

## **Implementation of Local Government Financial Accounting System: A Study on the Financial and Asset Agency of Sleman Regency**

Evieana R Saputri<sup>1</sup>  
Heri Susanto<sup>2</sup>

<sup>1</sup>Politeknik YKPN Yogyakarta

<sup>2</sup>Universitas Pembangunan Nasional Veteran Yogyakarta

Corresponding: [heri.susanto@upnyk.ac.id](mailto:heri.susanto@upnyk.ac.id)<sup>2</sup>

### **Abstract**

This research aims to compare established procedures with the actual realization or implementation aspects by identifying and evaluating the implementation of the system or application used. The study employs a qualitative method, utilizing various techniques to gather accurate and reliable information related to the research, such as interviews, observations, studies, and literature review. The findings of this research indicate that with the implementation of the Local Government Financial Accounting System (SIKD), local governments are able to present financial information, including budgeting activities, budget implementation, and budget preparation, which are subsequently announced to the public.

**Keywords:** Local Government Financial Accounting System, Financial and Asset Agency of the Region, Financial Reports.

### **INTRODUCTION**

The systematic changes in the implementation of state and local financial management in Indonesia are primarily a result of the relationship between the central and regional governments regarding the division of authority, including financial authority (Polzer et al., 2022). According to Government Regulation No. 71 of 2010, the Financial Accounting System (SAP) is a systematically linked system encompassing procedures, organizers, equipment, and other elements aimed at realizing the accounting function, ranging from transaction analysis procedures to financial reporting procedures for an entity. Within the scope of local government, SAP is regulated by Regional Head Regulations that provide general guidelines for implementing the Financial Accounting System. The commonly used general reference in this regard is Ministry of Home Affairs Regulation No. 13 of 2006, which provides an explanation of guidelines for government agencies in implementing the Local Government Financial Accounting System (SAKD) as a replacement for Ministry of Home Affairs Decree No. 29 of 2002.

Furthermore, the preparation of SAP in local government agencies is also governed by relevant legislation on how local governments manage their finances. As stated in Sleman Regency Regulation No. 1.4 of 2021, local financial management encompasses all activities related to regional finances, including planning, budgeting, implementation, financial management, reporting, accountability, and oversight. SAKD plays a crucial role in managing regional finances, currently utilizing a double-entry recording method with an accrual-based accounting system. However, in practice, cash-based accounting systems are still used in the preparation of Budget Realization Reports. The purpose of implementing SAKD is to produce more accurate and comprehensive outputs from the financial recording and reporting procedures carried out in the region. Ultimately, the users of these financial reports can make quality and effective decisions. Local finances must be managed efficiently, effectively, orderly, transparently, and in compliance with applicable laws and regulations. Additionally, local financial management also has responsibilities towards the wider community. Therefore, adherence, fairness, and benefits are among the principles that need to be considered in its implementation. In practice, local financial management is carried out through an integrated system outlined in the Regional Budget (APBD) approved by Regional Regulations (Purnama Sari Br Sinulingga, Arthur Simanjuntak, 2022).

There are two subsystems within SAKD, namely the Regional Financial Management Unit (SKPKD/PPKD) and the Regional Work Unit (SKPD). In this context, the Financial Reports (LK) prepared by SKPD serve as a reference for the preparation of PPKD's LK. SKPD is an accounting entity responsible for recording revenue, assets, expenses, and non-cash transactions within the respective work unit. The task and authority of recording and reporting the finances of SKPD are usually delegated to the Financial Administration Officer of the Regional Work Unit (PPK-SKPD).

Based on the aforementioned explanations, the focus of this research is to compare the established procedures with the realization or implementation aspects, considering real-world issues identified, and to evaluate the implementation of the system or application used in the Financial and Asset Agency of Sleman Regency (BKAD). The research aims to address the following questions: How do the established procedures compare with the realization or implementation aspects, considering real-world issues identified? What are the problems and obstacles commonly encountered during the preparation of financial reports in BKAD Sleman Regency? From these research questions, the objectives of this study include comparing the established procedures with the realization or implementation aspects, considering real-world issues identified, and evaluating the implementation of the system or application used in the Financial and Asset Agency of Sleman Regency (BKAD).

### **Mechanism**

The origin of the term "mechanism" can be traced back to the word "Mechos," which refers to tools and methods of operating something. However, in the Indonesian vocabulary, the word commonly used is "mekanisme." The definition of "mekanisme" in the Kamus Besar Bahasa Indonesia (Indonesian Dictionary) is the working method of a machine that applies work through an existing system. Based on the information provided above, it can be concluded that mekanisme refers to the functioning of a tool within an organization or entity in order to achieve optimal results and effectively realize the entity's objectives.

