

Financial Accountability: Organizational Performance Improvement Through Culture Control and Contractibility

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Abstract: This study focuses on performance contracts and the use of performance measurement systems that can affect the performance of government organizations. Implementation of the Contract / Performance Agreement was only implemented in 2015, so it is worth investigating. The context of this research becomes very important to see the reality that occurs in government agencies that tend to report excessive good performance and minimize information about the failure of the program. Performance reports submitted in the form of Government Institution Performance Accountability Report (LAKIP) have been biased. The bias arises because the performance that is delivered is not like the reality in the field so as to mislead the public as the information user and ultimately result in excessive expectations of government institutions. This study examines the influence of contractibility and culture control on the organization's performance and financial accountability of the Regional Government Agency of Banten Province using SEM-PLS test equipment. Test results of 145 sampled data that spread throughout the district in Banten Province resulted in the conclusion (1) contractibility positively affects the performance of public sector organizations; (2) culture control positively affects the performance of public sector organizations; (3) the performance of the organization positively affects the financial accountability of public sector organizations

Keyword: Financial Accountability, Organizational Performance, Culture Control and Contractibility

BACKGROUND

Performance is the output or outcome of activities/programs that have been or are to be achieved in relation to the use of quantifiable quantity and quality budget. Performance measurement systems are increasingly being developed, which aims to help managers assess the achievement of a strategy through financial and nonfinancial measures. In public sector organizations starting with the existence of New Public Management (NPM) which provides updates in governance management including performance measurement update. NPM adopts management techniques in the business sector into the government sector (Groot and Budding, 2008). The adoption of performance measurement system is an effort to achieve efficiency and effectiveness of organization and can improve accountability and public service.

Improving efficiency, effectiveness and accountability in the public sector, NPM recommends establishing clear and measurable performance contracts prior to setting performance targets that will serve as guidelines for government officials to achieve organizational goals. Performance measurement is one of the keys to success for public sector organizations in achieving goals. Performance measurement system is one of the key elements in the practice of NPM implementation. However, NPM practices that

emphasize the role of performance measurement systems in target setting, performance evaluation, and incentives still leave problems. There are two main reasons that cause the problem to occur. First is that the exclusive focus of NPM on the role of performance measurement systems in accountability and incentives is too narrow. Some literature says that performance measurement systems can serve a variety of different purposes and can be applied in different ways. Regardless of the other role, NPM has ignored the performance consequences of alternative ways of using performance measurement systems (Spekle and Verbeeten, 2014).

Management control system is the main thing in facing an increasingly competitive business environment. Management Control System (MCS) is a tool designed to assist decision making process by using formal control and informal control to achieve organizational goals (Heinicke, Guenther, and Widener, 2016). Similarly, some studies reported that MCS packages were designed based on cultural and administrative systems (O'Grady and Akroyd, 2016). MCS is a process of a manager to ensure that resources are used effectively and efficiently. So that (MCS) can be used as a means of monitoring for the organization to achieve organizational goals management expectations. One form of MCS is Culture Control (CC). CC is a group of written and unwritten values that become the rules as the foundation for the formation of organizational culture and employee behavior (Ismail 2015, 2016). CC as a control system created to create a social environment that encourages the behavior of individuals to act and behave in accordance with the values and norms that apply in the organization (Merchant & Stede, 2007).

In Indonesia, the performance measurement system for the government, both central and regional, began to be regulated since the issuance of Presidential Instruction No. 7 of 1999 on Performance Accountability of Government Institutions (AKIP) and replaced by PP RI. 29 tahun 2014 on Government Institution Performance Accountability System (SAKIP). Implementation of SAKIP in the framework of accountability and performance improvement of government agencies. The implementation of SAKIP includes strategic plans, performance agreements/contracts, performance measurement, performance data management, performance reporting and review and performance evaluation. The development of district/city government performance accountability is still slow. In 2009, the predicated good (CC and above) 1.16% to 3.31% in 2010, 12.22% in 2011, and 25.66% in 2012. For 2011, only one city government received a predicate "B", 21 district / municipal governments were awarded "CC", 93 district/municipal governments were awarded "C", and 65 district/municipal governments were awarded "D". Based on PP. 29 tahun 2014, each SKPD shall establish a Performance Agreement with due observance of budget implementation documents. Formulation of performance agreements/contracts by including performance indicators and performance targets. Regency / City SKPD shall prepare annual performance reports submitted to the Bupati/Walikota. Based on SKPD annual performance report, the Regent / Mayor shall prepare an annual Government Performance Report and submit to the Governor. The implementation of this SAKIP shall be implemented by the government of fiscal year 2015.

