

Factors Influencing Adoption of Accrual Basis International Public Sector Accounting Standards

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Abstract

IPSAS adoption is a very important issue because it improves the ability of governments to provide understandable, relevant, reliable, and comparable financial reports to legislative bodies, citizens, media, taxpayers, donors, and employees. In particular, the aim of this study is to propose a conceptual framework of the antecedent factors of IPSAS adoption. The proposed conceptual framework has seven independent variables; top management support, knowledge and experience, training, implementation cost, external pressure, availability of expertise, and technology, besides to IPSAS Adoption as a dependent variable. Furthermore; both Agency theory and Institutional theory supports the proposed conceptual framework. This research is conceptual study and use the literature review analysis to achieve the research aim. The next step of this research is to empirically examine the conceptual framework in Dubai public sector.

Keywords: IPSAS Adoption, Top Management Support, Knowledge and Experience, Training, Implementation Cost, External Pressure, Availability of Expertise, Technology Factor

1. Introduction

The developed and developing countries seek more transparency in public finances to reduce the public anxious for better public financial management (Sofyani, Pratolo, & Saleh, 2021). Accordingly, the “International Federation of Accountants (IFAC)” develops and uses “International Public Sector Accounting Standards (IPSAS)” (Sunday & Ovuakporaye, 2020). Through the adoption of IPSAS, governments will be able to manage public resources with greater transparency and accountability (Sunday & Ovuakporaye, 2020). As nations states are constantly under pressure to use unified standards for government accounting, global economic integration has now made its way to accounting (Fossung, et al., 2020).

For years, experts argued that all types (private and Public) should operate efficiently, and the reform agenda was viewed as a means to harmonise public and private sector financial reporting and models (Olaoye & Talabi, 2018). The benefits of IPSAS and financial reporting, as well as their assumed economics, should be explored in detail to identify the cause-effect relationships that would contribute to better accountability (Sichigea, Siminica, Cristea, Noja, & Circiumaru, 2021). Institutional factors can have tensions, which makes it worthwhile to

examine their influence on the IPSAS adoption (Boolaky, Mirosea, & Omoteso, 2020). A country can be given a timeline to adopt IPSAS by international organizations (both governmental and non-governmental) (Boolaky, Mirosea, & Omoteso, 2020). The IPSAS have the potential to constrain corruption in addition to providing reliable, timely, and comprehensive financial information (Tawiah, 2021).

By using IPSAS, reliable and comprehensive information is generated which enhances citizens' participation in public funds management and, therefore, combats corruption (Hamed-Sidhom, Hkiri, & Boussaidi, 2021). Some studies have suggested that IPSAS is also a potential catalyst for corruption despite its numerous benefits as a possible constrainer on corruption (Tawiah, 2021). The accounting system, in particular accrual accounting, both promotes and impedes the fight against corruption (Li, Qi, Robin, & Yang, 2020). An accrual-based accounting system may misrepresent government accounts due to the possibility of arbitrary measurements (Wimble, 2020). A few specifics of public organisations are excluded from IPSAS; for example, heritage and non-exchange revenues (de Azevedo, Lino, de Aquino, & Machado-Martins, 2020).

In relation to economic choices (investments, credit decisions, resource allocations), IPSAS adoption contributes to enhancing the efficiency of the capital markets by improving the periodic financial record presentation to the investors and other stakeholders (PHORNLAPHATRACHAKORN & NA KALASINDHU, 2021). Financial reports include information about the organization's operations from the financial perspective, which is essential if presented in acceptable quality (McVay & Szerwo, 2021). In fact, different definitions of financial reporting quality are encountered based on the objectives of each study (Malo-Alain, Aldoseri, & Melegy, 2021). The quality of financial reporting is how accurate and complete the financial statements are in describing the fundamental presentation and financial situation of the company (Caruana, 2021). In their capacity as capital providers, equity investors, lenders, and other creditors should be able to access and use the reports that present the financial records of the entity to assist in making decisions about the company (Hussin, Zainol, Arifin, & Samsuri, 2021). IPSAS adoption is a very important issue because it improves the ability of governments to provide understandable, relevant, reliable, and comparable financial reports to legislative bodies, citizens, media, taxpayers, donors, and employees (Bashir & Amir, 2020). For governments, the compliance to IPSAS become essential to get the support and communicate with the international funding resources.

