

## IMPLEMENTATION OF *E-PROCUREMENT* IN THE PROCUREMENT OF GOODS AND SERVICES IN THE GOODS AND SERVICES PROCUREMENT WORK UNIT KARIMUN DISTRICT

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### ABSTRACT

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This research is motivated by the implementation of *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit, which is still not optimal and has obstacles in the implementation process. The research aims to determine the implementation of *e-procurement* in the procurement of goods and services, to find out the supporting factors and inhibiting factors in the process of implementing *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit. The data analysis used is qualitative with data collection techniques, namely interviews, observation, and documentation. The sampling techniques used in this research were *purposive samples* and *snowball samples*. In this study, 7 people met the sample characteristics. This research uses the theoretical basis of policy implementation by George C Edward III. The results of this research show that the implementation of *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit is generally good but not yet optimal in terms of the number of human resources, equipment resources, budget resources, and fragmentation.

### 1. INTRODUCTION

As information and communication technology develops, everything can be done anywhere and at any time without any significant limitations using the internet network. One of the uses of the internet network is a change in the public service system which initially used a conventional/manual system, but is now gradually improving to become a digital service (*Digital governance*).

Against this background, in the activities of procuring government goods and services, Presidential Regulation of the Republic of Indonesia No. 12 of 2021 concerning Amendments to Presidential Regulation No. 16 of 2018 concerning Procurement of Government Goods and Services was issued. According to, procurement of goods/services is an activity of procuring goods/services by Ministries/Institutions/Regional Apparatus which is financed by the APBN/APBD, the process starts from the identification of needs to handover of work results. The Regulation also orders the change of conventional or manual procurement service systems to electronic procurement system services to increase transparency and accountability, increase market access and fair business competition, improve the level of efficiency of the procurement process, support monitoring, and audit processes, and meet information access needs. in *real-time* to realize *clean and good governance* in the procurement of government goods and services. The services currently available in the

electronic procurement system are tenders and non-tenders (direct procurement) whose operational technical provisions are regulated by LKPP regulation Number 12 of 2021 concerning Guidelines for Implementing Government Procurement of Goods/Services Through Providers. In non-tender procurement of goods and services, one of them is *E-Purchasing*. In this *E-Purchasing*, LKPP provides an Electronic Catalog facility (*E-Catalogue Local*) which is an information system containing lists, types, specifications, technicalities, and prices of certain goods from various providers of government goods/services whose technicalities are regulated in LKPP Regulation Number 9 of 2021 concerning Online Shops and Electronic Catalogs in Government Procurement of Goods/Services and Procurement Defense, and by Presidential Instruction Number 2 of 2022 concerning the Acceleration of Increasing Domestic Use and Products of Micro Businesses, Small Businesses and Cooperatives in the Context of Making the National Movement Proudly Made in Indonesia a Success in the Implementation of Goods Procurement /Government Services, SPSE also provides Procurement Defense services by the Republic of Indonesia LKPP Circular Letter Number 31 of 2020 concerning Implementation of the Procurement Defense Program. Based on this regulation, all government agencies, both central and regional, are required to carry out goods/services procurement activities electronically or what is usually called an *e-procurement system*. In general, the implementation of *e-procurement* in the procurement of

goods and services in every government agency, including ministries/institutions/regional apparatus, has problems with accessibility, namely problems related to less than optimal *server service or frequent errors* in the internet network, causing problems in accessing work transactions and lack of understanding of electronic procurement systems.

One of the government agencies that participates in running the *e-procurement system* is the regional government of the Riau Islands. In this regard, the Regional Government of the Islands Province is also committed to the same thing. The Riau Islands Province itself has issued Circular Number 027/745.1/B.PBJ-SET/2021 concerning the Implementation of the Procurement Defense Program Order to encourage regional officials to participate in realizing inclusive procurement and increasing the use of domestic products through the Procurement Defense program. The Procurement Defense Program itself is a program providing opportunities and business protection programs for Micro and Small Enterprises actors, especially those who participate in the Government Procurement of Goods/Services. One method for selecting providers in Government Procurement of Goods/Services where MSEs are participants is Direct Shopping with a procurement value of a maximum of IDR 50,000,00.00 (Fifty Million Rupiah). Therefore, it is necessary to create a simple electronic Direct Shopping process that is still managed effectively, efficiently, transparently, and accountably so that it will make it easier and increase MSEs participation in Government Procurement of Goods/Services.

