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The Influences of the Flypaper Effect and Fiscal Stress on Provincial Financial Performance in Sulampua Island with Tax effort as an Intervening Variabel

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ABSTRACT

This research is expected to serve as a consideration and evaluation material for stakeholders, particularly local governments on Sulampua Island, in formulating various policies, making decisions, and optimizing budgets as efforts to improve regional financial performance. The study employs a quantitative literature review method, sourcing data primarily from journals and various other references accessed through supporting websites on the internet. Data collection was conducted using documentation. The object of observation consists of 80 cross-sectional data points from 10 provinces on Sulampua Island for the period 2016–2023. The test results indicate that the flypaper effect has a negative and significant partial effect on regional financial performance, while fiscal stress has a negative but not significant partial effect. Furthermore, tax effort is found to moderate the relationship between the flypaper effect and regional financial performance, as well as the relationship between fiscal stress and regional financial performance on Sulampua Island.

Keywords: Flypaper Effect, Fiscal Stress, Tax Effort, Regional Financial Performance

INTRODUCTION

The change of government from the new order regime to the reform government resulted in a change in the constitutional paradigm through the regional autonomy policy as stipulated in Law No. 32 of 2004 concerning regional government and Law No. 33 of 2004 concerning financial balance between the central and regional governments which is the revision of Law No. 22 of 1999 and Law No. 25 of 1999. The principle of regional autonomy provides authority for local governments to regulate and manage their own government affairs and the interests of local communities in accordance with statutory regulations. The aim is to provide an opportunity for each region to explore local potential in order to realise regional financial independence. (Mahardika & Artini, 2011)

Located in eastern Indonesia, provinces in Sulampua Island (Sulawesi, Maluku and Papua) that apply the principle of regional autonomy certainly have the responsibility of running the government system to provide services to their regions. Mardiasmo & MBA (2009) said that the successful implementation of regional autonomy is inseparable from the performance of local governments in

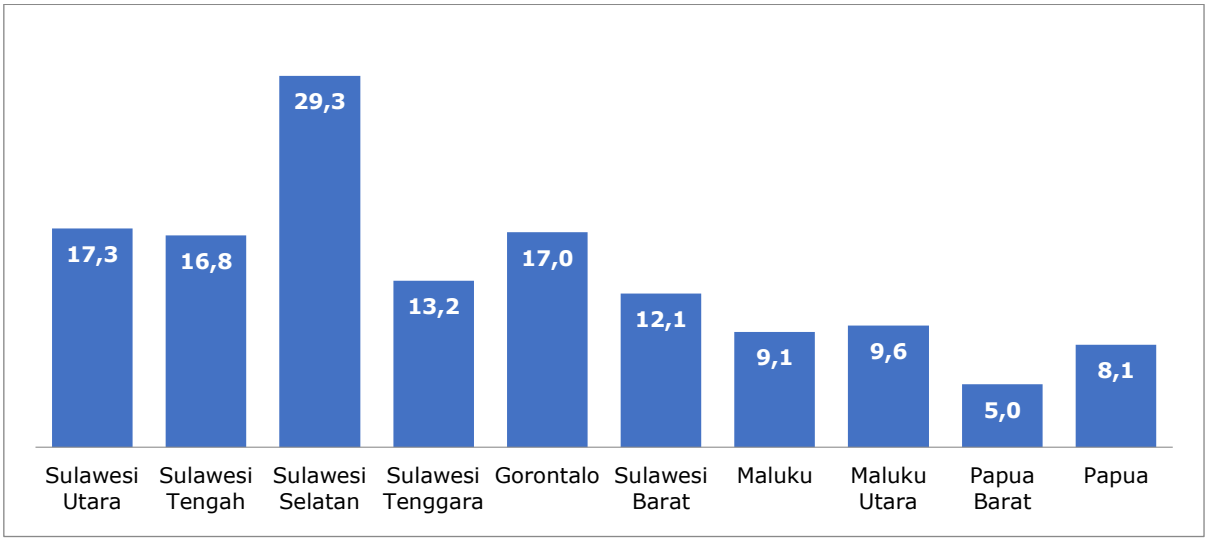
managing their finances in an orderly manner, obeying laws and regulations, efficient, effective, transparent and responsible. Measurement of financial management performance is carried out on the Regional Revenue and Expenditure Budget carried out by local governments which are required to submit regional financial accountability reports to assess whether the local government has succeeded in carrying out its duties properly or not (Harahap, 2020).