The aim of IPSAS adoption is to improve the quality of the financial reporting; however, the adoption is not high in many countries. For instance, the Organization for Economic Cooperation and Development (OECD) that include 38 countries, shows that 6 countries have full adoption, and 14 countries have less than 50% adoption. The results revealed that even the world leading countries such as Norway, Korea, Japan, and Germany have a low level of adoption (Bekiaris & Paraponti, 2020). Therefore, examining the antecedents of IPSAS adoption become an essential matter to figure out the influential factors of the adoption.

Therefore, this paper presents a conceptual framework of the possible antecedents of the IPSAS adoption based on the previous studies.

2. IPSAS Adoption

The adoption is the comply and active use of the IPSAS standards in the financial and accounting processes in the public organisations. This includes the implementation, acceptance, and dependently use of the IPSAS when reporting and presenting the financial records (Biraud, 2010).

IPSAS has been adopted by many countries that were not adopters in the past (Tawiah, 2021). Countries may choose to report their financial statements using cash basis or accrual basis, although cash basis is easier to translate into accrual basis (Amiri & Hamza, 2020). The adoption of IPSAS has spread to developing countries as well (Tawiah, 2021). IPSAS is intended to modernize accounting systems as well as improve the quality and transparency of financial reporting through full implementation (Javed & Zhuquan, 2018). Accounting on an accrual basis based on IPSAS is considered an anti-corruption measure in these countries (Atuilik & Salia, 2019). Control systems are therefore becoming more popular, and implementing a new accounting system can reduce monitoring costs as it provides standard procedures (Singal, Lampertico, & Nahon, 2020)

Countries that have adopted IPSAS are at the forefront of IPSAS adoption, as many propose to embrace the standards as part of financial management reform programs (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020). Even though IPSAS is being adopted by many countries, implementation is still very low in countries affiliated with the Organization for Economic Cooperation and Development (OECD) (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020). In spite of implementing IFRS immediately for its private sector organizations, the country has failed to implement IPSAS (Uthman, 2021). Researchers found that issues such as high implementation costs and insufficient personnel contributed to the failure of IPSAS implementations (Beredugo, 2021).

But despite these pressures, it is now clear that the dominance of local or jurisdiction-specific business accounting rules is one of the primary reasons for not adopting IPSAS (Baskerville & Grossi, 2019). Additionally, many people may not apply budgetary accounting due to concerns about losing standard-setting authority, unfamiliarity with IPSAS, or a lack of respect for the standard (Eves, 2020). International accounting harmonization may result from the adoption of IPSAS, and IFAC's goal of uniformity of accounting systems among its members can also contribute to economic growth on a global scale (Mattei, Jorge, & Grandis, 2020). There has been criticism of IPSAS for being heavily influenced by IFRS, and have not been adequately adapted to the public sector (Schmidhuber, Hilgers, & Hofmann, 2020).

3. Underpinning Theories

Two theories support the assumptions of this paper, agency theory and institutional theory. The agency theory is a theoretical framework that is used to explain and resolve issues related to accounting in the public sector and the government bodies. Institutional theory focuses on the roles of surrounding systems to gain the proper legitimacy.

3.1 Agency Theory

Across a wide range of areas of management accounting, agency theory offers a lot of theoretical insights (Kunz & Pfaff, 2002). As such, managerial accounting systems should help employees make decisions that are in line with organizational objectives, thereby

enabling them to achieve organizational goals (Sprinkle, 2003). In addition, managerial accounting systems should provide information that aligns employee goals with company objectives by directing employees' efforts and attention to activities that benefit the company (Lambert, 2021). Accordingly, managerial accounting systems produce information that serves two important functions in organizations: They provide some of the information a manager needs for planning and decision-making, and they motivate employees (Ahid & Augustine, 2012). Furthermore, when management and stakeholders have conflicting interests, financial reporting is adversely affected (Tong, 2007).

As a result of agency theory, organizations that have funds and properties categorized as monetary forms need to provide a proper accounting of how those resources have been used (Ahmad & Nasserredine, 2019). Members of the public, shareholders, and stakeholders of organizations often call for more accountability and transparency in the area of fiscal expenditures (Meijer, 2007). In agency theory, ownership and control are examined, as well as the motivations of managers (Corbetta & Salvato, 2014). Agency theory suggests that, as a result of earnings distribution asymmetries, there may be a mismatch of interests between shareholders, management, and debt holders, and as a result, a business may take too much risk or not invest in projects that will create value (Sanders & Carpenter, 2003).

