

**AN ANALYSIS OF THE AUDIT FINDINGS RELATED TO FIXED ASSETS  
IN BPK RI AUDIT REPORTS (LHP)  
ON THE FINANCIAL STATEMENTS OF MINISTRIES/INSTITUTIONS  
2016 - 2018**

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**ABSTRACT**

This study analyses audit findings related to fixed assets in BPK RI audit reports on the Financial Statements of Ministries/Institutions. Fixed assets as part of state assets are essential in the management of state finances. In the government financial statement, fixed assets have a substantial value compared to other assets.

This study applied literature study by analysing the financial statements of Ministries/Institutions that have been audited by BPK RI from Fiscal Years 2016 to 2018.

The findings show that the issues of fixed assets are classified into fifteen issues, most of which are related to administration, security and maintenance, guidance, supervision and control, as well as the presentation and disclosure of fixed assets.

**Keywords :** *Fixed Assets, Financial Statements of Ministry/Agency, Audit Reports of BPK RI*

**INTRODUCTION**

The government of Indonesia has carried out reform in state finance management since 2003, requiring every entity managing state finances to timely submit accountability report by adhering to the applicable standards. The reform appears to generate good results, though time-consuming. This is indicated by the increasing opinion obtained by the Government of the Republic of Indonesia from the Audit Board of the Republic of Indonesia (BPK) regarding the fairness of the presentation of its financial statements from 2004 to 2018.

BPK is a national institution whose duty is to evaluate the management and accountability of state finances conducted by the entities managing state finances. At the beginning of the reform, namely from fiscal years 2004 to 2008, BPK provided the Disclaimer of opinion on the financial statements presented by the Central Government. The opinion increased to Qualified Opinions (WDP) from fiscal years 2009 to 2015 and to Unqualified Opinion (WTP) for the first time in fiscal year 2016. The latter opinion was successfully maintained until fiscal year 2018.

The increase in the opinion on the fairness of the presentation of financial statements is also obtained by the financial statements of Ministries/Institutions, as seen in the following table:

Table 1

The increasing opinion obtained by the financial statements of Ministries/Institutions (LKKL) and the Financial Report of State General Treasurer (LKBUN) from 2016 to 2018

Type of Opinion	2016			2017			2018		
	Number of Opinions	Total Entity	%	Number of Opinions	Total Entity	%	Number of Opinions	Total Entity	%
Unqualified (WTP)	74	88	84.09%	80	88	90.91%	82	87	94.25%
Qualified (WDP)	8	88	9.09%	6	88	6.82%	4	87	4.60%
Adverse (TW)	0	88	0.00%	0	88	0.00%	0	87	0.00%
Disclaimer (TMP)	6	88	6.82%	2	88	2.27%	1	87	1.15%
	<b>88</b>		<b>100%</b>	<b>88</b>		<b>100%</b>	<b>87</b>		<b>100%</b>

Source: Semester Examination Result Overview (IHPS) of BPK RI

Despite the increase in opinion, there are several issues discovered in the government financial statements. One frequent and recurring issue is the management of fixed assets, whereas the fixed assets of the government have an important role in the management of state finances.

Based on the aforementioned description, the author is interested to conduct a study related to the issues of fixed assets, particularly the issues encountered by the Ministries/Institutions in Indonesia from fiscal years 2016 to 2018. Therefore, this study is entitled "An Analysis of the Audit Findings Related to Fixed Assets in BPK RI Audit Reports on the Financial Statements of Ministries/Institutions from Fiscal Years 2016 to 2018."

## REVIEW OF PREVIOUS STUDIES

A similar study has been conducted by Dewi (2012). In a study entitled "An Analysis of BPK RI Audit Results on Fixed Assets in the Financial Statements of Ministries/Institutions", she states that there are 5 (five) issues of fixed assets at ministries/institutions, namely the issues of recording, auditing, and reporting; management in use; budgeting, procurement and write-off; and planning. Dewi also states that an adequate internal control system for recording and reporting fixed assets in LKKL will have an effect on LKKL.

Another study is conducted by Ay (2017), entitled "An Analysis of the Findings of Fixed Assets in BPK RI Audit Reports (LPH) on the Financial Statements of Ministries/Institutions". Ay states that Equipment and Machinery are the most frequent finding of fixed assets in Ministries/Institutions. The Ministries/Institutions with most finding of fixed assets are Indonesian National Institute of Aeronautics and Space (LAPAN) for fiscal year 2012, the Ministry of Communications and Information Technology for fiscal year 2013, and the Ministry of Manpower and Transmigration for fiscal year 2014. The main issues leading to the findings are the recording and administration of fixed assets that is not in compliance with the applicable regulations and the problematic procurement of the fixed assets.

