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Implementation of ISAK 35: How Hospitals in West Sumatera Present Their Financial Statements?

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ABSTRACT

Hospitals are a form of non-profit entity. For accountability, hospitals should provide financial reports that comply with applicable accounting standards, namely ISAK No. 35. The purpose of this study is to see whether hospitals have implemented interpretation of financial accounting standard, namely Interpretasi Standar Akuntansi Keuangan (ISAK) No. 35. The limited amount of research on this subject makes us compelled to do so. This research is important to do in order to improve the quality of financial reporting in hospitals. ISAK No. 35 regulates the presentation of financial statements of non-profit oriented entities. The method used to achieve this purpuse is to carry out an analysis of financial reports and distribute questionnaires regarding the content of financial reports for hospitals that not provide access to their financial reports. The samples in this study were 22 major hospitals in Padang City and several hospitals outside Padang City in West Sumatra. The findings of this study are that only 2 from 22 hospitals have implemented ISAK 35. All BLU/BLUD government hospitals in this study implemented SAP, but not ISAK 35. This research provides information that financial reporting in hospitals is still inadequate, regardless of whether hospitals implement ISAK 35 or not. This research will provide data for the government to make various efforts to improve the quality of hospital financial reporting.

Keywords: Non-Profit Entities; Hospitals; Financial Report; Financial Accounting Standards; ISAK 35.

INTRODUCTION

The hospital is a non-profit entity. A non-profit entity is an entity whose purpose of operation is not only to get profit. This is confirmed in the law of the Republic of Indonesia, Peraturan Pemerintah RI (2009), namely Undang-Undang Republik Indonesia No. 44 of 2009 about hospitals which states that hospitals are organized on the basis of Pancasila and are based on human, ethical and professional values, benefits, justice, equal rights and anti-discrimination, equity, protection and patient safety, and have a social function.

Hospitals in Indonesia based on ownership consist of government hospitals and private hospitals. Hospitals based on their services consist of general hospitals and special hospitals. Currently the number of hospitals in Indonesia is 2,773. The growth of hospitals in Indonesia has increased very rapidly in the period of 2010-2020. In the last 11 years (2010-2020), the number of hospitals in Indonesia has increased by 80%. Most of the hospitals in Indonesia consist of 82% general hospitals, while the remainder are special hospitals. Meanwhile, for Special Hospitals, the majority were Mother and Child Hospitals, namely 67%. In terms of ownership, private hospitals are growing faster than government hospitals. In the last 10 years (2011-2020) government hospitals have only grown by 39%. Meanwhile, private hospitals grew by 92% (KPPU, 2020). Based on Regulation of the Minister of Health of the Republic of Indonesia (2009), namely Peraturan Menteri Kesehatan Republik Indonesia No. 30 of 2019 about Hospital Classification and Licensing, hospitals are divided into type A, type B, type C, and type D. In Padang City there are 2 hospitals type A, 2 type B, 17 type C, and 3 type D.

As a form of accountability for hospital performance, hospitals are required to report their



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performance to interested parties. Financial performance will be reported in financial reports. Hospital financial statements are prepared based on Financial Accounting Standards, namely Standar Akuntansi Keuangan (SAK). However, for BLU/BLUD government hospitals, the financial reports are prepared using SAK and Government Accounting Standards, namely Standar Akuntansi Pemerintah (SAP). BLU Hospital is governed by the government regulation, specifically Peraturan Pemerintah RI (2005) which is Regulation (PP) No. 23 of 2005 about The Management of Public Service Boards organizes accounting and financial reporting in accordance with SAK issued by the Indonesian Association of Accounting Professions. However, as a BLU work unit, the BLU Hospital also continue to produce financial reports in accordance with SAP in the context of consolidating the financial reports of State Ministries/Institutions. Financial reports according to SAP consist of Budget Realization Reports, namely Laporan Realisasi Anggaran (LRA); Reports of Changes in the Remaining Budget Excess, namely Laporan Perubahan Sisa Anggaran Lebih (LPSAL); Balance Sheets, namely neraca; Operational Reports, namely Laporan Operasional (LO); Reports of Changes in Equity, namely Laporan Perubahan Ekuitas (LPE); Statements of Cash Flows, namely laporan arus kas; and Notes to Financial Statements namely, catatan atas laporan keuangan.

