

Original Research Article

E-Procurement System Policy in Government Procurement of Goods and Services

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Abstract: This study aims to describe and analyze the implementation of e-procurement in procuring goods and services and identify supporting factors and obstacles based on the East Java Governor's Regulation. The research was conducted at the Regional Coordinating Agency for Government and Development (Bakorwil) III Malang. The data analysis technique in this research uses qualitative descriptive analysis. The research findings show that implementing policies based on Governor Regulation No. 61 of 2021 concerning using electronic systems for procuring goods and services in Bakorwil III Malang still has several obstacles. From the communication aspect, socialization has not been carried out thoroughly with all personnel, so policy information has not been conveyed properly. Human resources have understood the procurement process, but policy implementation requires the support of all personnel. Leadership commitment has not been firm in encouraging policy implementation, as seen from the absence of an official memorandum and related SOPs. Supporting factors include skilled human resources and adequate facilities, while obstacles include lack of socialization, internal communication, and constraints on electronic storefronts. Policy implementers are expected to conduct socialization and training, make SOPs and internal affirmations, and manage electronic storefronts to improve the implementation of goods and services procurement policies in Bakorwil III Malang.

Keywords: *E-Procurement, Procurement, Goods and Services.*

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1. INTRODUCTION

Good governance is a government that applies the principles of Good Governance, which aims to create transparent, accountable governance and involves various parties, including the government, the public, and the private sector. According to Habibi (2018), Good Governance includes public involvement in policymaking, rule enforcement, and transparency in public services. Ganie (2000) adds that Good Governance involves managing economic and social resources fairly and openly. One of the steps towards transparent and clean governance in Indonesia is the use of technology, such as online SIM and population administration services. Procurement of goods and services implementing an electronic system replaces the closed manual method, making it more efficient and reducing the potential for fraud, such as price manipulation, compromise between providers, and the appointment of unfair technical specifications.

Procurement of goods and services is currently carried out in a systemized and electronic or online-based

manner through the e-procurement mechanism, which is system-based procurement in the government environment (Wijaya *et al.*, 2010). E-procurement allows the procurement process to be carried out efficiently without the physical presence of goods and services providers and supports evaluation and control for transparency. The goal is to ensure that procurement is transparent, open, and competitive so that the best providers can meet the government's needs. E-procurement also effectively reduces procurement corruption (Neupane *et al.*, 2014). In East Java, Governor Regulation No. 61 of 2021 regulates the procurement of goods and services through electronic catalogs or online stores, which must be implemented by all OPDs (regional device organizations) to avoid potential state losses.

Research related to the implementation of e-procurement was conducted by Renata and Suci (2023) at the East Java Provincial Inspectorate, which explained that the implementation of the Goods / Services Procurement Policy through the Online Shopping

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Application (Jatim Bejo) has gone well even though it still faces several obstacles. This policy encourages all OPDs in East Java to use the Jatim Bejo application to procure goods and services electronically. Another study by Ikbal Burhan (2021) on the Electronic Procurement System (SPSE) in Malang City concluded that the implementation has been carried out according to procedures and regulations. Supporting factors include the existence of a helpdesk, competent apparatus, government support, and clear SOPs. However, obstacles include limited human resources who understand the procurement process, budget changes, and limited supporting equipment.

The procurement of goods and services in each regional apparatus is tailored to the needs of each agency, such as ministries, provincial, district, or city regional apparatus, which differ according to the region's development needs. This procurement is divided into four types: procurement of goods, services, construction, and other services. Procuring goods is considered simpler because it fulfills the basic needs of the local government. With e-procurement, the main goal is to minimize the potential for fraud in the procurement process. It increases effectiveness and efficiency, reduces costs, and ensures a fair procurement process by providing equal opportunities for all parties. In addition, e-procurement increases accountability and public trust and is a control tool in procuring goods and services in the government environment.

This research aims to describe and analyze the implementation of e-procurement in procuring goods and services and identify supporting factors and obstacles based on East Java Governor Regulation No. 61 of 2021 in Bakorwil III Malang. The results of this study are expected to contribute academically, which can add references to the world of education, especially related to government and the process of procuring government goods and services. Practically, this research is expected to provide a clear picture of the e-procurement system and become valuable input for the government in formulating more effective policies for implementing the electronic procurement system.

