Analysis of the Effectiveness of Utilization of Regional Owned-Asset to Increase Regional Revenue

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ABSTRACT
Utilization of Regional Owned-Asset (Indonesian: Barang Milik Daerah, abbreviated BMD) is one of the opportunities for regions to increase Original Local Government Revenue (Indonesian: Pendapatan Asli Daerah, abbreviated PAD). This study aims at analyzing the effectiveness of implementing BMD utilization to increase PAD. It is a case study at Regional Income and Asset Financial Management Agency (Indonesian: Badan Pengelolaan Keuangan dan Aset Daerah, abbreviated BPKAD) Surakarta. A qualitative descriptive approach is employed in this study. The data are in the form of primary and secondary data and were obtained from the data of the utilization of BMD that has been implemented and reports on the realization of regional income and expenditure budgets. The results of this study show that BMD utilization in Surakarta is implemented effectively although it is still not optimal. The utilization of BMD has contributed to PAD Surakarta by showing an increase every year. Even though it has increased, the contribution of the use of BMD to PAD is little, which is under one percent of all other PAD components. Surakarta government needs to optimize the use of BMD and innovations or groundbreaking ideas to increase the contribution rate to Surakarta's PAD.

Keywords: Effectiveness, Utilization of Regional Owned-Asset, Original Local Government Revenue

INTRODUCTION
According to Law No. 23 of 2014 article 1 paragraph 6, regional autonomy is the right, authority, and obligation of an autonomous region to regulate and manage government affairs and the local people's interests in the system of the Unitary State of the Republic of

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Indonesia. It has the consequence of increasing the regional government’s authority over
the delegation of tasks from the central government. One of the authorities states that
regional governments are given the opportunity and expected to be able to manage and
develop their respective regions according to their potential. Regional Owned-Asset (BMD)
is a potential owned or controlled by the regional government. Government Regulation
No. 27 of 2014 concerning the Management of State/Regional Owned-Asset explains that
BMD is all goods resulting from purchases or acquisitions at the expense of the Regional
Government Budget (Indonesian: Anggaran Pendapatan Belanja Daerah, abbreviated APBD)
or sourced from other legitimate acquisitions. BMD management functions in welcoming
regional development by providing services to the community effectively and efficiently.
The lack of policies in BMD management can affect regional asset inefficiencies. It burdens
the regional maintenance of assets that is unbalanced to the income or profit generated.

The regional government of Surakarta is one of the autonomous regions with quite
high fixed asset values, particularly on land, structure, and building assets. Every year, the
value of these assets always increases. The data taken from the field show that some BMD
in Surakarta are utilized according to their function and some are not utilized or left
unattended. There is still a lot of unused land, structure, and building assets that impact
maintenance costs. Indeed, this condition needs to be avoided to minimize disproportionate expenditure with income and dependency on the central government.
The Surakarta government anticipates this dependency by increasing Original Local
Government Revenue (PAD). PAD functions as a source of income and requires local
governments to optimize the potential they own or control. PAD is generated from local
taxes, regional retribution, separated regional wealth management results, and another
legitimate PAD. Currently, the biggest PAD contributor is local taxes, so groundbreaking
ideas are needed to add PAD value.

This study was conducted based on realizing that there are still many BMD,
specifically on the assets of land, structure, and buildings in Surakarta that are unused, so
it is necessary to be optimized. Utilization of BMD is the utilization of BMD that is not used
by the Local Government Unit (Indonesian: Satuan Kerja Pemerintah Daerah, abbreviated SKPD) or optimization of BMD without changing ownership status. Land, structure, and
buildings assets that are unused or idle should be utilized to provide income to Surakarta's
PAD. The study only focuses on types of utilization that can only contribute figures to PAD,
namely rental, Use Cooperation (Indonesian: Kerja Sama Pemanfaatan, abbreviated KSP),
Build Operate Transfer (Indonesian: Bangun Guna Serah, abbreviated BGS), Build Transfer
Operate (Indonesian: Bangun Serah Guna, abbreviated BSG), and Infrastructure Provision
Cooperation (Indonesian: Kerja Sama Penyediaan Infrastruktur, abbreviated KSPI). The
utilization of BMD gives benefits to the welfare of the community and local government by
collaborating with the community as a form of service to the people.