Performance reports submitted in the form of Government Institution Performance Accountability Report (LAKIP) have been biased. The bias arises because the performance is not unlike the reality in the field so it can mislead the public as the information user and ultimately result in excessive expectations of government institutions (Sofyani, 2014). The context of this research becomes very important to see the reality that occurs in government agencies that tend to report excessive good performance and

minimize information about the failure of the program. Based on the background that has been described above, the problems formulated in this research are how the influence of contractibility, culture control, on the performance of public sector organizations and how the influence of public sector organization's performance on financial accountability of public sector organizations.

THEORETICAL REVIEW

Organizational Performance. Organizational performance is a cumulative performance employees, therefore the higher the performance of employees will be higher too organizational performance. Meanwhile, according to Nasucha in Sinambela (2012), organizational performance is also defined as organizational effectiveness comprehensive to meet the set needs of each group which is concerned through systemic and improving efforts the ability of the organization to continuously achieve its needs in a manner effective.

Performance is a multidimensional construct that includes many factors that influence it. According to Armstrong and Baron in (Wibowo, 2011), the factors that affect performance are:

- a. Personal / individual factors, including: knowledge, skills, ability, confidence, motivation and commitment possessed by every individual
- b. Leadership factors include: quality in giving encouragement, spirit, direction and support provided by the manager and team leader
- c. Team factors, including: the quality of support and encouragement provided by colleagues in a team, trust in fellow team members, cohesiveness and the closeness of team members
- d. System factors, including: work systems, work facilities or infrastructure provided by organizations, organizational processes and organizational performance culture
- e. Contextual factors (situational), meliputi: pressure and changes in the environment external and internal.

According Mahmudi (2015), organizational performance is not solely influenced by individual performance or team performance alone, but is influenced by wider and more complex factors, such as internal environmental factors or external. Environmental factors include economic, social, political, security and the laws within which the organization operates. Other than factors external environment, other factors that affect the organization's performance is leadership, organizational structure, choice strategy, technological support, culture organization and organizational processes

Contractibility. According to Speklé and Verbeeten (2013), the manner in which performance measurement systems in the public sector are used affect the performance of the organization, and that effect this performance depends on the contractibility. Contractibility includes clarity of purpose, ability to select a performance measure that is not experiencing distortion, and the extent to which managers know and control the change process. Based on research Speklé and Verbeeten (2013) show that contractibility moderates the relationship between use of incentive-oriented measurement systems performance. The use of performance measurement systems for the purpose of negative incentives affects performance organization, but this effect becomes mild when high contractibility.

Based on research conducted by Spekle and Verbeeten (2013) explained that the impact of incentive-oriented performance appraisal systems against performance is negative, but at the moment High contractibility variables mediate such as providing value reductions negative start. The resulting conclusion states that the contractibility variable can mediate the impact of incentive-oriented performance appraisal systems on performance.

Employees performance can be interpreted as a result of work, output or achievement achieved by an employee in the implementation of a job provided by the organization to achieve organizational goals. Haile-selassie, Suwa, Widener (2009) states that individual performance can be operationalized with intra-personal factors that include ability, motivation and role perception. The ability of an employee is determined by the knowledge (knowledge) and skills (skills) it has. Motivation itself is a stimulus formed by factors that come from within the employees themselves as well as outside factors. Role perception is the employee's perspective on his role in the organization.

Spekle and Verbeeten (2014) suggest that contractility has a direct effect on performance. Contractility shows that clear and measurable goals contribute to performance, and develop stronger for relatively simple tasks, this is evident in the concept of high contractibility. Extremely clear and measurable goals will improve government performance. Performance measurement system to make clear and measurable work contracts that can be made. For employees. This work only fits within the specific specifics. Explicitly, the contract of employment requires: (1) goal setting can be clearly specified; (2) an organization capable of selecting undistorted performance measures, i.e. a matrix of sufficient incentives for the primary purpose; and (3) determine the outcomes and capabilities for desired results. Sometimes that ambiguity is deliberately made in some public sector organizations for politics or self-serving purposes.

