International Journal of Management and Sustainability

2015 Vol. 4, No. 3, 39-59. ISSN(e): 2306-0662

ISSN(p): 2306-9856

DOI: 10.18488/journal.11/2015.4.3/11.3.39.59

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IMPLEMENTING IFRS FOR SMES: CHALLENGES FOR DEVELOPING

ECONOMIES

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ABSTRACT

In their efforts to assist accountability for small and medium-sized enterprises globally, the International Accounting

Standards Board issued the Exposure Draft: International Financial Reporting Standards for Small and Medium

sized Enterprises (IFRS for SMEs) in 2007. Three countries from the Association of South East Asian Nations

(ASEAN) are amongst the 66 jurisdictions to state they would adopt the IFRS for SMEs. This paper critically

examines the forces driving adoption, participation of stakeholders in the processes of development of the IFRS for

SMEs, implementation issues and possible dysfunctional consequences for entrepreneurs in developing countries. We

question the suitability of the IFRS for SMEs for adoption, particularly by the developing economies within ASEAN.

We find the one-size-fits-all-standard for SMEs, with a capital markets orientation, does not accommodate well the

differing cultures, ways of doing business, regulatory frameworks, underlying philosophies, or needs of users of financial

reports from SMEs. We conclude that adoption without modifications or exemptions would provide few benefits for

SMEs in emerging economies; rather it would be burdensome to entrepreneurs and inappropriate for achieving national

economic growth targets. Imposition of the IFRS for SMEs may inadvertently result in reduced entrepreneurship

activity in response to onerous financial reporting requirements. We suggest that investment in the business infrastructure is a priority. Further, in-depth research should be undertaken, in each jurisdiction before adoption of the

IFRS for SMEs, on the challenges that are likely to be faced in implementing the standard. Our paper contributes to the

discussion on the adoption and implementation of the internationalization of accounting standards.

Keywords: Accounting standards, Financial reporting, IFRS for SMEs, Developing economies, Convergence, ASEAN

countries.

JEL Classification: M41, M48.

Received: 2 February 2015/ Revised: 23 April 2015/ Accepted: 29 April 2015/ Published: 8 May 2015

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Contribution/ Originality

We synthesize the current literature on challenges experienced in implementing the IFRS for SMEs, with a focus on developing economies, in particular ASEAN members. Additionally, we signal the possibility of discouraging entrepreneurship activities that may result in a reduction numbers of registered entrepreneurial entities and reduction in national growth aspirations.

1. INTRODUCTION

The United Nations Conference on Trade and Development (UNCTAD) identifies a lack of accountability as one factor that contributes to financial instability, discourages foreign direct investment and deters lending by aid panels (United Nations Conference on Trade and Development (UNCTAD), 2009). The lack of a developed accounting infrastructure has been identified by many multilateral aid agencies, such as the World Bank, the Organisation for Economic Co-operation and Development, and the Asian Development Bank, as a major obstacle to economic development in the developing nations (Kurtzman et al., 2004). Accordingly, the World Bank supports global accounting standards as an easy path for developing economies where no national standards exist (Lungu et al., 2007). In their efforts to assist accountability for SMEs globally, the International Accounting Standards Board (IASB) issued the Exposure Draft: International Financial Reporting Standards for Small and Medium sized Enterprises (IFRS for SMEs) in 2007. Three countries from the Association of South East Asian Nations (ASEAN) are amongst the 66 jurisdictions to state they would adopt the IFRS for SMEs.

Small and medium scale enterprises (SMEs) are seen by many Governments to be important in providing opportunities for job creation, innovation, and investment in many developing economies. Initiatives to encourage entrepreneurs in business and for their survival and growth are incorporated in development plans of many countries, for example, the Tenth Malaysia Plan (2011-2015) and the Philippine Development Plan (2011-2016). Many of the initiatives used by Governments, such as credit guarantee schemes and start-up loans, require entrepreneurs to provide accountability for the support they receive. Further, agencies such as the World Bank and the Asian Bank require certain standards of financial accountability from their aid recipients (Mir and Rahaman, 2005; Singh and Newberry, 2009), and it is these agencies that have provided strong support for the adoption of the *IFRS for SMEs* developed by the IASB.

It is argued that if SMEs use the *IFRS for SMEs* then confidence in their reports would be enhanced (Bunea-Bontas *et al.*, 2011). Adoption would lead to improved financial reporting, improved national comparability of business results, and improved access to capital (Hope *et al.*, 2006; Lungu *et al.*, 2007; Mage, 2010). Access to capital is important as "the boundaries between economies and financial markets have been removed and mutual dependence has increased" (Alp and Ustundag, 2009). As barriers are reduced, a common understanding of financial accountability requirements is needed. Further, increasing accountability would enable SMEs to reach their potential as 'growth engines' for their respective national economies. For developing

economies which do not have well developed accounting standard-setting mechanisms, the *IFRS* for *SMEs* provides a ready-made set of standards. The cost of maintaining national standards is predicted to be significantly reduced (Bunea-Bontas et al., 2011). The arguments promoting global accounting standards are persuasive; however, the implications of adoption need to be examined closely.