### **Financial Reports**

Financial reports serve as management products and a form of accountability for the utilization of resources and funds entrusted to an institution. Additionally, financial reports can be defined as structured reports that relate to the financial position and substantive reporting transactions in order to fulfill the general objectives of financial reporting (Schmidhuber et al., 2022). According to Government Regulation No. 71 of 2010, a financial report is a structured report that contains information about the financial position of reporting entities. The general purpose of financial reports is to provide information regarding the financial position, budget realization, surplus budget, cash flow, operating results, and changes in equity of a reporting entity, to assist in the decision-making and evaluation process related to resource allocation.

### **Accounting System**

The accounting system in public organizations or companies is closely related to the achievement of previously expected goals. Essentially, the purpose of an accounting system is to present financial information for a specific company or entity, serving the interests of management and providing a basis for decision-making by external parties. The core elements of an accounting system include forms, records such as journals, general ledgers, subsidiary ledgers, and financial reports (Albugis, 2016). Forms are financial documents used to record financial transactions in accounting records. In companies that still follow manual accounting systems, forms are typically pieces of paper, while computerized accounting systems use data processing systems (Rahayu & Kanita, 2023). In conclusion, an accounting system is a framework of documents consisting of various forms and records related to financial transactions, including journals, general ledgers, subsidiary ledgers, and financial reports. The process of designing an accounting system involves three stages: recognizing transaction evidence, classifying and recording transactions in accounting records, and reporting financial statements. These financial statements are used by management to monitor their operations and by external parties to make decisions. To facilitate the design and effective operation of an accounting system, three basic principles need to be considered: efficiency, usefulness, and flexibility.

## METHODOLOGY

### Type and Sources of Research Data:

In this study, the researcher will employ a qualitative research method, which is typically used for “exploration,” as opposed to quantitative research, which is commonly used for “measurement” (Latan & Ghozali, 2017). Accurate information from the institution directly or other sources is crucial for this research, enabling the writer to provide accurate knowledge and insights to readers in order to further clarify the Mechanism of Local Financial Report Preparation according to the Local Financial Accounting System at the Regional Financial and Asset Board (BKAD) of Sleman Regency.

In conducting this research, the researcher employs several methods for collecting accurate and reliable information relevant to the study, namely interviews, observations, literature review, and data analysis.

## RESULT AND DISCUSSION

The preparation of regional financial reports is one of the long journey processes related to regional financial management. In accordance with Permendagri No. 77 of 2020 concerning Technical Guidelines for Regional Financial Management, it explains that regional financial management is all activities used to plan, implement, administer, report, account for, and supervise regional finances. Financial Report is an output (final result) of the entire accounting cycle that has been carried out during one accounting period. This Financial Report has been prepared in accordance with the Regional Financial Accounting System (SAKD) that applies in Indonesia. The preparation of the Sleman Regency BKAD financial reports as PPKD will be carried out by means of consolidation in the SKPD Financial Reports which will then be used as a reference for compiling the Sleman Regional Government Financial Statements. The Regional Government Financial Report is a form of consolidated financial reporting which is made up of all SKPD financial reports supplemented by financial reports prepared by the PPKD every semester and is used as a form of accountability for the implementation of regional financial management during the period in question.

Before preparing the regional government financial reports, each SKPD must first prepare separate semester financial reports and PPKD must also prepare financial reports as a BUD. After that, PPKD will combine reports from each SKPD and PPKD/BUD into regional government-level financial reports with the same format. Although both reporting formats tend to be the same, there are some differences in the scope of transactions and accounts used. The components of the financial statements prepared by BKAD as PPKD consist of:

- a. Budget Realization Report (LRA);
- b. balance sheet;
- c. Operational Report;
- d. Cash flow statement; And
- e. Notes to Financial Statements.

In practice, PPKD issues PPKD financial reports in one fiscal year, including:

1. Semester financial reports are financial reports prepared for a semiannual or 6-month period starting from January to June in the current fiscal year.
2. The annual financial report is a financial report prepared for an annual period or starting from January to December of the fiscal year.