2. LITERATURE REVIEW

Policy refers to the control of public or government administration issues that describe the behavior of individuals, groups, or government agencies in a particular field of activity. According to Budi Winarno (2008), this definition is sufficient for general conversation but less precise for scientific analysis. Frederickson & Hart in Tangkilisan (2003) state that policy is an action directed at achieving certain goals by facing obstacles and looking for opportunities to achieve goals. The policy implementation model of George C. Edward III with a Top-Down approach (Mulyadi, 2018) states that communication, resources, disposition, and bureaucratic structure influence successful implementation. This theory analyzes policy

implementation by assessing the supporting factors, obstacles, and elements of successful implementation.

Public organizations have various definitions. Sulistyani (2009) defines them as government agencies that have formal legality facilitated by the state to serve the interests of the people in various complex fields. Mahmudi (2011) emphasizes that public organizations aim to provide services to the community and realize social welfare. Levin *et al.*, (1990) and Dwiyanto (1995) identified characteristics of public organizations, such as more complex and ambiguous tasks, challenges in decision implementation, and employees with diverse motivations. Public organizations also focus on compensating for market failures, strict standards of commitment and legality, and addressing injustices in the public interest. Compared to business organizations, which are customer- and competitor-oriented, public organizations operate in a more complex environment involving a wider and more diverse range of components.

Management is defined as planning, organizing, directing, and supervising to achieve organizational goals through the optimal use of resources (Handoko, 2009). Manulang (in Atik & Ratminto, 2012) states that management is the art and science of managing human resources. Stoner and Freeman (Safroni, 2012) assert that management involves optimizing the efforts of organizational members and resources. According to G.R. Terry (in Hasibuan, 2009), management includes planning, directing, controlling, and coordinating. In the public context, public management is the process of managing human resources and non-human resources according to public policy (Overman in Keban, 2004). Shafritz and Russel (2008) emphasize responsibility in organizations, while Donovan and Jackson (2013) highlight the importance of skills in its implementation.

Governance is the process by which an organization or society addresses problems by using institutions, authority structures, and collaboration to manage resources and coordinate community or economic activities (Jogiyanto & Willy, 2011). Governance involves the public, private, and civil society sectors exercising political, economic, and administrative authority in a democratic, accountable, and participatory manner (Asaduzzaman, 2020). Kaufmann *et al.*, (2000) state that governance includes elections, resource management, and public participation. Good governance emphasizes accountability, transparency, and participation, which support information disclosure, performance responsibility, and community involvement in decision-making (Mahsun *et al.*, 2018). The goal is to improve government performance with effective, efficient, and inclusive governance.

Procurement of goods/services, as stipulated in the Presidential Regulation, includes activities carried

out by ministries, institutions, or regional apparatuses with the APBN/APBD budget, from identifying needs to handing over work results. Procurement is divided into four types: goods, construction works, consulting services, and other services. Procurement actors include Budget Users, Authorized Budget Users, Commitment Making Officers, Activity Technical Implementation Officers, Procurement Officers, and UKPBJ. Procurement procedures include needs analysis, tenders, negotiations, contracts, and quality inspection of goods/services. The process is carried out through self-management or selection of providers. The stages of selecting providers include preparation, planning, implementation, supervision, and submission of procurement results. The main objectives are efficiency, transparency, and accountability.

According to Sutedi (2012), E-procurement is an internet-based auction system for effective, efficient, open, and accountable government goods/services procurement. Indrajit (in Andrianto, 2007) referred to e-procurement as the digitization of the tender process, while Croom and Jones (2007) emphasized the use of information technology for procurement, from search to purchase. Tatsis *et al.*, (2006) define e-procurement as the automation of web-based procurement processes, and Davila *et al.*, (2003) call it technology to facilitate online procurement. The objectives of e-procurement include transparency, efficiency, accountability, and supply chain integration (Demin, 2002). Teo *et al.*, (2009) highlighted direct benefits, such as operating efficiency and cost savings, and indirect benefits, such as improved service and partner relationships.

3. RESEARCH METHODS

3.1 Research Design

This research used a descriptive qualitative approach to describe the Electronic Procurement System (SPSE) implementation condition in Bakorwil III Malang. This research examines the situation and collects opinions and input from procurement actors to provide a real picture of the policies implemented. This method aims to describe facts in the field without drawing hypotheses while applying theories in government science. The results are expected to provide a detailed description of implementing the electronic goods and services procurement policy.