According Handayani (2019) local government financial performance is the level of achievement of work results in the regional financial sector consisting of budgets and budget realisation using financial indicators as determined through statutory provisions or policies during the budget period. Measurement of public sector financial performance is generally carried out to fulfil three objectives, namely: (1) to allocate resources and make decisions (2) to help the government improve its performance (3) to realise public accountability and improve institutional communication (Mardiasmo, 2002).

The indicator that can be used to interpret regional financial performance is the Financial Independence Ratio. Widodo (2001) Describing the ratio of regional financial independence is the comparison between the realisation of local revenue and the realisation of transfer funds provided by the central government in the form of general allocation funds, special allocation funds, emergency funds, loans and tax and non-tax revenue sharing funds.

During the implementation of regional autonomy, the financial performance of 10 provinces on the island of Sulampua proxied by the ratio of regional financial independence in the period 2016-2023, there is 1 Province (South Sulawesi) averaging between 29.3% and 9 other provinces (North Sulawesi, Central Sulawesi, Southeast Sulawesi, Gorontalo, West Sulawesi, Maluku, North Maluku, West Papua and Papua) averaging between 0%-17.14%.

Halim (2014) said that the value of independence between 25%-50% is categorised as low with a Consultative relationship pattern, meaning that the region is considered capable of implementing regional autonomy so that central government interference has begun to decrease while the value of independence between 0%-25% is categorised as very low with an instructive relationship pattern, meaning that the region is considered not to have the ability to implement regional autonomy because the role of the central government is more dominant than regional independence (Oki et al., 2020).



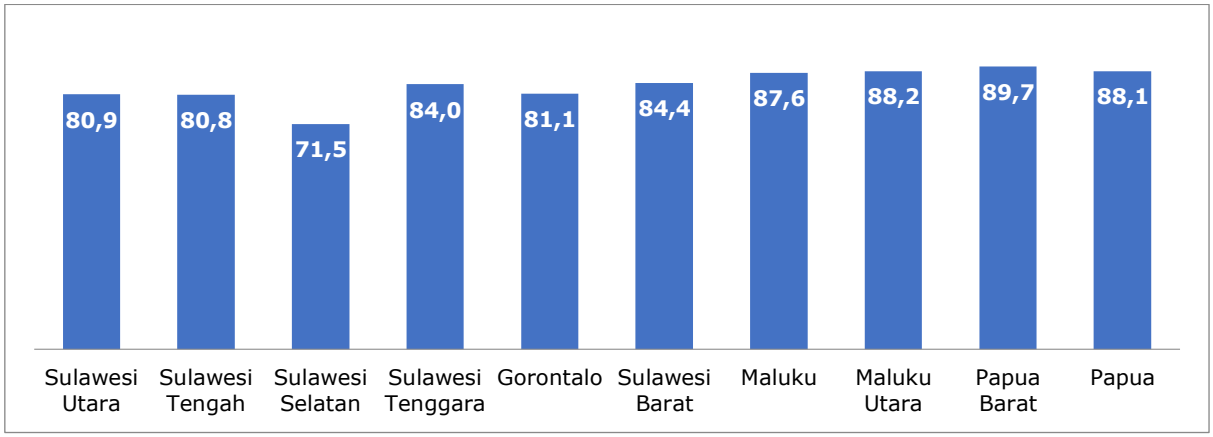
Graph 1: The average ratio of the level of regional financial independence of provinces on the island of Sulampua for the period 2016-2023 (%)

Source: Data portal djpk.kemenkeu (data Processed: 2024)

The low level of financial independence of the 10 provinces on the island of Sulampua indicates that the implementation of local government budgets is highly dependent on how much transfer funds from the central government to the region in the form of DAU (general allocation fund), DAK (sepecial alokasi fund) and DBH (Revenue sharing fund) (Junita et al., 2017). Furthermore, the flypaper effect is because regions tend to respond more lavishly to expenditure using balancing funds than their own revenues.

The flypaper effect is a condition that occurs where local governments respond more lavishly to their expenditure (spending) using transfer funds (Grants). The flypaper effect phenomenon is a deviation in the relationship between the receipt of balancing funds provided by the central government and local government expenditure because it is used to finance regional expenditure or expenditure without increasing local revenue (Mulya, 2016). here are two main theories regarding the causes of the flypaper effect, namely the bureaucratic model that explains the flypaper effect from the point of view of bureaucrats and fiscal illusion that bases its study from the point of view of people who experience local government budget constraints (Kuncoro, 2007). According to Mahmudi, 2019 in Fadhli et al., (2023) the determination of the Flypaper effect is proxied by the regional financial dependency ratio.

