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Readiness Analysis for Change in the Financial System of Universitas Negeri Jakarta from a Public Service Agency (BLU) to a Legal Entity State University (PTN-BH)

Nungky Safitri Puspitasari, Indra Pahala, Choirul Anwar
nungky_1711822008@mhs.unj.ac.id, indrapahala@unj.ac.id, canwar@unj.ac.id
Universitas Negeri Jakarta

Abstract:
The transformation of Universitas Negeri Jakarta (UNJ) from a Public Service Agency (BLU) to a Legal Entity State University (PTN-BH) necessitates fundamental changes in institutional governance and financial systems. This study aims to analyze the readiness of UNJ's financial system transition through comparative financial reporting, evaluate the adaptation of organizational structure and culture based on *Good University Governance* (GUG) principles, and assess financial feasibility concerning human resources and information technology. Utilizing a qualitative embedded case study design, data were collected through in-depth interviews with key informants, observations, and document analysis, followed by the Miles and Huberman interactive analysis model. The findings indicate that, macroscopically, UNJ successfully migrated to the ISAK 35 reporting standard and achieved a robust liquidity resilience. However, at the operational level, GUG implementation is hindered by a *cultural lag*, role ambiguity, and the absence of an internal *whistleblowing system*. Furthermore, significant gaps were identified in IT integration and human resource competencies, specifically regarding corporate taxation. This study recommends the establishment of a corporate accounting clinic, the development of an integrated *Enterprise Resource Planning* (ERP) blueprint, and the institutionalization of an independent whistleblowing system.

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Keywords:
change readiness, financial system, legal entity state university, good university governance, public sector accounting

BACKGROUND

The dynamics of globalization and the 21st-century knowledge revolution have positioned higher education institutions at the epicenter of national economic growth and civilizational development. In Indonesia, the *New Public Management* (NPM) paradigm has heavily influenced bureaucratic reform policies within the higher education sector, driving a shift from centralized bureaucratic models toward institutional autonomy. The government's strategic response to these demands was actualized through Law Number 12 of 2012 concerning Higher Education, which legally facilitates the transformation of state universities from a Public Service Agency (BLU) to a Legal Entity State University (PTN-BH). The fundamental philosophy behind this transformation is the spirit of independence and decentralized governance. Unlike BLU institutions that are tightly bound to the rigidities of state financial

regulations (APBN), the PTN-BH is engineered to possess comprehensive autonomy encompassing academic affairs, organizational management, financial architecture, and human resources.

The extensive autonomy granted to PTN-BH entities is further regulated by Government Regulation (PP) Number 4 of 2014, which explicitly delegates the authority to establish norms, operational policies, and institutional management to the PTN-BH organs. Furthermore, the Ministry of Education and Culture Regulation Number 4 of 2020 emphasizes that the conversion to PTN-BH aims to enhance the operational flexibility of universities, enabling them to respond more swiftly to changing eras. The phenomenon of PTN-BH transition continues to show a significant escalation. By mid-2024, more than 20 universities had successfully metamorphosed into PTN-BH institutions. Interestingly, this wave of transformation is no longer dominated by conventional comprehensive universities but has extended to the cluster of Educational Personnel Education Institutions (LPTK), formerly known as IKIP.

However, reviews of various literatures and previous research indicate that the transition from BLU to PTN-BH is not a linear process without obstacles. Evaluations of implementations at pioneer universities reveal anomalies and severe constraints during the early post-transition phase, particularly related to the limited capabilities of Human Resources (legacy bureaucratic financial staff) and the unpreparedness of information systems in conducting complex account consolidations. Existing research predominantly focuses on macro-performance audits, strategic governance, and international ranking achievements after the PTN-BH status has been fully operationalized. Consequently, there is a significant research gap regarding studies that dissect the critical transition process (*liminality phase*), specifically how an institution prepares its organizational capacity and financial system exactly when the status change is legally enacted.