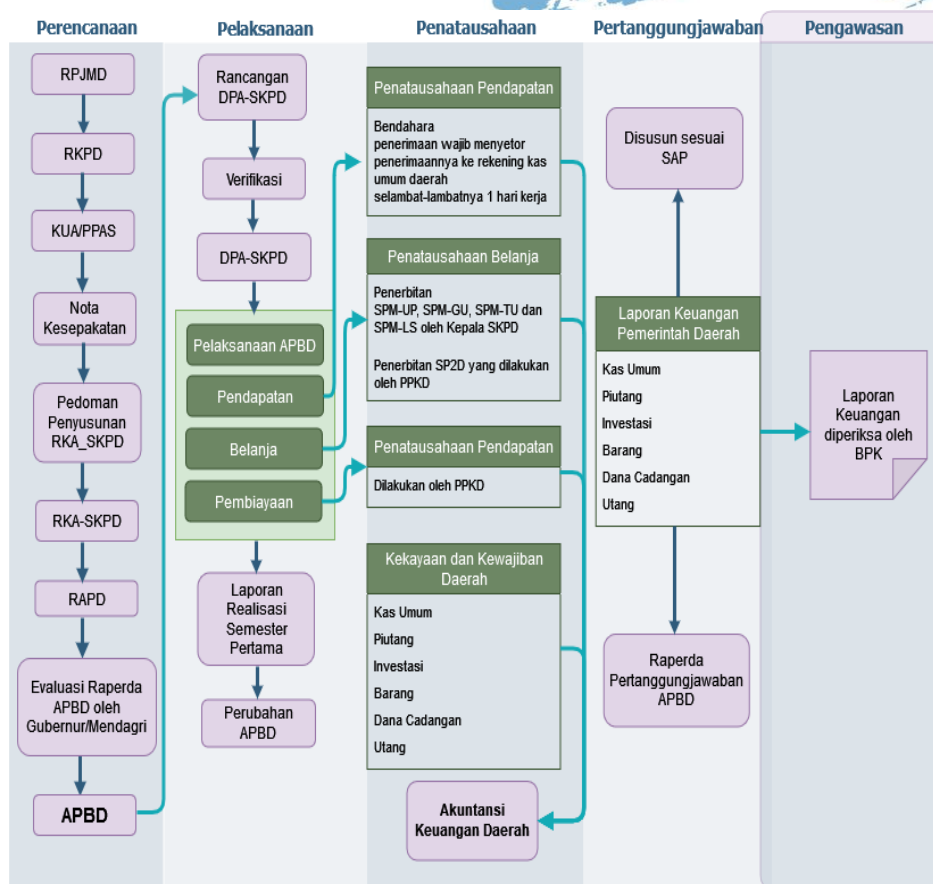


Figure 4.2 Regional Financial Management

### Planning Stage

In this stage, the process of preparing the RPJMD and RKPD is the task of the Regional Development Planning Agency (Bappeda), while the BKAD plays a role in preparing KUA/PPAS. As stated in Permendagri No. 77 of the year, the general policy of the APBD (KUA) is a document that contains policies in the fields of income, spending and financing as well as basic assumptions for one year. While Priorities and Temporary Budget Ceilings (PPAS) are priority programs and maximum limits of the amount of regional apparatus budgets for each program which are used as guidelines in preparing SKPD work plans and budgets. In accordance with Permendagri Articles 90 to 92 Government No 12 of 2019 contains several provisions related to KUA and PPAS as follows:

- Carrying out the preparation of KUA drafts and PPAS designs based on the RKPD by adhering to the APBD preparation guidelines.
- Submit the draft KUA and PPAS draft to the DPRD for discussion and joint agreement with the Regional Head no later than the second week of July of the current year.
- Propose proposals to add new activities/sub-activities related to KUA drafts and PPAS designs that are not listed in the RKPD for joint agreement with the DPRD.
- Assess whether adding new activities/sub-activities complies with the emergency criteria set out in the provisions of laws and regulations.
- Agree on the KUA draft and PPAS draft which have been authorized by the Regional Head and DPRD leadership no later than the second week of August.
- The KUA and PPAS draft agreements are included in the KUA memorandum of agreement document and the PPAS memorandum of understanding. KUA and PPAS that have been agreed upon are used by regional apparatus as a guide in preparing the RKA SKPD.



The KUA and PPAS documents that have been agreed upon have an important role as a reference in the preparation of the RKA SKPD/RKA-PPKD which are documents for planning and budgeting income plans, spending plans, SKPD programs and activities as the basis for preparing the RAPBD. In accordance with Permendagri No 12 of 2019 in Article 93 to Article 97, the mechanism for preparing RKA SKPD/RKA PPKD, namely:

- a. The Regional Government Budget Team (TAPD) carried out the process of drafting a Circular Letter concerning Guidelines for the Preparation of RKA SKPD/RKA PPKD. After that it is submitted to the Regional Head for document authorization.
- b. After reaching a joint agreement regarding the draft KUA and PPAS, the Regional Head will issue a Regional Head Circular regarding the Guidelines for the Preparation of RKA-SKPD no later than 1 (one) week.
- c. Based on the KUA and PPAS that have been agreed upon, the SKPD is tasked with compiling the RKA SKPD with reference to the Regional Head's Circular Letter concerning Guidelines for Preparing RKA-SKPD.
- d. BKAD as PPKD has responsibility for preparing the Raperda APBD by referring to the RKA-SKPD which was previously submitted by SKPD.