Presentation of financial statements for non-profit oriented entities in Indonesia is regulated specifically in the Interpretation of Financial Accounting Standards, namely Interpretasi Standar Akuntansi Keuangan (ISAK) No. 35 about Presentation of Financial Statements of Non-Profit Oriented Entities (IAI, 2019). ISAK 35 is an interpretation of statement of financial accounting standards, namely Pernyataan Standar Akuntansi Keuangan (PSAK) No. 1 about the presentation of financial statements (IAI, 2013). In PSAK 1, financial statements generally consist of a statement of financial position, income statement and other comprehensive income, a statement of changes in equity, a statement of cash flows, and notes to financial statements. However, for non-profit entities, further presentation is regulated in ISAK 35. Based on ISAK 35, financial statements consist of a statement of financial position, a statement of comprehensive income, a statement of changes in net assets, a statement of cash flows and notes to financial statements.

Initially, the financial reporting of non-profit entities was regulated in PSAK No. 45, but due to the convergence of SAK to IFRS (International Financial Reporting Standards), PSAK 45 had to be revoked (IAI, 2011). The revocation of PSAK 45 is because IFRS-based SAK adheres to the principle of "transaction base" not "entity based". All SAKs that regulate entities are revoked because they have been regulated in the main SAK, namely SAK, SAK ETAP, or SAK EMKM. The revocation of PSAK 45 and its replacement to ISAK 35 was ratified on April 11, 2019. ISAK 35 apply on January 1, 2020. ISAK 35 only regulates how the presentation of financial statements to non-profit entities, regardless of the legal form. This causes other accounting provisions carried out by non-profit entities to still refer to SAK or SAK – ETAP (Financial Accounting Standards – Entities Without Public Accountability), whichever is relevant.

Institutional theory says that an institution will adapt to external pressure through three processes, namely 1) coercive isomorphism, in this condition to achieve institutional goals, the institution must adapt to external pressure which requires the institution to comply with rules, 2) mimetic isomorphism says that the pressure of environmental uncertainty will encourage superiors to direct their subordinates to imitate other institutions, and 3) normative isomorphism says that an institution will achieve its goals due to internal pressure, namely management's commitment to achieve the goals of the institution to the fullest (DiMaggio & Powell, 2000). This study uses institutional theory of coercive forms.

Institutional theory of coercive isomorphism states that institutions will make decisions based on external influences. An institution will make various efforts to adapt to external pressures. As a non-profit organization, hospitals have a social responsibility to various parties. The resources used must be accounted for. One form of accountability is reporting financial performance in a transparent manner. In order to be comparable, the format of presentation of financial statements must follow the applicable accounting standards. As a non-profit organization, the presentation of financial statements is regulated in ISAK 35. Therefore, based on this theory, because hospitals are part of the government's management, hospitals follow these rules.

The number of research on the implementation of ISAK 35 has limited. We found that there was a case study at one of the X hospitals regarding the implementation of ISAK 35. This research



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found that the hospital not implemented ISAK 35 (Damanik et al., 2022). Because of limited research results, to find an overview of hospital compliance in applying accounting standards, we tried to find out how hospital compliance was in applying the rules for presenting financial statements before ISAK 35 was enforced, namely the implementation of PSAK 45. We also found that there was a limited number of studies. related to PSAK 45 in hospitals. The research we found stated that the BLU hospital they analyzed had not implemented PSAK 45 and the BLU hospital only made financial reports based on SAP (Aji, 2017; Siswantika et al., 2021).

The limited number of studies regarding the presentation of hospital financial statements in Indonesia encourages us to cover these limitations. The purpose of this research is to add insight on how to implement ISAK 35 in hospitals. There are 22 hospitals that we have analyzed. The hospital is a hospital in the city of Padang and several hospitals outside the city of Padang in West Sumatra. Based on the classification of type of hospital, the hospital consists of 2 hospital type A, 2 type B, 15 type C hospitals, and 3 type D. Based on ownership we analyze 5 BLU/BLUD Government Hospitals, 1 Government PTNBH hospital, and 16 Private Hospitals.

