
PROFESSIONALISM, STATUTORY CONTROL AND ACCRUAL BASED INTERNATIONAL PUBLIC SECTOR ACCOUNTING STANDARDS IMPLEMENTATION IN KADUNA STATE

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ABSTRACT

This study examined determinants of accrual based IPSAS implementation in LGAs of Kaduna State Nigeria. In order to achieve this, a cross-sectional survey of LGAs was conducted to collect data from accountants and auditors on their perceptions of determinants of accrual based IPSAS implementation in LGAs. A filter was used to arrive at the required sample size (to be chosen an accountant or auditor must have attended training on IPSAS adoption and implementation organized by the state government) from the population of 240 accountants and auditors. 168 accountants and auditors satisfied the above criterion hence, formed the sample size of the study. Data was collected using questionnaire and analyzed with Partial Least Square Structural Equation Modeling (PLS-SEM). The study found that secrecy and statutory control have significant negative relationship with accrual based IPSAS implementation in LGAs of Kaduna state. The study also found that flexibility and transparency had insignificant relationship with accrual based IPSAS implementation in LGAs of Kaduna state. The study concludes that professional accountants with high ethical conducts are key to successful implementation of accrual based IPSAS; and that implementation of accrual based IPSAS is motivated by pressure from regulatory agencies on noncompliance with standard requirements and fear of losing donor funded projects.

Keywords: Flexibility, professionalism, self-efficacy, statutory control, secrecy, transparency

INTRODUCTION

Empirical literature has been developed and documented on the determinants of International Public Sector Accounting Standards (IPSAS) implementation across different continents. The documented findings with respect to factors influencing IPSAS implementation cannot be generalized due to jurisdictional limits of a state, as well as cultural and related differences. Thus, the question of what determines the implementation of accrual based IPSAS in local government areas (LGAs) remains unanswered. Evidence regarding implementation of accrual based IPSAS from developing countries especially in LGAs of Nigeria is limited.

The introduction of IPSAS accrual based in all three tiers of government accounting systems is aimed at determining procedures for reforming public financial management. the transformation agenda canvassed

by the concept of New Public Management (NPM) in which public sectors are adopting IPSAS accrual accounting basis to report their financial statements and budgetary provisions, is a right step in the right direction for achieving comparability, transparency, and accountability in public sectors (Hood, 1995).

The overall objective of IPSAS is to provide improved quality financial information of public sector entities, to increase adherences to transparency of public accounts which will make preparers of accounting information and decision makers more accountable. Implementation of IPSAS improve quality of public sector financial information, assets managements, level of accountability, efficiency of operations, effective budget implementation, confidence of domestic and foreign donor organizations and checks possible cases of corruption of officers in government parastatals and institution (Olusegun, 2019; Abimbola et al., 2017).

The implementation of accrual based IPSAS in LGAs is targeted in achieving the much needed benefit, because the information prepared and presented in the financial statements on an accrual based of accounting satisfied the requirement needed for accountability and decision making (Christiaens, Reyniers & Rollé 2010). This is a clear indication that financial statements prepared and reported on an accrual based enable users to attest to the accountability of resources the entity controls and the utilization of those resources. Similarly it is an avenue to assess the financial position, financial performance and cash flows of the entity.

Implementation of accrual based IPSAS will bring about comparability and transparency of financial statements at all levels of government as well as provide high degree of accountability in handling public resources (Dabbicco 2015; Duenya et al., 2017). Despite the benefit attributed to the implementations of accrual based IPSAS, it has been observed that developing countries are yet to harvest its desired outcomes.

Prior studies found that developing countries are implementing accrual based IPSAS in order to show that they belong to the league of nations, without adequate and proper preparation of accountants and auditors (Carlin 2005; Chanchani & Willett 2004); Christiaens et al., 2010; Connolly & Hyndman, 2006). Most developing countries are adopting accrual based IPSAS as a result of pressure from development partners as well as easy accesses to foreign loans (Carlin, 2005; Chanchani & Willett, 2004; Christiaens et al., 2010; Duenya et al., 2017; Tanjeh 2016).