Agency theory examines the relationship between principal and agent. Although the goals were the same (conflict of interest), the interests might not always be the same (agent-principal relationship) (Kivistö, 2007). Agency theory, which emerged in the 1970s after Jensen (1976), provides an explanation or rationale for IPSAS adoption in any governance jurisdiction (Legese, 2020). In agency theory, the instrument is the agency of the principal in a corporation and the agent in the corporation, the manager. Ownership and control are separated in a corporation, which makes the interest of the principal and agent incompatible (Teece, 2019).

Accounting in agency theory explains how managers choose and apply accounting policies and standards to their advantage and benefit, versus capital providers (Zu & Kaynak, 2012). Because management performance and reward agreements are expected to provide benefits, management will ensure that accounting standards and policies are used in a way that ensures returns (Chen, Hemmer, & Zhang, 2007). Based on the underlying benefits in management performance and compensation agreements, agency theory illustrates how organization managers select and apply accounting standards to their advantage over providers of capital (Ekanayake, 2004). Providing sufficient disclosure on financial statements for principals and stakeholders can reduce agency costs (Gray, Turner, Coram, & Mock, 2011). In addition to reducing agency costs, adoption of IPSAS results in higher financial disclosure and more transparency (Opanyi, 2016).

By implementing IPSAS, the company will be able to report to international standards and attract development partners (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020). Public sector agency theory contends that a government official is elected or appointed to represent the public and direct and control resources on behalf of the public (principal) through their actions or inactions (Provan & Milward, 2001). Thus, under agency theory, a thorough financial statement can serve as a tool between the agent and his principal to achieve

strong public accountability, which can be done by implementing IPSAS, which defines public accountability as a function of the capability of principals to judge their agents' performance (Duenya, Upaa, & Tsegba, 2017).

The agency theory is presented as an important element to understanding how IPSAS could improve accountability in the public sector by clarifying the effects of institutional arrangements on public decision making and policy (Majone, 2001). Considering the distinction between ownership and control, agency theory explores the differences in behaviour between principals and agents (Panda & Leepsa, 2017). An agency theory conflict of interest arises when principals and agents have conflicting interests because shareholders depend on managers to make decisions (Cuevas-Rodríguez, Gomez-Mejia, & Wiseman, 2012). In agency theory, shares of a company are delegated to a team of experts who can accomplish tasks better for the company's success while keeping the shareholders' interests at heart (Lan & Heracleous, 2010). Its goal is to eliminate the potential conflict of interest between owners and managers, since managers may have opportunistic motives to utilize firm resources for personal gain (Cuevas-Rodríguez, Gomez-Mejia, & Wiseman, 2012).

3.2 Institutional Theory

IPSAS adoption or adaptation in the region is analysed from the perspective of institutional theory, which also emphasizes the obstacles and challenges involved in doing so (Polzer, Gårseth-Nesbakk, & Adhikari, 2019). The organization adopts concepts such as IPSAS to gain legitimacy, resources, and stability by adopting external influences from institutions and discourses (Jorge, Brusca, & Nogueira, 2016). Organizations are similar owing to institution isomorphism, although different types of isomorphism lead to different results: coercive isomorphism which stems from the issue of legitimacy, and mimetic isomorphism are the result of standard responses to uncertainty, and normative isomorphism is tied to professionalization (DiMaggio & Powell, 1983).

According to the institutional theory, the international legitimization of accrual accounting and IPSAS has played a significant role in the legitimacy of these standards in countries practicing them (Bergmann & Schuler, 2019) Legitimizing these practices through official declarations by politicians and government officials also reduces fiduciary risk and reports compliance with standards and codes, while IPSAS-like standards assist in reducing fiduciary risk (Gómez-Villegas, Brusca, & Bergmann, 2020). Further, a country's reputation as a destination for investment will be adversely affected by the adoption or adaptation of IPSAS (Opanyi, 2016). Reforms in government management have been explained by a number of theories, including public choice, agency and institutional theories (Carpenter & Feroz, 2001).

The acceptance of accounting advances and its impact by users reinforce the institutional significance of new accounting mechanisms (Abdirad, 2021) Further, a relationship exists between institutions and routine actions, according to the authors of institutional theory (Loi, Lei, & Lourenço, 2021). In spite of the adoption of IPSAS still being a goal, IPSAS is more of an isomorphism than a practical application, since the financial statements aren't used in government decision-making processes (de Araújo & de Souza, 2020).