Uddin et al. (2011) urge accounting researchers to reflect on the political nature and implications of economic reasoning. They note "accounting plays a significant role in meaningmaking and justifying reforms, as well as controlling organizations" (p. 289) and "accounting technology have been used to shape distant countries." (p. 294). We challenge a presumption that adopting the IFRS for SMEs would improve financial records of small businesses and support entrepreneurs in their goals to survive and thrive. We present a critical perspective on the claims of suitability for developing economies, particularly in ASEAN countries. We take "an evaluative attitude towards reality, a questioning rather than an acceptance of the world as it is, a taking apart and examining and attempting to understand" (Marcuse, 2009), and in doing so, we open up the debate on whether or not ASEAN member countries should adopt the IFRS for SMEs. In this paper we take cognisance of "how social structures are intertwined by power and political medication and by taking a critical approach in direct opposition to dominant functionalist ideologies" (Higgins et al., 2013). We used critical theory as the foundation to exploring literature and exposing the underlying values, beliefs and assumptions. We examined extent literature on the experiences of adopting and implementation the IFRS for SMEs. Peer reviewed articles from 2004 onwards1 were identified by GoogleScholar.com, using such search terms as 'IFRS for SMEs', 'developing economies', and 'developing economies'. We also examined documents and press releases produced by the professional accounting bodies involved in the production and implementation of the IFRS for SMEs.

Our study provides new insights into the applicability of the *IFRS for SMEs* to developing economies. We draw from the ASEAN group member countries as our principal examples of developing economies. We pose three questions:

- 1. Is the IFRS for SMEs appropriate for ASEAN countries?
- 2. What challenges are the IFRS for SMEs likely to create burdens for entrepreneurs?
- 3. Does the *IFRS for SMEs* accommodate the differing cultures, ways of doing business, infrastructures, and underlying philosophies of the ASEAN countries?

Our analysis reveals that several countries within ASEAN are not ready to adopt or implement the *IFRS for SMEs*. They do not have the necessary resources or a sufficiently developed infrastructure to support implementation and subsequent monitoring. The *IFRS for SMEs* does not reflect the culture or accounting and business practices existing in those

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¹ This year was chosen because the IFRS for SMEs came onto the agenda of the IASB in 2003.

economies. The capital markets assumption does not sit well with the SMEs and the IFRS for *SMEs* is likely to be more burden than benefit to entrepreneurs.

Section 2 of this paper provides context of the ASEAN countries, and identifies forces that influence the propensity to adopt the IFRS for SMEs. Section 3 examines user interests and Section 4 discusses implementation issues. Section 5 suggests better representation in the standard setting processes. Section 6 argues a case for future development of standards for SMEs. Section 7 summarizes our findings, presents recommendations for emergent economies and our conclusions.

2. ASEAN CONTEXT AND IFRS FOR SME ADOPTION

ASEAN was formed in August 1967 "to accelerate economic growth, social progress, and cultural development among its members and to promote regional peace" (Association of South East Asian Nations (ASEAN), 2013). ASEAN consists of ten member countries: Brunei Darussalam, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Thailand, Singapore and Vietnam. These countries also share great diversity in currencies, languages, wealth and population (Table 1) which indicates that gaining convergence in accounting standards within ASEAN countries is likely to present several challenges. One common bond lies in their relatively recent acquisition, between 1967 and 1999, of self-rule.

Table-1. ASEAN countries overview

Country	Population in millions	GDP (PPP) per capita USD	Official Language	Currency	Accession	
World	7,450.00	16,000				
ASEAN	670.71	8,369				
Brunei	0.44	75,410	Malay	Brunei dollar	1984-01-07	
Cambodia	16.19	3,886	Khmer	riel	1999-04-30	
Indonesia	266.15	7,487	Indonesian	rupiah	1967-08-08	
Laos	6.93	4,896	Lao	kip	1997-07-23	
Malaysia	32.59	23,324	Malay	ringgit	1967-08-08	
Myanmar	71.75	2,076	Burmese	kyat	1997-07-23	
Philippines	107.63	6,133	Filipino English	peso	1967-08-08	
Singapore	5.99	77,076	Malay Mandarin English Tamil	Singapore dollar	1967-08-08	
Thailand	65.94	14,636	Thai	baht	1967-08-08	
Vietnam	97.10	5,090	Vietnamese	đồng	1995-07-28	
Source: Ada	pted from	International	Monetary F	und Estimates	for 201	

(http://en.wikipedia.org/wiki/List_of_ASEAN_countries_by_GDP_(nominal)) and ASEAN official website (http://www.aseansec.org/)

There are 12 Official languages, 10 official currencies and widely ranging levels of wealth (measured by GDP from \$US2,076 to \$US77,076). Only Singapore and Philippines use English as one of their official languages, the language used by the IASB for publishing their news, declarations, decisions, discussions and standards. A media release (International Financial Reporting Standards Foundation (IFRSa), 2013a) following a survey by IASB on the progress of the adoption of the *IFRS for SMEs* states:

Of the 66 jurisdictions that responded to the survey, 29 have adopted the *IFRS for SMEs*. It is also currently under consideration in a further 9 jurisdictions.