This is a clear indication that, there are factors that affect the implementation of accrual based IPSAS, in LGAs as well as other tiers of government. Federal government of Nigeria (FGN) through the office of accountant general (AGF) announced that by 2014 and 2016, all tiers of government in Nigeria are mandated to adopt IPSAS cash and accrual based of accounting respectively. Prior to the adoption of IPSAS accrual based of accounting LGAs of Nigeria used cash basis of accounting.

Cash basis of accounting is predominantly used by public sector in spite of its limitations and setbacks that affects financial transactions that had to do with poor budget implementation and mismanagement of public fund (Carlin, 2005; Christiaens et al., 2010). Virtually, this creates the issue of inadequate budget preparation and implementation, making it mandatory to consider the relationship between public sector budgeting and cash basis of accounting (Dabbicco, 2015). It can be noted that accrual based IPSAS is better suited for planning, financial management and decision making. It could also improve the comparability of the financial performance between LGAs and give a greater accountability and transparency (Christiaens et al., 2010). This study is therefore, is an attempt to explore factors determining the implementation of accrual based IPSAS in the LGAs. The study focuses on LGA in Kaduna State, Nigeria.

LITERATURE REVIEW AND HYPOTHESIS DEVELOPMENT

Implementation of accrual based IPSAS

The implementation of accrual based IPSAS is represented by self-efficacy. Self-efficacy is the ability and capacity of individuals to confidently and volitionally implement a new system (Guerreiro 2011). This indicate that perception, motivation, personal reasoning and believes have influence on accrual based IPSAS implementation in LGAs. The motivation that allowed for the provision of required resource to implement or satisfy the requirement of accrual based IPSAS accounting is referred to as self-efficacy. In addition, accountant and interested parties' motivation to implement accrual based IPSAS is subject to available resources earmarked for the exercise (Ahmad, 2016). In this study, we attempt to adduce flexibility, professionalism, secrecy, statutory controls and transparency as determinants of implementation of accrual based IPSAS

Flexibility

Flexibility refers to the choice made by entities which provide guidance in selecting accounting standards by considering the circumstances concerned with the accounting transaction in the financial statements (Duenya et al., 2017; Gray 1988). In recognition, measurement, presentation and disclosure requirements of the financial transactions using several methods are also refers to as flexibility in the choice of accounting system. This method is always different as regards one entity to another. By taking into cognisance of the above discussions, we expect to test the extent of relationship between flexibility and how they affect implementation of accrual based IPSAS in LGAs. Therefore, the following hypotheses was formulated:

Ho₁: There is no significant positive relationship between flexibility and IPSAS implementation in LGAs of Kaduna State.

Professionalism

The professional judgment to make a decision on what accounting values should be and what should not be in the absence of accounting policies in an organization is known as accounting professionalism. Chanchani and Willett (2004) states that professionalism is applying professional judgment in determining what should be the values of various accounting items and necessary disclosure requirement in the financial statements of an organization and not merely compliance with the strict statutory requirements.

Chanchani and Willett (2004) states that professionalism has relationship with implementation of accounting standards; while Matekele and Komba (2020) found that staff experience, in-house training necessity, understanding and skills, involvement of professional accountants among others influence implementation of accrual based IPSAS in the LGAs. Thus, we hypothesize that:

Ho₂: There is no significant positive relationship between professionalism and IPSAS implementation in LGAs of Kaduna State.

Secrecy

Measurement of the unwillingness of accountants and auditors to adopt and implement particular accounting standards is termed to be as secrecy. As highlighted in their research Hofmann and McSwain (2013) secrecy may arise due to following number of circumstance that had to do with business competition, politics expenditure, labour union confrontation and corruption issues. This leads to a negative reaction in implementation of accrual based IPSAS. Generally, Secrecy occurred as result of violation of transparency provision which involves the handlers of financial statements in the disclosure of financial information to the external users (Chanchani & Willett, 2004). It is apparent to agree that secrecy may negatively affects implementation of accrual based IPSAS in the LGAs. Thus, the following hypothesis is formed:

Ho₃: There is no significant negative relationship between secrecy and IPSAS implementation in LGAs of Kaduna State.