After the PPKD has received the RKA SKPD, the next step is to prepare the Raperda APBD which contains information, data flow, and the use and presentation of electronic documents. Referring to Permendagri Number 12 of 2019 in Article 103, this policy regulates the procedure for preparing the Raperda APBD as follows:

- a. PPKD receives the RKA SKPD/RKA PPKD and then submits it to TAPD for verification. Apart from being verified by the TAPD, the document is also being reviewed by the Local Government Internal Supervisory Apparatus in accordance with the provisions of laws and regulations.
- b. If there is a discrepancy, then TAPD has the right to ask the Head of SKPD to make improvements.
- c. The RKA-SKPD/RKA PPD that has been reviewed is submitted to PPKD for the process of preparing the Raperda APBD with reference to the RKA SKPD/RKA PPKD which has previously been perfected.
- d. PPKD submits the Raperda APBD to the Regional Head.

After the stage of preparing the draft Regional Regulation on APBD, the next step is the process of determining the APBD which includes:

1) Submission and discussion of Raperda APBD

Determination of the APBD accompanied by regional regulations must first be discussed and also approved by the regional head together with the DPRD. Based on Article 104 and Article 105 of the Government No. 12 of 2019, the following are the implementation provisions in submitting and discussing the Raperda APBD based on Articles 104 and Article 105 of the Government No. 12 of 2019, including:

- a. Delivering the Raperda APBD complete with explanation and supporting documents to the DPRD no later than 60 days before 1 month of the fiscal year ends. If you do not submit these documents, you will be subject to administrative sanctions in accordance with applicable regulations.
- b. Discuss the Raperda APBD with reference to the RKPD, KUA, and PPAS documents.
- c. The results of the discussion are then included in a joint agreement authorized by the Regional Head and DPRD leadership.

2) APBD Raperda approval

The process for approving the Raperda APBD based on Article 106 of the Government No 12 of 2019 is as follows:

- a. Carry out joint approval between the Regional Head and DPRD on the basis of the discussion results of the Raperda APBD no later than 1 (one) month before the start of the fiscal year.
- b. Then the Regional Head prepares a Raperda for the elaboration of the APBD based on mutual agreement.
- c. The joint approval document is attached with the Raperda APBD. Documents on the approval of the APBD draft include: the composition of the draft APBD financial notes and the Memorandum of joint approval of the APBD draft.

- 3) Budget Plan Evaluation  
Based on Article 112 to Article 116 of the Government No 12 of 2019, the procedures for evaluating the Raperda APBD and Raperkada APBD are as follows:
  - a. The Regional Head submits the draft district/city regional regulations concerning the APBD that have been jointly approved along with the draft regional regulations concerning the elaboration of the APBD, RKPD, KUA, and PPAS to the Governor no later than 3 (three) days after the joint approval.
  - b. The Governor conducts an evaluation in consultation with the Minister, then the Minister coordinates it with the Minister of Finance.
  - c. The governor issues a decree related to the results of the draft district/city regional regulations concerning the APBD and the draft regional regulations concerning the elaboration of the APBD. After that, the results of the evaluation are submitted to the Minister no later than 3 (three) days after the issuance of the decision letter.
  - d. The governor notifies the decision on the evaluation results to the regent/mayor no later than 15 (fifteen) days after receipt of the Raperda APBD and the draft Perkada on APBD elaboration.
  - e. The bupati/mayor shall stipulate the draft regional regulation to become a regional regulation and the regional regional regulation draft to translate the APBD into regional regulations.
- 4) Stipulation of Perda APBD and Perkada Elucidation of APBD  
The process of enacting the Perda APBD and Perkada for the Elaboration of the APBD can be marked by the numbering, signing, and promulgation on the regional gazette. Based on Article 117 of the Government Number 12 of 2019, the process for establishing the Regional Budget and Perkada for the Explanation of the Regional Budget is as follows:
  - a. The Regional Head obtains a decree which is used as the basis for establishing the Raperda APBD and the draft Perkada concerning the Elaboration of the APBD.
  - b. The Regional Head receives the registration number for the Regency/Municipal Regional Budget Regulation from the governor.
  - c. Prepare and sign Regional Regulations and Perkada together with the Regional Secretary and then submit it to the Governor no later than 7 (seven) working days after the stipulation.
  - d. The Regional Head is required to provide information on the substance of the Perda APBD which has been included in the regional gazette to the public.