For the 29 jurisdictions that have adopted the IFRS for SMEs:

- 5 jurisdictions require the *IFRS for SMEs* for all SMEs that are not required to use full IFRS.
- 12 jurisdictions give an SME a choice to use full IFRS instead of the IFRS for SMEs.
- 11 jurisdictions give an SME a choice to use either full IFRS or local GAAP instead of the IFRS for SMEs.
- 1 jurisdiction requires an SME to use local GAAP if it does not choose the IFRS for SMEs.

From this media release, it is seen that "adoption" appears to have different meanings, in effect, only 17 jurisdictions (26%) mandate the use of IFRS. Yet, the IASB claim "Over 80 jurisdictions have either adopted the *IFRS for SMEs* or stated a plan to do so within the next few years" (IFRSF, 2013b), but we are not privy to the source of their claim. Analysis of the details contained in the questionnaires (see Table 2) reveal only five ASEAN countries responded to the questionnaire; of these, two (Myanmar and Singapore) stated they adopted the *IFRS for SMEs*.

Table-2. ASEAN responses to the Questionnaire re Adoption of IFRS for SMEs

Jurisdiction	Adoption	Comment
	for some	
Brunei	No	In the process of reviewing the suitable accounting standards as well as
		formulating criteria for SMEs and cottage industries.
Indonesia	No	Uses Indonesian Financial Accounting Standards for Entities without
		Public Accountability
Malaysia	No	IFRS for SMEs issued as Exposure Draft ED 72 for public comment.
		Uses either the Malaysian Financial Reporting Standard Framework
		or the Private Entity Reporting Standard
Myanmar	Yes	Adopted as the Myanmar Financial Reporting Standard for SMEs
Singapore	Yes	Effective 1 January 2011 (with little modification).

Source: Adapted from http://www.ifrs.org/Use-around-the-world/Pages/Analysis-of-the-IFRS-jurisdictional-profiles.aspx Dated 2013/6/24 (IFRSF, 2013c)

Subsequently, Malaysia announced adoption, with minor modification, is to take effect on 1 January 2016. It was not surprising to us that Singapore and Malaysia have adopted the standard, as both countries have the advantages of being relatively wealthy, have established stock exchanges, a British background and English is widely used in business. What is surprising is the acceptance by Myanmar. We sense that Myanmar may have felt external pressure to conform. Pressures to conform have been noted in the literature.

Whilst developed economies took their time to consider the merits of convergence to the full IFRS, most developing economies were compelled through institutional pressures to commit to

the convergence (Potter, 2005; Zeghal and Mhedhbi, 2006). When the World Bank and the International Monetary Fund, recommended the adoption of IFRS, many developing economies in Asia complied (Chand, 2005; Singh and Newberry, 2009). The IOSCO endorsement 'encouraged' other developing economies to adopt IFRS, for example, Bahrain (Joshi and Al-Basteki, 1999), Zimbabwe (Chamisa, 2000), Bangladesh (Hope *et al.*, 2006), and Egypt (Hassan, 2008). Thus, the process towards a single set of IFRS issued by the IASB is argued as being more about political and social dimensions of globalization than it is about the alleged economic benefits of IFRS convergence (Rodrigues and Craig, 2007; Chua and Taylor, 2008).

Countries that question the appropriateness of the IFRS for their jurisdictions experience opposition and external pressures. Efforts to represent the interests and needs of the local communities by local professional bodies in Jamaica and the Philippines were seen as opposing the globalisation efforts of the Anglo-American block (Dyball *et al.*, 2007; Bakre, 2008). Externally developed and imposed standards may take on an elevated status of best practise: "... principles ... albeit originate from a developed country, that have supposedly proved their efficiency in a capitalistic context, thus acquiring a "best practice" status" (Uddin *et al.*, 2011).

Uddin et al. (2011), using experiences of Uganda, claims that a country can become a spectator in their own destiny. This claim appears to be borne out by the experience of Jamaican firms. Bakre (2009) relates how transnational commercial firms using IFRS have forced Jamaica to follow capitalistic values of capital accumulation and profit maximization, which conflict with the local accounting needs and practices. These experiences may serve as a caution to economies that follow socialist or community-centered values not to proceed with haste to adopt the IFRS for SMEs. The underlying assumptions of the IFRS for SMEs, carried forward perhaps unwittingly from the full IFRS for use with SMEs, need to be critically examined in the context of each economy considering adoption.

3. USER INTERESTS

SMEs are a heterogeneous group (Devi and Samujh, 2010), that are more likely to be focusing on survival than on growth and profit maximization (Bunea-Bontas *et al.*, 2011; Samujh, 2011). They are more concerned with liquidity and solvency (Mage, 2010). Therefore their focus is more likely to be on stewardship with a historical focus, rather than on future oriented focus, which dominates the financial statements of public listed entities (International Accounting Standards Board (IASB), 2006; Perry and Nölke, 2006).

