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# Asset Management Analysis of DKI Jakarta Province (A Study on Land Assets in The 2015 Budget Year)

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Abstract-This study discusses the implementation of local government asset management by the Provincial Government of DKI Jakarta, specifically with regard to its land assets in the 2015 budget year. The review on local government asset management in DKI Jakarta encompasses the following dimensions: i) inventorying the asset; ii) legal audit; iii) appraising the asset; iv) optimization the asset; and v) monitoring the asset. The research was carried out using a post-positivist approach. Data for the study were collected using a qualitative approach and were analyzed descriptively. The results show that a well-implemented asset management will significantly improve the local public services; however, the implementation by the Provincial Government of DKI Jakarta still leaves something to be desired, especially with regard to aspects on land asset management. The finding of this study reveals that asset inventory and monitoring are two of the crucial components in the management of land asset in DKI Jakarta.

Keywords-local assets, land assets, asset management

## I. INTRODUCTION

Local or regional asset is one of the crucial elements in the administration of government and public services that must be managed effectively, efficiently, and transparently with full accountability. In general, what is referred to as assets of the local government is all forms of wealth or economic resources, which are owned or controlled by the local government and are used to achieve the objectives of the regional government. However, in Indonesia the above definition

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is not fully appreciated by the managers in charge of such assets, specifically within the context of managing the assets owned by the local government.

The prevailing lack of skills with regard to asset and financial management in a number of local government in Indonesia, at either provincial or district/city government level, is evident from the fact that there were 299 local governments in Indonesia that did not get the Unqualified Audit from BPK's auditors for their financial statements, including the Province of DKI Jakarta (data of BPK-RI, 2016). In 2015, the Province of DKI Jakarta for the third consecutive year since 2013 was awarded a Qualified Audit Opinion from BPK's auditor for its financial statements. This can be seen in Table 1.1 below.

Table 1
Results of BPK audit on financial statements of the Province of DKI Jakarta for five consecutive budget years (2011-2015)

Year	2011	2012	2013	2014	2015
Opinion	WTP-DPP (Unqualified - with Explanatory Paragraph) (auditors' statement)	WTP-DPP (Unqualified - with Explanatory Paragraph) (auditors' statement)	WDP (Qualified) (auditors' statement)	WDP (Qualified) (auditors' statement)	WDP (Qualified) (auditors' statement)

Source: jakarta.bpk.go.id.

Table 1 above clearly shows that the Province of DKI Jakarta has experienced some setback from initially receiving WTP-DPP opinions from BPK's audit, and then had dropped to WDP in the last three years. This is the result of its own failure to implement in full the



recommendation proposed by BPK in the previous audits, specifically with regard to asset inventory and monitoring (BPK-RI, 2016). BPK's audit exposed a number of significant issues with regard to the management and accountability on some of the assets owned by the Provincial Government of DKI Jakarta, including, among others, a large number of assets that are not listed in the inventory, the whereabouts of some assets are unknown, some assets do not have ownership documentations, or the asset are controlled by other parties (Rahardian, 2015).

Furthermore, based on the audited Financial Statement of the Local Government of DKI Jakarta from the last six years (2009-2015), the value of fixed assets owned by the Provincial Government of DKI Jakarta had been declining from Rp 366.91 trillion (per 31 December 2009) to Rp 334.40 trillion (per 31 December 2015). Development of fixed assets owned by the Provincial Government of DKI Jakarta is illustrated in Table 2.

Table 2
Development of fixed assets owned by the Provincial Government of DKI Jakarta, 2009-2015

Year	Value of Fixed Assets (in rupiah)
2009	366,906,322,397.715
2010	372,437,062,346.299
2011	335,071,237,986.116
2012	342,279,347,954.770
2013	332,877,691,631.442
2014	341,982,544,524.372
2015	334,403,041,973.049

Source: LKPD DKI Jakarta 2015 (audited) and processed

The declining value of these fixed assets is the result of a weak management and a somewhat erratic inventory procedure, when in fact such a procedure should be carried out periodically in accordance with the prevailing regulations, which has resulted in a misappropriation and misuse of the said assets. Administrative weaknesses in this regard can have a wider implication, i.e. there is a possibility that these assets may be taken over by other

parties who intend to take advantage of these weaknesses.