Based on the above, the hypothesis is as follows:

H1. There is a Contractibility Influence to Public Sector Organization Performance

Culture Control. However, the application of this control leads to cost control reward. This cost is classified as direct control cost because this cost is caused by rewards or rewards given to employees every two times in a year. The reward fee may include salary increment fee, annual bonus fee and hajj travel expenses. The amount of reward fees for a salary increase set by Radio Suara Surabaya is 1 point above the annual inflation. The salary increase of each employee may vary, according to performance each of the employees. In addition, this control also causes Indirect control cost in the form of gamesmanship/data manipulation and behavioral displacement. With application of result control based on performance appraisal can allows employees to manipulate documents reports that will be compared with fellow co-workers, resulting in results the report will appear as if it is appropriate between self-assessment and peer assessment. Employees can practice "collusion" by cooperating among other employees in providing assessment, so the value earned from other employees be good.

Culture Control is a control system created by using organizational culture as the foundation of its control system. Culture Control is designed to support mutual monitoring that is a form of group pressure that is very strong to the individual so as not to get out of the value and organizational norms are located. Cultural Control will be effective when members of an organization have emotional ties to one another. Some notions of Culture Control: Culture Control is a set of written and unrecorded values that become the foundation for forming organizational culture and employee behavior (Ismail 2015, 2016);

Culture Control as a control system created to create a social environment that encourages the behavior of individuals to act and behave in accordance with the values and norms applicable within the organization (Merchant & Stede 2007)

There are some advantages in the application of Culture Control such as: (1) Cultural Control can be applied in various types and circumstances of the organization; (2) The absorption does not cost a lot; (3) have a lower risk than other types of control; (4) Adaptive, any type of organization can implement it without exception; (5) Relatively unobtrusive can replace other types of formal controls. The main purpose of the management control system (MCS) is to provide useful information in decision making, planning and evaluation (Merchant & Otley, 2006). Thus the MCS is a tool to control the organization and direct the behavior of employees in accordance with the wishes of the management to achieve organizational goals (Bhimani et al., 2008)

Culture Control is part of the MCS and serves to control the nature and behavior of employees in organizing (Ismail, 2015). Culture Control is the values and beliefs that are used as the norm for organizational behavior. Culture Control includes every element of both formal and informal control systems designed in writing (code of ethics and mission) and orally (Merchant & Stede, 2007). MCS consists of various control systems that are interconnected and mutually working with each other and are used efficiently to improve organizational performance (Ismail, 2016). The use of control systems has an effect on improving organizational performance. In addition, research conducted by (Kallunki, et al, 2011) found that in order to achieve the best organizational performance required a formal and informal control system. Thus as part of the MCS Culture Control affects the performance of the organization by providing useful information in the achievement of organizational goals

Based on the above, the hypothesis is as follows:

H2. There is Influence of Cultur Control to Public Sector Organization Performance

Financial Accountability. The basic concept of accountability is based on a classification of marginal responsibility at each level in the organization aimed at the implementation of activities. Each individual ranks of the apparatus is responsible for the activities undertaken on its part. This concept distinguishes between controllable activities and uncontrollable activities. Controlled activities are activities that can actually be controlled by a person or a party, meaning that the activity is actually planned, implemented, judged by the authorized party. Accountability is defined as an embodiment of the obligation to account for the success or failure of the organization's mission in achieving the objectives and objectives that have been determined through a media accountability carried out periodically (Abdul Halim, 2007).

Management accounting and control systems (MACS) can be seen as an organizational outcome or as an aspect of organizational structure (Hiebl, 2014; Strauß and Zecher, 2013) and, consistent with upper echelons theory, is likely to be influenced by CEO characteristics and activities (Kalkhouran et al., 2015). Although earlier empirical research examined the relationship between CEO characteristics and company performance, the findings are inconsistent. Some studies found a positive relationship (Kaplan et al., 2012; Peni, 2012; Kalm, 2012; Kenny and Fahy, 2011; Tendai, 2013), while others have noted a significant negative relationship (Amran et al., 2014; Hamori and Koyuncu, 2015)

Based on the above, the hypothesis is as follows:

H3. There is an Influence of Organizational Performance to Public Sector Financial Accountability

METHOD

This research is a study of causal studies, research that aims to prove the causal relationship between the variables studied by testing hypothesis. Research investigates what factors affect the Organizational Performance and its impact on the Financial Accountability of Public Sector Organizations. The object of this research is the Regional Government in Banten Province. This research is cross-sectional study that is research where data only once (done in period of week or month) to answer research question. The sample of this research is 145 Camat in Sub-district throughout Banten Province.