Limited empirical evidence about interests of SME financial report users has been reported (Lungu et al., 2007; Deaconu et al., 2009). Deaconu et al. (2009) analyse the comment letters to the IASB from 27 owner-managers, following the 2007 ED: IFRS for SMEs. They find long-term viability, cash flow estimation, past performance and future projections are the most important features entrepreneurs require. Practising accountants (preparers) are the predominant authors of the comment letters; other voices are noted by their absence, (Königsgruber, 2013). If IASB had

gathered empirical evidence on the interests of SME financial report users they would have been better positioned to develop a relevant and more acceptable 'IFRS for SMEs'.

SME reports have different objectives and different accounting demands to those of large enterprises (Baker and Barbu, 2007; Cole et al., 2009; Mage, 2010). In countries where the main businesses financiers are bankers, the financial statements do not play a role in enhancing relationships with bankers (Carini et al., 2013). Van Wyk and Rossouw (2009) find bankers do not need the extensive and complex information provided by adherence to the IFRS for SMEs. In other countries entrepreneurs prefer the familiar neighbourhood money lenders to bankers (Sautet, 2013). The general purpose of financial reporting represented by the IFRS is "geared to the conventionally assumed interests (per economic and finance theory) of investors.... consistent with the presumption of one type of capitalism, broadly equating to the Anglo-American variant" (Gallhofer and Haslam, 2007). The IFRS for SMEs was derived from the full IFRSs with modifications to accommodate the perceived needs of users of SME financial statements and costbenefit considerations. The modifications included reducing the number of topics, allowing fewer accounting policy choices and reducing disclosure requirements. Additionally, the recognition and measurement principles contained in the full IFRS were simplified. The IFRS for SMEs was produced in more simple English, than the full IFRS, to improve clarity and to be easier to translate (Deloitte Touche Tomatsu, 2006).

Reduced disclosure requirements of the IFRS for SMEs whilst using the same capital-market orientation of the IFRS, appears to us, to be out of touch with SME operations and user requirements of financial reports. Further, the requirements are still too complex for smaller entities with a simple business model Neag et al. (2009). Jerman and Ivankovic (2011) argue there is no benefit for entities that operate locally to follow IFRS for SMEs. They are not interested in international trading (Lungu et al., 2007). Further, their accounting reports frequently take their reference point from the national taxation authorities (Briciu et al., 2009; Phuong and Nguyen, 2012; Turegun and Kaya, 2014). As the IFRS for SMEs are not designed for taxation purposes, they cannot be used for taxation revenue gathering. Compliance with IFRS for SMEs many SMEs, particularly the smallest, may require unnecessary accounting reporting (Baldarelli et al., 2007; Lungu et al., 2007; Jerman and Ivankovic, 2011). Dick and Walton (2007) question whether IASB has selected appropriate transactions to incorporate in the IFRS for SMEs. They believe that the varied natures and sizes of SMEs create the main problems for the IASB.

Provocatively, Baldarelli et al. (2011) suggest the IASB exercise of simplification is really an exercise in creating information loss for SMEs and their stakeholders! They also report a misfit between the IFRS for SMEs and the social ownership based Croatian economy. Their finding is supported by research in Vietnam were the state plays a significant part in "retaining non-capitalist forms of production and ideology" (Phuong and Nguyen, 2012). A significant number of developing economies in the South East Asian region do not have well-developed capital markets (Saudagaran, 2004). We note that certain ASEAN countries do not have developed capital stock

markets. Cambodia, Laos, and Myanmar do not have their own independent stock exchanges. The Korean Exchange operates the Lao and Cambodian exchanges, whilst Myanmar has a partnership with the Tokyo Stock Exchange with the aim to develop a Myanmar stock-exchange by 2015 (Gaeta, 2012). Schutte and Buys (2011) claim that the informality of SMEs does not sit well with the imposition of accounting standards. They argue formality could restrict the culture needed for entrepreneurial endeavours. They observe SMEs, unless they are trading globally, are generally closer to their cultural communities and roots. Entrepreneurship often "rests on the exploitation of local opportunities and on simple organisational structures that rely on limited (or no) accounting procedures" (Sautet, 2013).

The cultural values of developing countries is typically dominated by a concepts of entity that is part of the community with respect for family and tradition, and cooperative behaviours in an hierarchical form (Liñán and Fernandez-Serrano, 2014) These values in turn influence entrepreneurship in those countries, and the specific cultural values of the country considering adoption of initiatives designed (elsewhere) to encourage entrepreneurship need to be taken into account. In many of the developing counties the level of informality is of concern. In East Asia and the Pacific, 50.1% of registered businesses claimed that they are competing against unregistered or informal firms (World Bank, 2012). Whilst informality enables entrepreneurs to have an unfair advantage over registered or formal businesses, through avoiding taxes and compliance and registration costs, it also increases the costs of enforcement and decreases Government revenues (Siqueira et al., 2014).