### Implementation and Administration Stage

The APBD is the SKPD's guideline for implementing programs and activities because basically all activities in the APBD must be carried out according to the budget and are not allowed to carry out programs or activities that are not listed in the APBD. Therefore, BKAD as PPKD manages input data related to the implementation of the budget, both expenditure budget, income or financing from various SKPDs in Sleman Regency. In practice, the government facilitates the implementation and administration of the budget by establishing a Regional Financial Information System (SIKD) which is managed directly by the BKAD. SIKD is a system managed by BKAD of Sleman Regency with the aim of documenting, administering, and processing regional financial data from the stages of planning, receiving, spending/spending, and final financial reports.

With the existence of SIKD, local governments can present information related to regional finance which is then notified to the public in general. Regional financial information contains some information including budgeting activities, budget implementation, and preparation of financial reports. In more detail, the objectives of regional financial information include:

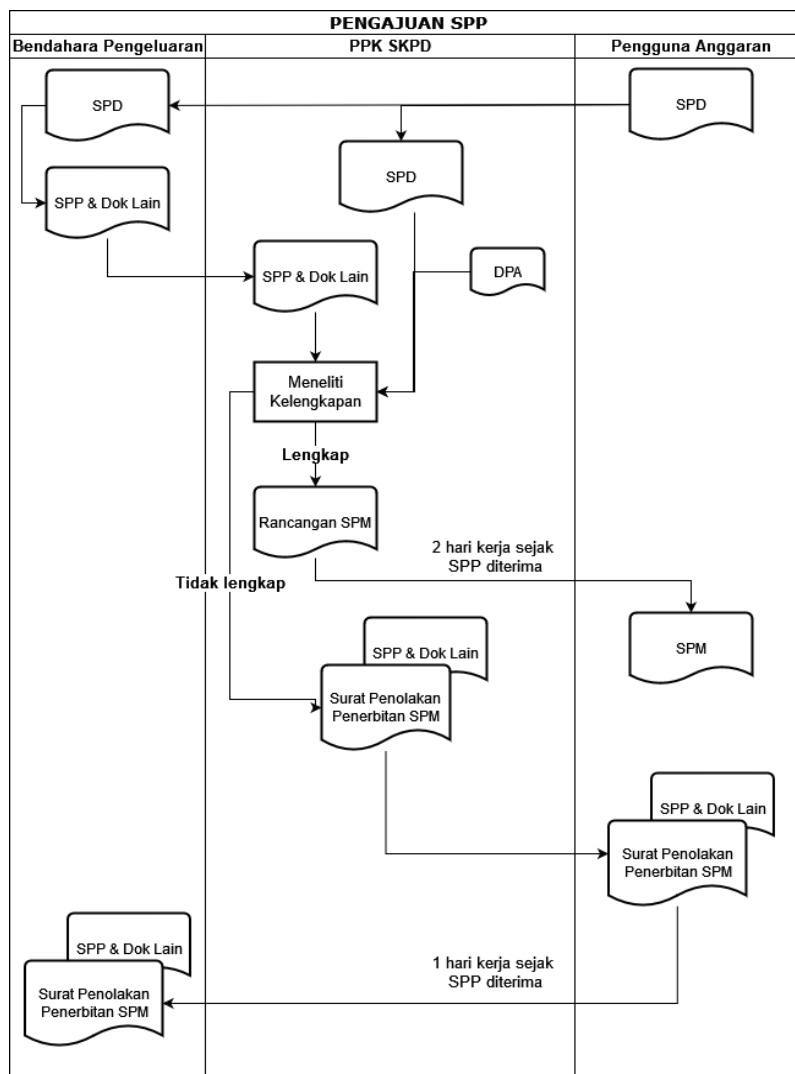
- a) Carry out the preparation of regional budgets and regional management reports to carry out co-administration duties from the Regional Head.
- b) Assist regional heads to evaluate regional financial performance.
- c) Support the implementation of regional financial information systems.
- d) Support the disclosure of information to the public.
- e) Presents information related to local government financial statistics.
- f) Evaluate regional financial management.