There are two dependent variables (Dependent) and two independent variables (Independent). The independent variable is the variable that influences the dependent variable, either positively or negatively. In this research, there are two independent variables: Contractibility and Culture Control and two dependent variable of Organization Performance and Financial Accountability.

In this study, respondents were asked how big their opinion on the questions about the influence of external business environment on Culture Control design and organizational performance in their company work. The answer to that question is measured using ordinal scale 1-5.

Tabel 1. Operational Variable

Variabel	Indikator
Financial Accountability	<ol style="list-style-type: none"> 1. Accuracy of Reporting 2. Timeliness of Reporting 3. Efficient Use of Finance 4. Reliability of Information 5. Obedience to the Regulation
Organizational Performance	<ol style="list-style-type: none"> 1. Service Fee 2. Service Utilization 3. Quality and Service Standards 4. Service Coverage 5. Service Satisfaction 6. Resources in Use (Input) 7. Products Generated (Output) 8. Program Outcomes and Services (Outcome) 9. The perceived added value of the service (Benefit) 10. Impact of macro conditions (Impact)
Culture Control	<ol style="list-style-type: none"> 1. Communicate the values of the organization 2. The code of conduct informs the behavior 3. Creation of shared values 4. Awareness of peer activity 5. Emphasis on awareness of organizational values on each employee
Contractibility	<ol style="list-style-type: none"> 1. Quality of Work 2. Quantity of Work 3. Timeliness of Work Implementation

4. Effectiveness of Organization Resource Use
5. Effectiveness In Work
6. Impacts In Work
7. Task Implementation Method
8. Occupational Error Level

Source: Ismail (2015); Spekle and Verbeeten (2014)

The population used is all Camat in Banten Province with the unit of analysis is Camat. Sampling method in this research use Purposive Sampling technique where in this method sample and respondent have been determined. Respondents in this study are Camat in all over Indonesia with the following criteria: (1) Has occupied the position of Camat Minimum 2 years; (2) Have Attended Training PIM 3; (3) Minimum Education S1

Data processing with Structural Equation Model (SEM) approach using Partial Least Square Software (PLS). PLS is a structural equation model (SEM) based on components or variants (variance). PLS is an alternative approach that shifts from a SEM based approach to covariance-based variants. SEM-based covariance generally test the causality/theory, and PLS is more predictive model. Ghozali (2008).

The Results of Statistical Tests

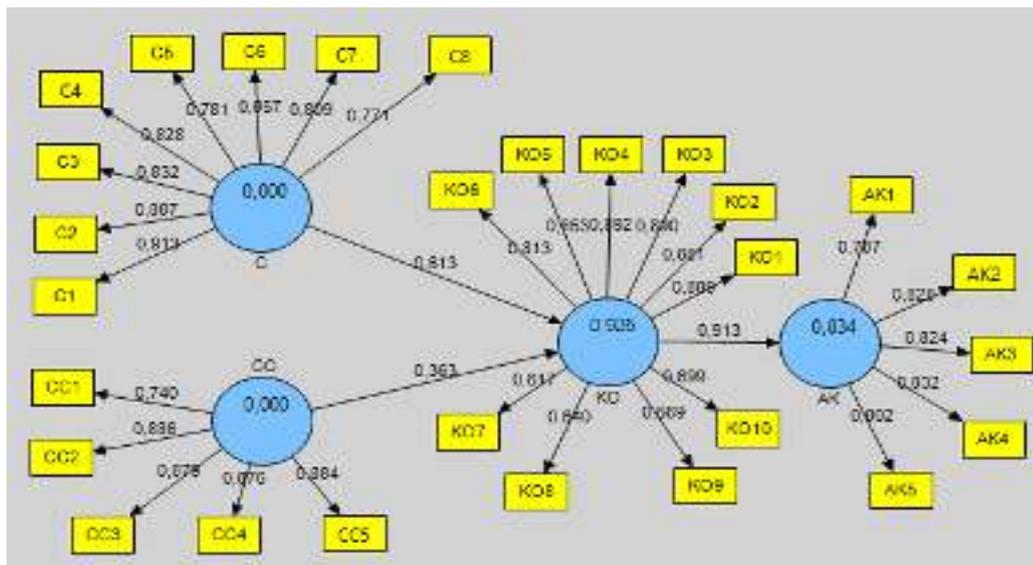


Figure 1. (Fullmodel SEM)