Based on measurement information in the period 2016-2023, the ratio of the level of financial dependence on provincial regional transfer funds on the Sulampua island averaged 71.5-90.2%.



Graph 2: The average ratio of the level of regional financial independence of provinces on the island of Sulampua for the period 2016-2023 (%)

Source: Data portal djpk.kemenkeu (data Processed: 2024)

Fisipol UGM (1991) said that financial dependency >50% is categorised as very high. The balancing fund is the implementation of the autonomy implementation policy in overcoming the fiscal gap that aims to internalise the fiscal externalities that arise in inter-regional development (Kuncoro, 2007). However, the dominant role of transfer funds in financing local expenditures can result in ineffective financing of government expenditures and lead to negative speculation regarding the ability of local governments to find revenue streams derived from local revenue. Fadhli et al. (2023) proxied by financial independence in his research obtained the result that the flypaper effect has a negative and significant effect on regional financial performance.

Limited revenue to finance expenditure causes a financial crisis (Krisnawati & Elly, 2022). Fiscal stress is a situation that occurs because it is triggered by a budget deficit due to expenditures that are greater than revenues (Reschovsky, 2004). This condition can be known by analysing the fulfilment of welfare transfers to the local community because the local government is able to maximise internal factors and external factors that affect fiscal disparities in the APBD (regional revenue and expenditure budget) (Manafe et al., 2019).

According to Arnett (2012) fiscal pressure (budget) that arises due to limited regional revenue and has a major impact on the delivery of public services. Indicators of fiscal stress measurement at the regional level include: (1) Budget deficit (2) Unreserved year-end balances (3) Decline in local government revenue performance (4) increase in taxes relative to financial trends (5) Financial ratios. The study Arnett (2012) emphasised that fund balance = the difference between revenue and expenditure (Fund Balance) is urgent in determining the measure of fiscal stress because it is considered to represent the government's ability to continue to survive and operate even in an economic situation that is experiencing financial problems..

Shamsub & Akoto (2004) suggests the causes of fiscal stress, namely: (1) The absence of business stimulation and industrial decline which results in reduced revenue from local taxes and levies but increased demand for services (2) The role of economic cycles such as declining growth and recession (3) Fiscal stress as a function of uncontrolled political and financial factors caused by bureaucratic inefficiencies, high salaries for employees, high spending on welfare and budget corruption. Research Krisnawati & Elly (2022) shows that fiscal stress has a significant effect on financial performance.

10 Provinces on the sulampua island during the period 2017-2023 experienced fiscal stress in the sense of a deficit category on the financing of various regional expenditures.

Table 1: Average budget deficit of provinces in Sulampua island for the period 2016-2023 (Milyar)

Provinsi	Jumlah Defisit (Milyar)
Sulawesi Utara	-14419.5
Sulawesi Tengah	-16875.7
Sulawesi Selatan	-33049.7
Sulawesi Tenggara	-17246.4
Gorontalo	-6587.9
Sulawesi Barat	-6947.1
Maluku	-12433.6
Maluku Utara	-10732.2
Papua Barat	-20839.1
Papua	-42589.6

Source: djpk.kemenkeu (data Processed: 2024)

To increase its local revenue, the Government tends to explore the potential of taxes. Asmawanti et al., (2019) Explaining that tax effort is the ratio of the comparison between the tax revenue actually obtained by a region and the potential tax capacity (ability to pay taxes). The indicator used to analyse the community's ability to pay various tax levies set by the government is the real per capita Gross Regional Domestic Product. An increase in real PDRB per capita indicates the ability of the community to finance routine expenditure and regional development expenditure is getting higher (Ability to pay). Tax effort is the symmetry between actual tax revenue and people's ability to pay taxes

Tax Effort analysis aims to detect how the fiscal position in a region. Halim (2014) Stating that if the value of tax effort is close to 0, the fiscal position is classified as weak, on the other hand, if the value of tax effort is close to 1, the fiscal position is classified as strong. The greater the value of tax effort indicates the greater the ability of local governments to collect taxes.