Before the APBD can be used as a basis for carrying out activities:

- a. SKPD must prepare SKPD Budget Implementation Documents (DPA-SKPD). DPA SKPD is a document that contains the income and expenditure of each SKPD which is used as the basis for implementation by the Budget User (PA).
- b. SKPD prepares a cash budget based on the DPA-SKPD which is used as a reference for preparing the Regional Government cash budget by PPKD. The regional government cash budget is a document for estimating cash inflows originating from receipts and forecasting cash outflows to regulate the availability of sufficient funds in order to finance the implementation of activities per period.
- c. PPKD prepares a Letter of Provision of Funds (SPD) according to the nominal cash budget. SPD is a document stating the availability of funds to carry out activities as a basis for issuing SPP (Payment Request Letter)

For more details, the following is the flow of SPP submission activities related to the implementation of APBD expenses:

**Gambar 4.3 Bagan Alir Pengajuan SPP**



The activity of preparing budget execution documents will produce output in the form of DPA-SKPD and regional treasury budgets. Both are used as the basis for preparing the SPD document by PPKD as BUD. After that, the SKPD Head sends the document to the Spending Treasurer and SKPD PPK for the preparation of a Payment Request Letter (SPP) and a Payment Order (SPM). The one who has the authority to fill in the SPP is the Spending Treasurer. Then the Expenditure Treasurer submits the document to the PA/KPA through the PPK-SKPD. SPP consists of 4 (four) types including SPP-Direct, SPP-Money Supply, SPP-Additional Money and SPP-Change Money.

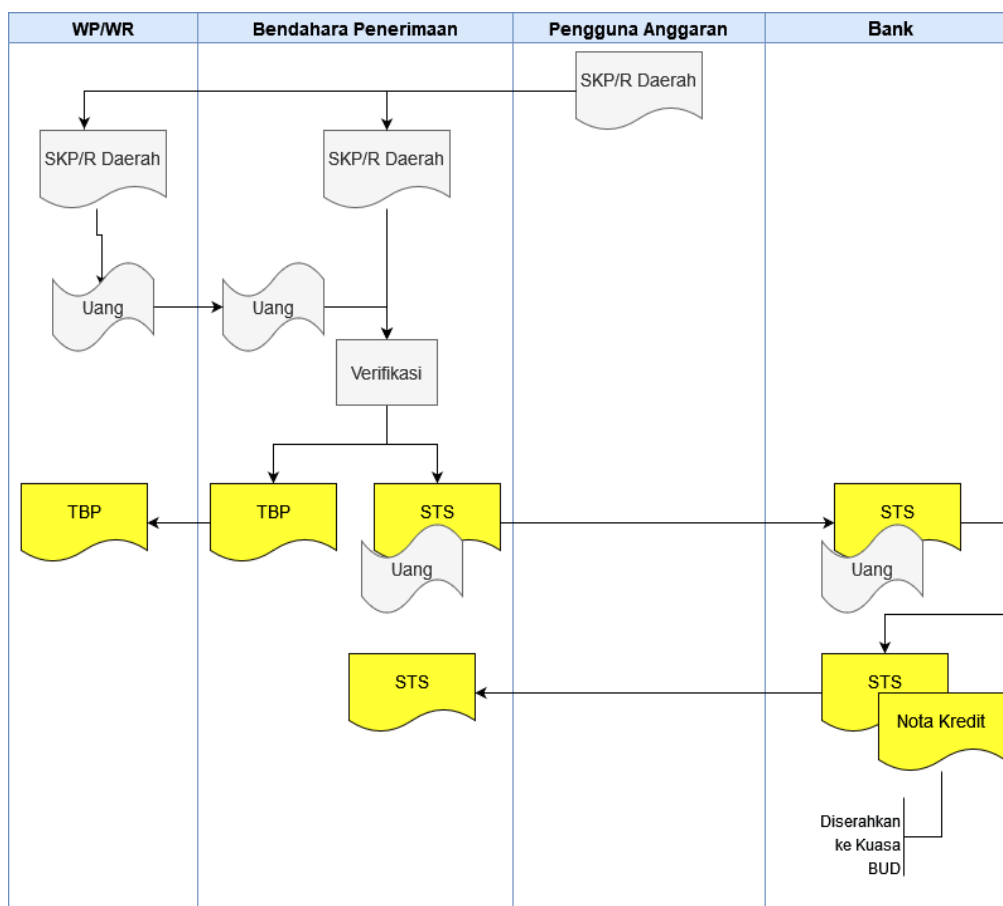
The Expenditure Treasurer submits the SPP to the PPK-SKPD which will then be tested and verified by the PPK SKPD regarding the completeness of the documents, the correctness of the writing and the availability of the budget ceiling. If everything has been fulfilled, the PPK SKPD begins the SPM document preparation procedure and submits it to the PA/KPA to authorize approval. After the document is signed, it is then submitted to the Proxy of BUD.