Most of the problems associated with fixed assets owned by the Province of DKI Jakarta are related to land assets. A large part or 85% of the total fixed assets owned by the Provincial Government of DKI Jakarta is land assets, which is valued at Rp 284 trillion. However, until now, numerous plots of land belonging to the Provincial Government of DKI Jakarta are still without certificates and these plots of land are not optimally managed. Currently there are around 5,500 plots of land listed as owned by the Provincial Government of DKI Jakarta. Nevertheless, more than 50% of these assets or around 2,800 plots of land are without certificates (Wicaksono, 2016). Lack of supervision. weaknesses in management, erratic inventory procedures, and issues related to ownership certification may lead to misappropriation, misuse, and even a loss of said assets because ownership of these plots of land could somehow be transferred to some dishonest third parties. The problems are also exacerbated by the fact that the assets in questions are quite numerous and their locations are spread over five municipalities and one district.

Based on the backdrop we have discussed above, this article will endeavor to see how the land assets are managed and their implications to the Provincial Government of DKI Jakarta.

### II. THERORETICAL REVIEW

In this study, there are a number of concepts that shape the framework of thought, i.e. the concepts on regional finances, asset management, and regional assets. With regard to regional finances, Ikhsan and Salomo (2002:63) state that a local government can effectively carry out its administrative authority only if it is endowed with sufficient financial resources.

The typical sources of regional revenues are local taxes, user charges, and inter government transfers. However, a regional government needs to acquire more sources of regional revenues to pay for the cost of running the administration and conducting the ever-expanding affairs of the local government and increasing the quality of public services (Nurcholis, 2005). One way a local government can generate more revenues is by optimizing the use of its assets to bring in more benefits to the institutions using them. Elmi (2002) outlines the concept of local government assets as the essential resources that should be managed judiciously because their correlation with the existence and well-being of the community.



Moreover, Siregar (2004) states that the management of local government assets can be grouped into five work stages, i.e. i) inventorying the asset; ii) legal audit; iii) appraising the asset; iv) optimizing the asset; and v) monitoring the asset. Assets inventory consists of (a) collecting data on the asset; (b) ensuring the completeness and accuracy of the information; (c) periodic updating; and (d) coordination among the executing agencies. Meanwhile, a legal audit is related to two crucial components, i.e. identifying the potential legal issue and the strategy to manage such an issue.

Next is asset appraisal that covers the following three components, i.e. (i) using only professional and independent appraisers; (ii) setting up an SOP for determining the value of a particular asset; and (iii) establishing the requirements with regard to the appraiser's competence. Next is optimizing the asset, so the asset may provide the desired benefits. Aspects related to asset optimization cover the following; (i) ensuring that there is a clear cooperative contract or agreement between the parties; (ii) applying the proper techniques for identifying and grouping the potential and non-potential assets; (iii) establishing procedures for optimizing the asset, and (iv) ensuring transparency in asset optimization. The next dimension is monitoring and control, which consist of (i) securing the asset both physically and administratively; (ii) setting up an Asset Management Information System; (iii) preparing the annual asset reporting; (iv) setting up the procedures and assigning responsibilities with regard to asset security, and (v) establishing a clear policy on asset management.

Vitkovic and Kopanyi (2014) outline the main reasons why a regional government needs to manage their assets—it is because assets owned by a local government may bring in a number of implications to the regional government, specifically in matters associated with material base, liabilities, operating expenditure, sources of revenue, economic development, and corruption.

These are the concepts that shape the framework of thought in our study and as such, the flow of the research will begin by analyzing the cycle of asset management as implemented by the Local Government Asset Management Agency of DKI Jakarta, from inventorying to securing the assets. Followed by a discussion on the implication of land assets to the administration of a local government, i.e. in providing public services, increasing local own revenues, and as a final point, a presentation of several alternative strategies for land asset management that will serve the Provincial Government of DKI Jakarta in a better way in its

endeavor to bring in transparency and accountability in line with the principles of good governance.

### III. METHODOLOGY

The study uses a post-positivist approach to seek out and explore the issues posed by the premise. A researcher using a post-positivist approach must begin his/her inquiry by testing a specific theory, and then proceed with amassing the required data, the ones that both support and refute the theory; next s/he will perform the necessary adjustments or improvements and retest the theory (Cresswell, 2009). Based on its objective, this study is classified as a descriptive research, which is designed to provide a more detailed description on the management of land assets owned by the Provincial Government of DKI Jakarta, from preparing the inventory up to securing the assets, whereas the benefits from the study are intended purely to develop knowledge on the subject and to provide a foundation for further studies (Prasetyo & Jannah, 2005). This is a cross-sectional study and it was conducted from May to June 2017.