Anartany & Suseno (2018), in their research, found that there are factors of rental and
human resources in optimizing idle assets. There was a positive influence from government
support in maximizing the utilization of regional assets to increase PAD (Anggiriawan et
al., 2019). Unlike previous research, this study focuses on the factors that influence the
nonoptimal use of BMD in each Local Government Organization (Indonesian: Organisasi
Asset Management

According to Suryanovi in Biswan & Falaqi (2018), assets are economic resources controlled and/or owned by the government as a result of past events in which both the government and the community are expected to obtain economic and/or social benefits in the future and are measured in units of money including resources other than financial needed to provide services to the community and resources conserved for historical and cultural reasons. Assets consist of current assets and non-current assets. The method for allocating resources or assets to be able to use efficiently to achieve certain goals is the concept of asset management. Asset management aims to keep the value of the assets high and ensure a long useful life by providing sufficient operating costs to produce high output efficiently and ensure customer satisfaction. Management of BMD is based on functional principles, legal certainty, transparency, efficiency, accountability, and the value of certainty. Management of BMD includes planning needs and budgeting, procurement, use, utilization, security and maintenance, assessment, transfer, destruction, deletion, administration and development, supervision, and control.

Utilization of Regional Owned-Asset

Utilization is the use of BMD which is not used to carry out PD duties and functions and/or optimize BMD without changing ownership status. The use of BMD in Surakarta is carried out based on Mayor Regulation No. 31 of 2018 concerning Guidelines for the Management of Regional Property. The types of BMD utilization based on these regulations, namely: 1) Rental 2) Borrow 3) Use Cooperation (KSP) 4) Build Operate Transfer/Build Transfer Operate (BGS/BSG) and 5) Infrastructure Provision Cooperation (KSPI). There are two non-tax income rates based on the type. They are specific rates and ad valorem rates. The charge for asset utilization is calculated based on the value or potential of the asset. The most optimal asset potential lies in the highest and best use of assets. The rates are set as follows for each type of usage:

Table 1: Determination of Utilization Rate

<table>
<thead>
<tr>
<th>Form of Utilization</th>
<th>Rate</th>
<th>Type of Rate</th>
<th>Basic Formula</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rental</td>
<td>Rental Value</td>
<td>Specific</td>
<td>Fair Rental Value</td>
</tr>
<tr>
<td>KSP</td>
<td>Defined Contribution</td>
<td>Ad Valorem</td>
<td>Defined Contribution Percentage X Fair Value of</td>
</tr>
<tr>
<td>Form of Utilization</td>
<td>Rate Type</td>
<td>Basic Formula</td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>-----------</td>
<td>---------------</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>BMD</td>
<td></td>
</tr>
<tr>
<td>Profit Sharing</td>
<td>Ad Valorem</td>
<td>Profit Sharing Percentage X Profit Sharing Basis</td>
<td></td>
</tr>
<tr>
<td>BGS/BSG</td>
<td>Annual Contribution</td>
<td>Ad Valorem</td>
<td>Annual Defined Contribution Percentage X Fair Value of BMD</td>
</tr>
</tbody>
</table>

Source: Ministry of Finance, 2019

Regional Government Budget Realization Report

The Budget Realization Report (Indonesian: Laporan Realisasi Anggaran, abbreviated LRA) is a report that details the realization of income, spending, transfers, surplus/deficit, financing, and the remaining over/under budget financing. All of these are compared to their respective budgets throughout a single period. LRA can be used as a guide when making decisions and to predict economic resources to decide how to finance central and local government operations in the upcoming period. The Regional Government Budget structure is set under the Government Regulation No. 12 of 2019 concerning Regional Financial Management, which consists of the following:

Regional Revenue

All regional rights that are acknowledged as a value addition to net worth during the applicable fiscal year period are referred to as regional revenues. Regional revenues include 1) Original Local Government Revenue (PAD) is an additional source of net worth for regional governments that comes from local taxes, local retributions, the outcomes of separated regional wealth management, and other legal regional original revenue. 2) Revenue Transfer is a fund obtained from the APBN and distributed to the regions to be controlled by the regions in order to fund the implementation of governmental affairs that become the responsibility of those regions. 3) Other legitimate local revenue. Grants, emergency funds, and other statutory income contribute to this income.