Due to limited access to hospital financial reports, we cannot directly trace all of the hospital financial reports that we will analyze. Therefore, in 18 of the 22 hospitals that we analyzed, we obtained an overview of the presentation of their financial statements from the results of the questionnaires that we distributed to research subjects who have responsibility in the accounting and financial reporting department. We designed the questionnaire in such a way so as to provide an overview of the presentation of the hospital's financial statements. The results of our study found that most hospitals had not implemented ISAK 35. Of 22 hospitals that we analyzed, only 2 hospitals had fully implemented ISAK 35.

LITERATURE REVIEW

Institutional Theory of Coercive Isomorphism

Institutional theory says that an institution will adapt to external pressure through three processes, namely 1) coercive isomorphism, in this condition to achieve institutional goals, the institution must adapt to external pressure which requires the institution to comply with rules, 2) mimetic isomorphism says that the pressure of environmental uncertainty will encourage superiors to direct their subordinates to imitate other institutions, and 3) normative isomorphism says that an institution will achieve its goals due to internal pressure, namely management's commitment to achieve the goals of the institution to the fullest (DiMaggio & Powell, 2000). This study uses institutional theory of coercive forms.

Institutional theory of coercive isomorphism states that institutions will make decisions based on external influences. An institution will make various efforts to adapt to external pressures. As a non-profit organization, hospitals have a social responsibility to various parties. The resources used must be accounted for. One form of accountability is reporting financial performance in a transparent manner. In order to be comparable, the format of presentation of financial statements must follow the applicable accounting standards. As a non-profit organization, the presentation of financial statements is regulated in ISAK 35. Therefore, based on this theory, because hospitals are part of the government's management, hospitals follow these rules.

Presentation of Hospital Financial Statements

Hospital is a non-profit entity. The presentation of financial statements for non-profit entities is regulated in ISAK 35. However, for BLU/BLUD government hospitals, the financial reports are prepared using SAK and SAP. BLU Hospital is governed by the government regulation, specifically Peraturan Pemerintah RI (2005) which is Regulation (PP) No. 23 of 2005 about the Management of Public Service Boards organizes accounting and financial reporting in accordance with SAK. However, as a BLU work unit, the BLU Hospital must also continue to produce financial reports in accordance with SAP in the context of consolidating the financial reports of State Ministries/Institutions. ISAK 35 only regulates how to present financial statements to non-profit entities, regardless of the legal form. This causes other accounting provisions carried out by non-profit entities to still refer to SAK (Financial Accounting Standards) or SAK – ETAP (Financial Accounting Standards – Entities Without Public Accountability), whichever is relevant. ISAK 35 became effective on January 1, 2020 replacing PSAK 45.



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Researchers have found that limited study about how ISAK 35 is implemented. Some of these studies examine how ISAK 35 is implemented in zakat and waqf institutions, orphanages, and foundations (Dewi & Herawati, 2023; Setiadi, 2021; Sumarti et al., 2023). Damanik et al., (2022) reviewed how the analysis of the implementation of ISAK 35 at hospital X. He found that the financial statements of Rumah X were not in accordance with ISAK 35. Hospital X has not presented a Report on Changes in Net Assets and there are several terms in the presentation of its financial statements that still have to be adjusted to ISAK 35. As a reference for hospitals, Komalasari & Edmawati (2023) conducted a case study showing how one of the education hospital in West Sumatra reported its financial reports. The report has been prepared in accordance with ISAK 35.

METHODS

This study aims to find out how the implementation of the ISAK 35 about the presentation of financial statements of non-profit oriented entities in hospitals. The samples of this study were 22 hospitals in Padang City and several hospitals outside Padang City in West Sumatra. Based on the classification of the type of hospital, the hospital consists of 2 type A hospitals, 2 type B hospitals, 15 type C hospitals, and 3 type D hospitals; or 5 BLU/BLUD Government Hospitals, and 16 Private Hospitals.