Thus, the role of tax effort is certainly crucial because it is one of the government's efforts to obtain revenue by considering how much the achievement of the target set by the local government in the fiscal year. According to Kusumawardani (2012) axes are revenue sourced from the region itself which is an indicator of regional financial independence. The reason is in research Riza & Zuripal (2023) it is found that tax effort has a positive and significant effect on regional financial performance proxied by regional independence.

MATERIAL AND METHOD

Research Type and Data Source

The research uses a quantitative literature study method sourced from journals as the main reference and various other sources found through supporting sites on the internet. The data collection technique uses the documentation method djpk.kemenkeu.go.id dan bps.go.id/id. The observation object consists of 80 cross section data from 10 provinces on the sulampua island for the period 2016-2023.

Table 2: Operational Definitions

Variabel	Indikator	Skala
Flypaper effect	$\frac{\text{Transfer funds}}{\text{Total local revenue}}$	%
Fiscal stress	Local revenue-Total expenditure	Rp
Tax effort	$\frac{\text{Local tax}}{\text{PDRB}}$	%
Kinerja Keuangan daerah	$\frac{\text{Local revenue}}{\text{Transfer funds}}$	%

Analysis Method

The analysis method uses panel data regression, assisted by Eviews 12 software in processing and analysing research data. The regression equation is as follows:

$$KKD_{it} = \alpha + \beta_1 FE_{it} + \beta_1 FS_{it} + \varepsilon_{it} \quad \text{.....(1)}$$

Formed to determine each effect of flypaper effect, fiscal stress on the financial performance of provincial local governments on sulampua island partially.

$$KKD_{it} = \alpha + \beta_2 FE_{it} + \beta_2 FS_{it} + \beta_3 TE_{it} + \varepsilon_{it} \text{.....(2)}$$

Formed to determine each effect of flypaper effect, fiscal stress and tax effort on the financial performance of provincial local governments on sulampua island partially.

$$KKD_{it} = \alpha + \beta_2 FE_{it} + \beta_2 FS_{it} + \beta_3 TE_{it} + \varepsilon_{it} \text{.....(3)}$$

Formed to determine each effect of flypaper effect, fiscal stress, Tax effort and intervening variables (Flypaper effect * Tax effort) and (Fiscal stress * Tax Effort) on the financial performance of provincial local governments on sulampua island partially

Description:

KKD_{it} : Regional financial perfoermance
α : Constant
β_1 : Regression coefficient 〖FE〗_it
β_2 : Regression coefficient 〖FS〗_it
β_3 : Regression coefficient 〖TE〗_it
FE_{it} : Flypaper effect
FS_{it} : Fiscal stress
TE_{it} : Tax effort
ε_{it} : Error term

RESULTS AND DISCUSSION

Model Test

Chow Test

Effects Test	Statistic	d.f.	Prob.
Cross-section F	4.084797	(9,67)	0.0003
Cross-section Chi-square	34.993480	9	0.0001

Figure 1: Chow Test

The chow test results show that the *prob. cross-section chi-square* is 0.0001<0.05 (the selected model is the fixed effect model rather than the *fixed effect* model).

Hausman Test

Test Summary	Chi-Sq. Statistic	Chi-Sq. d.f.	Prob.
Cross-section random	29.272263	3	0.0000

Figur 2: Hausman Test

The Hausman test results show that the *prob. cross-section random* 0.0000 <0.05 (the selected model is the fixed effect model rather than the *fixed effect* model).

Lagrange Multiplier (LM) Test

	Test Hypothesis		
	Cross-section	Time	Both
Breusch-Pagan	0.375914 (0.5398)	5.846960 (0.0156)	6.222874 (0.0126)
Honda	-0.613118 (0.7301)	2.418049 (0.0078)	1.276279 (0.1009)
King-Wu	-0.613118 (0.7301)	2.418049 (0.0078)	1.407997 (0.0796)
Standardized Honda	0.131338 (0.4478)	2.751833 (0.0030)	-1.449725 (0.9264)
Standardized King-Wu	0.131338 (0.4478)	2.751833 (0.0030)	-1.290301 (0.9015)
Gourieroux, et al.	–	–	5.846960 (0.0212)

Figur 3: Lagrange Multiplier Test

The Lagrange Multiplier test results show that the *prob. cross-section Breusch-pagan* 0.5398 >0.05 (the selected model is the common effect model rather than the fixed effect model).