Statutory control

A system where government and its authorities control the accounting profession are refers to statutory control (Borker, 2016). Similarly, the system in which accounting practice requirement are directly controlled by the accounting regulatory authorities (Chanchani & Willett, 2004; Gray, 1988). Therefore in order to avoid sanctions professional accountants abide and comply with provisions of accounting standards. Such compliance with accounting requirement negatively affects the preparers of financial statements (Christiaens et al., 2010). In addition, Matekele (2018) found that regulatory authorities, pressure from development partners and adequate implementation policies have significant impact on implementation of accrual based IPSAS. Based on the foregoing, we hypothesize that:

Ho₄: There is no significant negative relationship between statutory control and IPSAS implementation in Selected LGAs of Kaduna State.

Transparency

Transparency is considered as the system in which financial and non-financial information transactions are disclosed to stakeholders within a stipulated period. Hoarding or hiding essential financial information is an unaccepted practice (Chanchani & Willett, 2004; Gray, 1988). Among the objectives of accrual based IPSAS is to provide adequate transparency in financial reports from government and to build citizens' confidence in the reliability and credibility of information disclosed in financial statements of governments" (IPSASB, 2017). In general terms, transparency involves organisation's expectations that financial information disclosure should consistently be transparent. This indicates that financial transactions and events of entities should be disclosed with evidence that shows the institute's activities. This variable has the possibility of informing users of financial statements about the entities or organisation's reliability and integrity. Relying on the above, it is reasonable to believe that transparency would positively influence implementation of accrual based IPSAS in the LGAs. Therefore, we hypothesize that:

Ho₅: There is no significant positive relationship between transparency and IPSAS implementation in Selected LGAs of Kaduna State.

Underpinning Theory

This study is underpinned is cultural theory which state that when there is a unified perception, a means of fulfilling man's mental requirements, a system of common sign, projections of man's thought, and infrastructure make handlers of general and specific purposes financial statements to adhere to regulations and standard accounting provisions (Borker, 2013; Gray, 1988). Cultural theory is confined to positive and normative accounting theories which are concerned with variation in accounting and financial reporting systems and practices; which lead to adoption and implementation of accounting standards (Bellanca & Vandernoot 2014; Borker, 2016a).

Other authors insist that success or failure of adoption and implementation of IPSAS is basically associated with culture (Borker, 2013; Paulsson, 2006; Perumpral et al., 2009). This is because the theory aims to explain behaviors of preparers of financial statements towards users of prepared financial statements and show how a particular country's financial reporting culture determine opportunities and failures in implementing IPSAS (Borker, 2016a; Thompson et al., 1990). Borker (2013) demonstrate that cultural theory explain the success or failure of implementing accounting standards. This is a clear indication in support of the assertion that countries were professional accounting is well recognized are going to be more successful in implementing accounting standards than countries with statutory control (Barth, 2008; Borker, 2016b).

Gray (1988) concluded that professionalism, statutory control, conservatism, optimism, secrecy, transparency, uniformity and flexibility were determined as the factors that guarantee success or failure of implementation of any accounting standards. Generally, it is commonly known that, the choice of a particular accounting system is mainly influenced by culture of a certain country (Zeghal & Mhedhbi, 2006). This means that adoption and implementation of a particular system of accounting is mainly inspired by the culture in which such country originates.

METHODOLOGY

This study is cross-sectional survey research. The sampling unit was accountants and auditors working with LGAs of zone one of Kaduna State comprising Zaria, Soba, Makarfi, Kudan, Ikara, Kubau, Sabon Gari and Lere LGAs. The main reason for engaging this group of personnel in the data collection is that they possessed adequate experience in the handling and presentation of financial statements in the LGA's (Oulasvirta 2014). They are also assigned a major role in coming up with valid accounting decisions, preparation and implementation of accounting policies in accordance with the requirements of accrual based IPSAS (Oulasvirta, 2014).

A filter was used to arrive at the required sample size (to be chosen, an accountants or auditors must have attended a training on IPSAS adoption and implementation organized by the state government) from the population of 240 accountants and auditors only 168 accountants and auditors satisfied the above criterion hence, formed the sample size of the study. Questionnaire was administered with collaboration of research assistants and a staff from the sampled LGA's.