The data about how the presentation of hospital financial reports is obtained through financial reports and questionnaires which are distributed to hospital subjects who have responsibility for financial reports. Due to limited access to hospital financial reports, we cannot directly trace all of the hospital financial reports that we will analyze. Therefore, in 18 of the 22 hospitals we analyzed, we obtained an overview of the presentation of their financial statements from the results of the questionnaire. We designed the questionnaire in such a way so as to provide an overview of the presentation of the hospital's financial statements. Then the questionnaires were distributed in the form of a google form. The following are indicators that we use as a reference to determine whether a hospital implements ISAK 35:

Table 1. ISAK 35 Implementation Indicators

No	Component	Indicator		
1.	Components of Financial Statements	The financial statements consist of a statement of financial position, a statement of comprehensive income, a statement of changes in net assets, a statement of cash flows, and notes to the financial statements.		
2.	Statement of Financial Position	 a. Assets = Liabilities + Net Assets b. Asset components are sorted from current to non-current c. The liability component consists of short term and long term liabilities d. Net assets consist of net assets without restrictions (usage not restricted by resource providers) and net assets with restrictions (usage restricted by resource providers). 		
3.	Statement of comprehensive income	 a. Revenue – Expenses = Surplus/deficit b. Income is classified into two forms, namely without restrictions from resource providers and with restrictions from resource providers. Income becomes an addition to net assets without restrictions, unless its use is restricted by the provider of the resource. c. Expenses as a deduction from net assets without restrictions. d. Surpluses or deficits recognized from 		



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		investments and other assets (or liabilities)		
	as additions or deductions to net as			
		without restriction, unless their use is		
		restricted.		
		Provides information regarding net assets		
4.	Statement of changes in net assets	without restrictions/ with restrictions from		
		resource provider		
5.	Statement of each flavor	Provide information regarding the receipt and		
		disbursement of cash flows from operating		
	Statement of cash flows	activities, investing activities, and funding		
		activities		
		The material presented consists of an		
	Notes to Financial Statements	explanation of the business and the selected		
6.		accounting methods and policies as well as the		
		full presentation of all information that must be		
		disclosed.		

Source: ISAK 35, IAI (2019)

To achieve the objectives of this study, we first set indicators for presenting financial statements that apply ISAK 35. We have explained these indicators in table 1 above. Then we analyze the components of the financial statements owned by the hospital. In analyzing the components of the financial statements we look at the naming terms of each financial report prepared by the hospital and look at the completeness of the reported financial statements. After we analyze the components of the financial statements, we then analyze the parts of each financial report. Some of the important things we do include analyzing the statement of financial position. We pay attention to the terms used in the assets and liabilities components of the company. We ensure that each component uses the term it should and arranges according to the correct grouping. We see whether the hospital's equity has used the term net assets. After that we analyze another comprehensive income statement. We ascertain whether the revenue has been classified into restricted and unrestricted income. We also analyze whether the hospital has used the term surplus/deficit in place of the term profit/loss. The following is a figure of stages in this research:

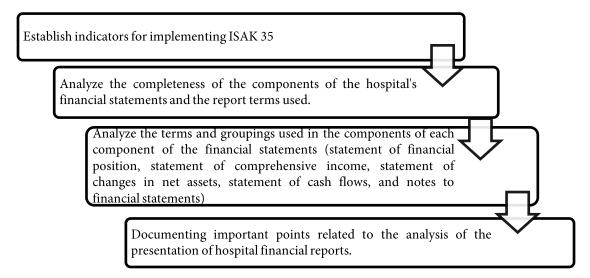


Figure 1. Stages of Hospital Financial Report Presentation Analysis

RESULT

This study analyzes the presentation of financial report 22 hospitals in the city of Padang and several hospitals outside the city of Padang in West Sumatra. Based on the classification of hospital, the hospital consists of 2 hospital type; 2 type; 15 type C; and 3 type D or 5 BLU/BLUD Government Hospitals and 16 Private Hospitals. We obtained 18 hospital data through



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questionnaires, while the other 4 were the result of direct analysis of the hospital's financial reports. The following are the results of our analysis regarding the presentation of hospital financial statements:

Table 2. Implementation ISAK 35 in Financial Statement of Hospital

	Table 2. Implementation ISAK 35 in Financial Statement of Hospital					
No	Hospital Type	Description of Financial Statement Presentation	Corrected			
1.	BLU/BLUD Government General Hospital, Type A	Financial reports are presented only by following the SAP.	-			
2.	BLU/BLUD Special Government Hospital, Type A	Financial reports are presented only by following the SAP.	-			
3.	PTNBH Government General Hospital, Type B	The financial statements are complete and presented in terms consistent with ISAK 35.	V			
4.	Private Special Hospital, Type B	The financial statements only consist of budget realization reports.	-			
5.	Private Special Hospital, Type C	 The statement of financial position still uses the term balance sheet, Not use term "net assets" for equity, Not present notes on financial statements and a statement of changes in net assets, Comprehensive income statements still use term "income statement", Income is not divided into income with restrictions and without restrictions, The terms for profit/loss not use the term "surplus/deficit". 	-			
6.	BLU/BLUD Government General Hospital, Type C	Financial reports are presented only by following the SAP.	-			
7.	BLU/BLUD Government General Hospital, Type C	Financial reports are presented only by following the SAP.	-			
8.	Private General Hospital, Type C	The financial statements consist of a balance sheet,income statement, and a report on changes in capital.	-			
9.	Private General Hospital, Type C	The comprehensive income statement still uses the term "income statement".	-			
10.	Private Special Hospital, Type C	 The financial statements consist of a statement of financial position, income statement, and a statement of cash flows, Not use term "net assets" for equity, Statements of cash flows are not divided into operating, investing and financing activities. 	-			
11.	Private Special Hospital, Type C	 The financial statements consist of a statement of financial position, an operational report, a report on changes in capital, and a statement of cash flows, Not use the term "net assets" for equity. 	-			
12.	Private General Hospital, Type C	Financial statements only consist of a balance sheet and income statement.	-			
13.	Private General Hospital, Type C	Hospital not report changes in net assets, but reports changes in equity. Comprehensive income statements still use the	-			



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		term income statement. 3. Not use term "net assets" for equity.	
14.	BLU/BLUD Government General Hospital, Type C	Financial reports are presented only by following the SAP.	-
15.	Private General Hospital, Type C	The financial statements are complete and presented in terms consistent with ISAK 35.	\checkmark
16.	Private General Hospital, Type C	The comprehensive income statement still uses the term "income statement".	-
17.	Private General Hospital, Type C	 The comprehensive income statement still uses the term "income statement" Not report statement of changes in net assets Equity is not given the term "net assets" 	1
18.	Private General Hospital, Type C	The hospital's financial statements are consolidated with the financial statements of the parent company which is a non-profit entity.	-
19.	Private General Hospital, Type C	The hospital's financial statements are consolidated with the financial statements of the parent company which is a non-profit entity.	-
20.	Private Specialty Hospital, Type D	The financial statements consist of a balance sheet, income statement and statement of changes in equity.	-
21.	Private General Hospital, Type D	The comprehensive income statement still uses the term "income statement".	-
22.	Private General Hospital, Type D	The comprehensive income statement still uses the term "income statement".	-

Notes: - not implement ISAK 35, √ implement ISAK 35

From table 2 above it can be seen that only 2 hospitals have fully implemented ISAK 35. The hospitals are PTNBH type B Government General Hospital and type C Private General Hospital. None of the BLU/BLUD Government Hospitals implement ISAK 35. They only make financial reports in accordance with Government Accounting Standards. A total of two type C private hospitals consolidated their financial statements with the parent company. The parent company of the hospital does not apply ISAK 35. The financial statements consist of general financial reports as stated in PSAK 1. Several private hospitals were found to not even make complete financial reports. There is one type B special hospital that only reports budget realization. From table 2 above it can be seen that most hospitals that are categorized as not making financial reports in accordance with ISAK 35 are because they do not make reports on changes in net assets. Net assets are not divided into restricted and unrestricted net asset components. In addition, the terms for the statement of comprehensive income and statement of financial position still use the terms income statement and balance sheet respectively.

DISCUSSION

The purpose of this study is to analyze how ISAK 35 is implemented in hospitals. ISAK 35 regulates how the presentation of financial reports should be report by non-profit entities, including hospitals. This research was conducted on hospitals in the city of Padang and several hospitals outside the city in West Sumatra. This research is important to do in order to improve the quality of financial reporting in hospitals. This research will add to the number of research facts related to the presentation of hospital financial reports, each of which is very limited in number. It was mentioned in the previous section that we only found one study that discussed how to present financial reports, this research was also limited to only one hospital (Damanik et al., 2022). This research will be useful for policy holders to take the necessary steps in order to improve hospital financial reporting.

