

TRANSITION OF UNIVERSITAS TERBUKA FINANCIAL MANAGEMENT ACCOUNTING FROM PUBLIC SERVICE AGENCY ENTITIES TO LEGAL ENTITIES

Yushita Marini¹, Ali Muktiyanto², Antares Firman³, Laisa Liza⁴

^{1,2,3}Universitas Terbuka (Indonesia)

⁴Politeknik Kutaraja (Indonesia)

Abstract

In 2022, the change in status from Universitas Terbuka (UT) from "Public Service Agency State University (PTN BLU)" to "State University with Legal Entity (PTN-BH)" made many changes to university governance, one of which was in the financial aspect. This research was conducted to examine the planning and budgeting transitional strategy during the transformation of legal entities, where institutional management authority was exercised independently, including autonomy in financial management. The financial planning system, financial information system, implementation and accountability information system as well as budget reporting was then redesigned to financial needs with PTN-BH regulations. PTN-BH's financial management autonomy is a form of delegation of authority to the PTN-BH's Articles of Association, the separation of state assets which gives rise to state law consequences. This study uses a qualitative descriptive method with a legal approach and a conceptual approach, data collection methods in-depth interviews and documentation review. The results is that the preparation and implementation of the UT transition in the financial sector went through the initial stages of forming a team in the financial sector that compiles financial planning structures, accounting policies and financial reporting, development of systems and procedures for budgeting, financial reporting, financial performance evaluation systems and system development financial management and endowment fund.

Keywords: Transition, Universitas Terbuka, State University with Legal Entity, Financial Management.

1 INTRODUCTION

Education is the most influential element in developing the human resources of a country's society, including Indonesia. Indonesia then formulated RI Law no. 20 of 2003 concerning the National Education System which states that "National education functions to develop abilities and shape the character and civilization of a dignified nation in order to educate the life of the nation, aiming to develop the potential of students to become human beings who believe and are devoted to God Almighty, have good morals. noble, knowledgeable, capable, creative, independent and a democratic and responsible citizen." Based on this law, it is stated that education is a form of forming a civil society that builds and enhances the dignity of the nation as well as a form of human investment in improving the welfare of its people.

In order to improve the quality of public education, educational institutions in Indonesia continue to improve themselves in facing competition for human resources in Indonesian society. In line with this, State Universities in Indonesia continue to improve their organizational transformation, formulate implementation policies and design educational governance that is able to facilitate the achievement of excellence that can guarantee the existence of educational institutions in increasingly fierce global competition. State universities play a strategic role in the context of capacity building and increasing expertise, professional competence and technical proficiency. So that the nation's ability to develop science, carry out technological innovation and research and scientific development that give birth to new discoveries.

Starting in 2020, the Jokowi government under the ministry of education, culture, research and technology is making an educational revolution at various levels. Especially at the tertiary level, four policy adjustments have been launched in the tertiary sector. The first policy is the provision of autonomy for the opening or establishment of new study programs. The second policy is a re-accreditation program which is automatic for all rankings and voluntary for universities that are ready to move up in ranking in accordance with the provisions of the National Accreditation Board for Higher Education (BAN-PT). The third policy is related to the freedom for State University Work Units (PTN-Satker) and Public Service Agency State Universities (PTN-BLU) to become Legal Entity State Universities (PTN-BH). The fourth policy is to grant students the right to study for three semesters or the equivalent of 40 credits outside their university. (<https://lldikti4.kemdikbud.go.id/2020/01/basis-hukum-kebijakan-merdeka-belajar-kampus-merdeka/>)



Picture 1 : Legal Basis for the Independent Learning Policy
(Source : www.itjen.kemdikbud.go.id)

PTN-BH has different rules in its management, where Minister of Finance Regulation Number 139/2015 details the mechanism for providing, disbursing and accountability for PTN-BH operational funds, both based on the State Revenue and Expenditure Budget (APBN) and Non-APBN. Even though the inclusion of financial position reports and notes to financial reports is based on Government Regulation no. 26/2015 Article 20, however, the financial standards used have not yet been determined with certainty and clearly whether they refer to Financial Accounting Standards 45 (SAK 45) or Financial Reports of Entities Without Public Accountability (ETAP). (Tamara, N.E., Supriyanto, A, 2022)