Regional Expenditure

All liabilities of the regional government that are recorded as a decrease in the value of its net worth for the relevant fiscal year are referred to as regional expenditures. Regional unit price standards, spending analysis standards, and/or technical standards by statutory provisions serve as guidelines for regional spending.

Regional Financing

Financing refers to any revenue that must be repaid and/or expenses that will be reimbursed in the current fiscal year and the fiscal years that follow.
Effectiveness

According to Mardiasmo (2017) in Gischa (2023), effectiveness is an indicator of whether an organization is successful or unsuccessful in attaining its objectives. The amount of money spent to accomplish the aim is not the most crucial factor in efficacy. Effectiveness only looks at whether an action has reached its stated objectives. According to this study, the application of BMD can be considered successful if the intended result has been attained. It is a situation where a BMD owned or controlled by the regional government can benefit the community and benefit the regional government by contributing to Surakarta's PAD. It establishes a link between their coexistence and the presence of a relationship between efficacy and contribution.

Contribution

In light of different sources with their particular viewpoints, it can be concluded that contributions are donations in the form of money, thoughts, actions, energy, and others that can support the continuity of activities that have been planned to achieve common goals. The greater the contribution made to the achievement of goals, the more effective the work process of an organizational unit. In line with this study, the contribution is seen from whether the implementation of BMD utilization has contributed to PAD or not. According to the Big Indonesian Dictionary, a contribution is a gift to a charity or organization. Real contributions come in both material and non-material forms, including actions, thoughts, wisdom in leadership, responsible behavior, integrity, and others. According to Arief (2011) in Mardiastuti (2022), a contribution is anything that a person receives after engaging in various activities that affect the input of resources (things) and money. Thus, it can be determined that each person or organization can be considered to contribute if they make a monetary donation to a scheduled activity.

This analysis is needed to find solutions so that BMD in Surakarta, particularly land and buildings, can be used optimally. Local governments in almost every country have a significant amount of public assets. Many local governments in developing countries still do not realize that public assets are a portfolio that must be managed properly because they can provide direct benefits in the form of limited budget efficiency and potential income from asset utilization. Anartany & Suseno (2018) in their research stated that the supporting factors were very influential in the strategy for optimizing the use of BMD.

Regional revenues are obtained from the results of PAD and transfer income. Utilization of BMD is one activity that can generate income. This income can be used to contribute to PAD. Researchers analyzed this contribution by looking at whether the implementation of BMD utilization had contributed to PAD or not. Jumanah & Sanjaya (2018) stated that one of the strategies for increasing PAD is optimizing the use of BMD.
RESEARCH METHOD

This study focuses on BMD in the form of land, structure, and buildings. The researchers conducted this study by using a qualitative descriptive approach. Qualitative research is a type of research to obtain findings that cannot be achieved or obtained through statistical methods or other measurement methods. The subject of this research is the management of BMD and the object of the research is the utilization of BMD. The researchers analyzed a case study of the implementation of BMD utilization and its contribution to PAD at BPKAD Surakarta using Microsoft Excel.

Sources of data used in this study are primary data and secondary data. Primary data are information collected by researchers for the first time through on-the-spot data collection activities. Secondary data are pre-existing data and have been gathered by researchers to complement research data. Primary data were obtained by the researchers through observation, surveys, and direct interviews with relevant sources. The researchers used secondary data in the form of a list of assets owned by each OPD that have been utilized as well as idle assets and the year's LRA that comes from BPKAD Surakarta. This research only focuses on the use of BMD which can increase PAD in Surakarta. Data collection techniques used by the researchers are interviews, observation, and documentation.