Institutional theory has been incorporated into the majority of IPSAS and IFRS studies (Ahn, Jacobs, Lim, & Moon, 2014; Baker & Rennie, 2006; Mnif Sellami & Gafsi, 2017; Pilcher, 2011). As part of the Institutional Theory, institutional pressures (isomorphism) are taken into account as they influence the practices of the institutions and the strategic decision of the economies that implement global models in order to legitimize national best practices (Legese, 2020). Under social, political, or legitimacy pressure, institutions in an environment become more homogeneous through institutional isomorphism (Glynn, 2020). Institutions try to legitimize themselves by following best practices and legitimate coercion as a countermeasure to this pressure (Legese, 2020). The three mechanisms by means of which institutional isomorphism changes are coercive, mimetic and normative which are described by DiMaggio & Powell, (2000).

Countries guided by the multilateral institution theory are encouraged to streamline their accounting systems in accordance with world-best practices; this will ensure consistency, transparency, and good governance in financial management, boost investor confidence, and strengthen the economy and fiscal position of a country (Ahinsah-Wobil, 2021). To ensure an equitable distribution of wealth in society, it is expected that accountants and auditors comply with existing accounting and auditing rules and regulations so as to ensure effective management of public resources (Alam, Ahmad, & Muneeza, 2020). Moreover, as countries become more dependent on global financial organizations, they become more likely to be coerced into adopting foreign practices, such as IPSAS (Amiri & Hamza, 2020).

According to institutional theory, organizations become more successful when they copy or imitate the behavior or policies of other nations or organizations that are deemed successful (Rana, Ahmed, Narayan, & Zheng, 2021). Global governance, globalization, foreign trade openness and global competition are some of the factors that influence mimetic pressures to force countries to adopt international accounting standards (Silva, Fontes, & Martins, 2021).

4. Conceptual Framework

This proposed conceptual framework consists mainly of set of seven independent variables, which belong to antecedent factors of IPSAS adoption; those variables are top management support, knowledge and experience, training, implementation cost, external pressure, availability of expertise and technology. The proposed conceptual framework is designed to explain the variance of IPSAS adoption based on the seven antecedents. Figure 1 shows the proposed conceptual framework with the corresponding hypotheses.

Two theories support the assumptions of this academic study, agency theory and institutional theory. The agency theory is a theoretical framework that is used to explain and resolve issues related to accounting in the public sector and the government bodies. Institutional theory focuses on the roles of surrounding systems to gain the proper legitimacy.

Agency theory examines the relationship between principal and agent. Although the goals were the same (conflict of interest), the interests might not always be the same (agent-principal relationship) (Kivistö, 2007) . Agency theory, which emerged in the 1970s after Jensen (1976), provides an explanation or rationale for IPSAS adoption in any governance jurisdiction (Legese, 2020). In agency theory, the instrument is the agency of the principal in

a corporation and the agent in the corporation, the manager. Ownership and control are separated in a corporation, which makes the interest of the principal and agent incompatible (Teece, 2019).

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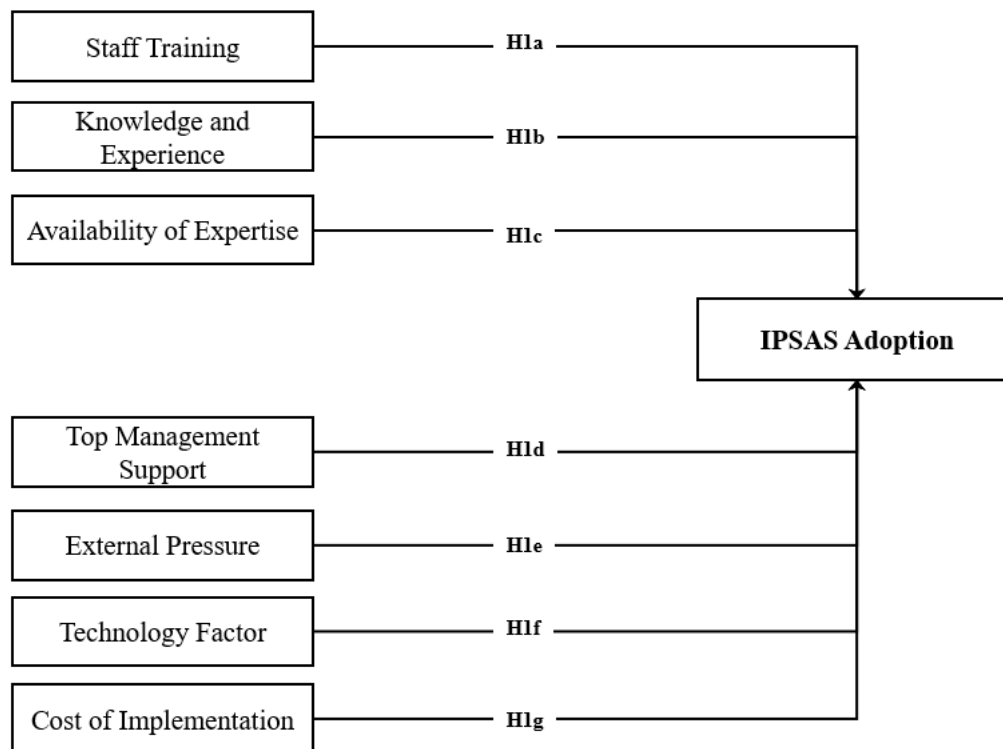


