Depan pasar Ponco Kusumo (market)	11500	-36000	-47500
22	Pasar /Tk Kain Tolib dono mulyo (Market)	1000	39000	38000
23	Pasar Kalipare (market)	1500	36000	34500
24	Depan Pasar	1500	40500	39000
25	Bakso Solo Turen (Vendor)	1500	-10500	-12000
26	Toko laris Turen (Shop)	2000	15000	13000
27	Pasar Sumber Manjuing Wetan (market)	3000	99000	96000
28	Toko widodo Wajak (shop)	4000	45000	41000
29	Pasar Pujon	8000	580500	572500
30	Jl Abdul Manan Pujon	3000	142500	139500

No.	Parking Location or Names	Potential		Gap
		UPTD	Survey	
31	BCA Sumber Pucung	6000	51000	45000
32	Warung Rahayu (Cafee)	30000	27000	-3000
	Total	198500	1422000	1223500

Source: Processed primary data
Note: UPTD: Unit of Regional Technical Operation