This study found that only 2 of the 22 hospitals analyzed had fully implemented ISAK 35. This



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study found that none of the BLU/BLUD Government Hospitals implemented ISAK 35. The results of this study added to the number of hospitals that did not implement ISAK 35 from the results of Damanik et al., (2022) research. Prior to the revision of the standards governing the presentation of non-profit entity financial statements, namely before PSAK 45 was changed to ISAK 35, research also found that many hospitals had not implemented the established rules regarding the presentation of the non-profit entity's financial statements (Aji, 2017; Siswantika et al., 2021).

Institutional theory of coercive isomorphism states that institutions will make decisions based on external influences. An institution will make various efforts to adapt to external pressures (DiMaggio & Powell, 2000). It seems that this theory is appropriate to describe the causes of the lack of attention of the hospital to apply accounting standards regarding the presentation of nonprofit entity reports. In addition to conducting an analysis related to the presentation of financial statements, we added additional questions regarding whether the hospital audited its financial statements. In addition, we also added additional questions regarding the driving and inhibiting factors for the implementation of ISAK 35. Our finding is that an audit of financial reports will encourage hospitals to present appropriate financial reports. According to Peraturan Pemerintah RI (2009) specifically Undang-Undang Republik Indonesia No. 44 of 2009, it is stated that government hospitals must undergo audits in their operations. This is a form of their accountability for the funding they get from the government. BLU/BLUD hospitals will be audited using Government Accounting Standards (SAP). The results of this study found that there were no BLU/BLUD government hospitals that had not implemented SAP even though none of them implemented ISAK 35. This proved that BLU/BLUD government hospitals were under pressure to implement SAP, but not to implement ISAK 35. Presentation ISAK 35 reports are not mandatory for BLU/BLUD hospital funding accountability to the government.

This study also found that private hospitals that were audited presented better financial reports than private hospitals that were not audited. In this study, hospitals that fully implement ISAK 35 are private hospitals that are audited. From the statements of respondents we found that the hospital's financial statements were not audited, intended for tax purposes and the interests of the hospital owner. Therefore, hospitals will only be encouraged to produce financial reports that are required by tax and can be understood by hospital owners. Some hospitals are owned by families, in which they do not have sufficient understanding of accounting. Therefore, the hospital accountant will provide an accountability report as simple as possible so that the owners of capital can understand it.

This study has limitations, namely most of the data from this study were obtained from the results of questionnaires distributed via Googleform. Direct analysis of the hospital's financial reports will be more accurate. However, due to restricted access to financial reports, we cannot do this. Hospitals are entities that concern many people, their financial reports should be presented transparently, but in reality, financial reports are still a sensitive issue. From the analysis of respondents' answers to the questionnaire we provided, we realize that perhaps the interview technique would be better used if direct analysis of financial statements is not possible. With interview techniques, it may be possible to further explore how the actual presentation of hospital financial reports. In addition, face-to-face meetings can be more convincing and motivate respondents to answer completely and correctly. Our respondents are those who have responsibility for hospital finances. However, some respondents may not be people who actually make financial reports, so choosing a questionnaire as a data collection tool will produce unsatisfactory results. They may answer questions according to their own understanding without confirming the correct answer.

CONCLUSIONS

The hospital is a social organization that serves the community in the health sector. Hospital organizations may benefit from their efforts. But the main goal of the hospital is not to make a profit. Therefore the hospital is a non-profit entity. As a non-profit organization, the hospital receives funding from various parties. As a form of accountability for all of this, hospitals should report their financial reports transparently. for uniformity, the presentation of financial statements of non-profit entities has been regulated in ISAK 35 which was previously regulated in PSAK 45. This study aims to analyze the presentation of hospital financial reports. We analyze whether the hospital's financial statements have implemented ISAK 35 or not. We carry out direct analysis of



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financial reports, but due to limited access to financial reports, we obtain some of our data through questionnaires. Our research was conducted on hospitals in the city of Padang and several hospitals outside the city of Padang in West Sumatra. From the results of our analysis we found that only 2 of the 22 hospitals we analyzed implemented ISAK 35. All BLU/BLUD government hospitals in this study implemented SAP, but not ISAK 35. For the sake of uniformity, so that financial reports can be compared, the government can make policies that require hospitals to report their financial reports openly and according to standards. The government must first socialize ISAK 35 to hospitals and provide assistance. Further research can provide how ISAK 35 is implemented in hospitals that have implemented it. This is done in order to provide insight for hospitals that have not implemented ISAK 35 to apply it as a form of continuous improvement related to financial reporting.

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