Instrumentation and Measurement Variables

Table 1. Variable Construct, Sources and Itemisations

Construct	Items	Sources
Self-Efficacy	7	Dependent Adopted from Guerreiro, 2012
Professionalism	4	Independent Adopted from Borker, 2016; Chanchani & Willett, 2004 & Gray, 1988
Statutory Control	2	Independent - Adopted from Borker, 2016; Chanchani & Willett, 2004 & Gray, 1988
Transparency	3	Independent + Adopted from Borker, 2016; Chanchani & Willett, 2004 & Gray, 1988
Flexibility	2	Independent + Adopted from Borker, 2016; Chanchani & Willett, 2004 & Gray, 1988
Secrecy	3	Independent - Adopted from Borker, 2016; Chanchani & Willett, 2004 & Gray, 1988

Sources: Researcher, 2023

ANALYSES AND RESULTS

This section presents the result of the study both measurement model and structural model analysis using SmartPLS 3.0 and then follow by discussion of the findings. SmartPLS modeling is considered to be suitable technique for this study because it possessed the capacity of estimating both direct and indirect relationship between latent construct concurrently (Duarte & Raposo, 2010).

Measurement Model

The outer loadings of the indicator should be higher than 0.70, but basis on the criterion outer loading indicators with a value of 0.40 and 0.70 should be considered for removal if such removal will result in an increased of composite reliability (Bagozzi & Yi, 1988; Hair et al., 2011; Hair et al., 2014). The outer loading are higher than 0.70 as shown in Table 1. Similarly, when the outer loadings of an indicator is 0.40 and 0.70 as per each construct are said to be met the Individual item reliability requirement (Hair et al., 2014) also shown in table. Furthermore, for an indicator to have a value of 0.70 or higher is said to meet with the internal consistency reliability requirement as in Table 2.

Table 2: Item loadings average variance extraction, composite reliability and Cronbach's alpha

Variable	Loading	AVE	Composite Reliability	Cronbach's Alpha
SS1	0.60	0.50	0.82	0.73
SS3	0.71			
SS4	0.50			
SS5	0.72			
SS6	0.91			
FL1	0.72	0.63	0.77	0.50
FL2	0.86			
PF1	0.72	0.68	0.81	0.54
PF4	0.89			
SCR1	0.68	0.68	0.80	0.58
SCR2	0.95			
SC1	0.59	0.64	0.77	0.56
SC2	0.98			
TR2	0.98	0.68	0.80	0.63
TR3	0.64			

Source: Smart PLS report, 2023

Average variance extracted (AVE) recommended by Chin (1998) is that for each latent construct must not be less than 0.5 as such the AVE shown in Table 3 reached the minimum requirement for convergent validity of a latent construct. Discriminant validity was also recommended by Fornell and Larcker (1981) in which they stated that square root of AVE should be higher than the correlations among the latent variables as shown in Table 3. The measurement model is also presented in fig. 1.

Table 3: Square Root of AVE and correlations of latent variables for first-order constructs

Latent Variable	1	2	3	4	5	6
1. Self-Efficacy	0.6958					
2. Flexibility	0.2845	0.7920				
3. Professionalism	0.2896	0.2472	0.8240			
4. Secrecy	-0.5935	-0.0057	0.1048	0.8233		
5. StatControl	-0.4313	-0.1858	0.0554	0.2246	0.8012	
6 Transparency	-0.1554	-0.0419	-0.0027	0.2840	0.5773	0.8257

Note: Diagonal elements (figures in bold) are the square root of the variance (AVE) shared between the constructs and their measures. Off diagonal elements are the correlations among constructs

Source: Smart PLS report, 2023.