Relevant data for the study were collected by conducting thorough interviews to a number of officials in charge of managing the local government assets and also secondary data obtained from literature reviews. In this study, the researcher employs a technique of the illustrative method to analyze the data, which provide an illustration of how asset management is implemented by the Provincial Government of DKI Jakarta, from collecting the data, preparing a transcript of the data (verbatim), data reduction, data verification, to drawing the final conclusion (Irawan, 2006). Last but not least, the focus of this study is on the management of regional assets in the form of land assets owned by the Provincial Government of DKI Jakarta in the 2015 budget year.

# IV. RESULT AND DISCUSSION

The results are reviewed for each stage of asset management. Based on findings in the field, the management of land assets in DKI Jakarta is still plagued by weaknesses, specifically during the inventory and monitoring stages. The discussion will elaborate on the stages of regional asset management, issues encountered at this stage, and efforts made by the Provincial Government of DKI Jakarta to deal with them. The analysis is based on the thorough interviews to the relevant parties in conjunction with literature reviews.



Inventory is an activity associated with generating and maintaining a comprehensive record of assets owned by a regional government (Vitkovic and Kopanyi 2014). Inventory needs to be consistent, up to date, and continuous, because it is the core of regional asset management. Asset inventory as carried out by the Provincial Government of DKI Jakarta is done in accordance with the Instruction of the Governor number 187 of 2015 on Accelerating the Improvement of Regional Asset Management.

However, in reality, activities on asset inventory as carried out by the Provincial Government of DKI Jakarta still leave something to be desired, since there are still unrecorded land assets, or assets with incomplete information; i.e. no information about the surface area, or the address is unknown, or no clear information about the purchase or acquisition value; therefore, it is no wonder that quite a few of these assets are loss due to claim made by third parties. Case in point, the Housing and Building Authority purchased a plot of land from an individual by the name of Toeti Noezlar Soekarno who claimed to be the legitimate owner, with the intention to build low-rent apartments on the land that covers a surface area of 4.6 hectares; however, the plan had to be put on hold, because according to BPK's finding that piece of property belonged to the Office of Food Security, Marine, and Agricultural Affairs, which is an agency of the Provincial Government of DKI Jakarta. This resulted in a potential loss for the regional government to the amount of Rp 668 billion and also had an impact on the provincial government's financial statement that led BPK's auditor to award a Qualified Audit Opinion for the third time since 2013. This is one example of land grab cases encountered by the Provincial Government of DKI Jakarta in 2015, which is caused by weaknesses in the inventory procedure.

Another issue is related to the flawed procedure in asset recording that allows the entry of incomplete or inaccurate data to the Asset Inventory Card; therefore, the actual state of a certain asset is not reflected in the financial statement for that period. This is evident from the arbitrary entries of some assets, which do not reflect their real or actual values; for example, some assets are valued at Rp 1.00, even more inexplicable there are assets with negative values, or there is no address for that asset. For that reason, the agency that administers the Province of DKI Jakarta's assets is scrutinized by BPK for its failure to set up an information system capable of integrating data on assets owned by the Provincial Government of DKI Jakarta.

As for legal audit, it is an activity of asset management that sorts out the potential legal issue and seeks out the solution for such an issue (Siregar, 2004). A review on the identified problems revealed that the most common issues are those related to ownership status, or assets that are controlled by other parties, and ambiguous cooperative contracts. A certificate of land ownership is a valid and legal proof that will block any attempt of land grab by any parties. Therefore, currently the Provincial Government of DKI Jakarta is cooperating with the National Land Affairs Agency to certify all the land assets owned by the Provincial Government of DKI Jakarta.

Weaknesses in the ownership status are evident from the fact that out of 5,500 plots of land owned by the Provincial Government of DKI Jakarta, more than 50% of them or around 2,800 plots of land are without certificates (Wicaksono, 2016). Also on record, land assets without certificates in the name of the Province of DKI Jakarta cover a surface area of at least 17,392,884 m² and valued at Rp 98,88 trillion (BPK-RI, 2015). Throughout 2015, at least four cases contesting the ownership of some lands are still pending in court. BPK recorded a potential loss of Rp 8.11 trillion from 46 plots of land being sued in court by third parties.

Asset appraisal is a work process to appraise assets under our control (Siregar, 2004). According to Mahmudi (2010:158), one of the aspects that lead to the complexity and creating issues in regional asset management is the fact that until now no comprehensive appraisals have been carried out to all the assets controlled by the regional government. In all fairness, until now, the Provincial Government of DKI Jakarta still does not have an independent and professional regional appraisal. It may be due to the fact that there is no regulation that governs the appointment of such a position. Therefore, at the moment, appraisal of assets owned by the Provincial Government of DKI Jakarta is carried out alternatingly by either the Directorate General of State Assets Management or the Office of Public Appraisal Service.