One of the criteria used to measure the Outer Model in the PLS is to look at Convergent Validity. The convergent validity of the measurement model with the reflexive indicator between the item score/component score estimated with the PLS software, according to Ghozali (2008), for development, the depth scale of loading values of 0.5 to 0.6 is sufficient. Figure 1 shows the entire value of the outer model of each construct above 0.5 and no one eliminated can be able to separate all the indicators that apply to each construct is appropriate and reliable. The variable contractility has 8 indicators: C1 (0.913), C2 (0.887), C3 (0.832), C4 (0.828), C5 (0.781), C6 (0.857), C7 (0.809) and C8 (0.771). Looking at the above value that 8 indicators for Contractility can build the Contractility variable. Culture Control variables have 5 indicators, CC1 (0,740),

CC2 (0,886), CC3 (0,878), CC4 (0,876) and CC5 (0,884). Looking at the above values that the 5 indicators for the Cultural Control can build the Cultural Control variables.

Organizational Performance Variables have 10 indicators: KO1 (0.889), KO2 (0.881), KO3 (0.880), KO4 (0.890), KO5 (0.853), KO6 (0.813), KO7 (0.617), KO8 (0.640), KO9 (0.569) and KO10 (0.699). Looking at the above values, it is concluded that 10 indicators for organizational performance can build organizational performance variables. Variable Accountability Finance has 5 indicators: AK1 (0,787), AK2 (0,828), AK3 (0,824), AK4 (0,832) and AK5 (0,802). Looking at the above values it is concluded that the 5 indicators for Financial Accountability can build the Financial Accountability variables.

Tabel 2. (Data quality)

Construct	AVE	Composite Reliability	Reliability	Construct Validity
Contractibility	0.698	0.948	0.948	0.698
Culture Control	0.730	0.931	0.931	0.730
Organization Performance	0.614	0.939	0.939	0.614
Financial Accountability	0.663	0.907	0.907	0.663

Testing the validity of data in this research is to use PLS software with Outer Model that is Convergent validity seen with average variance extracted (AVE) value of each construct where the value is greater than 0.6. Table 2 shows the value of AVE from Contractibility constructs (0.698), Culture Control (0.730), Organization Performance (0.614) and Financial Accountability (0.663). It can be seen that each construct (variable) has an AVE value above 0.6. This shows that each construct has a good validity value for each indicator or questionnaire used to describe Contractibility, Culture Control, Financial Performance and Accountability can be concluded precisely (Valid).

The Outer Model in this study also shows the Composite Reliability results of each construct where the value is greater than 0.8. The reliability test is also intended to measure the internal consistency of a questionnaire which is an indicator of the variable or construct, the measurement of reliability is done by the Composite Reliability test criteria. The indicator is reliable if the number of calculations by data is greater than or equal to 0.80 (Ghozali, 2008). Table 2 shows the value of the Composite Reliability of Contractibility constructs, Culture Control, Organizational Performance and Financial Accountability. It can be seen that each construct (variable) has a Composite Reliability value above 0.8. This shows that each construct has a good validity value for each indicator or questionnaire used to describe Contractibility (0.948), Culture Control (0.931), Organizational Performance (0.939) and Financial Accountability (0.907) can be summed up in high reliability.

Table 2 describes the values of Cronbachs Alphas for each variable studied in this study. Based on the table is known that the value of Cronbachs Alphas Contractibility of 0.937 is greater than the standard value of the reliability of a construct that is 0.60 / Cronbachs Alphas Culture Control value of 0.906 is greater than the standard value of the reliability of a construct that is 0.60. Meanwhile, Cronbachs Alphas Performance Organizations greater 0.926 is greater than the standard value of the reliability of a construct that is 0.60. And for Cronbachs Alphas

Accountability Value of 0.873 bigger than the standard value of the reliability of a construct that is 0.60. Thus, it can be concluded that all indicators used to measure all constructs in this study are consistent.