The PTN-BH Financial Report consists of 3 (three), namely a report on the realization of the use of PTN-BH Funding Assistance, a performance report and an audited PTN-BH financial report. Before obtaining APBN and Non-APBN funding sources, PTN-BH must make a proposal for the required funding allocation, to obtain a budget provision that is in accordance with the portion of needs that will be achieved by making performance targets, the need for implementing the Tri Dharma of Higher Education, calculating unit operational costs and PTN-BH admission plan. (Sutini, L, 2019)

Universitas Terbuka (UT) is a Public Service Agency State University (PTN-BLU) which was authorized from 2011 to 2022, in carrying out activities using the Business Plan and Budget (RBA) with the implementation of the BLU Budget. The transition period from PTN-BLU to PTN-BH status has come into effect since the promulgation of Republic of Indonesia

Government Regulation No. 38 of 2022 concerning State Universities, Legal Entity of UT dated 20 October 2022. From the presentation of UT Public Service Agency (BLU UT) Report for 2022, UT achieved the 1st Best Budget Performance position in the PTN category with the BLU Financial Management Pattern with The Budget Performance Value (NKA) score was 96.60%. With a managed budget of more than IDR 1,799 trillion, which is a measure of the quality of results and must also excel in the Budget Implementation Performance Indicators (IKPA) which is a measure of process quality. UT received this award on March 30 2023 as a form of appreciation for BLU implementers for the last year so that in the 2023 budget year, UT will no longer use the BLU Financial Report. (<https://www.ut.ac.id/berita/2023/03/ut-memang-terbaik/>)

Universitas Terbuka (UT) is able to realize the highest level of full autonomy in managing finances and resources as a PTN-BH. This change of course changes most of the organizational structure and working procedures of open universities, starting from supervisors to financial implementation processes. UT is currently still continuing to improve its education policies and implementation considering that in its journey, the implementation of PTN-BH at the Universitas Terbuka is still under one year old. Based on this, research was then carried out regarding "Transition of Universitas Terbuka Financial Management From Public Service Agency Entities To Legal Entities".

Formulation of the problem :

Based on the research background, the formulation of this research problem is:

1. How is the transition of financial management and Universitas Terbuka's Accounting Standards from PTN-BLU to PTN-BH?
2. What is the Information System for Planning, Implementation and Accountability in fulfilling the PTN-BH Universitas Financial Report?

2 METHODOLOGY

This research uses a literature study research method with theoretical references that are relevant to the topic or problem found, a qualitative descriptive method with a legal approach and a conceptual approach, with data collection methods through in-depth interviews as well as documentation review and literature study. Documentation is a method for searching for documents or data that are considered important through newspaper/magazine articles, journals, libraries, brochures, documentation books and electronic devices, namely the internet,

that are related to the research being carried out. Literature study is a method used to collect data or sources related to the topic raised in a research.

3 FINDINGS AND DISCUSSION

3.1 Financial Management of State Universities

Currently, State Higher Education in Indonesia has three types of status that are not widely known by the general public. This status grouping is based on the Governance and financial management status applied at State Universities in Indonesia, including the status determination process, legal basis for PTNs, service rates, financial reporting patterns, education administration, and Human Resources (HR) management. at PTNs in Indonesia. These statuses include: 1. State Universities as Ministry Work Units (PTN-Satker), 2. Public Service Agency State Universities (PTN-BLU) and 3. State Universities as Legal Entities (PTN-BH). Briefly, these three statuses have differences, including:

Table 1: Differences in PTN Status in Indonesia (Source : www.itjen.kemdikbud.go.id)

Indicators	PTN-Satker	PTN-BLU	PTN-BH
Tatus Determination	Ministry of Education and Culture Ministry policy	Decree of the Minister of Finance on the recommendation of the Minister of Education and Research and Technology	Determined through Government Regulation
Legal basis	Ministry policy and determined through the internal mechanisms of the Ministry of Education and Research and Technology.	Higher Education Law and Regulation of the Minister of Finance with proposals from the BLU leadership.	The Higher Education Law and its implementing regulations are directly regulated by PTN, forming the PTN Statute.
Service Rates	Determined directly by the Ministry through the mechanism of the Minister of Finance and the Ministry of Education and	Determine service rates based on the policy of the Minister of Finance by giving room for proposals from BLU leadership	Determined directly by PTN in consultation with the Minister of Finance and the Ministry of Education and Culture.