Classical Assumption Test

Multikolinearity Test

Variable	Coefficient Variance	Uncentered VIF	Centered VIF
C	13.99873	345.5764	NA
FE	0.001543	267.5633	1.179085
FS	3.24E-10	3.746194	1.089358
TE	0.292236	15.97888	1.236988

Figur 4: Multicollinearity Test

The multicollinearity test results show that the *centred VIF* < 10 (no *multicollinearity*).

Heteroscedasticity Test

F-statistic	2.247262	Prob. F(3,75)	0.0897
Obs*R-squared	6.515654	Prob. Chi-Square(3)	0.0890
Scaled explained SS	8.084893	Prob. Chi-Square(3)	0.0443

Figur 5: Heteroscedasticity Test

The results of the heteroscedasticity test show that the *prob. chi-square* 0.0890> 0.05 (no *heteroscedasticity*).

Autocorrelation Test

F-statistic	1.687770	Prob. F(2,73)	0.1921
Obs*R-squared	3.491532	Prob. Chi-Square(2)	0.1745

Figur 6: Autocorrelation Test

The results of the autocorrelation test show that *prob. Obs*R-squared* 3,491532 > 0,05 (no *autocorrelation*).

Hypothesis Test

Determination Test

R-squared	0.936525	Mean dependent var	13.75375
Adjusted R-squared	0.934019	S.D. dependent var	6.933608
S.E. of regression	1.781014	Akaike info criterion	4.040949
Sum squared resid	241.0728	Schwarz criterion	4.160051
Log likelihood	-157.6380	Hannan-Quinn criter.	4.088700
F-statistic	373.7741	Durbin-Watson stat	1.575534
Prob(F-statistic)	0.000000		

Figur 7: *Determination Test*

The determination test results show that the R-squared is 0.936525 (the ability of the independent variable to represent its influence is 93.65% and the remaining 6.35% is explained by other variables outside the study).

Partial Test

Model 1

*KKD = 113.920679494 - 1.19765014134*FE + 9.86547624317e-07*FS*

Variable	Coefficient	Std. Error	t-Statistic	Prob.
C	113.9207	3.336448	34.14430	0.0000
FE	-1.197650	0.039290	-30.48204	0.0000
FS	9.87E-07	1.87E-05	0.052680	0.9581

Figure 8: Partial Test (Model 1)

Partial test results (model 1)

a. The flypaper effect *coefficient* value is 113.9207. So it can be interpreted that if the flypaper effect and fiscal stress are 0, the regional financial performance is 113.9207.
b. The *prob.* value of the flypaper effect is 0.0000 <0.05 with a *coefficient* value of -1.19765. So it can be interpreted that the flypaper effect has a significant negative effect on regional financial performance.

c. The *prob.* value of Fiscal stress is 0.0951>0.05 with a *coefficient* value of 9.86547. So it can be interpreted that the flypaper effect has a negative and insignificant effect on regional financial performance.

Model 2

*KKD = 105.694748296 - 1.13931117586*FE - 1.83812904684e-05*FS + 2.09135196821*TE*

Variable	Coefficient	Std. Error	t-Statistic	Prob.
C	105.6947	3.724995	28.37447	0.0000
FE	-1.139311	0.039104	-29.13534	0.0000
FS	-1.84E-05	1.79E-05	-1.025792	0.3082
TE	2.091352	0.537546	3.890557	0.0002

Figure 9: Partial Test Results (Model 2)

Partial test results (model 2)

a. The flypaper effect *coefficient* value is 105.6947. So it can be interpreted that if the flypaper effect, fiscal stress are and tax effort are 0, the regional financial performance is 105.6947
b. The *Prob.* value. Flypaper effect of 0.0000 <0.05 with a *coefficient* value of -1.139311. So it can be interpreted that the flypaper effect has a significant negative effect on regional financial performance
c. The *prob*. value of Fiscal stress is 0.3082>0.05 with a *coefficient* value of -1.838129. So it can be interpreted that the flypaper effect has a negative and insignificant effect on regional financial performance.
d. The prob value of tax effort is 0.0002 <0.05 with a coefficient value of 2.091352. So it can be interpreted that the flypaper effect has a significant positive effect on regional financial performance

Model 3 (Moderation Test)

KKD = 80.4111476271 - 0.808227794637*FE + 0.000154779820094*FS + 15.1410324746*TE - 0.177005999374*FE*TE - 0.000124832230886*FS*TE