The Outer Model in this study also shows the results of R Square Organizational Performance (0.925) and Financial Accountability (0.873). It can be seen that the construct (variable) of Organization Performance is influenced by Contractibility variable and Culture Control variable is 93.95% and the rest is influenced by other variables outside this research variable, and Financial Accountability variable influenced by Organization Performance variable equal to 83.36% and the rest influenced by other variables outside this research. From the result of table 2 it is known that the R-Square value of Organization Performance variable is equal to 0.925 and variable Accountability of Finance is equal to 0,833. In Organizational Performance variable has R-square value of 0.925 which means constructive variability of Organizational Performance can be explained by the variability of Culture Control and Contractibility construct of 92.5% while the rest is explained by other variables outside the variable studied in this research. Meanwhile, Financial Accountability variables have R-square value of 0.833 which means construction variability of financial accountability can explained by organizational performance variability of 83.3% while the rest is explained by other variables outside the variables studied in this study.

Inner Model Value

Tabel 3. (Result Of Inner Weights)

Path Coefficients (Mean, STDEV, T-Values)		
	Original Sample (O)	T Statistics (O/STERR)
C -> KO	0,612982	25,735164
CC -> KO	0,363062	15,239006
KO -> AK	0,913065	111,476681

From Figure 3 above shows that the contractibility has a positive effect of 0.612 and is significant at 0.05 ($22.73 > 1.96$) on organizational performance. The performance contract is only suitable in a specific situation. Performance contracts are only suitable when knowledge of the transformation process is available, and when outputs can be measured on time and adequately. Explicitly, the performance contract requires: (1) goal setting can be clearly specified; (2) the organization is able to choose an undistorted performance measure, i.e. a matrix of adequate incentives in line with the organization's primary objectives; and (3) the organizers know and supervise the production functions that transform the effort into outcomes, and are able to predict the possible outcomes of alternative programs (Spekle and Verbeeten, 2014). Sometimes ambiguities are deliberately made in some public sector organizations for politics or self-serving purposes. Spekle and Verbeeten (2014) state that contractibility has a direct influence on performance. Contractibility shows that clear and measurable goals contribute to performance, and this influence is stronger for relatively simple tasks this refers to the concept of high contractibility. So the determination of clear and measurable objectives will improve the performance of government agencies.

For Culture Control variable have positive effect 0,363 significant at 0,05 (15,23> 1,96) to organizational performance. Culture control is a control system that is designed by using the values that exist in the company to mengatur behavior of members of the organization. Culture control yang is part of the MCS has a function as a tool that can be used to allocate resources, monitoring and decision making in order to achieve organizational goals of organizational performance. Culture Control as a control system created to create a social environment that encourages individual behavior to act and behave in accordance with the values and norms applicable within the organization (Merchant & Stede, 2007); Cultural Control is the accumulation of rituals from legends in an organization, the saga and norms of social interaction within an organization. Culture Control is a wide fraction of values, beliefs and norms that lead to behave in an organization.

In addition, organizational performance has a positive effect of 0.913 and is significant at 0.05 (111.47> 1.96) to financial accountability. Organizational performance (financial statements), as a whole of government entities, is generally considered a key medium of accountability, that there are two generally accepted goals of public sector annual reporting of accountability and decision usefulness. The laws governing public sector accountability are undergoing fundamental changes, with an emphasis on the role of the accounting system in measurement and evaluation both financial and service performance, encouraging disclosure and communication of results to stakeholders. Consequently, in many countries, external reporting is being reformed to be more consistent with new accountability needs.

CONCLUSION

Based on the results of testing and discussion in the previous chapter can be concluded: (1) Contractibility positively affects the performance of public sector organizations; (2) Culture control positively affects the performance of public sector organizations; (3) The performance of the organization positively affects the financial accountability of public sector organizations.

The author is aware of the weaknesses in this study. In the survey process there are still many respondents who are reluctant to fill in the questionnaire, because some time in the work. Research may use interview methods to ascertain the respondents who conducted the survey. The study was limited in Banten Province. For further research can conduct samples with clusters in some provinces in Indonesia.

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