A study conducted by Sougi, Rahayu, and Machpuddin (2018) is entitled "An Analysis of BPK RI Audit Findings on Fixed Assets in the Financial Statements of the District

Governments of Merangin, West Tanjung Jabung, and East Tanjung Jabung from Fiscal Years 2014 to 2016". Using the qualitative method, they conclude that each entity has different characteristics of issues that affect the fairness of the presentation of its financial reports. Weak internal control is one of the factors influencing the finding. The attempt on problem solving related to fixed assets is still considered significantly low. This is indicated by the emergence of recurring findings and the lack of follow-ups by the Local Government in implementing the recommendations of BPK RI related to the issues of fixed assets.

Sahlan (2015) also conducts a study on the issues of fixed assets, by taking a case study of Local Governments in West Papua Province. The findings of the study show that there are still many issues related to reporting fixed assets, namely the issues of administration; security and maintenance; auditing; and guidance, supervision and control. The depreciation of fixed assets have not been implemented until 2013, even though it must be implemented by all government institutions. Several factors causing the issues related to the reporting of fixed assets are the weak internal control system of the organization and the lack of human resources, both in quantity and quality.

Another previous study is a study conducted by Andiani, Hapsari, and Muslih (2017) entitled "The Effect of the Administration and Application of Accounting Management Information Systems for State Property SIMAK BMN) on the Quality of Financial Statements (A Study at the Central and Regional Offices of the Directorate General of State Assets of DKI Jakarta)." Using questionnaires, they discovered that accounting, inventory process, reporting and implementation of SIMAK BMN simultaneously affect the quality of financial statements. Partially, the study found that bookkeeping has a significant positive effect on the quality of financial statements, inventory process has no effect on the quality of financial statements, reporting has insignificant but positive effect on the quality of financial statements, and the application of SIMAK BMN has no effect on the quality of financial statements.

## **THEORETICAL BASIS**

### **Fixed Assets**

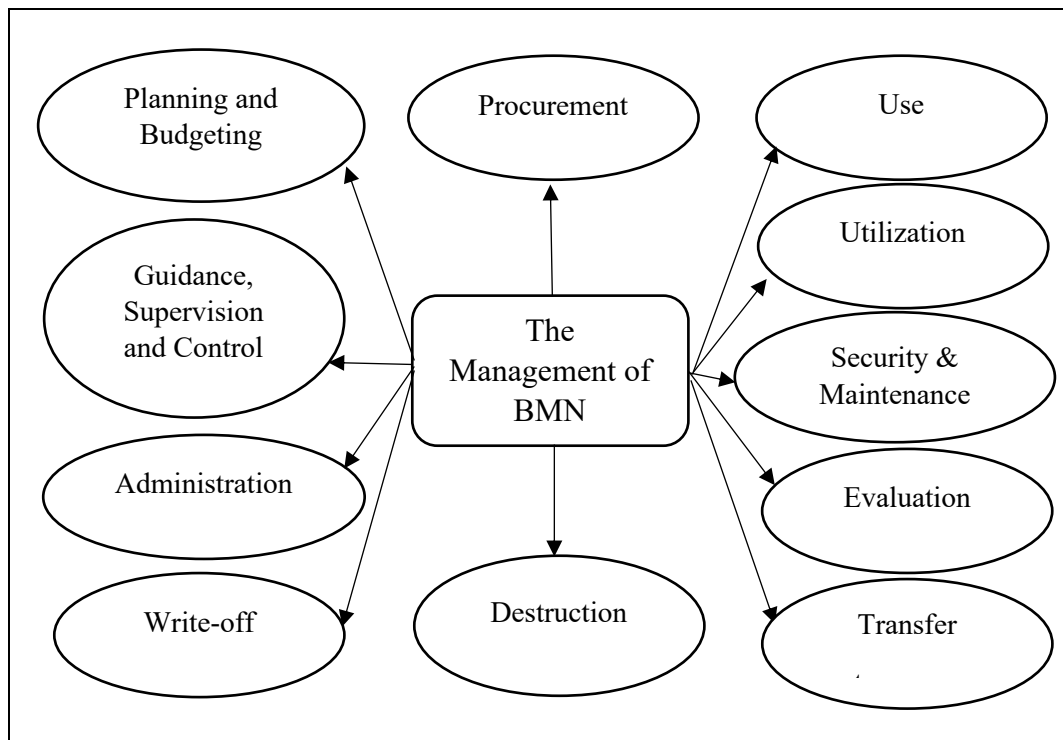
Fixed assets, referring to the Statement No 07 of Indonesian Government Accounting Standards, are defined as the tangible assets that have a useful life of more than twelve (12) months for the purpose of government operations or public interest. Fixed assets are divided into 6 (six) classifications, namely land, equipment and machinery, buildings and facilities, roads, irrigation and construction, other fixed assets, and construction in progress (KDP).