The Karimun Regency Government also shares this commitment by issuing Karimun Regent Regulation Number 35 of 2019 concerning the Establishment of the Karimun Regency Goods/Services Procurement Work Unit in carrying out its main tasks, namely managing the procurement of goods/services, managing electronic procurement services, providing human resource development. and institutional procurement of goods/services, carrying out assistance, consultation, and/or technical guidance for the procurement of goods/services as well as carrying out other tasks assigned by the regional head relating to the duties and functions included in the Goods and Services Procurement Section of the District Regional Secretariat. Karimun. In carrying out the electronic procurement process for goods/services, the Karimun Regency Goods and Services Procurement Work Unit has an Electronic Procurement Services work unit to handle the electronic procurement process in the form of *E-procurement* in the form of an Electronic Service System via the website <https://lpsetbk.karimunkab.go.id> which provides Tender and Non-Tender services, especially *E-Purchasing* in the form of an Electronic Catalog (*local E-Catalogue*) and Procurement Defense to meet the goods/services procurement needs of each Regional Apparatus Organization (OPD) in Karimun Regency.

Implementation of *E-procurement* in the Procurement of Goods and Services at the District Goods and Services Procurement Work Unit. Several aspects of Karimun require special study because they are related to the government budget related to Regional Apparatus Organizations, companies, and the community as target groups for the Electronic Procurement Service policy. Based on the results of the researcher's temporary observations

through reading, *website channels*, and direct observation, the Implementation of *E-procurement* in the Procurement of Goods and Services at UKPBJ Kab. Karimun still has obstacles in its implementation. Several phenomena occur in the implementation of *e-procurement*, among others, *the first is that there are human resources who act as company staff or individual providers of goods/services who are stuttering in carrying out the e-procurement application menus*, causing the procurement process to still exist. goods/services conventionally/manually. This allegation arose based on the number of Vendor Database (Service Providers) in 2021 with a total of 60 goods/service providers, of which only 17 goods/service providers had performance results (Job) on the *e-procurement application*, while the other 43 goods/service providers only had an account and never participated in tenders and non-tenders (newly registered companies). The researcher made temporary observations of one of the goods/service providers who had never participated in a tender or non-tender (a company that only had an account), the company providing the goods/services said that initially there was a request for procurement of goods from one of the Regional Apparatus Organizations. Regency. Karimun asked the goods/services provider to create an *e-catalog account*, the goods/services provider registered an LPSE account and received a *username and password*, then when they visited the LPSE working unit, the goods/services provider admitted that they were having problems carrying out the next process flow because they felt the flow was complicated and lack of understanding of the flow of the local catalog registration process at each stage due to the explanation from LPSE service officers being less than optimal. So that Regional Apparatus Organizations that require goods from providers of goods/services carry out the process of procuring goods/services conventionally/manually so that it is not by Presidential Regulation Number 12 of 2021 concerning Amendments to Presidential Regulation Number 16 of 2018 concerning Procurement of Goods/Services Government. The second phenomenon is that the choice of product type display case according to the business registration number on *the e-catalog* is not complete so business actors whose type of business has not been attached to the product type display case selection cannot display the product on the *e-catalog* because it is hampered in the type selection process flow. business so they have not been able to upload the statement letter. This may cause the process of fulfilling the needs of Regional Apparatus Organizations in the process of procuring goods/services to be hampered, although it can be overcome by providing a direct procurement invitation service using a work order from the Commitment Making Officer using an invitation letter via a message on the service system directly. electronic (SPSE) on the website <https://lpsetbk.karimunkab.go.id> For providers who are using it for the first time, sometimes there is still communication/direction from officers who do not explain clearly and in detail the menus when uploading bids and supporting documents. Furthermore, the lack of socialization carried out by the Procurement of Goods and Services to Providers has resulted in providers stuttering in carrying out the menus in *E-Purchasing* as well as several regional level organizations (OPD) which also require socialization activities in coaching and advocacy activities to better master the system. electronic procurement. Then, *server errors* often occur on the *e-procurement network*, causing inconvenience *for users using the facilities, limited infrastructure conditions*

and *e-procurement* support system settings, and frequent problems with logging in to accounts providing goods/services if the password has never been changed. replaced.

Starting from the data described through the background above, the author feels that research on the implementation of *e-procurement* can make a good contribution to achieving *good governance* in the digital era. Based on the problems above, the author is interested in conducting research with the title "**Implementation of E-procurement in the Procurement of Goods and Services at the Karimun Regency Goods and Services Procurement Work Unit**". With this research, the author hopes to solve problems and provide answers that have not been resolved.