Figure 1. Conceptual Framework

- H1: Staff Training has a significant influence on IPSAS adoption.
- H2: Knowledge and Experience has a significant influence on IPSAS adoption.
- H3: Availability of Expertise has a significant influence on IPSAS adoption.
- H4: Top Management Support has a significant influence on IPSAS adoption.
- H5: External Pressure has a significant influence on IPSAS adoption.
- H6: Technology Factor has a significant influence on IPSAS adoption.
- H7: Cost of Implementation has a significant influence on IPSAS adoption.

4.1 Staff Training and IPSAS Adoption

A company's staff training program is designed to deliver different employees with essential skills and knowledge to have the best readiness to accomplish their work duties and it is mostly applied to the new staff to undergo some training as they prepare for their jobs (Pinzone, Guerci, Lettieri, & Huisinigh, 2019).

Public sector accounting training is hindered by low levels of competence and skills, according to researchers and professional accounting bodies (Abdulkarim, Umlai, & Al-Saudi, 2020). In addition to inadequate technology and infrastructure, there is a high cost associated with upgrading them and training associated with this, as well as a lack of understanding of IPSAS and lack of stakeholder engagement (Gomes, Jorge, & Fernandes, 2021). In order to implement a significant program, however, experts must be sourced as well as extensive training must be provided for public sector employees (Abdulkarim, Umlai, & Al-Saudi, 2020). Due to technical ambiguities and a lack of training and education for public administrators, the implementation of cash-based IPSAS was more myth than reality in less developed countries (Gómez-Villegas, Brusca, & Bergmann, 2020). IPSAS should also be introduced in more stages, and other countries' implementation experiences should be taken into account (Haija, AlQudah, Aryan, & Azzam, 2021).

Furthermore, although there are highly skilled professionals in the public sector, training programs should still be developed so employees are equipped with up-to-date knowledge about IPSAS, given the complexity of the (Polzer, Adhikari, Nguyen, & Gårseth-Nesbakk, 2021). The staff training and skill development as one of many prerequisites for a government accounting change (Jayasinghe, et al., 2021). There is also a growing body of demonstrating the implications of expertise deficiency on the progress and achievement of intended benefits of accrual accounting, building on individual countries or comparative studies (Salvo, et al., 2021). The lack of qualified personnel, as one of the main challenges encountered by governments in the process of alteration to accrual accounting, according to this accountancy professional institution The accrual accounting process is more difficult than the cash accounting process (Jafi & Youssef, 2021).

Studies have shown that there is a significant direct relationship between Staff Training with the IPSAS adoption. They stated that Staff Training increase the number of qualified employees and this also leads to more IPSAS adoption (Duréndez & Madrid-Guijarro, 2018). The previous discussion leads us to hypothesize the following.

- H1: Staff Training has a significant influence on IPSAS adoption.

4.2 Knowledge and Experience and IPSAS Adoption

Knowledge and experience are a combination of acts, information, and skills acquired through education or experience; to understand a subject conceptually or practically, as well as to acquire skills or knowledge by experiencing something thoroughly; especially in a particular profession (Bugaj, et al., 2019).

Accountants in the public sector did not have a sufficient understanding of or experience with accrual-based accounting concepts essential to private accounting (Jafi & Youssef, 2021). Moreover, professional organizations in the country had very little influence on deciding what system the government would use for accounting and didn't seem to be

interested in trying to change it (Bisbee & Honig, 2021). Studying the IPSAS implementation and the barriers to business environment can therefore be helpful, especially for other countries contemplating or currently implementing IPSAS (Abdulkarim, Umlai, & Al-Saudi, 2020).