Optimizing or utilization of an asset is carried out in ways that will advance the administration of government or for public benefits, or used by other parties in the form of a loan and lease agreement, BOT, BTO, KSO, or management contract (Mahmudi, 2010). DKI Jakarta's land assets are quite productive—a review of the Financial Statement of the Local Government for the year 2015 reveals that land assets are the most valuable resources owned by the Provincial Government of DKI Jakarta with a recorded acquisition value of Rp 284 trillion. Moreover, most of the land assets owned by



the Provincial Government of DKI Jakarta are located in strategic locations; therefore, they command a premium rental value and can be a source of revenues for the regional government. Nonetheless, the utilization of these assets should be accompanied with clear cooperative agreements in conjunction with a periodic monitoring to anticipate the relatively high possibility of business tenants defaulting on their lease agreement.

In leasing its assets, the Provincial Government of DKI Jakarta retains the right to assign a rental value that is higher than the value set forth by the KJPP, because it is only the minimum value set for the initial negotiation. The objective here is to generate a maximum profit for the regional government. With regard to transparency, the Provincial Government of DKI Jakarta is implementing what is referred to as a procedural transparency, i.e. by involving the local government asset utilization team; meanwhile, the appraisal itself is carried out by professional appraisers, and information about the location, status, and utilization of any asset is released through the Jakarta Smart City program, which is accessible to the public, and therefore allowing the public to participate in monitoring the assets, which are quite numerous and spread over several municipalities.

Monitoring and control cover two aspects, i.e. physical and administrative aspects. Insufficient physical and administrative control over the assets will potentially lead to misappropriation of these assets by a third party. Some of these assets are not properly secured, some of them do not have a signboard that marks them as property of the provincial government, some do not have fences, some of them are fenced but only partially, and it is quite easy for anybody to enter the location. Furthermore, administrative security is also insufficient; for instance, throughout 2015, a number of these land assets were sued by other parties in court and the provincial government lost a few of them, because it could not present a valid proof of ownership.

In an attempt to solve the issues on land asset security, the Provincial Government of DKI Jakarta has set up the Office of Local Government Asset Management at municipal/district level in conjunction with the Asset Information System to bring in transparency with regard to asset management and land asset security to the public using coordinate points to accurately map the location of land assets owned by the provincial government to minimize the misappropriation of these assets.

Implication of Assets to the Administration of a Regional Government

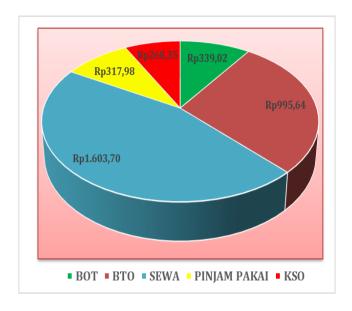
Material base: a local government asset is one of the crucial elements in the administration of government and public services; therefore, it should be managed judiciously. The main function of the Provincial Government of DKI Jakarta is to serve the people of Jakarta using every single resource under its control. Public service can be carried out to the fullest if the assets under government control are used according to their main duties and functions. Land assets can play a role in providing public services because these assets can be used as locations to build the necessary infrastructure for the public, such as sport facilities, market, *open green space*, *child friendly open public space*, and low-rent apartments.

Economic Development: a local government may develop local economics by allowing the utilization of its assets by third parties. The Provincial Government of DKI Jakarta has strived to optimize the utilization of idle land assets in cooperation with the private sectors, by building modern shopping centers, traditional markets, or providing business locations for Micro, Small, and Medium Enterprises . New economic centers are expected to drive the economy in DKI Jakarta, provide employment opportunities, and potentially improve the well-being of the local community.

Sources of Revenue: Vitkovic and Kopanyi (2010) state the great potential of assets to generate revenues. Revenue from land assets is mainly obtained from leased land or buildings. The Provincial Government of DKI Jakarta potentially has the opportunity to generate local revenues by leasing its land assets, because most of its land assets are located in strategic locations with high rental value. Increasing local revenues may be carried out by optimizing the use of these assets, considering that many of them are idle and located in prime locations. Furthermore, engaging third parties in the optimization of these assets will eventually lessen the burden of the government from the cost of maintaining and securing the assets.