	Research and Technology.		
Financial Reporting Patterns	All income, including Education Development Contributions (SPP) from students, goes into the state account (Ministry of Finance) before being used.	Autonomy level 2, PTN income is reported as Non-Tax State Revenue (PNBP)	Full Autonomy, income is NOT Non-Tax State Revenue (PNBP)
Implementation of Study Program	PTN is not independent in opening or closing study programs	PTN cannot be independent in opening or closing study programs	PTN can be independent in opening and closing study programs.
HR Management	Under the full authority of the Ministry of Education and Culture	Direct authority to determine, appoint, develop and dismiss non-PNS permanent staff in accordance with applicable regulations.	Direct authority to determine, appoint, develop and dismiss non-PNS permanent staff in accordance with applicable regulations.

The emergence of the Higher Education Law as implementing regulations for Higher Education in Indonesia was motivated by the need for higher education institutions for institutional management mechanisms. The background to the Higher Education Law is to ensure that PTNs remain legal entities that have autonomy and/or management sovereignty so that they are free from government interference. In essence, the regulation of Higher Education in the Higher Education Law is related to the phrase autonomy given to Higher Education. Article 62 of the Higher Education Law states that autonomy is defined as a form of freedom in managing higher education in accordance with the Tridharma. In the Higher Education Law there are 2 types of legal entity forms, namely the PTN-BH management pattern which can be interpreted as a BHMN model Legal Entity and PTN as a BLU form which is an extension that has attribution authority in managing higher education. Then, related to the status of state assets in the management of PTN-BH based on Article 65 paragraph 3 of the Higher Education Law jo. Article 24 of Government Regulation Number 4 of 2014 concerning the Implementation and Management of Higher Education states that the assets owned are separate state assets except land. In connection with the status of state assets owned by PTN-BH, the determination and administration of initial assets as a form of state assets separated from PTN-BH is determined by the Minister of Finance or the Minister who in government affairs regulates financial

matters. Meanwhile, land as an exception to the form of separation of state assets must be recorded on the PTN-BH balance sheet.

In relation to autonomy, Higher Education in Indonesia in the Higher Education Law divides Higher Education into 2 (two) forms, namely PTN and PTS which are based on several principles, namely:

1. Accountability, the principle of holding all types of higher education activities accountable to all stakeholders in accordance with statutory regulations. The principle of accountability can be measured from the ratio of students to lecturers, adequacy of infrastructure, provision of quality education, and the quality of graduates;
2. Transparency, the principle of openness and the ability to present relevant information appropriately and accurately to stakeholders in accordance with statutory regulations;
3. Non-profit, the principle of activities whose aim is not to make a profit so that all remaining business proceeds from activities must be reinvested in higher education institutions to increase the capacity and/or quality of educational services;
4. Quality assurance, the principle in the form of systemic activities to provide higher education services that meet or exceed national higher education standards and continuously improve the quality of education services; as well as
5. Efficiency and effectiveness, principles in the form of systemic activities to utilize resources in the implementation of Higher Education so that they are right on target and there is no waste.

This unclear legal status of PTN-BH is what gives rise to the status of state money owned by PTN-BH. In contrast to BLU's position as a delegate of government duties, BLU remains a Public Legal Entity so that its financial management and accountability is subject to the State Finance Law. Management of state finances is generally under the responsibility of the minister of finance as state general treasurer. The task of the finance minister as the state's general treasurer is to control all forms of state money. State money is defined as rupiah and foreign currency contained in the state treasury and money in the revenue treasurer and expenditure treasurer of state ministries/non-ministerial government agencies, and state institutions. (Pradhana, R.S, 2021)

3.2 Transition of Universitas Terbuka (UT) Financial Management and Accounting Standards from PTN-BLU to PTN-BH

Universitas Terbuka (UT) is a State University (PTN) which was inaugurated on September 4 1984. In its journey, UT is a BLU PTN which received permission from 2011 to 2022, where in carrying out activities it uses a Business Plan and Budget (RBA) with implementation BLUE Budget. In fact, at the end of UT's term as a PTN, BLU was able achieved the Best 1st position in Budget Performance in the PTN category with BLU's Financial Management Pattern. UT obtained a Budget Performance Value (NKA) score of 96.60%. By managing a budget of more than IDR 1,799 trillion, UT achieve the maximum score in the Budget Performance Evaluation (EKA) for the quality of results while also having to excel in the Budget Implementation Performance Indicator (IKPA) for measure process quality.

