

ACCOUNTING GOVERNANCE FOR BANK PEREKONOMIAN RAKYAT: AN INTEGRATED FRAMEWORK FOR ASSET QUALITY TRANSPARENCY AND INSTITUTIONAL RESILIENCE

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Abstract

Background: Bank Perekonomian Rakyat serves local communities and smaller enterprises through relationship-based intermediation. Its proximity advantage must be supported by reliable accounting, prudent asset classification, transparent reporting, and timely supervisory information.

Aims: This article develops an accounting-governance framework for Bank Perekonomian Rakyat that connects recognition and measurement, asset-quality monitoring, reporting discipline, governance, compliance, and institutional resilience.

Research Method: The study uses an integrative conceptual review. Peer-reviewed literature, professional standards, and official institutional sources are synthesized through construct clarification, mechanism mapping, governance analysis, and development of propositions. The article does not report fabricated respondents, database counts, or statistical estimates.

Results and Conclusion: The synthesis indicates that organizational value arises when information, decisions, controls, and performance measures operate as an integrated management system. Technology or functional activity alone is insufficient. Clear accountability, reliable data, balanced indicators, and periodic review are the principal enabling conditions.

Contribution: The paper offers a practical capability framework and testable propositions that can guide organizational assessment and subsequent empirical research.

Keywords: *Bank Perekonomian Rakyat; Accounting Governance; Asset Quality; Transparency; Institutional Resilience*

INTRODUCTION

Bank Perekonomian Rakyat serves local communities and smaller enterprises through relationship-based intermediation. Its proximity advantage must be supported by reliable accounting, prudent asset classification, transparent reporting, and timely supervisory information.

The managerial issue is not simply whether organizations should invest or comply, but how decisions in one function alter outcomes in another. Fragmented targets encourage local optimization. Integrated governance instead requires common definitions, traceable assumptions, and review routines that reveal both benefits and exposures.

Prior research on dynamic capabilities and digital transformation emphasizes the need to combine sensing, seizing, and reconfiguration with changes in structures and processes (Teece, 2007; Vial, 2019). This perspective is relevant because capability depends on coordinated routines rather than isolated technology or individual expertise.

This article asks how an organization can implement an accounting-governance framework for Bank Perekonomian Rakyat that connects recognition and measurement, asset-quality monitoring, reporting discipline, governance, compliance, and institutional resilience. The objective is to clarify the mechanisms, governance requirements, performance indicators, and boundary conditions that connect managerial action with sustainable outcomes.

The contribution is threefold. First, the article separates visible activity from underlying capability. Second, it links strategy, operations, information, control, and outcomes in one framework. Third, it proposes relationships that can be tested in future studies without presenting conceptual claims as empirical findings.

RESEARCH METHOD

An integrative conceptual review was selected because the research question crosses functional and institutional boundaries. The method is appropriate for combining established concepts, professional standards, and policy sources into a coherent explanatory framework. It is not presented as a systematic review or meta-analysis.

Sources were included when they provided a verifiable definition, mechanism, governance principle, measurement approach, or regulatory requirement relevant to the topic. The analysis proceeded through four steps: construct clarification, identification of causal mechanisms, classification of risks and controls, and synthesis into capability dimensions and propositions.

The resulting framework should be interpreted as analytically grounded guidance. Its propositions require empirical testing across organizational size, maturity, ownership, market conditions, and regulatory contexts. This limitation protects the distinction between conceptual synthesis and observed causal effects.

RESULTS AND DISCUSSION

THE CHANGING BPR INSTITUTIONAL CONTEXT

Law Number 4 of 2023 and subsequent OJK regulations strengthen the institutional framework for BPR. The change of nomenclature should be accompanied by stronger governance, capability, and accountability.

From a management perspective, the changing bpr institutional context should be defined through decision rights, repeatable routines, and evidence that can be reviewed. A useful response is to connect strategic objectives with operational controls and a limited set of indicators. This makes performance visible without reducing complex judgment to a single metric or allowing one function to transfer hidden costs and risks to another.