In this research, the author uses the George C Edward III model of policy implementation theory. In the George C Edward III model of policy implementation theory, four factors influence the success or failure of implementing a policy as quoted, namely:

1. Communication

Communication is a human activity to convey thoughts feelings, hopes, or experiences to other people. Communication is considered a very important factor because every activity process involves human elements and resources. The sender of the message usually gives the message through media or transmission, while the recipient of the message usually provides *feedback* or responses to the sender of the message. Three indicators can be used to measure the success of communication variables, namely:

- a. Transmission, namely the distribution of good communication will also produce a good implementation. Often communication that has gone through several levels of bureaucracy causes misunderstandings (miscommunication).
- b. Clarity, namely the communication received by policy implementers must be clear, accurate, and not ambiguous so that differences in the objectives to be achieved by the policy as determined (not on target) can be avoided.
- c. Consistency, namely the orders given to implementers must be consistent and clear. Because if orders change frequently, it will confuse policy implementers so that the objectives of the policy cannot be achieved.

2. Resource

Policy implementation resources are that policy resources are very important for effective policy implementation. Without the resources, the policy that has been formulated above may just be a plan and will never be realized, the indicators in the resources are:

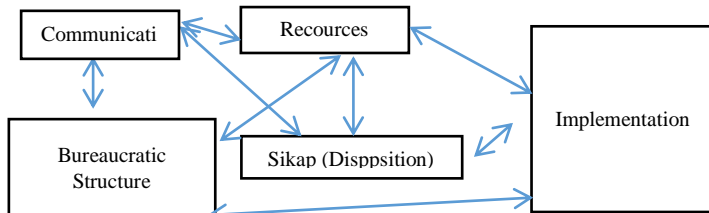
- a. Human Resources, namely the main resource in implementing policies are staff/employees. Failures that often occur in implementing policies are caused by staff/employees who are inadequate, inadequate, or incompetent in their fields.

- b. Budget Resources, limited budget resources available cause the quality of services that should be provided is also limited. Limited budget resources will affect the success of policy implementation. Besides the program not being implemented optimally, budget limitations cause the disposition of policy actors to be low.
  - c. Equipment Resources, equipment resources are the means used to operationalize the implementation of a policy which includes buildings, land, and facilities, all of which will make it easier to provide services in implementing the policy.
  - d. Authority Resources, another resource that is quite important in determining the success of a policy implementation is authority. Sufficient authority to make *its* own decisions possessed by an institution will influence that institution in implementing a policy. This authority becomes important when they are faced with a problem and require it to be resolved immediately with a decision. Therefore, the main policy actors must be given sufficient authority to make their own decisions to implement the policies within their authority.
3. Disposition
- Disposition is said to be the will, desire, and tendency of policy actors to implement the policy seriously so that the policy objectives can be realized. If policy implementation is to be successful effectively and efficiently, implementers *not* only know what must be done and have the ability to implement the policy, but they must also have the will to implement the policy. The factors that Edward III paid attention to regarding disposition in policy implementation consisted of:
- a. Bureaucratic appointments, disposition, or attitude of implementers will create real obstacles to policy implementation if existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of policy-implementing personnel must be people who are dedicated to the policies that have been established, especially to the interests of community members.
  - b. Incentives are one of the techniques suggested to overcome the problem of attitudes of policy implementers by manipulating incentives. People act in their interests, so manipulating incentives by policymakers influences the actions of policy implementers. Increasing profits or costs might be a motivating factor that makes the executors carry out orders well. This is done to fulfill personal or organizational interests.
4. Bureaucratic Structure, according to George C Edward III, there are indicators of bureaucratic factors, namely:
- a. *Standard Operating Procedure* (SOP) is a development of internal demands for certainty of time, and resources and the need for

uniformity in complex and extensive work organizations. SOPs are useful for simplifying officer performance.

- b. Fragmentation is the transfer of responsibility for a policy to several different bodies, requiring coordination.

**Figure 1.** Policy Implementation Model According to GC Edward III



Source: Nurlailah. *Implementation of the Covid-19 Vaccination Policy in the District. Ogan Komering Ulu : 2021* Page 62

## 2. METHODS

This research uses a descriptive approach. Quoted, descriptive research is research that explains something that is the target of research in depth. This means that the research is carried out to reveal everything or various aspects of the research target. Which aims to describe, describe, and explain the Implementation of *E-procurement* in the Procurement of Goods and Services at the Karimun Regency Goods and Services Procurement Work Unit.

This research is field research, where the researcher goes directly into the field to obtain and obtain data about the implementation of *e-procurement* in the Procurement of Goods and Services at the Karimun Regency Goods and Services Procurement Unit using qualitative research methods.