The procedure after fulfilling the requirements in the SPM document is the issuance of the SP2D which is carried out by the Proxy of BUD, which then disburses the funds to the bank by the SKPD in exchange. If the SKPD has received the funds, then the SKPD is required to make a Letter of Accountability (SPJ). SPJ is a mandatory document made by the recipient of the disbursement of funds as a form of accountability report on the funds used for implementing activities. Meanwhile, the Revenue Treasurer records transactions related to APBD revenues including revenue receipts. The procedure for receiving income is divided into three ways, including:

- a. Receipt of Cash Income Deposited to the Receiving Treasurer

In accordance with the guidelines for the Flowchart of the Regional Financial Management Cycle issued by the Ministry of Home Affairs, the document and activity flowchart is shown through the following pictures

**Gambar 4.4 Bagan Alir Data dan Dokumen Pendapatan Tunai Disetor ke Bendahara Penerimaan**



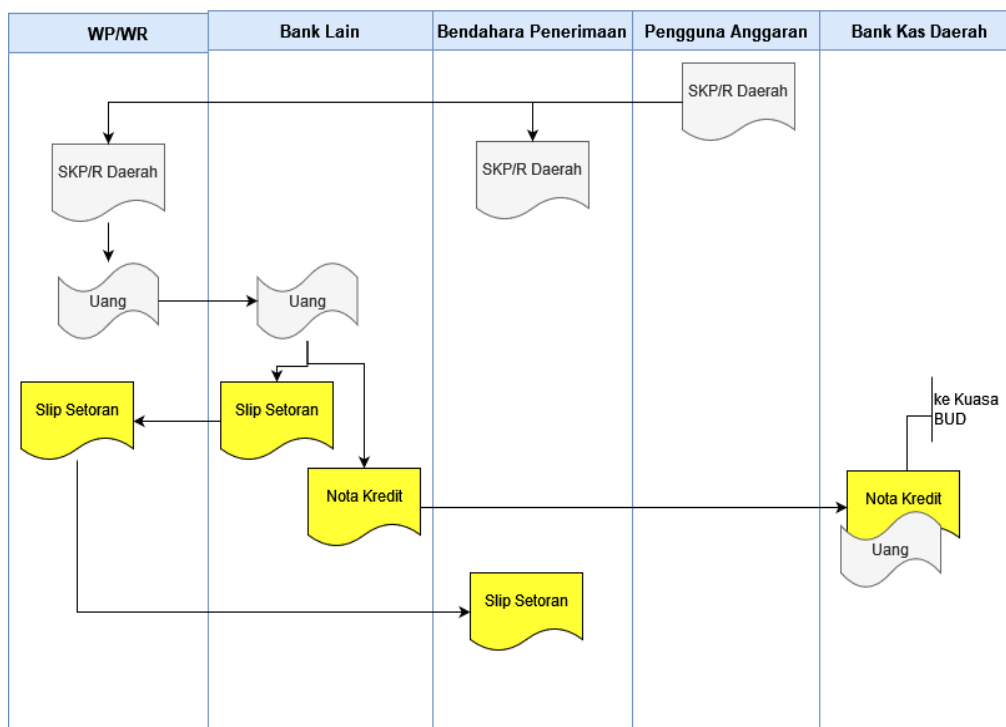




c. Income Receipt Through Other Banks

In accordance with the Regional Financial Management Cycle Flowchart guidebook issued by the Ministry of Home Affairs, the document and activity flowchart is as follows:

**Gambar 4.6 Bagan Alir dan Dokumen Pendapatan Melalui Bank Lain**



In brief, the procedure for receiving income through other banks is as follows:

1. PA submits Regional SKP/R to the Receiving Treasurer and WP/WR.
2. Other banks issue deposit slips/other valid evidence then hand them over to the WP/WR. In addition, other banks also issue Credit Notes.
3. Other banks send money accompanied by a Credit Note to the account of the Regional General Cash Bank.
4. The Credit Note is submitted by the KasDa Bank to the BUD, while the deposit slip/other valid evidence is submitted by the WP/WR to the Receipt Treasurer.

The input process into SIKD is an integrated application that is used as a tool related to regional financial management. The entire report and its documents will later produce a function, namely the preparation of financial reports will work properly and can provide results in the form of a General Cash Book (BKU). BKU is a type of report for recording all transactions of cash receipts and disbursements, transfers of cash from the bank to cash and corrections/corrections of bookkeeping errors which are then recorded in the respective subsidiary books.