### **The Management of Fixed Assets**

Bond and Dent (1998) state that the identification of the efficient asset management is essential for financial statements and as part of an active property management system, to activate and fulfill its role in efficiently providing services to the public. One of the efforts of the government of Indonesia to improve the management of state assets is by issuing a regulation related to asset management, namely the Government Regulation No 27 of 2014 concerning the Management of State Property (BMN).

The regulation states that the scope of activities in the management of BMN includes planning and budgeting, procurement, use, utilization, security and maintenance, evaluation, transfer, destruction, write-off, administration, and guidance, supervision and control of fixed assets.

Picture 1  
The Scope of the Management of BMN (Fixed Assets)



### Depreciation

Depreciation is an adjustment in value related to a decrease in the capacity and benefits of an asset. The depreciation methods that can be used include: straight-line method, double-declining balance method, and unit of production method.

### Auditing

According to Gay and Simnett (2013), auditing is defined as "a systematic process of objectively obtaining and evaluating evidence regarding assertions about economic actions and events to ascertain the degree of correspondence between those assertions and established criteria and communicating the results to interested users." Whereas Arens, Elder, and Beasley (2012) interpret auditing as gathering and evaluating evidence and information to determine and report the degree of conformity between information and established criteria.

Based on Law No 15 of 2004 concerning the Audit of Management and Accountability of State Finances, an audit is a process of identification of issues, analysis, and evaluation carried out independently, objectively, and professionally based on auditing standards, to assess the truth, accuracy, credibility, and reliability of information regarding the management and accountability of state finances.

In Indonesia, the Audit Board of the Republic of Indonesia (BPK) is the one and only institution whose duty is to examine the management and accountability of state finances conducted by the entities managing state finances.

### Audit Opinion

Based on Law No 15 of 2004, article 16, paragraph (1), opinion is defined as a professional statement as the conclusion of an auditor regarding the level of fairness of the financial

information presented in financial statements. In the audit of financial statements, BPK provides four types of opinions, namely:

1) Unqualified Opinion (WTP)

An opinion stating that the financial statements have been presented and disclosed fairly in all material respects and financial information in the financial statements can be used by the users of financial statements.

2) Qualified Opinion (WDP)

An opinion stating that the financial statements have been presented and disclosed fairly in all material respects, except for the impact of matters related to those excluded, thus financial information in the financial statements that are not excluded in the opinion of the auditor can be used by the users of financial statements.

3) Adverse Opinion (TW)

An opinion stating that the financial statements are not presented and disclosed fairly in all material respects, thus financial information in the financial statements cannot be used by the users of financial statements.

4) Disclaimer of Opinion (TMP)

The statement refusing to provide an opinion, stating that the financial statements cannot be audited in accordance with auditing standards. In other words, the auditor cannot provide assurance that the financial statements cannot be used by the users of financial statements.

## **THE METHOD OF THE STUDY**

This study is a descriptive study, designed to describe the characteristics of people, events or situations (Sekaran & Bougie, 2013). According to Sukardi (2003), a descriptive study is a method of study seeking to develop and interpret objects accordingly.

## **THE OBJECT OF THE STUDY**

Sekaran & Bougie (2013) state that the object of study includes people, unit analysis strategies, companies, countries, and others. Furthermore, Arikunto (2013) argues that the object of study is matters to be studied. Cooper & Schindler (2014) also add that an objects is a commonly used concept, namely real items such as furniture, detergents, people and vehicles. Based on these definitions, the object of this study is the audit findings related to fixed assets in LPH by BPK RI on LKKL from fiscal years 2016 to 2018.

## **THE SAMPLE OF THE STUDY**

Of a total of 87 Ministries/Institutions in Indonesia, the author only used LHP of 85 Ministries/Institutions as the sample. Two Ministries/Institutions were not included in the sample, namely BPK RI and Sidoarjo Mudflow Agency (BPLS), since the financial statements of BPK are audited by Public Accounting Firm and BPLS was liquidated in 2018.

## **THE DATA AND THE METHOD OF DATA COLLECTION**

This study used secondary data, namely the data obtained indirectly or through an intermediary, yet still relying on the categories or parameters referred to (Siswantoro, 2010). The data are BPK RI audit results in the form of published LHP on LKKL from Fiscal Years 2016 to 2018.

The author submitted a written request to BPK through Information and Communication Center (PIK) to directly obtain the data in the form of softcopy LHP.

The collection, selection and processing of data is conducted using Microsoft Office Excel program and simple statistical methods.

## DATA ANALYSIS METHOD

The method of data analysis used in this study is literature review. Literature review is a series of activities related to data collection methods, reading and recording, and processing the materials of the study.

The literature review was conducted by studying LKKL that have been audited by BPK RI from fiscal years 2016 till 2018.