3.2 Research Location

The research location is the object of research where the research is conducted. This research was conducted at the Coordinating Agency for Government and Development Region III of East Java Province in Malang, referred to as Bakorwil Malang. The location was chosen because it allows researchers to make intensive observations and collect quality data to provide a clear, descriptive picture according to the research objectives.

3.3 Data Analysis Technique

The analysis technique uses a descriptive method with a qualitative approach based on data obtained through interviews. The analysis process includes data abstraction, organization, conclusion drawing, and verification of analysis results.

4. RESULTS AND DISCUSSION

4.1 Research Results

This research was conducted at the Regional Coordinating Agency for Government and Development (Bakorwil) III of East Java Province in Malang City. Bakorwil is one of the five Bakorwil in East Java, which was formed based on Regional Regulation Number 16 of 2016 concerning the Establishment and Composition of the Regional Coordinating Board for Government and Development of East Java Province. Bakorwil is an element that assists the Governor in coordinating governance and regional development in its working area. Led by the Head of Bakorwil, who is responsible to the Governor through the Provincial Secretary, Bakorwil is tasked with coordinating, fostering, and supervising the implementation of government, development, and assistance tasks to develop potential in nine districts/cities in its working area.

Policy Implementation based on the Governor's Regulation on the Utilization of Trade Organizers through Electronic Systems for procuring goods and services in the East Java Provincial Government includes socialization as an important step. Communication is the main indicator of the success of public policy implementation by delivering information to policy implementers or implementors. Socialization acts as a key process in supporting the success of policy implementation. However, interviews with implementors responsible for the budget in each field found that socialization within Bakorwil III Malang has not been carried out clearly. Policy information is only conveyed through affirmation letters to superiors without further explanation of its content and meaning. The first informant's statement reinforces this: "In Bakorwil III Malang, there is none. Socialization has never been carried out, and this is also due to the lack of attention paid to electronic procurement by employees. Unlike my previous agency (Dishub), socialization is often carried out, and updated information related to procurement is always provided" (Interview on 10/06/2024).

Human and capital resources are important indicators of successful public policy implementation, as they are the main drivers of implementation. Existing human resources (HR) are familiar with procuring goods and services through electronic systems, supported by technical guidance that improves their skills. Although experts are limited, the number of personnel is considered sufficient because the number of procurement packages is small, the budget is adequate, and the complexity of procurement is relatively low. This is the second informant's statement: "If you look at the current

procurement process, the human resources who carry out procurement understand and can. It is just that this also needs to be supported by all parties so that procurement is carried out according to the procurement policy, which will help with its implementation" (Interview on 07/06/2024). In addition, the third informant also added: "If you look at the current conditions, I see that the personnel are sufficient, especially now that the personnel on duty are by their positions and main tasks because previously procurement was duplicated by other personnel with different main tasks, namely in staffing" (Interview on 12/06/2024).

Commitment as part of the disposition or attitude of policy implementers is an important factor affecting the success of policy implementation because a positive and consistent disposition is needed to support effective policy implementation. However, research shows no firm attitude in implementing the policy. Although the implementors have the ability, the absence of sanctions and clear directions from the organization's leadership is a gap that hinders optimal policy implementation. This was conveyed by the fourth informant, who stated: "I think there is a commitment from the superiors, only lacking in assertiveness to be implemented throughout the organization. So currently, the impression is that the leadership is not too concerned about implementing procurement through the electronic system" (Interview on 10/06/2024). In addition, the fifth informant added: "I think commitment and assertiveness from the leadership is needed in implementing this policy. This must be strengthened by an official memorandum on implementing the policy, not only the disposition of letters that must be guided. This is related to several fields that I think have their budgets, so that procurement is carried out directly manually without coordination with procurement personnel" (Interview on 10/06/2024).

An effective organizational structure is an important factor in successful policy implementation, with a clear, systematic, straightforward, and easy-to-understand framework. A good bureaucratic structure, supported by an effective Standard Operating Procedure (SOP), helps coordinate and manage resources to achieve policy objectives. However, in Bakorwil III Malang, no specific SOP is related to procuring goods and services. Hence, the implementation only refers to the letter of the Secretary of East Java Province, while the available human resources do not fully support policy implementation. The second informant stated: "The organizational structure is supportive, but I have never known directly for the SOP. When doing procurement, I only directly discuss it with procurement personnel. Frankly, I do not know and do not think it exists yet" (Interview on 07/06/2024). In addition, the sixth informant also argued: "In my opinion, the policy of implementing the procurement of goods and services through e-purchasing is not supported by all parties or sectors because there are interests in conducting manual

procurement or direct procurement" (Interview on 06/14/2024).