Universitas Negeri Jakarta (UNJ), as a prominent higher education institution and a former LPTK, is currently at the epicenter of this transformation. In late 2024, the lengthy process initiated in 2021 culminated in the issuance of Government Regulation (PP) Number 31 of 2024, designating UNJ as a PTN-BH. The background of UNJ as an ex-LPTK brings unique sociological implications and institutional arrangements. Historically, LPTK institutions have a strong ideological affinity with social service missions and educational equity, shaping an internal bureaucracy that tends to be conservative and heavily reliant on state budgeting mechanisms. The shift to PTN-BH forces a paradigm shift, requiring the assimilation of *academic capitalism* values that demand cost efficiency, commercial agility, and aggressiveness in seeking alternative funding (*third-stream income*).

This study aims to comprehensively and empirically examine this transition process. The objectives are three-fold: (1) to comparatively analyze the financial reports of UNJ during the BLU era and the early PTN-BH period to measure the readiness and effectiveness of the financial management system; (2) to evaluate the readiness of organizational structure adaptation and governance culture in implementing *Good University Governance* (GUG) principles; and (3) to assess the comprehensive readiness of UNJ's financial management system in meeting PTN-BH financial feasibility standards, specifically reviewing human resource capabilities, the migration to accrual-based financial reporting (ISAK 35), and the reliability of IT infrastructure.

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THEORETICAL FRAMEWORK

New Public Management (NPM) and Higher Education Financial Flexibility The *New Public Management* (NPM) paradigm constitutes the most dominant theoretical foundation driving public sector reform worldwide, aiming to adopt private sector efficiency, effectiveness, and management flexibility principles into government bureaucracy. Hood (1991) formulated seven core doctrines of NPM, including professional management, explicit performance standards, emphasis on output control, and the disaggregation of work units. In the context of higher education autonomy in Indonesia, NPM values are actualized through the provision of BLU status and, ultimately, PTN-BH. Under the NPM paradigm, time-consuming bureaucracy is drastically cut through the delegation of budgeting authority directly to respective faculties. Furthermore, NPM doctrines encourage the creation of *income generating* innovations outside standard tuition fees, pressing academic units to creatively establish applied collaborations, consultancies, or certification programs.

Good University Governance (GUG) and Internal Control Systems A robust governance system in higher education is highly determined by the application of *Good University Governance* (GUG) principles, an adaptation of *Good Corporate Governance* (GCG) into non-profit university management. GUG is defined as a governance mechanism to manage organizational resources efficiently and productively based on the principles of transparency, accountability, responsibility, independence, and fairness (TARIF). In the framework of fraud prevention, GUG serves as a crucial structural strategy to mitigate the 'opportunity' element within the *Fraud Diamond Theory*. GUG is materialized through strengthening the function of the Internal Supervisory Unit (SPI) and a high commitment to transparency. The absence of robust mitigation mechanisms, such as a secure and centralized *whistleblowing system*, can undermine public accountability.

Readiness for Change and Cultural Barriers A massive systemic change from BLU to PTN-BH relies heavily on the psychological and behavioral readiness of its human resources. *Readiness for change* is defined as the attitudes, beliefs, and intentions of organizational members regarding the extent to which the change is needed and the organization's capacity to successfully implement it. Holt et al. (2007) analyzed four main antecedents: content, process, context, and individual characteristics, divided into dimensions such as *discrepancy*, *change self-efficacy*, and *management support*. The most fundamental barrier to this transition is theoretically known as *Cultural Lag*, a sociological concept explaining a condition where material culture (e.g., digital systems and legal regulations) advances rapidly, but non-material culture (mindsets and work habits) remains lagging.

Public Sector Financial Systems and Reporting Standards There is a stark philosophical difference between commercial and public sector financial systems. The latter is oriented toward social welfare creation rather than profit maximization. Within the PTN-BH framework, financial governance rests on the doctrine of "separated state wealth," converting

initial assets (excluding land) into the institution's independent wealth. Consequently, the reporting framework transitions from the Government Accounting Standards (SAP/PSAP 13), utilized during the BLU era, to the Interpretation of Financial Accounting Standards (ISAK) 35 for non-profit oriented entities. This epistemological shift mandates full accrual basis recording and fundamentally alters the nomenclature and structure of financial statements, eliminating budget realization reports in favor of comprehensive income statements and net asset reporting.