Operationally, the changing bpr institutional context should be reviewed at a frequency that matches the speed of the underlying risk and decision. Management should record definitions, data owners, thresholds, exceptions, and escalation routes. This allows the organization to learn from deviations rather than merely report them after the fact.

The mechanism behind the changing bpr institutional context begins with the quality of managerial assumptions. Before approving a policy or investment, decision makers should specify the expected behaviour, the resources required, the principal uncertainty, and the observable evidence that would support or contradict the proposal. In this way, review meetings test assumptions rather than merely confirm that activities occurred. The approach is especially important where outcomes emerge slowly or where one unit receives the benefit while another unit carries the cost or risk.

Measurement should distinguish inputs, process execution, intermediate results, final outcomes, and risk exposure. Inputs show what the organization commits; process measures show whether the intended routine operates; intermediate indicators provide early signals; outcomes establish whether value was created; and risk indicators identify whether apparent success depends on fragile conditions. For this domain, useful measurement areas include recognition, measurement, chart of accounts; classification, allowance, early warning; source systems, ledger, regulatory reports. These measures should be interpreted together because isolated indicators can encourage short-term optimization.

Control design for the changing bpr institutional context should be proportionate to materiality. Preventive controls clarify authority and validation before execution, detective controls reveal deviations, and corrective controls assign remediation and verify closure. Automation may improve consistency, but automated controls require approved configuration, restricted access, change management, exception logging, and periodic testing. Manual judgment remains necessary where context, estimates, or unusual transactions materially affect the conclusion.

Implementation also depends on organizational capability. Staff members need a shared vocabulary, access to reliable information, and sufficient authority to escalate exceptions. Senior management should resolve cross-functional conflicts and protect the independence of assurance roles. Training is most effective when it uses actual decision scenarios and requires participants to explain how evidence, controls, and consequences are connected. This produces practical understanding rather than procedural compliance alone.

A staged implementation reduces disruption. The first stage documents the current process and data lineage. The second stage corrects critical ownership and reconciliation gaps. The third stage pilots revised controls and indicators in a limited scope. The fourth stage scales the design while monitoring unintended effects. The final stage embeds periodic review, independent challenge, and lessons from incidents. Each stage should have explicit exit criteria so that expansion does not outrun control maturity.

Several boundary conditions may alter the effectiveness of the changing bpr institutional context. Smaller organizations may rely on fewer specialists and more concentrated systems, while larger organizations may face coordination and legacy-integration problems. Regulation, ownership, customer characteristics, market volatility, and vendor dependence also shape feasible practice. The framework therefore provides disciplined questions and relationships, not a universal checklist. Local adaptation should preserve accountability, evidence quality, and the intended control objective.

An evidence register can make the changing bpr institutional context auditable without creating unnecessary bureaucracy. For every material assertion, the register should identify the source, period, responsible owner, validation performed, known limitation, and decision that used the information. Management can then distinguish verified facts from estimates and forward-looking assumptions. Where evidence conflicts, the disagreement should remain visible until it is resolved or explicitly accepted within authority. This discipline improves institutional memory and reduces dependence on informal explanations after personnel changes.

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The economic evaluation of the changing bpr institutional context should cover total lifecycle consequences. Initial expenditure is only one component; organizations should consider implementation effort, integration, data preparation, staff capability, monitoring, remediation, vendor dependence, and eventual replacement or exit. Benefits should be linked to observable decisions or outcomes and adjusted for timing and uncertainty. This prevents attractive headline

benefits from obscuring continuing operating costs and allows management to compare alternatives on a consistent and transparent basis.

ACCOUNTING POLICY AND CONSISTENCY

Accounting governance requires documented policies, consistent account mapping, controlled estimates, period-end procedures, and reconciliation between operational systems, the general ledger, and regulatory reports.

From a management perspective, accounting policy and consistency should be defined through decision rights, repeatable routines, and evidence that can be reviewed. A useful response is to connect strategic objectives with operational controls and a limited set of indicators. This makes performance visible without reducing complex judgment to a single metric or allowing one function to transfer hidden costs and risks to another.