The transition period for the status of the Universitas Terbuka from PTN-BLU to PTN-BH, which takes effect from now on, is still being addressed considering that during its journey, budget financial reporting activities at the end of 2022 still refer to the Accrual-Based Reporting of Government Accounting Standards no. 13 (PSAP 13) concerning Presentation of Financial Reports for Public Service Agencies and rules for sound financial management in the government environment. This financial report includes:

1. Budget Realization Report, is a comparison between the budget and its realization. Includes elements of LRA-income and expenditure over a year's period.
2. Report on Changes in Excess Budget Balance, which presents an increase or decrease in the balance over the reporting year compared to the previous year.
3. Balance sheet, describes the entity's financial position regarding assets, liabilities and equity at the end of the year.
4. Operational Report, elements of income, expenses, surplus/deficit from operations, surplus/deficit from non-operational activities, surplus/deficit before extraordinary items, extraordinary items, and final surplus/deficit as required for fair presentation.
5. Cash Flow Report, presents information regarding sources, uses, changes in cash and cash equivalents during accounting period and the balance of cash, equivalents at the reporting.
6. Equity Changes Report, presents information on the increase or decrease in equity for the reporting year compared to the previous year.

7. Notes to Financial Reports (CaLK), provide information regarding detailed explanations or lists or analysis of the value of an item presented in the Budget Realization Report, Report on Changes in Budget Excess Balance, Balance Sheet, Operational Report, Report on Changes in Equity and Cash Flow Report. This includes the presentation of information required and recommended by Government Accounting Standards as well as other disclosures required for the fair presentation of financial statements.

After the publication of Government Regulation No. 39 of 2022 concerning the Universitas Terbuka (UT) as a Legal Entity State University (PTN BH) on October 20 2022, then at the end of 2023 UT will use Statement of Financial Accounting Standards No. 45 (PSAK 45) or which has now been replaced with Interpretation of Financial Accounting Standards No. 35 (ISAK 35) in its Financial Report as PTN-BH.

3.3 Information System for Planning, Implementation and Accountability in fulfilling the Universitas Terbuka PTN-BH Financial Report

Based on Government Regulation No. 39 of 2022, the Universitas Terbuka (UT) as a Legal Entity State University (PTN BH) will use ISAK 35 because PTN BH is considered a non-profit organization or what is now popularly called a Non-Profit Oriented Entity (EBNL). ISAK 35 itself came into effect on January 1 2020 replacing PSAK 45. Based on ISAK 35, the Financial Report consists of the Financial Position Report, Comprehensive Income Report, Report on Changes in Net Assets, Cash Flow Report and Notes to Financial Reports. Income is classified into two forms, namely without restrictions from resource providers and with restrictions from resource providers. Income increases net assets without restriction, unless its use is restricted by the resource provider.

Therefore, to facilitate the fulfillment for Financial Reports from PTN-BLU to become PTN-BH Financial Reports, the Universitas Terbuka then designed Mechanisms and Procedures for Implementing Accounting and Financial Reports in the Universitas Terbuka Environment through the Universitas Terbuka Chancellor's Regulation (Pertor UT) No. 1167 of 2022. In Accounting Policy No. 1 Presentation of Financial Reports have been prepared which consist of:

- a. Financial Position Report, describes UT's financial position regarding assets, liabilities, net assets on a certain date, classifies assets into current and non-current assets, classifies short-term and long-term liabilities, and previous financial posts.