## DATA ANALYSIS AND DISCUSSION

### Analysis of Audit Findings related to Fixed Assets in LKKL

Audit findings are a set and a synthesis of data and information collected and processed during an audit of a specific entity that is systematically and analytically presented, covering the elements of conditions, criteria, causes, and effects. Audit findings can also be interpreted as an indication of the issues encountered in the field observation.

Based on the results of the study, it is known that from Fiscal Years 2016 to 2018, BPK has discovered a total of **423 audit findings related to fixed assets** in LKKL.

These audit findings related to fixed assets include inadequate management and administration of the fixed assets of Ministries/ Institutions, inappropriate depreciation of fixed assets, and inadequate presentation and disclosure of fixed assets.

### Analysis of the Issues of Fixed Asset

In the previous discussion, it has been described that the audit findings are a set and a synthesis of the indication of the issues encountered in the field observation. Referring to the definition, we can conclude that even one audit finding may consist of one or more issues.

Based on the results of verification of the data on audit findings related to fixed assets, the author then classifies the types of the issues of fixed assets as follows:

Table 2  
The Issues of Fixed Assets in Ministries/Institutions

No.	Issues
1	Inadequate planning and budgeting of fixed assets
2	Disordered procurement of fixed assets
3	Disordered use of fixed assets
4	Utilization of fixed assets not in accordance with the provisions
5	Inadequate security and maintenance of fixed assets
6	Insufficient evaluation of fixed assets
7	Disordered transfer of fixed assets
8	Disordered destruction of fixed assets
9	Disordered write-off of fixed assets
10	Insufficient administration of fixed assets
11	Inadequate guidance, supervision and control of fixed assets
12	Protracted and questionable continuity of KDP
13	Inadequate calculation of depreciation of fixed assets
14	Inadequate management of fixed assets
15	Inadequate presentation and disclosure of fixed assets

Based on the results of verification by the author, there is a total of **1441 issues of fixed assets** in LKKL discovered from Fiscal Years 2016 to 2018. The total of each type of the issue of fixed assets is detailed as follows:

Table 3  
The Number of the Issues of Fixed Assets Based on Classification

No.	Issues	FY 2016	FY 2017	FY 2018	Total
1	Inadequate planning and budgeting of fixed assets	5	3	4	12
2	Disordered procurement of fixed assets	5	1	1	7
3	Disordered use of fixed assets	31	37	28	96
4	Utilization of fixed assets not in accordance with the provisions	22	14	27	63
5	Inadequate security and maintenance of fixed assets	92	121	77	290
6	Insufficient evaluation of fixed assets	2	4	1	7
7	Disordered transfer of fixed assets	12	8	7	27
8	Disordered destruction of fixed assets	0	2	1	3
9	Disordered write-off of fixed assets	15	14	14	43
10	Insufficient administration of fixed assets	109	107	99	315
11	Inadequate guidance, supervision and control of fixed assets	90	117	69	276
12	Protracted and questionable continuity of KDP	13	6	7	26
13	Inadequate calculation of depreciation of fixed assets	12	12	2	26
14	Inadequate management of fixed assets	2	4	2	8
15	Inadequate presentation and disclosure of fixed assets	78	87	77	242
		<b>488</b>	<b>537</b>	<b>416</b>	<b>1,441</b>

Source: Processed from LHP on LKKL

In the table above, it appears that the most common issues in managing fixed assets in Ministries/Institutions from Fiscal Years 2016 to 2018 are the issues of administration of fixed assets with a total of 315 issues, followed by the issues of securing fixed assets with a total of 290 issues, the issues of guidance, supervision and control over fixed assets with a total of 276 issues, and the issues of the presentation and disclosure of fixed assets with a total of 242 issues.

### 1. Inadequate planning and budgeting of fixed assets

Based on the Government Regulation (PP) No 27 of 2014, planning is the activity of formulating the details of the needs of BMN to connect past procurement of assets with the current situation as a basis for future action. Planning is one of the bases for Ministries/Institutions in proposing the provision of budgets for new needs and basic figures as well as the preparation of work plans and budgets.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers 12 (twelve) issues related to planning and budgeting of fixed assets, including:

- 1) Planning and budgeting for fixed assets in Creative Economy Agency (Bekraf) in Fiscal Year 2017 have not been prepared based on needs, implementation of tasks and functions, room layout, and the availability of existing assets;
- 2) Planning for the procurement of BMN in Centre of Vulcanology and Geological Hazard Mitigation (PVMBG) of the Ministry of Energy and Mineral Resources in Fiscal Year 2018 has not been in accordance with the actual needs and the availability of the existing BMN.

## **2. Disordered procurement of fixed assets**

Based on PP No 27 of 2014, procurement is an activity to obtain goods and services by the government, starting from the planning to the completion of all activities to obtain goods/services.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK finds a total of 7 (seven) issues related to the procurement of fixed assets in Ministries/Institutions.