RESULT AND DISCUSSION

Analysis of the Effectiveness of Utilization Regional Owned-Asset in Each OPD

This study focuses on the type of utilization that can increase PAD value. Here are data of BMD that had been implemented from 2018 to 2022 in Surakarta:

Table 2
Data Utilization of Regional BMD in Surakarta That Has Been Implemented and Increases PAD in 2018-2022

<table>
<thead>
<tr>
<th>No</th>
<th>Name of OPD</th>
<th>Type of Utilization</th>
<th>Partner</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Culture and Tourism Office</td>
<td>Rental</td>
<td>PT. Mitra Prana Abadi</td>
</tr>
<tr>
<td>2.</td>
<td>Agriculture Office</td>
<td>Utilization Cooperation</td>
<td>Gule Kepala Ikan “Mas Agus”</td>
</tr>
<tr>
<td>3.</td>
<td>Industry and Trade Service Office</td>
<td>Rental</td>
<td>PT. Matahari Mas Sejahtera</td>
</tr>
<tr>
<td>4.</td>
<td>BPKAD</td>
<td>Rental</td>
<td>PT. Bank Jateng</td>
</tr>
<tr>
<td>5.</td>
<td>BPKAD</td>
<td>Rental</td>
<td>PT. BNI</td>
</tr>
<tr>
<td>6.</td>
<td>BPKAD</td>
<td>Rental</td>
<td>PT. BRI</td>
</tr>
<tr>
<td>7.</td>
<td>BPKAD</td>
<td>Rental</td>
<td>PT. Bank Mandiri</td>
</tr>
<tr>
<td>8.</td>
<td>RSUD</td>
<td>Rental</td>
<td>PT. Bank Jateng</td>
</tr>
</tbody>
</table>
It can be seen from the five types of utilization, only the type of utilization of rental and use cannot generate income. Based on the implementation in the field, 94 percent of the types of utilization that have been carried out are rental and the rest are utilization cooperation. Based on the data, it can be seen that the utilization of assets in Surakarta still needs to be optimized. As it is well known, so far, the management of BMD in Surakarta has been carried out by each OPD. The Surakarta Government conducted an inventory of land assets and buildings through each OPD. BPKAD will validate the data inventory using check and recheck in the field. The purpose of the BMD inventory is to provide accurate BMD data to create administrative and physical orders and facilitate the implementation of BMD management. The following is BMD inventory data that is unused or idle and has great potential to be optimized so that it can increase PAD coffers:

### Table 3

<table>
<thead>
<tr>
<th>Name of OPD</th>
<th>Number of Assets</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Office</td>
<td>Seven Assets of Land, Property, and Building</td>
<td>Idle asset</td>
</tr>
<tr>
<td>Youth and Sport Office</td>
<td>Six Assets of Land, Property, and Building</td>
<td>Idle asset</td>
</tr>
<tr>
<td>Woman Empowerment, Children Protection, Population Control, and Family Planning Office of Surakarta City</td>
<td>Two Assets of Land, Property, and Building</td>
<td>Idle asset</td>
</tr>
<tr>
<td>Social Office</td>
<td>Two Assets of Land, Property, and Building</td>
<td>Idle asset</td>
</tr>
<tr>
<td>Culture and Tourism Office</td>
<td>Four Assets of Land, Property, and Building</td>
<td>Idle asset</td>
</tr>
</tbody>
</table>
It can be seen that there are still many BMDs that have not been utilized both for the community and government benefits. The following is an explanation of the percentage of implementation of BMD utilization in 2018-2022:

<table>
<thead>
<tr>
<th>Inventory of Land, Structure, and Building Asset</th>
<th>Total Asset</th>
<th>Percentage</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>B</td>
<td>C (A/B*100%)</td>
<td>D</td>
</tr>
<tr>
<td>17 Assets</td>
<td>45 Assets</td>
<td>38%</td>
<td>Assets that have been utilized</td>
</tr>
<tr>
<td>28 Assets</td>
<td></td>
<td>62%</td>
<td>Potential Idle Asset</td>
</tr>
</tbody>
</table>

Source: processed data, BPKAD 2023

Of the 45 lands, structure, and building assets that have the potential to be optimized, only 38 percent have been utilized. The remaining 28 land and building assets or 62 percent of the eleven OPD assets need to be optimized. This condition causes the local government to lose income from assets that should be able to raise Surakarta's PAD. It means that the utilization of BMD in each OPD in Surakarta is not optimal. Thus, there is a need for optimizing the use of BMD for the prima donna assets of the Surakarta city government even though it takes quite a long time.