Additional regulation has been shown to have a detrimental effect by creating additional barriers for entrepreneurs in emergent economies and consequently lower numbers of registration of businesses:

In low income countries, the regulatory barriers, in spite of being higher than in high income countries, only have the effect of pushing the entrepreneurs to the informal economy, eluding the costs associated with these institutional obstacles (Fernández-Serrano and Romero, 2014).

We contend that mandating the *IFRS for SMEs* for all small entities could be counterproductive by placing an undue financial reporting burden on entrepreneurs and thus drive more entrepreneurs to operate informally.

4. IMPLEMENTATION ISSUES

The complexity, structure, and interpretation of the principle-based standards (Alp and Ustundag, 2009) add to the implementation difficulties. Implementation requires a change in mindset for affected parties in those countries with experience only with rule-based standards (Phuong and Nguyen, 2012; Phan *et al.*, 2014). Mir and Rahaman (2005) explain the basic accounting principles may not be significantly different but "perceptions, values and beliefs about these principles do differ." Additionally, preparers and users alike have to learn to appreciate the

judgments necessary to prepare the financial reports, particularly if fair-value measurements are made. Adoption of the IFRS is further complicated by a lack of resources for regulation and enforcement, within cultures of secrecy and fraud (Albu *et al.*, 2011).

A special report from The Centre for International Trade and Economics comments on the regulatory environment in the Philippines (Roberts, 2012):

Regulatory inconsistency and lack of transparency, corruption, and inadequate infrastructure hinder investment. Dispute resolution can be cumbersome and complex, and enforcement of contracts is weak.

Whilst infrastructure is lacking and transparency is not valued, the countries so affected would find it difficult to implement, monitor and enforce changes in accounting standards. The Confederation of Asian and Pacific Accountants (CAPA) (2003) signaled accounting infrastructure in terms of an organized professional body, resources, and technical expertise was lacking in several South East Asian countries. For example, the debate in Manila revolves around whether accrual or cash accounting is more applicable for SMEs (Cudia, 2008). Education about IFRS implications for affected parties (e.g. tax authorities, investors, and owner-managers) and the public also need attention.

Albu et al. (2011) create a list of barriers developing economies could experience in trying to implement IFRS, which includes:

- the lack of expertise and an underdeveloped accounting profession,
- the questionable practices of professionals, and
- the link between financial reporting and tax laws.

A low level of knowledge has been noted amongst accountants who might be expected to be in the forefront of globalisation of accounting standards (Ghio and Verona, 2014; Turegun and Kaya, 2014). Alp and Ustundag (2009) reports a lack of education and training for professional accountants in Turkey. These barriers are real, as evidenced by research showing how implementing IFRS in Romania has been resisted (Albu and Albu, 2012; Fekete *et al.*, 2012). Sharing the experiences from Romania, Briciu *et al.* (2009), state the *IFRS for SMEs* come with "a lot of interferences, convergences and divergences."

Richardson and Eberlein (2011) point out that the operating language for the standards and discussion papers is English. Although the IFRS have been translated into 41 languages, very few of the other outputs of the IASB are translated. At June 2013, the *IFRS for SMEs* had been translated from English to 26 languages of which only Mandarin (an official language in Singapore) and Khmer (the official language of Cambodia) relate to ASEAN countries IFRSc (2013b). No training materials have been provided in either Khmer or Chinese. Alp and Ustundag (2009) study the efforts made in Turkey to adopt IFRS. They find a number of difficulties were experienced with translation from English. They find the underlying concepts and terms of the IFRS particularly difficult to translate into the local language.

Some writers have foreseen difficulties with implementing a set of standards that have not been developed with understandings of the needs, culture and regulatory infrastructures Sacho and Oberholster (2008), and particularly with standards that predominately use a principles based model of capitalism (Ezzamel et al., 2007; Carmona and Trombetta, 2008; Sacho and Oberholster, 2008). It seems inappropriate to use the full IFRS with minimal modifications, as the model of financial reporting for SMEs. The mix of the different cultures, stages of development and resources of developing economies appears to us to be a recipe for failure in implementing the IFRS for SMEs. The IASB needs to ensure representative voices are listened to so that the needs, culture and regulatory infrastructures of the converging economies, the political agendas of the standard setting stakeholders and the local barriers to implementation are seriously considered.

5. REPRESENTATIVE VOICES FROM SOUTH-EAST ASIA

Developing economies were not sufficiently represented in the discussions leading to the formulation of the IFRS for SMEs (Chand and Cummings, 2008; Schutte and Buys, 2011; Bohušova and Blaškova, 2012). SMEs from developing economies had very limited opportunities to voice their concerns and make suggestions on the design and development of the IFRS for SMEs. SMEs have been largely absent from the international radar simply because they are not significant players in the international capital markets (Brown, 2004). Similarly, most of the ASEAN members would have been overlooked. The voices of the SMEs have been ignored in debates dominated by the global players (Fearnley and Hines, 2007). They have little influence and hence little impact on the decisions taken. There is a perception, driven in part by IOSCO, that the multi-national enterprises and their needs were more important (Meek and Thomas, 2004). We raise concerns about the impact of globalisation and convergence if the IFRS for SMEs were adopted unquestioningly without consideration of the possible implications for domestic SMEs. It may be increasingly difficult for developing economies to sway opinions of those in power at the IASB because 'with the IASB structure already heavily weighted towards European and US interests, countries outside of the US/European realm will find it increasingly difficult to have their voices heard in debate on technical issues and the costs associated with convergence' (Chand and Cummings, 2008). Cynics suggest that exposure drafts and discussions are merely a means to legitimise standards and that comment letters are a waste of time and effort (Biondi and Suzuki, 2007). However, recent declarations from the IASB seek to make it clear that questions and discussion are welcomed (IASB, 2012).