Some experiences have been better than others when it comes to public sector accounting reforms and the implementation of accrual-based accounting and IPSAS (Mnif & Gafsi, 2020). Accrual-based accounting was introduced by countries that had internal reform needs as part of a larger reform drive (Abdulkarim, Umlai, & Al-Saudi, 2020). The opposite is true for countries that were forced to adopt accrual-based accounting standards, which have been associated with corruption rather than the benefits it might have entailed (Legese, 2020). Participants were selected based on their involvement in accounting or auditing for government departments and ministries (Zammit, Grima, & Kizilkaya, 2020). The candidate is required to have experience with public sector accounting functions as well as knowledge of implementing accounting standards in government departments or ministries (Haija, AlQudah, Aryan, & Azzam, 2021).

The quality of financial reporting is significantly related to Knowledge and Experience with IPSAS adoption. Scholars in previous studies stated that Knowledge and Experience create a learning environment in the workplace that including learning that facilitate the process of IPSAS adoption (Dalla Via, Perego, & Van Rinsum, 2019); (Ozga, 2020). In the light of previous discussion, this paper hypothesizes the following.

- H2: Knowledge and Experience has a significant influence on IPSAS adoption.

4.3 Availability of Expertise and IPSAS Adoption

Availability of expertise is the acquisition of a special knowledge or skill through formal training, study, or practice (Rapanta, Botturi, Goodyear, Guàrdia, & Koole, 2020).

Political will, implementation costs, expertise availability, statutory adjustments, and institutional commitment are the biggest obstacles to IPSAS implementation (Beredugo, 2021). Political office holders, for example, are clearly less enthusiastic about implementing IPSAS based on accrual due to numerous reasons (Polzer & Reichard, 2019). Also, respondents expressed the viewpoint that the high costs of IPSAS implementation, including costs of training, consultants and IT upgrades, and the development of appropriate guidance and translation tools, continue to obstruct the full implementation of accrual-based IPSAS (Hopkins, Keane, & Balaskas, 2020).

As a result of the implementation of IPSAS, there is also a lack of expertise in supporting accrual based accounting technology (Beredugo, 2021). Additionally, the requirement for accrual based IPSAS requires structural reform, but there is little or no commitment to ensure that accrual-based IPSAS is implemented in a timely manner (Mssusa, Chalu, & Temu, 2021). The government's unwillingness in terms of political will to fully implement IPSAS, statutory adjustments, and institutional commitment, among others, has continued to undermine the efficiency associated with IPSAS implementation in organizations (Ebrahimi, 2020). As most public sector entities attributed their incapability to implement IPSAS Accrual to a lack of funding, adequate funding should be provided for IPSAS implementation projects (Press, 2018).

Development of capacity and the availability of accountants with professional qualifications in developing countries may impede adoption (Matekele & Komba, 2020). Besides, availability of qualified expertise who are familiar with the international standards; readiness from those involved and resistance to change are considered to be the challenges in adopting IPSAS (EBISSA, 2020). Moreover, developing manuals was required because the public sector lacked relevant skills and knowledge, thereby requiring training on standards and systems (Beredugo, 2021).

In recent studies, it has been shown that quality of financial reporting is directly related to the availability of expertise with IPSAS adoption. Previous studies stated that availability of expertise improves the use of IPSAS and develop its implementation (Hirschhorn, et al., 2020). In the light of previous discussion, this paper hypothesizes the following.

- H3: Availability of Expertise has a significant influence on IPSAS adoption.

4.4 Top Management Support and IPSAS Adoption

Top management support is the seniors support and intervention in the adoption process. A positive relationship exists between user support and organizational performance if top management understands the importance of IS and is personally involved and supports IS activities (Paillé, Chen, Boiral, & Jin, 2014).

Financial reporting quality of an organization depends on a number of factors, including top management team diversity, internal incentives, accounting choices, local regulations, international standards, and supervision mechanisms (Alkebsee, Alhebry, Tian, & Garefalakis, 2021). Diversity of top management teams may have an effect on FRQ, but only if officers actually involved in preparing accounting and financial statements or overseeing the financial management process in the organization are considered (Cohen, Krishnamoorthy, & Wright, 2017). A dynamic periphery and a stable core comprise top management teams (van der Kamp, 2021).

Thus, the specific aim of the study was to investigate the influences of demographic diversity on the quality of financial reporting in commercial state-owned firms (Gardi, 2021). Based on the assumption that all individual actions are motivated by self-interest, the individual will act opportunistically to the extent that his or her actions will influence the quality of the financial statements (Galvin, Tywoniak, & Sutherland, 2021). Accounting choice studies describe incentives and opportunities top management teams can take advantage of to improve the financial performance despite focusing on explaining the choice of a single accounting method (depreciation) as opposed to the combination of accounting policies (Kang, 2020).