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ASSET QUALITY AND CREDIT MONITORING

Credit quality cannot be managed only at reporting dates. Early-warning information should combine payment behaviour, borrower conditions, documentation, collateral status, restructuring history, and portfolio concentration.

From a management perspective, asset quality and credit monitoring should be defined through decision rights, repeatable routines, and evidence that can be reviewed. A useful response is to connect strategic objectives with operational controls and a limited set of indicators. This makes performance visible without reducing complex judgment to a single metric or allowing one function to transfer hidden costs and risks to another.

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TRANSPARENCY AND REGULATORY REPORTING

Complete, accurate, current, and integrated reporting supports supervision and public confidence. Data definitions and approval responsibilities should be aligned across financial and regulatory reports.

From a management perspective, transparency and regulatory reporting should be defined through decision rights, repeatable routines, and evidence that can be reviewed. A useful response is to connect strategic objectives with operational controls and a limited set of indicators. This makes performance visible without reducing complex judgment to a single metric or allowing one function to transfer hidden costs and risks to another.

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GOVERNANCE COMPLIANCE AND RESILIENCE

Boards and management should treat accounting information as a governance instrument. Reliable information supports capital planning, liquidity management, credit decisions, compliance monitoring, and corrective action.

From a management perspective, governance compliance and resilience should be defined through decision rights, repeatable routines, and evidence that can be reviewed. A useful response is to connect strategic objectives with operational controls and a limited set of indicators. This makes performance visible without reducing complex judgment to a single metric or allowing one function to transfer hidden costs and risks to another.

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INTEGRATED CAPABILITY FRAMEWORK

The synthesis produces five connected capability dimensions. Each dimension has a managerial focus and an expected contribution. The sequence is not strictly linear: weaknesses in governance or information quality can undermine every other dimension, while feedback from outcomes should refine strategy and controls.

Capability dimension	Managerial focus	Expected contribution
Accounting policy	Recognition, measurement, chart of accounts	Consistent statements
Asset quality	Classification, allowance, early warning	Prudent credit management
Data and reconciliation	Source systems, ledger, regulatory reports	Complete and accurate reporting
Governance	Oversight, review, accountability	Credible decisions
Compliance and resilience	Timely reporting, capital and liquidity insight	Institutional sustainability

Table 1. Integrated capability dimensions and expected contributions.

The framework discourages technology-first or indicator-first implementation. Organizations should begin with the decision that needs to improve, identify the information and control required, define responsible roles, and then select enabling systems and measures. This order reduces the risk of automating weak processes.

GOVERNANCE AND IMPLEMENTATION

Implementation should begin with a baseline assessment of definitions, data flows, responsibilities, controls, and existing indicators. Management can then identify gaps that create material decision or reporting risk. Priorities should reflect impact and feasibility rather than the visibility of a technology initiative.

A cross-functional steering mechanism is useful when outcomes depend on several units. Its role is to approve definitions, resolve ownership conflicts, monitor exceptions, and ensure that corrective actions remain connected to strategic objectives. Day-to-day accountability, however, should remain with named process owners.

Performance review should combine leading indicators, outcome indicators, and risk indicators. Leading indicators show whether required routines are being executed; outcomes show whether value is realized; risk indicators reveal whether performance is being achieved through unacceptable exposure. A balanced view limits gaming and short-termism.

Documentation is a practical control rather than an administrative end. Important assumptions, overrides, model changes, reconciliations, approvals, and exceptions should be retained in a form that allows independent review. The depth of documentation should be proportionate to materiality and complexity.

IMPLEMENTATION DIAGNOSTIC AND ASSURANCE

A practical diagnostic for accounting governance for bank perekonomian rakyat: an integrated framework for asset quality transparency and institutional resilience begins with the decision inventory. Management should list the recurring decisions that materially influence value, reporting, service continuity, or compliance; identify who proposes, validates, approves, executes, and reviews each decision; and map the information used at every stage. Gaps become visible when authority is unclear, when the same person controls incompatible steps, or when a decision relies on data that cannot be reconciled to an authoritative source.