METHOD

This research employs a qualitative approach to deeply explore the complexities of institutional transformation. Specifically, an *Embedded Case Study* design was adopted to capture the reality of financial readiness holistically across multiple levels. The unit of analysis includes: (1) the University/Rectorate level as strategic policymakers; (2) Academic Units (Faculties) as technical budget executors; and (3) Supporting and Business Units (such as the Business Management Agency and PT Edura Cipta Gemilang).

Informants were selected using a *purposive sampling* technique, establishing a uniform inclusion criterion requiring direct involvement during the financial system transition period. Table 1 outlines the coding and qualifications of the key informants.

Table 1. Informant Coding and Qualifications

Informant Code	**Focus of Data Extraction**
PTP-DIRKEU-01	Macro-financial policies, decentralization of authority, performance contracts (IKU), change management strategy, and fraud mitigation mechanisms.
PTP-KSAP-01	The ISAK 35 migration process, full accrual basis readiness, non-profit reconciliation mechanisms, and mitigating staff competency gaps.
PTP-KSKP-01	Corporate tax compliance, dual NPWP challenges, and mitigating workload-induced burnout.
PP-KPBJ-01	E-procurement transparency, cost-saving initiatives, SOP agility, and asset capitalization synchronization.
PP-IT-01	ERP architecture, system integration, automated reporting validity, and database integrity.

PTP-PPK-F1	Unit-level budget autonomy, income-generating innovations, fraud prevention, and end-user system reliability evaluation.
EKS-KAP-01	Independent validation of ISAK 35 compliance, identification of material weaknesses (e.g., depreciation and accrual expenses), and IT general controls evaluation.

Data were collected through three primary instruments: in-depth semi-structured interviews, direct observations of financial workflows and IT systems, and documentation studies (analyzing the 2024 Audited Financial Statements and the 2025 Consolidated Financial Statements). The research adhered to the *Standards for Reporting Qualitative Research* (SRQR) and the *Consolidated Criteria for Reporting Qualitative Research* (COREQ) to ensure transparency.

Data validity and reliability were tested using source and document triangulation. The data analysis followed the Miles and Huberman interactive model, consisting of data collection (verbatim transcription), data reduction (thematic clustering), data display (matrix alignment), and conclusion drawing/verification.

RESULT

Comparative Analysis of Financial Reports and Accrual Migration A comparative analysis between the 2024 BLU Audited Financial Statements and the 2025 PTN-BH Consolidated Financial Statements reveals profound transmutations. Table 2 illustrates the macro-comparative representation of UNJ's Statements of Financial Position.

Table 2. Comparative Analysis of UNJ's Statement of Financial Position (2024 vs. 2025)

Financial Component	**BLU Era (Dec 31, 2024)**	**PTN-BH Era (Dec 31, 2025)**	**Growth/Contraction Trend**
Current Assets	Rp 149,941,479,869	Rp 256,956,453,758	Increased (+71.37%)
Fixed Assets (Book Value)	Rp 12,031,334,945,179	Rp 1,517,836,919,778	Shrank (-87.38%)
Other Assets	Rp 9,219,096,181	Rp 9,246,261,633	Stagnant (+0.29%)
Endowment Fund	Not Specifically Classified	Rp 10,123,697,994	New Entry
Total Assets	Rp 12,190,495,521,229	Rp 1,794,163,333,163	Shrank (-85.28%)
Short-term Liabilities	Rp 40,822,944,984	Rp 25,609,010,201	Decreased (-37.26%)

Long-term Liabilities	Rp 0	Rp 0	Constant (0%)
Total Liabilities	Rp 40,822,944,984	Rp 25,609,010,201	Decreased (-37.26%)
Equity / Net Assets	Rp 12,149,672,576,245	Rp 1,768,554,322,962	Shrank (-85.44%)