Graph 1. Asset Cooperation of the Provincial Government of DKI Jakarta per 31 December 2015 (in billions of rupiahs)



Source: Data from the Regional Asset and Financial Management Agency of the Province of DKI Jakarta

Based on the realization of revenues from land asset utilization discussed above, we may surmise that land leasing provides a significant contribution in increasing the local own revenues in DKI Jakarta to the amount of Rp 1.6 trillion in 2015. Graph 1 shows that the revenues obtained from land leasing are considerably higher that revenues from any other cooperative ventures. It is in line with Vitkovic and Kopanyi's statement (2010) that revenues from assets are mostly generated by leased land and buildings. Nonetheless, revenues from land leasing are not optimized and are less compared to revenues from other sectors. Considering the limited availability of land in DKI Jakarta, which is not proportional with the rapid population and economic growth in the region, land leasing has the potential to be one of the most reliable sources of revenues. The currently meagre revenues from this sector is the result of ambiguous cooperative agreements and land asset utilization that have not been optimized, because a large number of these assets are idle and not generating any revenues.

Liabilities: securing regional assets are the responsibility of each local government unit with assets under its control in accordance with a decision letter governing the use of an asset signed by the Governor.

Transfer of assets to a local government unit (SKPD) will be accompanied with a transfer of authority to manage and secure such an asset. As for technical implementation in the field, a functional official charged with the responsibility to manage the asset will be assigned to carry out the actual task. The official in charge of managing the asset is expected to consult DKI Jakarta's Regional Asset Management Agency and acquiring the commitment of its leaderships to manage the asset entrusted to them.

Operating Expenditure: all local government units as the parties that use the assets are responsible for maintaining and securing the assets under their care. Therefore, each local government unit shall put the cost for maintaining and securing the assets in their care into the Local Revenues and Expenditures Budget to provide first-rate services to the public. The same goes for assets managed under a cooperative agreement with other parties, and the private sector using this asset is responsible for maintaining and securing the assets owned by the Provincial Government of DKI Jakarta throughout the duration set forth in the agreement between them.

**Corruption**: in many countries assets owned by a regional government may potentially lead to an act of corruptions and conflict of interests. All activities associated with asset utilization in DKI Jakarta shall be carried out in accordance with the prevailing laws and regulations, i.e. by permission of the Governor and the asset must be appraised by professional appraisal. Furthermore, to prevent any act of corruption, the Provincial Government of DKI Jakarta compartmentalizes the tasks, functions, and authorities of the agencies involved in the utilization of regional assets. This is done in assertive and consistent manners to prevent any possible transgressions.

### V. CONCLUSION

There are still a few issues afflicting the stages in land asset management in the Province of DKI Jakarta, specifically in asset inventory and monitoring. Activities on asset inventory still leave something to be desired; information regarding a number of assets is incomplete or inaccurate. Meanwhile, some other assets are not properly secured both physically or administratively due to a lack of concern among the officials in charge or shortage of commitment from their leaders. This situation leads to disappearance of some assets, which potentially causes financial losses to the regional government. Even though the Asset Information System is now in operation, problems related to the



quantity and quality of human resources are still hindering the progress in asset land management.

As revenue sources, which generate a significant earnings, land assets have a clear implications to the administration of the provincial government in DKI Jakarta. Land asset management has a direct bearing on the provincial government's capacity to provide public services and increase regional revenues. Nevertheless, because the utilization of some of the land assets has not been optimized, the realization of revenues from land assets is not as high as compared to revenues obtained from other sources. Moreover, asset optimization by involving the private sectors is also beneficial and will eventually lessen the burden of the government from the cost of maintaining and securing the assets.

Based on the research, the authors have put together the following recommendations on regional asset management for the Provincial Government of DKI Jakarta:

- To differentiate between the appraisals made for asset leasing and the one made for the KIB. It is necessary to ensure that the Financial Statement of the Regional Government will not be over-stated;
- To set up strategic planning for short, medium, and long term with regard to regional asset management, and in the short term, at least, it will help in the verification of idle assets;
- To set up a new agency whose special duties and functions are to generate regional revenues, and another agency to manage the assets used in providing public services;
- To implement a reward and punishment system in managing the assets under its control to increase the awareness and commitment among the Provincial Government's officials.

From the research and discussion, the authors learned that there are land assets owned by the Provincial Government of DKI Jakarta that have not been optimized in their utilization to generate even more regional revenues and provide public services. This may serve as the impetus for the next researchers to go deeper and see how many assets belonging to the Provincial Government of DKI Jakarta are idle and how their potential is to boost regional revenues in the future. It is also necessary to find out the factors behind the less than optimum revenues from leasing these assets and to seek the solutions that will reduce the possibility of business tenants defaulting on their lease agreement.

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