On the other hand, the implementation of BMD utilization in the Surakarta city government has been running effectively. It is said to be effective because BMD utilization is implemented and there is BMD that has been utilized. It means that assets owned or controlled by the local government have provided benefits to the community and benefits to the local government. It is known that every year the value of land assets and buildings
in the Surakarta city government increases. Without a doubt, the value of these assets consists of assets that have been used, collaborated with, and idle assets. The following is data on the value of land and buildings:

**Table 5**  
*Fixed Asset Value of Land, Structure, and Building in 2019-2022*

<table>
<thead>
<tr>
<th>Year</th>
<th>Land</th>
<th>Structure and Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>2019</td>
<td>8,031,138,447,064.25</td>
<td>1,953,824,799,967.75</td>
</tr>
<tr>
<td>2020</td>
<td>8,051,892,530,639.25</td>
<td>2,001,426,860,585.35</td>
</tr>
<tr>
<td>2021</td>
<td>8,077,257,259,129.25</td>
<td>2,463,587,612,413.35</td>
</tr>
<tr>
<td>2022</td>
<td>8,166,317,803,048.21</td>
<td>2,752,215,181,885.35</td>
</tr>
</tbody>
</table>

*Source: balance sheet, PPID of Surakarta*

PAD Surakarta city government is certainly supported by important resources, namely regional assets. With such a large value, groundbreaking ideas should have been made to optimize the utilization of these regional assets. It can be seen from the graph that indeed the increase in the value of existing assets in Surakarta, especially land, structure, and buildings, always increases, although it is not significant. From 2019 to 2020 the increase in the value of land assets is 0.258 percent. From 2020 to 2021, the increase in the value of land assets is 0.315 percent, and from 2021 to 2022, it increases by 1.103 percent. In contrast to the value of building assets, the percentage increase from 2019 to 2020 is 2.44 percent. Then, from 2020 to 2021, it increases by 23.09 percent, and in 2021 and 2022 it is 11.7 percent.

In its implementation, the use of BMD certainly has driving and inhibiting factors. The followings are the driving and inhibiting factors for optimizing the use of BMD in the form of land, structure, and building assets:

a. The driving factors consist of Human Resources, legal basis, supervision, leadership, and government support.

b. The inhibiting factors are the less optimal use of BMD in the form of land, structure, and buildings, such as limited human resources, not yet knowing the target of BMD utilization, and the lack of marketing of idle assets owned or controlled by the Surakarta city government.

Marketing is needed in this case. Communities or stakeholders can cooperate by utilizing idle assets, so they can benefit the community and provide benefits to the Surakarta city government. It is because the OPD in Surakarta is indeed focused on serving the community, not for profit in the form of money as income.

The analysis in this study focuses on the contribution of BMD utilization to PAD in the last four years in the year 2019-2022. The following is a recap table of the results of the Original Local Government Revenue in the Realization Report of the Regional Government Budget of the Surakarta city government in 2019-2022.
PAD increases every year except in 2020. In 2020, the economy at the global, national, and regional levels encountered a downfall and slowdown due to the Covid-19 pandemic. It affects the economic growth of Surakarta which is based on the tertiary sector. The decline of PAD in that year was quite high which was almost ten percent from the previous year. However, the PAD generated in that year exceeded the budgeted figure of 122.32 percent. In this study, the focus of the research is on how big the contribution of the results from the use of BMD in Surakarta is to PAD from 2019-2022, especially on land, structure, and buildings. In the current position, the biggest contributor to PAD is local taxes. Switching from local taxes, regional apparatuses continue to try to make efforts related to optimizing the use of BMD to increase PAD. The following is a table of the contribution of BMD utilization to PAD in 2019-2022:

Table 6
Contribution of BMD Utilization to PAD in 2019-2022

<table>
<thead>
<tr>
<th>Year</th>
<th>Realization of Utilization of BMD</th>
<th>Realization of PAD</th>
<th>Percentage of BMD Utilization Contribution to PAD</th>
</tr>
</thead>
<tbody>
<tr>
<td>2019</td>
<td>16,483,692.00</td>
<td>546,020,008,117.00</td>
<td>0.0030%</td>
</tr>
<tr>
<td>2020</td>
<td>385,447,720.00</td>
<td>493,788,462,038.00</td>
<td>0.078%</td>
</tr>
<tr>
<td>2021</td>
<td>385,447,720.00</td>
<td>560,579,997,086.00</td>
<td>0.23%</td>
</tr>
<tr>
<td>2022</td>
<td>2,672,947,806.00</td>
<td>647,440,585,331.88</td>
<td>0.41%</td>
</tr>
</tbody>
</table>