The most conspicuous anomaly is the spectacular contraction of Total Assets from approximately Rp 12.19 trillion in 2024 to merely Rp 1.79 trillion in 2025 (an 85.28% decrease). This is not an operational failure but a jurisdictional consequence. State-owned land, which previously supported over 85% of the balance sheet, was deconsolidated as it remains the exclusive property of the Ministry, granting UNJ only usage rights. Conversely, liquidity resilience showed remarkable strength. Current Assets surged by 71.37%, massively supported by the growth of "Cash and Cash Equivalents," which jumped from Rp 141.2 billion to Rp 248.9 billion. Furthermore, the transformation yielded a new strategic account: the Endowment Fund, recording Rp 10.1 billion in its inaugural year through initial placements, operational transfers, and philanthropic events.

Operational performance evaluation also shifted from Budget Realization Reports to Comprehensive Income Statements. Government subsidies (APBN) decreased significantly from Rp 437.4 billion to Rp 324.2 billion, forcing UNJ to expand its *Income Generating* sectors. Independent revenues (Unrestricted Net Assets) reached Rp 590.7 billion, encompassing academic services and non-academic commercial optimizations, including the consolidation of its subsidiary, PT Edura Cipta Gemilang, which contributed nearly Rp 12 billion in gross revenue. Consequently, UNJ closed its inaugural PTN-BH year with a "Current Year Surplus" of Rp 126.1 billion, dismissing early concerns of financial deficits.

Readiness of Organizational Structure and Governance Culture (GUG) To realize bureaucratic efficiency, UNJ executed radical restructuring. Vertically, mid-level structural positions (Head of Sub-divisions) were eliminated to accelerate decision-making. Horizontally, the institution expanded into 7 autonomous Directorates and 4 Offices (e.g., Procurement Office/KPBJ and Legal Office). Budgetary autonomy was actualized by distributing budgets directly to faculties, shifting the paradigm from mere budget absorption to outcome-based performance contracts tied to Key Performance Indicators (IKU).

However, this restructuring generated operational friction. The separation of the Procurement Office and the Asset Directorate led to synchronization issues regarding asset capitalization codes, nearly causing contract cancellations. Furthermore, efforts to generate independent income at the faculty level collided with internal bureaucracy, as seen in the premature termination of a faculty-initiated commercial venture ("Kopi Pintar") due to ambiguous profit-sharing Standard Operating Procedures (SOPs) with the central Business Management Agency (BPU).

Crucially, the evaluation revealed a fatal vulnerability in the GUG architecture: the absence of an independent, centralized, and encrypted *whistleblowing system*. Consequently, internal administrative anomalies, such as illegal consumption charges during student examinations, leaked directly to external social media platforms, triggering public scrutiny and damaging early institutional reputation.

Operational Readiness: IT Infrastructure, HR Capabilities, and Corporate Taxation While the independent auditor (KAP) issued an Unqualified Opinion (WTP) and praised the macroscopic

presentation of the ISAK 35 reports, internal operational realities indicated severe technical paralysis. The disconnection from the Ministry's high-performance financial application (SAKTI) forced the UNJ accounting team into technological regression. Lacking a fully integrated corporate accounting module, staff executed dual manual journaling using external spreadsheets, rendering the system highly vulnerable to human error.

A profound *competency gap* was identified, particularly among faculty-level treasurers who suffered from cognitive disorientation when transitioning from a pure cash basis to full accrual accounting. The most systemic operational crisis occurred in corporate tax compliance. The jurisdictional obligation to use dual Taxpayer Identification Numbers (NPWP)—one for state APBN funds and a corporate NPWP for independent funds—triggered anomalies in Non-Taxable Income (PTKP) calculations. This culminated in a massive "Underpaid PPh 21" status for thousands of lecturers and staff at year-end.

To mitigate these crises, management executed emergency interventions. They bypassed standard civil service routes to recruit specialized tax personnel, utilized the Campus Cooperative as a protective vessel for tax bailout funds (isolating it from the university's general ledger), and replaced conventional classroom training with direct benchmarking expeditions to established PTN-BH institutions (e.g., UNES and UT) to practically assimilate accrual accounting architectures.