- 1) Inappropriate procurement and inadequate storage of BMN in National Land Agency BPN in Fiscal Year 2016;
- 2) Direct appointment for the procurement of LSA 02 aircraft amounting to Rp9.88 billion in LAPAN in Fiscal Year 2016 does not involved Procurement Service Units.

## **3. Disordered use of fixed assets**

In PP No 27 of 2014, the use of BMN referred to the activities performed by Asset Users of in manage and administer BMN in accordance with the duties and functions of the institution concerned. The status of the use of BMN should be determined by the Manager of Assets (The Ministry of Finance), except for BMN in the form of supplies, KDP, and assets whose procurement is originally intended for charity.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK finds a total of 96 issues of the use of fixed assets. Generally, the issues include:

- 1) Fixed assets with undetermined status of use
- 2) Unutilized land assets
- 3) Unutilized fixed assets

## **4. Utilization of fixed assets not in accordance with the provisions**

Based on PP No 27 of 2014, the utilization of BMN is the utilization of unused BMN in accordance with the duties and functions of the relevant Ministries/Institutions. The utilization of BMN can be carried out providing that it does not interfere with the implementation of the duties and functions of the government, by taking into account the interests of the state and the public as well as not changing the status of ownership of BMN.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers a total of 63 issues related to the utilization of fixed assets not in accordance with the provisions. The issues include:

- 1) Land assets are utilized by the local community for business purpose without any utilization agreement;
- 2) Collaboration in the utilization of assets is not in accordance with the provisions;
- 3) Utilization of assets has not yet received approval from the Minister of Finance; and
- 4) Utilization of assets is not supported by adequate administration.

## **5. Inadequate security and maintenance of fixed assets**

In PP No. 27 of 2014, it is stated that security and maintenance are activities carried out to secure and maintain BMN. Asset Users and Proxy of Asset Users have the authority and



responsibility in ensuring the security of BMN under their control in order to guarantee the implementation of the main tasks and functions of government.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers a total of 290 issues in securing fixed assets. These issues are the second most common issues found in asset management of Ministries/Institutions. Generally, the issues in securing assets include fixed assets that do not yet have a legal proof of ownership, unknown fixed assets, fixed assets controlled by other parties, lost fixed assets, and less optimal security of fixed assets, such as the absence of labels, railings, nameplates, etc. on fixed assets.

Table 4  
The Issues of Securing Fixed Assets

No.	Issues	FY 2016	FY 2017	FY 2018	Total
1	The assets do not have a legal proof of ownership	18	28	16	62
2	Unknown assets	23	38	21	82
3	Assets controlled by other parties	24	21	18	63
4	Lost assets	9	12	3	24
5	Less optimal security of assets	18	22	19	59
	Total	<b>92</b>	<b>121</b>	<b>77</b>	<b>290</b>

Source: Processed from LHP on LKKL

#### 6. Insufficient evaluation of fixed assets

Based on PP No 27 of 2014, evaluation is a process of selective activities of study based on objective and relevant data/facts by using specific methods/techniques to obtain the value of BMN. The evaluation of BMN is carried out to obtain the fair value of an asset, needed in the framework of preparing the Balance Sheet, utilizing or transferring assets (excluding utilization in the form of a loan or transfer in the form of a grant). The determination of the value of BMN is carried out by referring to the Government Accounting Standard (SAP).

Based on LHP on LKKL from Fiscal Years 2016 to 2018, there are 7 (seven) issues found by BPK related to the evaluation of fixed assets, including:

- 1) The Coordinating Ministry of Human Development and Culture has not conducted an inventory and revaluation of BMN in Fiscal Year 2016;
- 2) Inventory and revaluation of fixed assets in Agency for the Assessment and Application of Technology (BPPT) in Fiscal Year 2017 have not been 100% implemented; and
- 3) Digital collection of 31,264 types and 9,868 microfilms in the National Library in Fiscal Year 2018 have not yet been evaluated by the Ministry of Finance.

#### 7. Disordered transfer of fixed assets

State property that is not required for the implementation of the tasks of the government can be transferred. According to PP No 27 of 2014, the transfer of BMN is the transfer of ownership of BMN. Transfer of ownership can be carried out through sale, exchange, grant, and investments in capital the government.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK finds a total of 27 issues related to transfer of fixed assets. The most common issues include:

- 1) The fixed assets received from the grant are not in accordance with the Handover (BAST);
- 2) The ratification of the assets granted has not yet been submitted to the Ministry of Finance;
- 3) The status of the use of the transferred fixed assets have not yet been determined; and
- 4) Fixed assets have not been handed over to the recipients of the grant.