After all the activities/sub-activities have been carried out, the SKPD must immediately prepare an Accountability Report (LPJ). In addition, Object Details (RO) also need to be arranged and sorted according to the type of goods that have been purchased. The final process of the series of activities is the SPJ and LPJ verification process by the Verifier. After that, the Accounting Department conducted an examination of the verified SPJ and LPJ.

After all the implementation of the APBD, it is necessary to make a Realization Report for the First Semester of the APBD which contains the classification of sources, allocation and use of economic resources as well as compliance with the APBD during the January-June period of the fiscal year concerned. The First Semester Realization Report is prepared based on the Receiving Treasurer's LPJ and Expenditure Treasurer's LPJ. Then the BKAD will combine the BKAD's Semester I APBD Realization Report and SKPD prognosis to become the Regional Government's First Semester Realization Report and Prognosis after the verification process has been carried out. After that, these documents are immediately submitted to the Sekda who will then be notified to the DPRD no later than the end of July.

### **Accountability and Supervision Stage**

The following is the accountability report for the implementation of the APBD including:

- a. APBD Realization Report
- b. balance sheet
- c. Cash flow statement
- d. Operational Report
- e. Report on Changes in Budget Balance Over
- f. Notes to Financial Statements

The Head of SKPD submits SKPD Financial Reports (unaudited) to PPKD no later than March 31 of the fiscal year, then BKAD as PPKD combines them into Consolidated Financial Statements (unaudited) no later than March 31 of the fiscal year. Then PPKD submitted it to the regent/mayor and produced a PEMDA Financial Report (unaudited) where this report was then submitted to BPK for an audit process on March 31 of the year in question. BPK examines and audits for approximately 2 (two) months and then the results of the audited financial statements. After that the BPK submits the results of the audit to the Regional Head. The Regional Head submits the financial report to the DPRD no later than June 30 of the fiscal year.

### **Problems that often occur when preparing regional financial reports at BKAD Sleman Regency**

The problem that often occurs in the BKAD of Sleman Regency in the mechanism for compiling regional financial reports when viewed from external factors is during the process of submitting financial reports from the SKPD where it turns out that there are still errors in recording or writing, so that the BKAD takes quite a long time to assist the SKPD in recording corrections. Not only that, the SKPD also often experiences delays in reporting every month which causes the process of consolidating financial statements to not comply with the provisions. As a result, there was a delay in preparation where the reports should have been in the process of being prepared and drafted but the SKPD had not even been able to complete them according to the agreed timeframe. This will greatly disrupt the consolidation process and have an impact on the preparation of the financial reports prepared by BKAD as PPKD.

Factors that might influence this delay are Human Error, System Error, and awareness of the importance of the principle of timeliness in reporting the finances of each SKPD. To overcome these problems, usually the Reporting Section will conduct an examination of the financial reports that have been entered on the SIKD website before the consolidated report is prepared by the BKAD. To anticipate the possibility of system errors and power outages, the BKAD must immediately enter the data that is already available and then save the data as soon as possible. This is done in order to reduce the risk of delays in reporting related to the preparation of the Consolidated Report.

## CONCLUSIONS

One of the supporting tools related to the mechanism in compiling regional financial reports in accordance with the Regional Financial Accounting System at the BKAD of Sleman Regency is the Regional Financial Information System (SIKD). In this system, the APBD planning process is carried out according to the needs and the amount is also adjusted to the expenditures that have been made in the previous period. The APBD budget period starts from January 1 to December 31 of the year concerned. The nominal income listed in the APBD is a rational estimate that if each source of income is to be achieved, the realization may be more than the total revenue budget that has been previously determined in the APBD. And conversely, the nominal expenditure stated in the APBD is the maximum value per type of expenditure in the fiscal year. So in practice, spending may not exceed the maximum limit of the nominal budget in the APBD.

Based on the discussion in the previous chapter, it can be concluded that with the existence of SIKD, local governments can provide regional financial information including budgeting activities, budget execution, and budget preparation which are then announced to the public.

Based on the results and interpretation of this study, the researchers provide suggestions as policy recommendations, namely that regional financial information must have easy access to data, especially for the public and report users. In addition, regional financial information must be submitted to the Minister of Home Affairs and the Minister of Finance in the year concerned. In essence, this regional financial information is not only to facilitate the regional financial management process, but to improve transparency and public access to the regional financial management process.

## LIMITATIONS

Individuals find it difficult to access local financial information, especially when searching for regional financial reports. Additionally, financial information is not communicated to stakeholders in the respective year.

## RESEARCH CONTRIBUTION

This research makes a positive contribution to the institution as an additional consideration for stakeholders in managing regional financial information.

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