DISCUSSION

The empirical evaluation of Universitas Negeri Jakarta's liminality phase provides significant contributions to public administration and public sector accounting discourses. First, this study critically evaluates the NPM paradigm within an ex-LPTK institution. The forced injection of NPM doctrines—demanding commercial agility and academic capitalism—clashes violently with the ideological memory of an institution historically built on social service and educational equity. This implies that NPM adoption cannot be *one-size-fits-all*; ex-LPTK institutions must engineer *social entrepreneurship* models that harmonize innovative funding with the non-profit dignity of public education.

Second, the findings validate DiMaggio and Powell's *Coercive Isomorphism* theory. The organizational overhaul was heavily dictated by external regulatory pressures rather than pure internal readiness. This led to a sociological *decoupling* phenomenon. On paper and in the eyes of external auditors, the institution appears perfectly compliant with ISAK 35 standards. However, internally, this "symbolic compliance" is achieved through exhausting manual human labor rather than sophisticated IT automation.

Third, the operational turbulence strongly reflects Ogburn's *Cultural Lag* theory. While material culture (regulations and new systems) advanced rapidly, non-material culture (the entrenched "BLU mindset," conservative cognitive competencies, and reliance on state instructions) lagged, triggering prolonged operational shock. The psychological safety guaranteed by management successfully mitigated overt resistance, yet silent cultural inertia remains a formidable barrier.

Based on these empirical realities, several practical implications and strategic initiatives are imperative:

1. **Establishment of a Corporate Accounting Clinic:** Replacing ineffective theoretical training with a specialized task force conducting *peer-to-peer coaching* directly at faculties to prevent journaling errors and mitigate staff burnout.
2. **Integrated ERP System Blueprint:** Prioritizing capital expenditure to build a holistic *Enterprise Resource Planning* system with auto-journaling capabilities, eliminating redundant manual inputs, and integrating corporate tax auto-calculations to prevent recurring underpayment tragedies.

3. **Issuance of Profit-Sharing SOPs:** Formulating legally binding regulations that mathematically map transparent profit-sharing ratios between faculties and the central business agency, preventing internal cannibalization and stimulating academic entrepreneurship.
4. **Institutionalization of an Independent Whistleblowing System:** Deploying an encrypted reporting infrastructure supervised by the Audit Committee to guarantee reporter anonymity, fulfilling GUG accountability principles, and ensuring early crisis containment.
5. **Academic Entrepreneurship Incubation:** Conducting comprehensive incubation programs led by industry experts to transform the bureaucratic mindset of academics into value-creating innovators without compromising educational ethics.
6. **Cross-Directorate Clearing House Committee:** Creating a validation committee between the Procurement and Asset Directorates to lock asset capitalization codes before contract issuance, preventing material misstatements and securing depreciation validities.

CONCLUSION

Universitas Negeri Jakarta has successfully executed a macroscopic transition to the PTN-BH status, migrating seamlessly to the ISAK 35 reporting framework, achieving an Unqualified Audit Opinion, and demonstrating robust liquidity resilience, marked by substantial cash growth and the establishment of an Endowment Fund. However, at the micro-operational level, the institution is still constrained by significant vulnerabilities. The decentralization of governance is hampered by role ambiguity, conflicts over profit-sharing, and the critical absence of a whistleblowing system. Furthermore, the financial infrastructure is heavily burdened by fragmented manual integration processes, a profound competency gap in corporate taxation, and a persistent *cultural lag* among grassroots staff who struggle to abandon legacy bureaucratic mindsets.

This research acknowledges limitations, primarily focusing only on two absolute PTN-BH requirements (Good University Governance and Financial Feasibility) due to scope constraints. Additionally, access to external oversight respondents (such as the Board of Trustees) was limited. Future research is highly recommended to expand the evaluation parameters to include the impact of financial autonomy on the quality of higher education outcomes (Tridharma) and social responsibility, ensuring that financial independence does not trigger educational commercialization that marginalizes lower-income students.

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