## 8. Disordered destruction of fixed assets

Referring to PP No 27 of 2014, destruction is an act of destroying the physical form and/or the use of BMN. The destruction of BMN is conducted when BMN cannot be used, utilized, and/or transferred, or other reasons in accordance with the regulations. The destruction of BMN can be carried out by burning, crushing, burying, sinking, or other ways in compliance with the regulations.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers only few issues related to the destruction of fixed assets, namely 3 (three) issues with the following details:

- 1) The renovation/repair of a room in People's Consultative Assembly (MPR) in Fiscal Year 2017 is not immediately followed up with the proposal for approval of the destruction to the State Assets and Auction Services (KPKNL);
- 2) The destruction and write-off of Palsan and APU of the State Code institute (Lemsaneg) in Fiscal Year 2017 have not been supported by the adequate administration;
- 3) The Ministry of Foreign Affairs has not submitted the proposal of destruction and write-off of BMN in a heavily damaged condition and used no longer and has not followed up the destruction of fixed assets that have been approved for destruction in Fiscal Year 2018.

## 9. Disordered write-off of fixed assets

PP No 27 of 2014 defines write-off as an act of removing BMN from the list of assets by issuing a decision from an authorized official to free the Manager, User, and/or Proxy of User of Assets from administrative and physical responsibility for the assets under their authority. The write-off of BMN includes the removal from the Lists of Assets of the User/Proxy of User as well as the Lists of BMN.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers a total of 43 issues related to the write-off of fixed assets. These issues include:

- 1) The assets are written off without approval letter;
- 2) Inactive assets have not been proposed for write-off;
- 3) Fixed assets with severe damage conditions have not been proposed for write-off.

## 10. Insufficient administration of fixed assets

Administration of BMN, according to PP No. 27 of 2014, is defined as a series of activities covering bookkeeping, inventory process, and reporting of BMN in accordance with the legislation. In order to provide guidance to Asset Users and Proxy of Users in conducting the administration of BMN, the Minister of Finance as the Manager of Assets publishes the Regulation No 181/PMK.06/2016 on the Administration of BMN. The regulation aims to encourage the establishment of effective, efficient, optimal, and accountable orderly administration of BMN.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, the administration of assets has the most issues compared to other activities of asset management. BPK discovers 315 issues related to the administration of fixed assets from Fiscal Years 2016 to 2018. Based on the types of activities, the issues of the administration of fixed assets can be specified as follows:

Table 5  
The Issues of the Administration of Fixed Assets

No.	Issues	Number of Issues			Total
		FY 2016	FY 2017	FY 2018	
1	Disordered bookkeeping	62	74	69	205
2	Disordered inventory process	40	27	23	90

3	Inadequate reporting	7	6	7	20
		<b>109</b>	<b>107</b>	<b>99</b>	<b>315</b>

## 11. Inadequate guidance, supervision and control of fixed assets

### Guidance

Sumual, et al. (2017) state that guidance is an effort to manage BMN through the provision of guidelines, guidance, training and supervision. Guidance is carried out to ensure the smooth management of BMN. The effort can be carried out through the establishment of policies as well as guidance to the employees managing BMN in the form of training in technical management of BMN.

The Minister of Finance as the Manager of Assets carries out guidance by establishing the policy on the management of BMN, both public policy and technical policy. The policy is the guidelines for Asset Users or Proxy of Asset Users in the management of assets.

Furthermore, in the Regulation of the Minister of Finance No 219/PMK.05/2013 concerning Central Government Accounting Policy, it is stated that Ministers/Heads of Institutions can compile technical guidelines on accounting within their respective Ministries/Institutions by referring to this Central Government Accounting Policy. Therefore, it is recommended for the Ministers/Heads of Institutions to stipulate technical guidelines that thoroughly regulate the management of fixed assets to ensure that they can be used as a reference for the management of assets in their respective Ministries/Institutions.

Nevertheless, there are still a number of Ministries/Institutions that does not yet have a complete policy related to asset management. In LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers 9 (nine) Ministries/Institutions that do not have completed their policy on asset management as follows:

Table 6

Ministries/Institutions that do not have completed their policy on asset management

FY 2016	FY 2017	FY 2018
State Intelligence Agency	Financial Transaction Reports and Analysis Centre (PPATK)	The Ministry of Defense
The Ministry of Religious Affairs	The Ministry of Maritime Affairs	The Ministry of Energy and Mineral Resources
National Commission on Human Rights		The Ministry of Social Affairs
The Ministry of Youth and Sport Affairs (Kemenpora)		

Source: Processed from LHP on LKKL

### Supervision and Control

In Article 7 paragraph (2) of PP No 27 of 2014, it is stated that the Users or the Proxy of the Users of State Property is authorized and responsible for supervising and controlling the use of BMN under their control. Supervision and control have an important role in the management of fixed assets, especially in maintaining and securing BMN. Control should be carried out optimally to prevent irregularities that can harm the country.