Policy implementation is certainly faced with various factors, such as the supporting and inhibiting factors for implementing e-procurement of goods and services based on the East Java Governor Regulation in Bakorwil III Malang, which involve internal and external aspects. From the internal side, effective socialization and sufficient skilled human resources are the main supporting factors. In addition, the availability of adequate technological facilities and infrastructure also supports the optimal implementation of e-purchasing policies. The first informant's statement reinforces this: "Internal Supporting Factors in implementing the internal organization are human resources experts capable of procuring goods and services. Facilities and infrastructure are good and support the implementation of procurement" (Interview on 10/06/2024). On the external side, training activities, technical guidance, and training on the procurement of goods and services are the main factors that support the successful implementation of the program. The seventh informant stated: "External supporting factors for the procurement of goods and services by Pergub 61 of 2021 are training and technical guidance to improve expertise for implementing procurement. There is monitoring and monitoring from the Procurement Bureau of the East Java Provincial Secretariat to monitor the process of implementing the procurement of goods and services in each agency" (Interview on 06/06/2024).

The inhibiting factors for implementing the policy on organizing trade through electronic systems for procuring goods and services consist of internal and external aspects. The internal inhibiting factors include the lack of assertiveness and communication from the leadership, certain interest factors, and the potential for tax avoidance to get the maximum procurement value, all of which hinder optimal policy implementation. This is supported by the statement of the sixth informant, who stated: "In my opinion, the internal inhibiting factors for the implementation of this policy are the lack of communication between leaders and subordinates, the lack of discussion and discussion about the electronic procurement mechanism, and the potential for tax avoidance where spending of a certain value will be subject to VAT tax so that some procurements are broken down in order to get the maximum procurement value" (Interview on 06/14/2024). On the external side, the obstacle to policy implementation lies in the limitations of electronic systems that cannot cover all types of procurement. The fifth informant's statement supports this: "External inhibiting factors, in my opinion, are providers who are not always on the electronic system, socialization by platforms that are not yet comprehensive and known by surrounding providers that are not evenly distributed" (Interview on 10/06/2024).

4.2 Discussion of Research Results

The following will discuss the research results on implementing policies on e-procurement in the procurement of goods and services. Implementing policies based on East Java Governor Regulation No. 61 of 2021 concerning using trade organizers through electronic systems to procure government goods and services in Bakorwil III Malang still faces obstacles, especially in communication. Effective communication is very important to convey precise and accurate information to policy actors so that they understand the preparations and steps needed in implementing the policy. However, research shows that policy socialization has not been carried out thoroughly within the Bakorwil III Malang regional apparatus. Socialization is only carried out by external parties, namely the Bureau of Goods and Services Procurement of the East Java Provincial Secretariat, and is limited to several procurement personnel. This condition prevents policy information from being conveyed to all implementers, thus potentially affecting the successful implementation of the policy.

Human Resources (HR) plays an important role in the success of policy implementation, especially regarding the number and ability of responsible staff. In the Edwards III model, human resources are crucial for effective policy implementation. The availability of staff who are competent, adequate, and have access to relevant information determines the success of the policy. Based on research and interviews, human resources in Bakorwil Malang, who are in charge of Procurement of Goods and Services, understand and implement policies concerning procurement through electronic systems according to East Java Governor Regulation No. 61 of 2021. The number of human resources is considered adequate to support implementation based on the value of the budget and the level of complexity of procurement. However, policy implementation still requires support from all regional apparatus in Bakorwil Malang to run optimally according to regulations.

Commitment or disposition plays an important role in the success of policy implementation, especially regarding the attitudes and views of implementers who influence the implementation process. In the Edwards III model, commitment is crucial, where the implementer's positive and consistent attitude determines the policy's effectiveness. Based on the research and interviews, it was found that the commitment of leaders to support policy implementation was not optimal. Without an electronic system, there is no firm action against implementing goods and services procurement manually or directly. Although a circular letter related to East Java Governor Regulation No. 61 of 2021 already exists, this policy is only circulated as a guideline without socialization or affirmation. Until now, there has been no internal official memorandum in Bakorwil Malang that confirms the implementation of the policy through online stores.