Developing economies that have experiencing pressures from western development and finance agencies may be reluctant to resist the efforts of the IASB to promote the *IFRS for SMEs*. They may feel that they have no option but to embrace the 'best practise' standards, regardless of any unintended consequences or detrimental aspects, for the sake of 'global harmony'. Yet, the drive to achieve conformity by IASB may force ASEAN member countries to elect to adopt only the portions of the *IFRS for SMEs* that are relevant, appropriate and workable for their particular

business, cultural and regulatory environment within their particular jurisdiction. However, opportunities still exist for ASEAN members to take a pro-active stance to influence future developments. Two organisations could play a significant role in presenting the voices of the local SMEs and professional accountants who work with them, namely, the ASEAN and the Asian-Oceania Standard-Setters Group (AOSSG).

The ASEAN Declaration sets out the aims and purposes of the organisation (ASEAN, 2013), that includes:

- To promote active collaboration and mutual assistance on matters of common interest in the economic, social, cultural, technical, scientific and administrative fields;
- To maintain close and beneficial cooperation with existing international and regional organisations with similar aims and purposes, and explore all avenues for even closer cooperation among themselves.

These purposes indicate that lobbying IASB to consider the particular needs of member countries is within the brief of ASEAN. ASEAN could become a strong advocate, representing the individual concerns using the combined weight of members' voices. ASEAN could work and lobby either on its own and/or through the AOSSG. AOSSG provides an additional opportunity for ASEAN countries to be represented and heard. All ASEAN members, except Myanmar, subscribe to AOSSG. This latter group was expressly formed as a platform to discuss issues related to the adoption of the IFRS. Although not overtly related to the development of *IFRS for SMEs*, the objectives of the AOSSG indicate that it is an appropriate body through which to negotiate or persuade the IASB to consider the representations from member countries regarding the *IFRS for SMEs*. The objectives of the Asian-Oceanian Standard-Setters Group (2013) are to:

- (a) promote the adoption of, and convergence with, IFRSs by jurisdictions in the region,
- (b) promote consistent application of IFRSs by jurisdictions in the region,
- (c) coordinate input from the region to the technical activities of the International Accounting Standards Board (IASB), and
- (d) co-operate with governments and regulators and other regional and international organisations to improve the quality of financial reporting in the region.

The AOSSG, has already been acknowledged as a significant organization in its selection along with the Accounting Standards Board of Japan, the Australian Accounting Standards Board; and the Chinese Accounting Standards Committee, to serve on the new Accounting Standards Advisory Forum of the IASB (AOSSGA, 2013).

By providing for more input from the Asian-Pacific region, the IASB has mitigated some of the costs that would be incurred by smaller developing economies from 'the extremities' to attend open meetings which are usually held in London. AOSSG can encourage local professional bodies to canvas their members and provide aggregate feedback to the organization. This effort, whilst involving the preparers of accounts, does not guarantee representation from the SMEs or the users of the accounting reports.

6. FUTURE DEVELOPMENT

We recorded a number of voices (Wallace, 1993; CAPA, 2003; International Federation of Accountants, 2004; Meek and Thomas, 2004; Dick and Walton, 2007; Carmona and Trombetta, 2008; Stevenson, 2010) calling for research that can provide a strong foundation for the development of accounting standards for SMEs. Dick and Walton (2007) observe that whilst ideally 'standard-setters should be able to rely on research to shed light on the issues that confront them' there is a lack of availability of such research. However, they also observe it is difficult to research issues that might arise whilst proposals are still being developed. Our refined search for literature published in English since 2008 (following the issue of the ED: IFRS for SMEs in 2007) about the acceptance or implications of implementation of the IFRS for SMEs in ASEAN countries did not reveal any articles. The cultural and historical context of accounting in the developing economies and in particular for the south-east Asia region needs to be understood by the IASB.

During the years of development of the *IFRS for SMEs*, various working groups and reviews were undertaken by IASB. However, we observe that there was little participation from the intended adopters of this standard and an observable absence of input from intended users of the 'simplified' financial reports that would result from the application of the *IFRS for SMEs*. At the same time we acknowledge the difficulties in gathering evidence of costs and benefits particularly in the absence of control data to compare with if the *IFRS for SMEs* were not adopted (Königsgruber, 2013). The benefits for any ASEAN country may be difficult to ascertain and at the same time reliant upon local knowledge and country-by-country studies. We concur with the comment of Brown (2011) when referring to the full IFRS: "The potential benefits to a country and its people from adopting international financial reporting standards are manifest in different ways. ...it takes more than just adopting IFRS to realize them."