Based on the study conducted by Dewi (2012), adequate internal control over the recording and reporting of fixed assets in LKKL will have an impact on the financial statements of Ministries/Institutions.

Meanwhile, according to Sougi, Rahayu, and Machpuddin (2018), weak internal control of an entity is one of the factors that influence the emergence of audit findings.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK finds a total of 267 issues related to control and supervision of assets. The issues are mostly related to security of fixed assets. Unknown assets, lost assets, and assets controlled by unauthorized parties are indicators of weak level of government control and supervision of fixed assets.

## 12. Protracted and questionable continuity of KDP

Construction In Progress (KDP) is one of six classifications of fixed assets in government accounting standard. KDP is assets whose construction is not fully finished at the time of the presentation of financial statements. KDP can be in the form of land, equipment and machinery, buildings and facilities, roads, irrigation and networks, and other fixed assets, whose process of acquisition and/or construction requires a certain period of time and has not yet been completed.

The nature of the activities carried out for the construction is generally long-term, thus the date of the start and the completion of the activities usually fall in different accounting periods. Nevertheless, the development process naturally will continue in a sustainable manner until the construction is completed. However, in fact, there are several protracted and questionable continuity of KDPs in LKKL.

Based on LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers a total of 26 issues related to protracted construction and questionable continuity of KDP as follows:

Table 7  
The Details of the Value of Prolonged KDP

No.	Name of Ministry / Institution	FY 2016	FY 2017	FY 2018
		KDP Value (Rp)	KDP Value (Rp)	KDP Value (Rp)
1	The Ministry of Communication and Information Technology	1,141,368,000	-	-
2	Radio of the Republic of Indonesia (RRI)	1,049,532,500	-	-
3	The House of Regional Representatives (DPD)	5,288,199,372	-	-
4	The Ministry of Maritime Affairs and Fisheries (KKP)	32,559,307,191	4,072,290,500	-
5	The Ministry of Cooperatives and Small and Medium Enterprises (KUKM)	2,264,100,000		-
6	The Ministry of Religious Affairs	682,643,612,885	245,378,150,597	341,098,464,209
7	The Ministry of Manpower	5,223,003,060	-	-
8	Military Police Corps (CPM)	2,295,290,090	-	-
9	The Ministry of Research and Technology/National	1,211,914,757,485	97,634,938,373	129,262,578,819

No.	Name of Ministry / Institution	FY 2016	FY 2017	FY 2018
		KDP Value (Rp)	KDP Value (Rp)	KDP Value (Rp)
	Research and Innovation Agency (Kemenristekdikti)			
10	National Development Planning Agency (Bappenas)	256,676,200	-	-
11	The Ministry of Energy and Mineral Resources	203,020,590,501	-	-
12	The Ministry of Village, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT)	5,890,997,934	-	-
13	The Indonesian Institute of Sciences (LIPI)	290,234,200	-	-
14	The Ministry of Home Affairs	-	548,107,750	-
15	Supreme Court	-	42,819,217,109	-
16	BP Sabang	-	65,825,162,045	65,825,162,045
17	The Indonesian Maritime Security Agency (Bakamla)	-	-	722,709,700
18	National Nuclear Energy Agency of Indonesia (BATAN)	-	-	278,591,000
19	The Ministry of Health	-	-	542,102,043,230
20	The Ministry of Education and Culture	-	-	1,370,063,369
	<b>TOTAL</b>	<b>2,153,837,669,418</b>	<b>456,277,866,374</b>	<b>1,080,659,612,372</b>

### 13. Inadequate calculation of depreciation of fixed assets

In Statement of Government Accounting Standards (PSAP 07), it is stated that fixed assets are presented based on the acquisition cost of fixed assets reduced by accumulated depreciation. Depreciation is an adjustment in value related to a decrease in the capacity and benefits of an asset. Related to this depreciation, the government has issued Technical Bulletin (Bultek) Number 05 regarding Accounting for Depreciation as a guideline in the implementation of depreciation of fixed assets.

In the LHP on LKKL from Fiscal Years 2016 to 2018, BPK discovers a total of 26 issues related to depreciation of fixed assets in Ministries/Institutions. The issues include:

- 1) Several fixed assets have not been depreciated.
- 2) The calculation of depreciation and accumulated depreciation of fixed assets is insufficient.
- 3) The application of depreciation on fixed assets does not reflect the actual conditions.

### 14. Inadequate Human Resource (HR) to manage fixed assets

In addition to the issues within the scope of the management of State Property, BPK also finds several issues related to HR managing fixed assets. The number of issues found from Fiscal Years 2016 to 2018 related to HR is 8 (eight) issues. These issues include:

- 1) The application of SIMAK BMN in Indonesian National Narcotics Agency (BNN) in Fiscal Year 2016 is not yet supported by adequate human resources;
- 2) The division of tasks and the authority of administering assets uncontrolled by the state (BTD), state-controlled assets (BDN) and state property (BMN) in the Ministry of Finance in Fiscal Year 2018 is unclear; and
- 3) The Coordinating Ministry for Maritime Affairs does not appoint personnel responsible for administering BMN in Fiscal Year 2018.