Data lineage should be documented from original capture through transformation, calculation, reporting, and archival. Reconciliations need a defined frequency, tolerance, evidence of review, and escalation rule. End-user spreadsheets and manual adjustments deserve particular attention because they can introduce unrecorded logic and weak version control. Where manual processing remains necessary, protected templates, independent review, restricted access, and retained supporting evidence can reduce error and improve reproducibility.

Indicators should have formal definitions that state purpose, formula, source system, owner, reporting period, threshold, and known limitation. A change in definition should be approved and disclosed so that trends remain interpretable. Management should also monitor denominator effects, data omissions, delayed recognition, and incentives that encourage favourable classification. Indicator governance is therefore part of internal control, not merely a reporting convention.

Scenario analysis helps test whether the framework remains effective under stress. Plausible scenarios can combine demand deterioration, funding pressure, system disruption, vendor failure, staff unavailability, cyber incidents, control override, or regulatory change. The purpose is not to predict one future precisely but to reveal dependencies, decision bottlenecks, and recovery priorities. Actions identified during an exercise should be tracked to completion and retested where the risk is material.

Third-party arrangements require ownership throughout the relationship lifecycle. Due diligence should cover capability, financial condition, security, service continuity, subcontracting, data location, audit rights, and exit feasibility. Contracts should translate these concerns into measurable obligations, notification requirements, access to evidence, and remediation rights. Internal accountability cannot be outsourced: the organization remains responsible for understanding how the service supports important processes and how disruption will be managed.

Human capability should be assessed by role rather than by attendance at training. Staff should be able to recognize relevant risks, perform required controls, explain the evidence retained, and escalate matters without inappropriate delay. Supervisors need enough technical understanding to challenge automated results and vendor explanations. Rotation, succession, and documented procedures reduce key-person dependence, while periodic simulations show whether knowledge can be applied under time pressure.

Assurance should operate through coordinated layers. Process owners monitor daily performance and controls; risk and compliance functions challenge design and aggregate exposure; internal audit provides independent assurance; and boards oversee material outcomes and unresolved issues. Coordination avoids duplicated testing while preserving independence. Assurance plans should be updated when products, systems, regulations, or risk profiles change, and conclusions should state both the work performed and the limitations encountered.

Continuous improvement requires disciplined closure. Corrective actions should address root causes rather than symptoms, have realistic milestones, and include interim safeguards where exposure remains. Closure should be based on evidence that the revised control operates effectively, not solely on confirmation that a document was updated. Trend analysis of incidents, overrides, complaints, reconciliation breaks, and overdue actions can reveal systemic weaknesses that individual case reviews may miss.

A maturity assessment should describe observable practice rather than award a score based on policy existence. At an initial level, activity is informal and dependent on individuals. A developing level has documented procedures but inconsistent execution. An established level demonstrates assigned ownership, reliable evidence, and routine monitoring. An adaptive level uses trend information, independent challenge, and lessons from disruption to redesign practice. Progress should be judged dimension by dimension because an average score can hide a critical weakness.

Materiality provides the basis for proportionate governance. Management should consider financial magnitude together with customer harm, legal exposure, service disruption, reputational effect, and the possibility that small repeated failures indicate a wider control problem. Materiality thresholds require periodic review and should not prevent escalation of suspected fraud, deliberate override, data leakage, or matters involving senior management. Clear criteria improve consistency while preserving informed professional judgment.

Reporting to senior management and boards should be concise but traceable. A useful report explains what changed, why it matters, the evidence supporting the conclusion, the remaining uncertainty, the accountable owner, and the decision requested. Aggregated dashboards should permit drill-down to significant exceptions. Management commentary should distinguish temporary volatility from structural deterioration and disclose where data quality limits confidence in the reported position.