Several studies have shown that top management support has a direct correlation with the adoption of IPSAS. Top Management Support improves the use of IPSAS and develop its implementation the importance of IPSAS adoption (Dobson, et al., 2018). In the light of previous discussion, this paper hypothesizes the following.

- H4: Top Management Support has a significant influence on IPSAS adoption.

4.5 External Pressure and IPSAS Adoption

External pressure is the impact coming from the society, worldwide agencies, and any other external party. The accounting system pursues universal reforms and changes in response to internal and external pressures that ensure freedom and access to freedom (Khudir, 2021).

The problems with the existing accounting system, the relevancy of the IPSAS to address such problems, understanding of the Cash Basis IPSAS within the government sector, internal and external pressures or influences for the adoption of the Cash Basis IPSAS (Wodajeneh, 2020). These external pressures have become a key characteristic of public sector accounting reform, affecting governments' ability to access resources and technical expertise (Davis & Rhodes, 2020). As a consequence, international donors exert pressure on developing countries to adopt international best practices to increase accountability and transparency by the public sector as part of their recommendations (Amiri & Hamza, 2020).

Financial institutions specifically require that accrual accounting standards based on IPSAS be adopted in place of cash basis IPSAS in order to obtain their financial assistance (Kuroki, Ishikawa, & Yamamoto, 2021). The reverse is true for financial bailouts that weakened the government's ability to resist external financial pressures (Massoc, 2021). Moreover, the IPSAS adoption process is heavily influenced by funding institutions and donor countries under coercive isomorphism (Rincon-Soto & Gomez-Villegas, 2020). Most developed countries use government standards that are analogous to IPSAS or more stringent than IPSAS, unless their own standards are different from those of IPSAS (Sharba & Al Baldawi, 2020).

The external pressure to adopt these standards than developing countries, where the World Bank and other donors support the application of IPSAS standards when providing loans and grants to developing countries (Hajja, AlQudah, Aryan, & Azzam, 2021). However, these standards were not only for developing countries, it can be concluded that they were intended to be the main beneficiaries, and therefore it is puzzling that these countries did not stress their early adoption (Onderco, 2021). For public sector accounting reforms, public demand for greater accountability was regarded as a key factor in leading the state to engage with transnational organizations due to its need for legitimacy (Lino, de Azevedo, de Aquino, & Steccolini, 2021). Thus, the lack of strict accounting rules and requirements facilitates reform of systems by creating external pressures (Moore, Dau, & Mingo, 2021).

Many studies proved the relationship between external pressure and the adoption of IPSAS and the quality of financial reporting. External pressure make it hard to implement work strategy and cope with the changes which affects the IPSAS adoption (Kassem & Stefan, 2019); (Mustapha, Ku Ismail, & Ahmad, 2017). In the light of previous discussion, this paper hypothesizes the following.

- H5: External Pressure has a significant influence on IPSAS adoption.

4.6 Technology Factor and IPSAS Adoption

Technology factor is the existence of the required technology for successful implementation. IPSAS implementation can be enhanced with the significant support of modern technology. The existence of adequate networking infrastructure, availability of

suitable computers, the development of new software and its integration to different platforms and databases make IPSAS adoption easier (Haija, AlQudah, Aryan, & Azzam, 2021).

An approach to adapting reporting systems such as accrual accounting/IPSAS to the needs of developing nations (Fahmid, et al., 2020). To ensure the system (such as IPSAS) is useful and implemented efficiently and effectively in emerging economies, practical and efficient approaches (such as IPSAS) are needed (Mbelwa, Adhikari, & Shahadat, 2019). The resistance to change, legislation, skill availability, the observed that while the accounting system at have moved from manual to computer assisted accounting system, the local government accounting system is still manual (van Helden, Adhikari, & Kuruppu, 2021). A company's accounting practices interact with its culture and actions, interfering with economic and social behaviour through technologies, practices, and discourses (O'Leary & Smith, 2020).

Research, training, and technology costs associated with implementing IPSAS need to be taken into account (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020). All of these initiatives will certainly involve considerable costs, resources, and time spent recruiting information technology professionals (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020). Furthermore, IPSAS implementation cannot be completed without a computerized information system (Ikechi, Kenedunium, & Chinedum, 2021). And when applied to any new system, there will certainly be some challenges that need to be examined and preparing the necessary requirements to overcome them (Carneiro, Alves, Marreiros, & Novais, 2021). When adopting and implementing public sector standards, some challenges will be met which, if not identified, may hinder efforts (Haija, AlQudah, Aryan, & Azzam, 2021).