- b. Comprehensive Income Report, presents an overview of economic resources that add to net assets in a reporting period, and income items, expenses, net asset surplus/deficit without limitation and with limitations, other comprehensive income/expenses.
- c. Cash Flow Report, presents information regarding sources, uses, changes in cash and cash equivalents in one accounting period, cash equivalent balances at the UT reporting date, cash inflows/outflows are classified based on operating, investing and financing activities.
- d. Report on Changes in Net Assets, presents information on the surplus or deficit of net assets for the reporting year compared to the previous year, consisting of net assets with or without restrictions from resource providers, presenting at least initial net assets, surplus/deficit of net assets in the relevant period, corrections -correction of additions/subtractions to net assets originating from the cumulative impact caused by changes in accounting policies & correction of fundamental errors, then final net assets.
- e. Notes to Financial Reports, divided into a structure for preparing general information on the basis of preparing financial reports and accounting policies chosen to be applied to transactions and other important events, are presented systematically regarding the Report of Financial Position, Comprehensive Income Report, Cash Flow Report, and Report on Changes in Net Assets, Information on interest rates and fair value adjustments combined with information on the maturity of securities and other disclosures that have not been disclosed in any part of the financial statements (such as the domicile and legal form of the entity as the jurisdiction in the entity operates, explanation the nature of the entity's operations and the statutory provisions that form the basis of its operational activities).

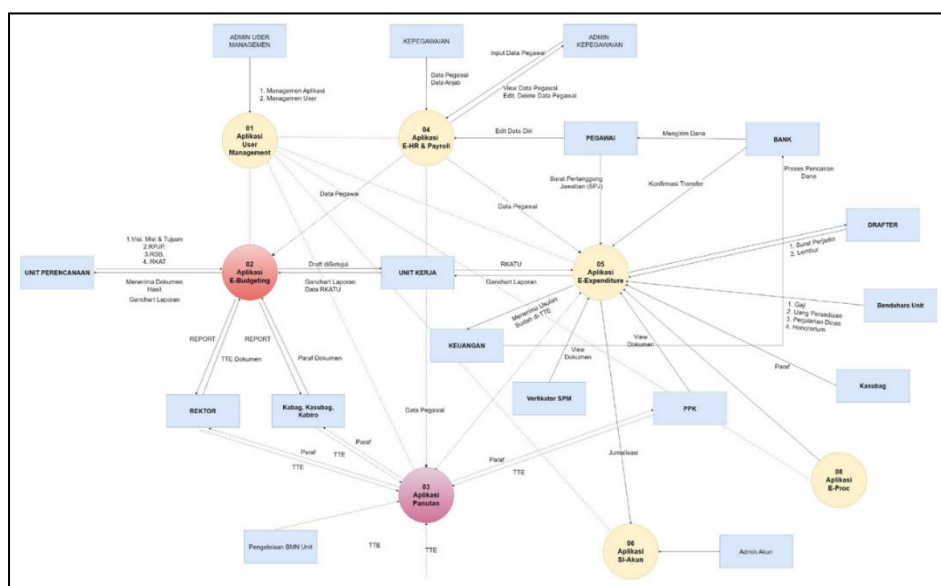
Based on Accounting Policy No. 2 regarding the Financial Position Report, references to PSAK 1 Presentation of Financial Reports, PSAK 3 Interim Financial Reports, PSAK 4 Separate Financial Reports, ISAK 35 Presentation of Financial Reports of Non-Profit Oriented Entities, and PSAK 65 Consolidated Financial Reports, are expected to meet the objectives of UT's financial position accountability regarding assets, liabilities and net assets on a certain date. The format of items in the statement of financial position:

Table 2: Universitas Terbuka’s Financial Position Report Format (UT Regulation No. 1167)