The final implementation test is whether the organization can explain and reproduce its decisions. A reviewer should be able to follow the chain from objective to information, analysis, authorization, execution, monitoring, and corrective action. If that chain cannot be reconstructed, apparent performance may depend on undocumented knowledge or untested assumptions. Reproducibility strengthens accountability, supports learning, and provides a defensible basis for regulatory, audit, and stakeholder scrutiny.

EVALUATION PROTOCOL

Evaluation should begin with a clearly bounded unit of analysis such as a product, process, portfolio, reporting cycle, or important business service. The evaluator should document the objective, stakeholders, principal decisions, applicable requirements, and time horizon. Defining scope prevents broad conclusions from being drawn from evidence that covers only one channel, business unit, or reporting period.

The evidence plan should combine documents, system records, reconciliations, observations, interviews, and selected re-performance where appropriate. Evidence obtained directly from controlled systems or independent sources generally provides stronger support than uncorroborated explanations. Nevertheless, system evidence must be tested for completeness, accuracy, access integrity, and relevant time coverage before it is used to support a conclusion.

Sampling and selection methods should match the question. Risk-based selections are useful for examining unusual or high-impact cases, while representative selections help estimate ordinary execution quality. Full-population analytics

can identify patterns but still require validation of the population and careful interpretation of exceptions. The report should describe the basis of selection so readers understand what the work can and cannot establish.

Conclusions should be graded according to the strength and consistency of evidence. Where evidence is incomplete or contradictory, the evaluator should state the limitation and avoid false precision. Recommendations should link directly to the identified cause, specify the expected control or performance improvement, and recognize dependencies that may delay implementation. This preserves a transparent distinction between observation, interpretation, and proposed action.

Follow-up is part of evaluation rather than a separate administrative step. Management should confirm that actions were implemented, test whether the revised process operates as intended, and examine whether the change created new risks elsewhere. High-risk issues require more timely and independent validation. Lessons from follow-up should update procedures, training, indicators, and future evaluation plans.

RESEARCH PROPOSITIONS

P1. Accounting-policy consistency improves the comparability and decision usefulness of BPR financial information.

P2. Continuous asset-quality monitoring improves the timeliness of loss recognition and corrective action.

P3. Integrated reconciliation between operational, accounting, and regulatory data strengthens transparency and supervisory confidence.

Future studies can test these propositions through surveys combined with archival, process, or transaction data. Longitudinal designs are preferable where capability building and financial or control outcomes emerge with a delay. Case research can clarify how organizations adapt the framework under resource constraints.

MANAGERIAL IMPLICATIONS

Managers should define a small number of decisions that the framework must improve and assign an accountable owner to each. Measures should be based on governed data and accompanied by thresholds, review frequency, and escalation rules. Investment proposals should state expected value, control requirements, dependencies, and the conditions for stopping or redesigning an initiative.

Boards and oversight functions should ask whether reported improvement is supported by reliable information and sustainable routines. They should examine unintended effects, concentration risk, control overrides, customer consequences, and the organization's capacity to recover from failure. This converts oversight from retrospective compliance into informed governance.

LIMITATIONS AND FUTURE RESEARCH

This article is conceptual and does not estimate effect sizes or claim universal causality. Institutional arrangements, organizational scale, technological maturity, and market structure may change the relative importance of each dimension. Empirical validation should therefore compare contexts and include objective as well as perceptual measures.

Research should also examine sequencing. Organizations may benefit more from strengthening information quality and accountability before investing in advanced analytics or channel expansion. Studies of implementation failure, recovery, and unintended consequences would add needed balance to success-oriented digital and management research.

CONCLUSION

The article concludes that sustainable performance depends on integration: strategy must be translated into operational decisions; decisions must be supported by reliable information; information must be protected by controls; and results must be evaluated through balanced value and risk indicators. The proposed framework provides a disciplined basis for assessment, implementation, and empirical testing.

The central managerial implication is straightforward. Visible activity, adoption, or compliance does not by itself establish capability. Capability exists when the organization can repeatedly make better decisions, demonstrate control, learn from exceptions, and sustain important outcomes under changing conditions.

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