Implementation challenges that ASEAN countries face need to be examined. Research from other developing economies could provide a starting point. Issues faced by Romania and shared in the English language literature (Albu *et al.*, 2012; Bunea *et al.*, 2012; Fekete *et al.*, 2012) may also be confronted by the developing economies of the ASEAN. While it seems easy to agree that the IFRS should conform to certain qualitative characteristics such as reliability and timeliness, it is less easy to determine what is relevant to SMEs. Without reference to what the data will be used for, any resultant financial statements could be irrelevant and the standards merely produce more useless data.

Organisations such as AOSSG could provide a convenient avenue for representation directly to the IASB for ASEAN members. Whilst the IASB encourages local professional bodies to canvas their members and provide aggregate feedback, other avenues need to be sought to ensure

representation from SMEs and the users of their accounting reports. Relying on the submissions from such as the World Bank or the Asian Development Bank is presently unfair as it favours the more powerful interests of those organisations.

Engaging SME stakeholders in discussions about the IFRS is difficult. Richardson and Eberlein (2011) identify a number of engagement challenges:

- individual users are remarkably complacent or docile,
- users do not typically participate in due process of forums,
- the IASB could be susceptible to lobbying by principal players who are relied on for funding, Aggregate representation disguises the extent of opinions being voiced.

We suggest the combined resources of ASEAN and AOSSG could provide encouragement and support for SMEs within the area to participate in providing information for the future direction and development of the *IFRS for SMEs* or an alternative acceptable to the current stage of economic development of the participating countries. In this way the two organisations would be partnering to assist in SME accountability and potential for growth. Some aspects of the business environment within the ASEAN countries may need support to aid in their development. For example, the Philippines regulatory processes lack transparency, regulations are weakly enforced, and there is conflict in interests as some "regulatory agencies are often also operating agencies" (Roberts, 2012).

Our purpose is to raise awareness of the background to the IFRS development and possible implications of adopting the *IFRS for SMEs* without taking due diligence in examining the local environment and needs of financial report users. A forum needs to be created so that stakeholders can share insights about the applicability of the *IFRS for SMEs* to local businesses within the existing economic and cultural environments to ascertain local impediments, challenges and issues about implementing the IASB promulgated standard.

We acknowledge

- 1. Support agencies (e.g. The World Bank) require reliable financial reports.
- Appropriate accounting standards would enhance accountability and transparency of financial reports.
- 3. The development phase of the IFRS for SMEs has been long
- 4. The IFRS for SMEs are based on the IFRS, albeit simplified.
- The capital market orientation from the IFRS has been carried over to the IFRS for SMEs.
- 6. The business infrastructures within the ASEAN region (with the exception of such as Singapore and Malaysia) are not highly developed.
- 7. The cultural, regulatory and economic environment of the ASEAN countries has been ignored.
- 8. Field testing of the IFRS for SMEs in ASEAN countries has been inadequate.

Although three ASEAN members (Malaysia, Myanmar and Singapore) have adopted the IFRS for SMEs, many questions remain unanswered. Developed economies appear to be less pressurised into adopting the IFRS for SMEs and they appear to be able to take their time to consider the standards before making the adoption decision. Tickell et al. (2013) observes that seven developed economies have prohibited the IFRS for SMEs from being used for statutory purposes, whilst at the same time requiring adoption of the full IFRS for other entities.

Two countries in the Asia-Pacific region (Australia and New Zealand) indicated that they are not considering the *IFRS for SMEs* for adoption. New Zealand moved to reduce the compliance costs for smaller domestic entities by introducing a Financial Reporting Act 2013 (NZ Government, 2013). Australia communicated a more considered (politic) approach by indicating that they are monitoring the developments; whilst not actively considering adoption at this time. As a consequence, many SMEs in Australia and New Zealand may prepare special purpose financial reports to meet the requirements of end users, such as taxation authorities, financiers or management. These countries may set a trend by offering options and support for other economies that consider the *IFRS for SMEs* does not meet their needs.

The requirements of the *IFRS for SMEs* are still too complex for smaller entities with a simple business model Neag *et al.* (2009). Additionally, the existing diversity of local accounting practices for SMEs, and whether they keep accounting records are affected by a large number of factors (Baker and Barbu, 2007) that includes, the stage of development of the local economy, legal systems and local and national government regulations, property rights, social climate, currency stability, existence of accounting laws, a 'recognized' accounting professional body, and education levels. Infrastructure has been positively linked to the development of business activity (Audretsch *et al.*, 2015), particularly to business start-ups. It seems that the development of appropriate infrastructures should take priority over imposition of global accounting standards.