UNIVERSITAS TERBUKA			
LAPORAN POSISI KEUANGAN			
Per 31 Desember 2021 dan 2020			
(Dalam Rupiah)			
URAIAN	2021	2020	
ASET			
ASET LANCAR			
Kas dan Setara Kas	XXX	XXX	
Investasi Jangka Pendek	XXX	XXX	
Piutang	XXX	XXX	
Beban Dibayar Dimuka	XXX	XXX	
Uang Muka	XXX	XXX	
Persediaan	XXX	XXX	
Aset Lancar Lain	XXX	XXX	
Total Aset Lancar	XXX	XXX	
ASET TIDAK LANCAR			
Properti Investasi	XXX	XXX	
Investasi Jangka Panjang	XXX	XXX	
Aset Tetap	XXX	XXX	
Aset Lainnya			
Total Aset Tidak Lancar	XXX	XXX	
Total Aset	XXX	XXX	
LIABILITAS			
LIABILITAS JANGKA PENDEK			
Utang Usaha	XXX	XXX	
Utang Pajak	XXX	XXX	
Biaya Yang Masih Harus Dibayar	XXX	XXX	
Pendapatan Diterima Dimuka	XXX	XXX	
Pinjaman Jangka Pendek	XXX	XXX	
Bagian Lancar utang Jangka Panjang	XXX	XXX	
Utang Jangka Pendek Lainnya	XXX	XXX	
Total Liabilitas Jangka Pendek	XXX	XXX	
LIABILITAS JANGKA PANJANG			
Liabilitas Imbalan Pascakerja Jangka Panjang	XXX	XXX	
Liabilitas Jangka Panjang Lainnya	XXX	XXX	
Total Liabilitas Jangka Panjang	XXX	XXX	
Total Liabilitas	XXX	XXX	
ASET NETO			
Aset neto tanpa pembatasan	XXX	XXX	
Aset neto dengan pembatasan	XXX	XXX	
Total Aset Neto	XXX	XXX	
TOTAL LIABILITAS DAN ASET NETO	XXX	XXX	

To fulfill the need for financial preparation, UT designed a basic application system, namely the Financial Accounting Planning, Implementation and Accountability Information System (Sistem Informasi Perencanaan, Pelaksanaan dan Pertanggungjawaban/SIPPP), which can be used to facilitate the design of budgets and work activities, the realization of work activity plans, and automatic recording and documentation can be done via the website. <https://sippu.ut.ac.id> which can be integrated from all UT work units throughout Indonesia and the world in preparing the financial reports required as a PTN-BH. The following is a flow diagram of the components of the SIPPP system:

Figure 2: Data Flow Diagram (DFD) SIPPP UT PTN-BH



From the DFD above, there are related to several applications that are integrated with each other in their respective systems. In the Expenditure that there are several roles, namely Unit Treasurer, Verifier, Financial Treasurer, and Officer/Employee. After the Assignment Letter is created on the PANUTAN application, then a proposal is made by the Unit Treasurer, then the proposed document will be verified by the Verifier and signed electronically (TTE) by the PPK via the PANUTAN application, after the proposal is approved then an SPM will be created which is sent to Finance. Finance will verify and sign the SPM and create an SPTD to process the disbursement of funds to each officer by the Bank.

Figure 3: Manual Book
SIPPP



To make it easier to use the application <https://sippu.ut.ac.id>, apart from officers and stakeholder officials receiving training in stages in using this application, application users can also learn how to use the application through a manual book that has been prepared by the UT finance team Center. Maximizing the use of financial applications that have been designed by the Central UT finance team is expected to facilitate the fulfillment of UT's Financial Report requirements as a PTN-BH. Based on interviews from several application users as officers, they said that this application still needs development to fulfill the financial position posts required by every UT work unit throughout the world.

4 CONCLUSION

Conclusions from the research above include:

1. The transition period for financial management and Accounting Standards at the Universitas Terbuka from PTN-BLU to PTN-BH is said to be quite ready to handle changes in UT as PTN-BH, this is shown by the preparation of various Chancellor's Regulations that facilitate the implementation of UT as PTN-BH .
2. The transition from PTN BLU was also considered quite successful because at the end of UT PTN BLU's financial reporting in 2022 it achieved the Best Position I Budget Performance in the PTN category with BLU Financial Management Patterns.
3. On the Information System for Planning, Implementation and Accountability in fulfilling the UT PTN-BH Financial Report, UT Prepares UT Regulation No. 1167 concerning

Mechanisms and Procedures for Organizing Accounting and Financial Reports within the Universitas Terbuka Environment.

4. UT has also prepared a website-based application <https://sipp.ut.ac.id> which can be integrated into the financial reporting process of all UT units in Indonesia & the world.
5. Even though website-based applications are available, financial position posts are still not available to facilitate financial transactions required in certain work units. It is hoped that improvements to the application will continue to be developed to facilitate UT in realizing PTN-BH with good governance.

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