Source: balance sheet, PPID of Surakarta

In 2019, there were results from the utilization of regional assets in the form of rental, which amounted to Rp. 16,483,692.00. With this nominal, if it is compared to other PAD components, the results of using BMD are very small. It does not even reach one percent but only 0.0030 percent. The Surakarta city government continues to try to boost BMD utilization so that the use of BMD is increasing, seeing the value of assets increasing every year. In 2020, there was an increase in the results from the utilization of regional assets in the form of leases and utilization cooperation to Rp. 385,447,720.00. The increase is 23 times from the previous year. Even though it has increased from the previous year, the contribution to PAD is still below one percent, namely 0.078 percent. Various efforts have been made to increase the nominal from the utilization of BMD. This effort affects the existence of a form of utilization in the form of utilization cooperation which did not exist the previous year.

In 2021, the results from the utilization of BMD reached Rp. 1,287,373,495.00. The form of BMD utilization in 2021 is still as same as the previous year, namely rental and utilization cooperation. The increase in utilization of BMD this year has tripled from the
previous year. The contribution to PAD is 0.23 percent. PAD runs parallel to the results of the utilization of BMD which continues to increase. In 2022, the optimization of BMD utilization was intensified. It is proven by the increase in the nominal use of BMD for rental and utilization cooperation this year reaching Rp. 2,672,947,806.00. It means this figure has increased two times from 2021. In 2022, it contributed 0.41 percent to Surakarta's PAD. The use of BMD, especially land, structure, and buildings in Surakarta, continues to increase every year. Utilization of BMD has made a contribution or contribution to PAD Surakarta even though it is still small. It takes considerable effort so that BMD in Surakarta can be fully utilized which has an impact on increasing PAD Surakarta.

**CONCLUSION AND RECOMMENDATION**

The results of this study concluded that the implementation of BMD utilization in each OPD in Surakarta had been carried out effectively. It is said to be effective because the implementation of BMD utilization has achieved its goal, namely the utilization of BMD owned or controlled by the regional government. It provides benefits for the community and the local government. Even though it has been effective, the utilization of BMD has not been optimal. There are still many idle assets that have potential, and high usability, and should be used as sources of income that are left unattended.

The implementation of the use of BMD has provided benefits for the community and local government by contributing to the PAD of Surakarta. However, the contribution of implementing BMD utilization of land, structure, and buildings in Surakarta in 2019-2022 to PAD is still under one percent. Therefore, the contribution of the utilization of BMD to PAD is still little even though the value of the results from the utilization of regional assets continues to increase every year. Even if the income from the utilization of the BMD cannot be the main source of regional income, the additional income from the utilization can at least reduce the cost of maintaining the BMD.

This study only focuses on the utilization of BMD which can generate income during the 2019-2022 period. It is quite difficult for researchers to obtain data on idle asset values because they are processed by each OPD. This value can be used as a prediction to calculate the range of BMD utilization results that can increase Surakarta's PAD. Then, the next researcher can expand the research sample by analyzing the overall data to produce research that is more accurate and precise. Moreover, further research can extend the period of the observed data sources.

Researchers suggest the need for optimization in the management of BMD controlled by the Surakarta government. It can guarantee the implementation of BMD utilization in better and correct governance following the applicable legal basis. Control and management of BMD utilization that is centralized and focuses on optimizing the use of BMD to increase PAD in Surakarta is also crucial. Local governments must have innovations and groundbreaking ideas to increase the contribution rate for the utilization of BMD. Each OPD can carry out marketing of idle assets that are owned as a whole both to the general public and stakeholders. Determination of logical rates based on the terms
and conditions of the assets as the basis for the determination. It can increase PAD given the condition that the value of BMD utilization continues to increase.

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