Table-3. ASEAN rankings from 'Doing Business 2014'

Country	Ease of doing Business (rank)	Starting a business	Getting credit	Protecting Investors	Paying Taxes	Enforcing Contracts
Brunei	59	137	55	115	20	161
Cambodia	137	184	42	80	65	162
Indonesia	120	175	86	52	137	147
Laos	159	85	159	187	119	104
Malaysia	6	16	1	4	36	30
Myanmar	182	189	170	182	107	188
Philippines	108	170	86	128	131	114
Singapore	1	3	3	2	5	12
Thailand	18	91	73	12	7	22
Vietnam	99	109	42	157	149	46
New Zealand	3	1	3	1	23	18
Australia	11	4	3	68	44	14

Source: Extracted from World Bank (2013).

The effect of regulations on various business activities by SMEs in the ASEAN region are illustrated in Table 3. The rankings for Singapore and Malaysia indicate that those countries are well positioned to encourage entrepreneurship and may be indicative of a readiness to adopt global accounting standards.

It appears from the World Bank rankings that there is much to done to improve the business climate in many ASEAN countries, particularly in Myanmar and Cambodia. We have included New Zealand and Australia rankings by way of comparison and reminder that although these two countries appear to be well positioned to implement global accounting standards, their governments have not adopted the *IFRS for SMEs*.

The IFRS for SMEs instead of aiding economic growth for MSMEs may create a burden to growth through the imposition of unnecessary financial reporting and regulatory requirements. The very purpose of the financial reports of SMEs needs examination and the underlying assumptions of the IFRS for SMEs, which have been drawn, perhaps unwittingly, through the adaption of the full IFRS for use with SMEs.

7. CONCLUSIONS

At the start of this paper, we posed three questions:

Is the IFRS for SMEs appropriate for ASEAN countries?

What challenges are the IFRS for SMEs likely to create burdens for Entrepreneurs?

Does the *IFRS for SMEs* accommodate the differing cultures, ways of doing business, infrastructures, and underlying philosophies of ASEAN countries?

Based on research published to date we conclude that the *IFRS for SMEs* is not appropriate for ASEAN countries with

- Social or community centered values,
- Undeveloped business infrastructures,
- SMEs that are not focused on global trade, and/or
- Inadequate resources for training for implementation and monitoring of the IFRS for SMEs for unintended and dysfunctional consequences.

The IASB aimed to create "technically competent standards to meet the needs of advanced capital markets and the regulation of international capital inflows" (Richardson and Eberlein, 2011). However most SMEs are not active in the capital markets and their activities predominately are local and internally financed. The *IFRS for SMEs* derived from the full IFRS, albeit simplified, fail to address the needs of the users of their accounting information.

The IFRS for SMEs instead of aiding economic growth for SMEs may create a burden to growth through the imposition of unnecessary financial reporting and regulatory requirements. Imposition of the IFRS for SMEs may inadvertently result in reduced entrepreneurship activity in response to onerous financial reporting requirements. Further there is a possibility of discouraging entrepreneurship activities that may result a reduction in both the numbers of

registered entrepreneurial entities and growth aspirations. We suggest business informality may increase as entrepreneurs aim to avoid unnecessary financial reporting requirements. Further, entrepreneurs considering registration and growing may be deterred from doing so.

We contribute to the literature by synthesizing the current literature on the development of the IFRS for SMEs and issues experienced in implementing the standard. Based on research conducted in other countries, we identify possible challenges in relating to support mechanizations, translation of the standards to the local languages, infrastructure, regulation and education and training. We recommend that challenges to adopting the IFRS for SMEs be researched in each individual jurisdiction considering adoption Using data gathered within the ASEAN member countries to provide a foundation for answering questions:

- a. Is it appropriate to adopt the existing 'capital market' conceptual framework of the IFRS for SMEs?
- b. What are the implications of adoption from the individual ASEAN members' perspective?
- c. What financial information do entrepreneurs in SMEs need?
- d. Who are the users of SME financial information and what are those users' needs?

We consider the one-size-fits-all-standard for SMEs, with a capital markets orientation, does not accommodate the differing cultures, ways of doing business, regulatory frameworks, underlying philosophies, or many of the needs of users of financial reports from SMEs. We suggest that the effects of adopting the *IFRS for SMEs* be researched in each of the ASEAN jurisdictions considering adoption. We opine adoption of the *IFRS for SMEs* without modification or exemptions would provide few benefits for entrepreneurs; rather it would be burdensome to the SMEs and inappropriate for achieving economic growth targets.

Our paper has raised more questions than answers. Evidence exists in the literature that the adoption decision made in haste can be easy but implementation, particularly for developing economies, can be difficult. Country specific difficulties exist in addition to inherent problems that come with the English language, principle-based, and capital market orientated *IFRS for SMEs*. However, difficulties experienced by other countries in their implementation efforts can foreshadow what ASEAN members, particularly those in developing economies, may face when implementing the *IFRS for SMEs*. We argue that without local research on the possible implications from unmodified adoption of the *IFRS for SMEs*, and subsequent adaption or modifications to local conditions and user needs, the *IFRS for SMEs* would be a burden more than a benefit for entrepreneurs within the ASEAN group.

Funding: This study received no specific financial support.

Competing Interests: The authors declare that they have no competing interests.

Contributors/Acknowledgement: All authors contributed equally to the conception and design of the study.

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