Variable	Coefficient	Std. Error	t-Statistic	Prob.
C	80.41115	14.62747	5.497270	0.0000
FE	-0.808228	0.174463	-4.632671	0.0000
FS	0.000155	7.04E-05	2.198932	0.0310
TE	15.14103	9.177008	1.649888	0.1032
FE*TE	-0.177006	0.108325	-1.634027	0.1065
FS*TE	-0.000125	5.24E-05	-2.383684	0.0197

Figure 10: Partial Test Results (Model 3/Moderation)

a. The *prob.* value of tax effort is 0.1032>0.05 (insignificant) while the *prob.* value of flypaper effect interaction with tax effort is 0.1065>0.05

(insignificant). It can be concluded that pure moderation occurs. This means that the variable is purely a moderating variable

b. The *prob.* value of tax effort is 0.1032>0.05 (insignificant) while the *prob.* value of the interaction of fiscal stress with tax effort is 0.0197<0.05 (significant). It can be concluded that there is no pure moderation (pure moderator). This means that the variable is purely a moderating variable.

The influence of flypaper effect on regional financial performance

Partial test results show that the flypaper effect has a significant negative effect on regional financial performance proxied by the ratio of regional financial independence. Accorrding to Fadhli et al., (2023) The negative influence occurs because the flapaper effect will lead to financial dependence of the region on the central government. Thus, **H_1:** Flypaper has a negative and significant effect on regional financial performance, accepted. This study is in line with research Ikhwani & Ratna (2020) Abdullah (2020). But not in line with research Septriani et al., (2020) Sidhi (2023) which shows that the flypaper effect has no effect on regional financial performance

The influence of fiscal stress on regional financial performance

Partial test results show that fiscal stress has a significant negative effect on regional financial performance proxied by the ratio of regional financial independence. The negative effect occurs because fiscal stress triggers conditions of financial limitations for the region in financing its expenditures. financial dependence of the region on the central government. So that, **H_2:** Fiscal stress has a positive and significant effect on regional financial performance, rejected. This study is in line with research Fadhli et al., (2023). But not in line with research Muryawan & Sukarsa (2016) Fajria et al., (2021) which shows that fiscal stress has a positive effect on regional financial performance.

The influence of tax effort on regional financial performance

Partial test results show that fiscal stress has a significant positive effect on regional financial performance proxied by the ratio of regional financial independence. The positive effect occurs because tax efforts allow the region to achieve financial independence by exploring its tax potential. So that, **H_3:** Tax Effort has a positive and significant effect on regional financial performance, accepted. This research is in line with research Padang & Padang (2024) Sulo (2023); Marselina & Herianti (2022). But not in line with research Oktavia & Handayani, (2021) which shows that tax effort has a negative and insignificant effect on regional financial performance.

The influence of tax effort in moderating the effect of flypaper effect on regional financial performance

The results of moderation testing show that tax effort is not significant as well as the interaction between the flypaper effect and tax effort is not significant on regional financial performance proxied by the ratio of regional financial

independence. This variable is purely a moderating variable because tax effort aims to optimise regional potential which ultimately increases local revenue, to reduce dependence so that the region will be financially independent. So that, **H_4:** The role of tax effort in moderating the effect of flypaper effect on regional financial performance is accepted.

The influence of tax effort in moderating the effect of fiscal stress on regional financial performance

The results of moderation testing show that tax effort is not significant but the interaction between the flypaper effect and tax effort is significant on regional financial performance proxied by the ratio of regional financial independence. This variable is purely a moderating variable because tax effort is a representation of the ability of the community to pay taxes which leads to an increase in local revenue. So that, **H_5:** The role of tax effort in moderating the effect of fiscal stress on regional financial performance is accepted.

CONCLUTIONS

This study attempts to analyse the phenomenon of flypaper effect and fiscal stress on regional financial performance of 10 provinces in Sulampua island by involving tax effort as an intervening variable. The test results show that the flypaper effect partially has a negative and significant effect on regional financial performance, fiscal stress partially has a negative effect although not significant. However, moderating tax effort can significantly improve regional financial performance.

The results obtained in the study are expected to be taken into consideration and evaluation for stakeholders in this case the local government, especially on the island of Sulampua in formulating various policies, making decisions and optimising the budget in an effort to improve regional financial performance.

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