Based on George C. Edwards III, organizational structure or Standard Operational Procedures (SOP) plays an important role in policy success. SOPs provide a clear, systematic, and easy-to-understand framework that guides implementers to accomplish tasks according to policy objectives. SOPs help optimize time, avoid distortions, and ensure effective and efficient policy implementation. Based on research and interviews, it was found that HR personnel at Bakorwil Malang have not fully supported the implementation of policies by East Java Governor Regulation No. 61 of 2021. Some personnel consider procurement the responsibility of their respective fields and reject the one-door system by functional procurement officials. In addition, procurement is carried out without a policy SOP, only based on a circular letter from the Bureau of Procurement of Goods and Services of the Regional Secretariat of East Java Province.

Supporting factors in implementing the East Java Governor Regulation No. 61 of 2021 in Bakorwil III Malang include internal and external factors that support optimal policy implementation. From the internal side, the availability of sufficient human resources (HR) and experts in the field of goods and services procurement is a major strength, especially with the existence of personnel who have the status of functional officials for goods and services procurement who focus on their duties and functions. In addition, the availability of technological facilities and infrastructure also supports the implementation of electronic procurement by the policy. From the external side, implementing training and technical guidance organized by the Bureau of Goods and Services Procurement of the East Java Provincial Secretariat is an important factor that improves the ability and expertise of personnel in carrying out electronic procurement of goods and services.

The inhibiting factors in implementing the East Java Governor Regulation No. 61 of 2021 in Bakorwil III Malang include internal and external aspects that affect the effectiveness of policy implementation. From the internal side, the main obstacles include the lack of commitment and assertiveness of leaders in directing policy implementation, as well as less harmonious relationships and communication between leaders, ranks, and staff, which results in a lack of coordination. In addition, the existence of certain interests causes some human resources to not fully support the policy, while the potential for tax avoidance to get the maximum procurement value also makes procurement still done manually. From the external side, obstacles arise because not all goods and services providers are included in the electronic procurement storefront. In addition, not all types of procurement can be done electronically, such as consulting, technical guidance, repair services, and other consulting services.

5. CONCLUSIONS AND SUGGESTIONS

Several main findings can be concluded based on research on implementing e-procurement in the procurement of goods and services in Bakorwil III Malang. Policies based on Governor Regulation No. 61 of 2021 concerning the Utilization of Trade Organizers through electronic systems show that policy socialization has not been carried out thoroughly in the communication indicator. Information is only conveyed on a limited basis from the Bureau of Goods and Services Procurement of the East Java Provincial Secretariat without equal distribution to all personnel. Regarding the resource indicator, although personnel understand the electronic procurement process, implementation still requires full support from all parties. Regarding disposition, leadership commitment has not been seen because there is no official affirmation, such as an official memorandum. Meanwhile, regarding the organizational structure indicator, the absence of a supporting SOP causes policy implementation to be unoptimal.

Supporting factors for policy implementation include internal support in the form of skilled and experienced human resources and adequate facilities and infrastructure for electronic procurement. External support is also present through training and technical guidance organized by the Bureau of Goods and Services Procurement of East Java Province. However, some significant inhibiting factors are still found. Internally, obstacles include lack of socialization, low leadership commitment, inharmonious relationships and communication, and potential tax evasion. External obstacles include the limited number of providers integrated into the electronic system and the incompatibility of certain types of procurement with the electronic system. These findings confirm that policy implementation requires improvement in various aspects in order to run more effectively and achieve the expected goals.

Based on the results of the analysis, several suggestions have been made to improve the implementation of electronic procurement of goods and services in Bakorwil III Malang. First, the Head of Bakorwil III Malang is advised to hold socialization related to implementing the goods and services procurement policy according to Governor Regulation No. 61 of 2021, considering that internal socialization has not been carried out. Second, staff and informants must be involved in training and technical guidance to increase understanding and skills related to electronic procurement. Third, an internal letter from the Head of Bakorwil III Malang is needed to emphasize the importance of implementing electronic procurement. Fourth, Bakorwil III Malang, together with the Sub Division of Program and Budget Preparation, needs to develop a policy SOP as a guideline for the implementation of electronic procurement of goods and services. Finally, PPK and Functional Procurement are

advised to register providers and goods in an electronic storefront to support the integration and efficiency of the procurement process.

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