The obstacles and also aspects affecting IPSAS adoption, featuring technical difficulties ICTs as well as devices, technological training of staff, the accountant's capabilities in programming languages as well as the ability to use computer modern technologies (Dyczkowska, 2021). The business obstacles related accounting abilities Application of requirements, appropriate understanding by workers of financial relevant information developed using requirements, training workers for carrying out standards, job of ample human as well as funds, administration's selection and also devotion to use accumulation basis, company construct (Qader et cetera, 2021). Communication, and networks for reliable implementation of standards, monetary problems the high expense of adoption of these requirements, team instruction expenses, the costs of incorporating extra units and also equipment and also therefore ware needed for the application of requirements (LUNGA, 2021). The difficulties included the impacts of using international social sector requirements on curriculum changes in various universities (Knaake et cetera, 2021).

Technology factors play a significant role in IPSAS adoption and the quality of financial reporting, according to studies (Lo, Chang, & Chau, 2018); (Sandal, et al., 2021). In the light of previous discussion, this paper hypothesizes the following.

- H6: Technology Factor has a significant influence on IPSAS adoption.

4.7 Cost of Implementation and IPSAS Adoption

Cost of implementation is the money needed for doing the adoption for training, buying new systems, hiring experts, etc. As part of the initial proposal for the implementation of IPSAS, the political leadership or governing board of the entity must be informed of all of the details, including the estimated cost of its implementation (Aggestam-ca, 2010).

Research into the transition to accrual-based accounting has been motivated by these underlying issues (Adnan & Khan, 2021). Additionally, we explore the role that innovation theory plays in predicting readiness for adoption of IPSAS, in response to a call for research that looks at the transition from cash to accrual-based accounting in developing economies (Nwali & Dame, 2020). In addition to these barriers, inadequate infrastructure and technology as well as the expenditures required to update them as well as the associated training, high implementation costs, and a lack of understanding of and participation in the IPSAS framework are other challenges (Abdulkarim, Umlai, & Al-Saudi, 2020).

There have been instances when local standards-setting organizations have resisted IPSAS implementation. They are concerned about becoming redundant or losing some of their authority (Polzer, Grossi, & Reichard, 2021). It would be necessary, however, to provide public sector personnel with the necessary knowledge and expertise as a part of such a significant undertaking (Nilsen & Reite, 2021). The necessity of increasing efficiency, accountability, and expertise in public resource management explains why government entities accept IPSAS (Kuroki, Ishikawa, & Yamamoto, 2021). In addition, the agency theory states that by educating government officials and other stakeholders and by disclosing information in the financial statement, greater transparency can be enhanced and government resources can be used more effectively in the right direction (Ojiagu, Nzewi, & Arachie, 2020).

Adopting and implementing IPSAS incurs many costs, and there's been some debate about the perceived benefits and associated costs (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020). The respondents described the greatest challenges as high implementation costs, lack of a cost benchmark, incoherent supporting legal frameworks, a lack of criteria for selecting task force members, poor technical expertise, stakeholder conflict, insufficient political will, and insufficient stakeholder training (Mazhambe, 2021). As a result, the implementation of IPSAS enhances accountability and the monitoring of government finances, enhances transparency in government accounting and financial reporting, leading to a decrease in the cost of financing and the likelihood of surprises and (Ademola, Ben-Caleb, Madugba, Adegboyegun, & Eluyela, 2020).

Studies have shown that there is a significant direct relationship between cost of implementation with the IPSAS adoption. Cost of implementation can play important rule in executing the TQM systems as the higher is the cost is the lower IPSAS adoption will be (Dineen-Griffin, Garcia-Cardenas, Williams, & Benrimoj, 2019). In the light of previous discussion, this paper hypothesizes the following.

- H7: Cost of Implementation has a significant influence on IPSAS adoption.

5. Conclusion and Recommendations

This paper is conceptual paper to identify the most antecedents of IPSAS adoption that studied in the previous empirical studies of IPSAS implementation and adoption. Seven antecedents can be identified; top management support, knowledge and experience, training, implementation cost, external pressure, availability of expertise and technology factor. Those variables integrated into one conceptual framework and have not been empirically examined yet. The next step of this research is to empirically examine the conceptual framework in Dubai public sector because the emirate of Dubai has a steady steps and commitment to the implementation and adoption of IPSAS in the government and public organizations. In addition, scholars can examine the model in different countries to evaluate the proposed hypotheses and provide different results to compare between countries.

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