### **15. Inadequate presentation and disclosure of fixed assets**

According to Indonesian dictionary, presentation is to deliver information in essay, paper, and others. Based on this understanding, the presentation of fixed assets means the delivery of information related to fixed assets to interested parties. Therefore, good and appropriate presentation of information is essential.

Based on LHP by BPK on LKKL from Fiscal Years 2016 to 2018, there are 242 issues causing inadequate presentation and disclosure of fixed assets, among others:

- 1) Several fixed assets are not recorded in the Balance Sheet;
- 2) Several fixed assets are recorded double;
- 3) Several fixed assets are recorded collectively, with no details per asset;
- 4) Errors in the recording of fixed assets are discovered;
- 5) Recording of fixed assets is incomplete;
- 6) The fairness of fixed assets is questionable;
- 7) The calculation of depreciation of fixed assets is not in accordance with the provisions;
- 8) Fixed assets that are declared missing are still recorded in the Balance Sheet;
- 9) Fixed assets in a damaged condition are still recorded in good condition in the Balance Sheet; and
- 10) Disclosure of fixed assets is not sufficient.

### **Analysis of Opinion by BPK on LKKL with the Issues of Fixed Assets**

Based on the aforementioned description, it can be concluded that there are still many Ministries/Institutions with the issues of fixed assets while several do not have the issues, as presented in the following table:

Table 8  
Ministries/Institutions with the Issues of Fixed Assets

Fiscal year	The number of ministries/institutions with the issues of fixed assets	The number of ministries/institutions without the issues of fixed assets
2016	73	12
2017	72	13
2018	67	18

Source: Processed from LHP on LKKL

Furthermore, to determine whether the issues of fixed assets have relevance to the given opinion by BPK on LKKL, the author compiles an inventory of the types of opinion provided to Ministries/Institutions with the issues of fixed assets. According to LHP on LKKL from Fiscal Years 2016 to 2018, the data are acquired as follows:

Figure 2  
The Opinions Obtained by Ministries/Institutions with the Issues of Fixed Assets



Source: Processed from LHP on LKKL

Figure 2 shows that most Ministries/Institutions with the issues of fixed assets still obtain unqualified opinion (WTP), even though several obtains qualified opinion (WDP) and disclaimer of opinion (TMP) on their LHPs. In regards to these conditions, it can be concluded that there is no direct relationship between the findings of the issues of fixed assets and the opinions given by BPK.

Furthermore, Law No. 15 of 2004 on the Audit of the Management and Accountability of State Finances

has explained that in providing opinions, BPK referring to the basis categorized in the following criteria:

- a. Conformity with the Government Accounting Standards;
- b. Adequate disclosure;
- c. Compliance with laws and regulations; and
- d. Effectiveness of the internal control system.

In addition, Julianto (2010) offers three main concepts of the basis for consideration in determining the opinion on government financial statements, namely:

1. Sufficiency of audit evidence, in which the auditor must be assured that he/she has conducted all audit procedures in auditing financial statements.
2. Misstatement, since the core of financial audit is the existence or nonexistence of any misstatements in financial statements.
3. Materiality, a central concept in financial audit because it is a benchmark for determining the degree of misstatement in financial statement. A misstatement is deemed material supposing it can affect the decision-making of the users.

Referring to the aforementioned description, the author concludes that even though the issues of management of fixed assets is still discovered in LKKP, providing the issues are not material, the Ministries/Institutions can still obtain unqualified opinion (WTP). Supposing the issues are material, there is a possibility that BPK will provide other opinions. Therefore, the management of fixed assets has to be optimal to prevent any material misstatements that can cause a decline in the quality of financial statements.

## CONCLUSION

1. BPK discovered a total of 1,441 issues in the management of fixed assets of Ministries/Institutions in Indonesia from Fiscal Years 2016 to 2018.

2. The most common issues of fixed assets in LKKL from Fiscal Years 2016 to 2018 are the issues of administration of fixed assets with a total of 315 issues. The second most common issues are discovered in the activities of securing and maintaining assets, amounting to 290 issues. Next, a total of 276 issues is found in the guidance, supervision and control over fixed assets, while 242 issues is found in the presentation and disclosure of fixed assets.
3. Even though the issues of management of fixed assets is still discovered in LKKP, providing the issues are not material, the Ministries/Institutions can still obtain unqualified opinion (WTP). Therefore, the management of fixed assets has to be optimal to prevent any material misstatements that can cause a decline in the quality of financial statements.

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