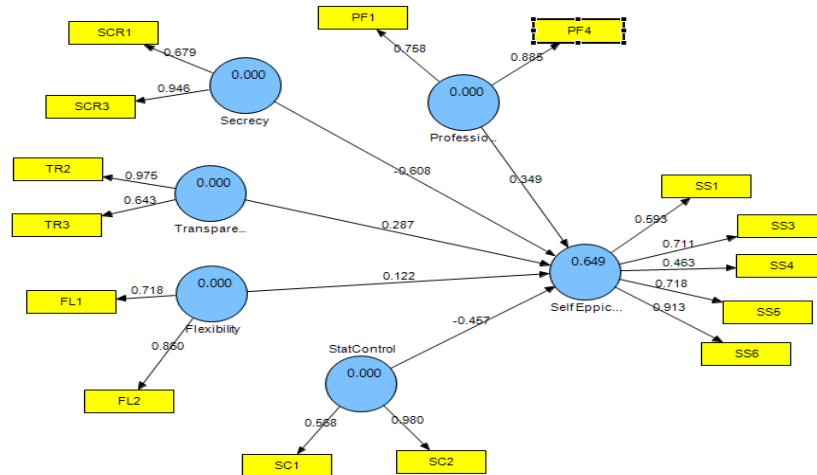


Fig. 1: measurement model

Assessment of Structural Model

Having ascertained the measurement model next is to assess structural model significance of the path coefficients for the main model (Hair et al., 2012; Henseler et al., 2009). Fig. 2 present the significant paths for our research model.

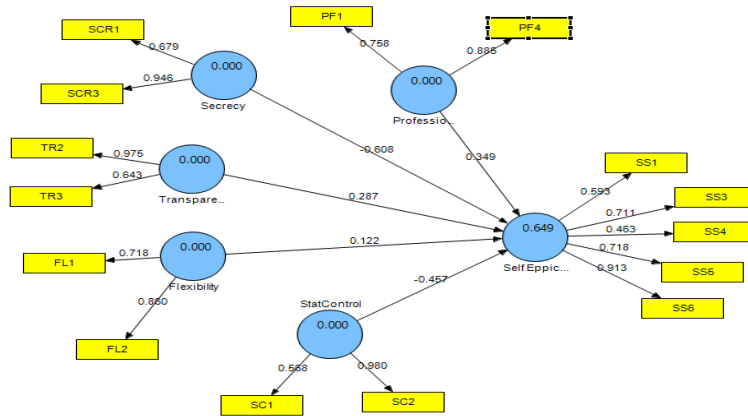


Fig. 2: Structural Model

Fig. 2 shows the structural equation model that will be to test the hypothesis formulated in null form in order to ascertain the relationship between the latent variables of the study. Ho₁ states that there is no significant positive relationship between flexibility and IPSAS implementation in LGAs of Kaduna State. Results in Table 4 revealed that flexibility had an insignificant positive relationship with IPSAS implementation in LGAs of Kaduna State ($\beta = .122, p\text{-value}.10$). Similarly Ho₂ states that there is no significant positive relationship between professionalism and IPSAS implementation in LGAs of Kaduna State. The results indicate that professionalism had significant positive relationship with IPSAS implementation in LGAs of Kaduna State ($\beta = -.349, p\text{-value} .10$).

The result provides empirical support for Ho₃ that there is no significant negative relationship between secrecy and IPSAS implementation in LGAs of Kaduna State. This is as the outcome of the tests showed that secrecy has significant negative relationship with IPSAS implementation in LGAs of Kaduna State, ($\beta = -.608$, p -value .10). In addition, Ho₄ suggest that there is no significant negative relationship between statutory control and IPSAS implementation in LGAs of Kaduna State. The results indicate that secrecy has significant negative relationship with IPSAS implementation in Selected LGAs of Kaduna State ($\beta = -.457$, p -value.10). Lastly, Ho₅ states that no significant positive relationship exists between transparency and IPSAS implementation in LGAs of Kaduna State. But result indicate that transparency had an insignificant positive relationship with IPSAS implementation in LGAs of Kaduna State ($\beta = .287$, p -value .10).

Table 4: Hypotheses Test

Hypotheses	Relationship	Beta value	Standard Error	T value	P value	Decision
H1	Flexibility ->Self Efficacy	0.122	0.080	1.528	0.10	Reject
H2	Professionalism ->Self Efficacy	0.349	0.153	2.288	0.10	Reject
H3	Secrecy ->Self Efficacy	-0.608	0.072	8.505	0.10	Reject
H4	Statutory Control ->Self Efficacy	-0.457	0.109	4.197	0.10	Reject
H5	Transparency->Self Efficacy	0.287	0.207	1.340	0.10	Not Reject

Source: Smart PLS report, 2023.

The structural equation model of this study in table 5 below has R² of (0.65). This shows the can predict 65% of the variability of dependent variable in relationship with the independent. This means that flexibility, professionalism, secrecy statutory control and transparency can collectively explained 65% of the variance in IPSAS implementation in LGAs of Kaduna State.

Table 5: Coefficients of Determination (R²)

Construct	R Square (R ²)
Revenue Performance	0.65

Source: Smart PLS report, 2023.

DISCUSSION OF FINDINGS

The overall objective of this research is to examine determinants of accrual based IPSAS implementation in LGAs of Kaduna State. Firstly, consistent with our first hypothesis, results revealed insignificant positive relationship between flexibility and Self-efficacy, suggesting that the level of flexibility in the implementation of accrual based IPSAS is very low. This finding contradicts the finding of Matekele (2018) who that variable did not pass the stipulated requirement needed when conducting factor analysis the variable exhibit a lower loading below the minimum requirement, hence the variable was dropped.

Secondly, our second hypothesis, professionalism has significant positive relationship with Self efficacy as expected. This indicates that (professional accountants with high ethical conducts) are key to successful implementation of accrual based IPSAS. For the affirmation of this finding, prior studies concluded that availability of technical support from qualified accountants is value addition in the implementation of accrual based IPSAS (Christiaens et al., 2010; Christiaens et al., 2015; Whitefield, 2016). This will enhanced the successful implementation of accrual based IPSAS in the LGAs (Whitefield & Savvas, 2016).

Thirdly, with respect to our third hypothesis, the results showed significant negative relationship between secrecy and self-efficacy as expected. This finding suggests that secrecy (in reporting of financial

statements) is inversely related to accrual based IPSAS implementation. The relationship means that decrease in secrecy (in reporting of financial statements) will influence the accrual based IPSAS implementation.

Fourthly, hypothesis four as predicted, revealed significant negative relationship between statutory control and self-efficacy. This finding suggests that statutory control is inversely associated with accrual based IPSAS implementation. This indicates that decrease in (sanctions by regulatory authorities) may in enhance speedy implementation. This result corroborate that of (Azmi & Mohamed, 2014; Hamisi, 2012; Zeghal & Mhedhbi, 2006). These studies documented that, implementation of accrual based IPSAS is motivated by pressure from regulatory agencies on the noncompliance with the standard requirements and fear of losing donor funded projects.

Fifthly, the results of the fifth hypothesis reveals insignificant positive relationship between transparency and Self efficacy, contrary to expectation. This finding indicates that the level of transparency in the implementation of accrual based IPSAS is very low in comparison with the stipulated requirement by the standard. This finding corroborate the finding of Matekele, (2018) that transparency has statistically insignificant relationship with self-efficacy. This implies that, implementation of accrual based IPSAS is not affected by the level of transparency.

CONCLUSION AND RECOMMENDATIONS

This study focused on examining determinants of accrual based IPSAS implementation in LGAs of Kaduna State. The study that secrecy and statutory control have significant negative relationship with accrual based IPSAS implementation in LGAs of Kaduna State; while flexibility and transparency had insignificant relationship with accrual based IPSAS implementation in the studied population. The study concludes that professional accountants with high ethical conducts and who are provided with technical support are key to successful implementation of accrual based IPSAS. And that implementation of accrual based IPSAS is motivated by external pressure mounted by regulatory agencies on the noncompliance with the standard requirements and fear of losing donor funded projects.

Based on the results obtained and the conclusion reached, the study recommends that LGAs should encourage their Accounting staff to acquire more qualification that will enable them become qualified accountants this will facilitate speedy implementation of accrual based IPSAS. They should also ensure that accounting staff are fully engaged in professional training, seminar and conferences organised by the accounting professional bodies. In addition LGAs should adhere to requirements provided by standard for preparation of financial statement in order to satisfy requirements statutory regulatory agencies and donor organizations.

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