## 3. RESULTS AND DISCUSSION

1. Communication. Communication is an activity of exchanging information with other people. In terms of implementation, communication is very important because it is the process of providing information, exchanging information, and coordinating regarding the implementation of policies within the authorized organization. In implementing *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit, there are several indicators of communication that researchers have examined, including the following:

- a. Transmission. Transmission is a flow or command in conveying information from bureaucratic levels from the top to the lowest implementers. In general, the transmission process at the Karimun Regency Goods and Services Procurement Work Unit for implementers from the top bureaucratic level to the bottom is quite good and as it should be. However, in terms of providing transmission to Karimun Regency Regional Apparatus Organizations (OPD) and Goods/Services Providers, the strategy is still not progressive enough so many OPDs and Goods/Services Providers do not understand the procedures for using electronic catalogs due to the

lack of discussion space and related socialization. electronic catalog service.

- b. Clarity. Clarity here means that the information that has been transmitted must be unambiguous so that it does not cause differences in understanding which can lead to differences in the goals to be achieved. The clarity of the information conveyed in the Implementation of *E-Procurement* in the Procurement of Goods and Services at the Karimun Regency Goods/Services Procurement Work Unit (UKPBJ) is quite clear because the leadership and organization prioritize discussion and coordination so that the possibility of a low level of clarity has little chance. However, at the lowest level of bureaucracy, namely the Helpdesk services section Sometimes it is found that the information transmitted is not clear, so the Helpdesk must ensure the clarity of the information received with the central Government Goods and Services Procurement Policy Institute (LKPP) due to frequent changes in the system, while the information transmitted to Goods/Services Providers is not yet optimal in carrying out information education effectively. details from the Helpdesk Officer to the Goods/Services provider.
- c. Consistent. Apart from clarity in the information transmitted, consistency is also required. Consistency in question is information that is consistent and does not change without any legal planning and notification. The information transmitted by fellow implementers in the Karimun Regency Goods and Services Procurement Work Unit is consistent but there are still differences in understanding among the Karimun Regency Regional Apparatus Organizations so extra work is needed from the Karimun Regency Goods and Services Procurement Work Unit. In facilitating the Regional Apparatus Organization of Karimun Regency to be able to understand the process of implementing *e-procurement* in the Procurement of Goods and Services Karimun Regency by providing guidance and advocacy to the Regional Apparatus Organization.
2. Resource. Resources are channels that must be fulfilled in the process of implementing *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit. There are several indicators needed for resources, namely:
  - a. Human Resources. Human Resources (HR) in question are staff, employees, employees, or implementers of a policy. The Commitment Making Officer does not have special qualifications because currently, the Commitment Making Officer here is the Head of the Regional Apparatus Organization, namely the District Regional Secretary. Karimun. Meanwhile, Goods and Services Procurement Officers must fulfill several mandatory qualifications, namely: Have a level 1 or basic level goods and services procurement certificate and pass the functional position competency exam for goods and services procurement. HR in the Karimun Regency Goods and Services Procurement Work Unit (UKPBJ) is optimal in terms of performance

quality but has not yet met the standards of the POKJA because based on the actions of the Corruption Eradication Commission the ideal number of working groups is 25 functional officials, but the Goods and Services Procurement Work Unit Services Karimun Regency has only fulfilled 12 personnel in functional positions. Based on related information, it shows that the quantity of human resources (HR) in the Goods and Services Procurement Work Unit has not been met ideally but in terms of performance quality it has been maximized where the quantity is not sufficient, the Goods and Services Procurement Work Unit Karimun Regency can carry out its duties and functions optimally and has succeeded in achieving excellence in the maturity level of procurement institutions at the Pro-Active level (Level 3).

- b. Budget Resources. In policy implementation, of course, some needs must be met to achieve success in implementing the goal, and to meet these needs an adequate and maximum budget is needed. At the Karimun Regency Goods and Services Procurement Work Unit, the budget provided is still very limited so many needs have not been met optimally. adequate and able to support daily work.
- c. Equipment Resources. The meaning of equipment here is the form of facilities and infrastructure that can support the process of implementing a policy. In implementing *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit, the equipment needed is the facilities and infrastructure and equipment needed to create the implementation of *e-procurement* in the procurement of goods and services at the Goods and Services Procurement Work Unit Karimun Regency is equipment supporting daily work such as computers, laptops, printers, scanners, paper shredders, as well as facilities in the office space where you work, as well as internet providers and electricity support, both of which are very important because they are the pillars of procurement services electronically or *e-procurement*. Apart from daily work support facilities, a separate office building is also needed for the Karimun Regency Goods and Services Procurement Work Unit. However, the application has not been approved from the time the application was made until 2023 due to budget limitations. It is good that the Goods and Services Procurement Work Unit has already carried out budgeting related to Detailed Engineering Design or working drawings for development projects, and daily equipment the maximum has not been met, only sufficient due to the limited budget.
- d. Authority Resources. Every implementer or human resource who occupies a position in a position must be given the authority to be able to make decisions when problems occur in a policy implementation. Each official who serves as an implementer in the process of implementing *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit has their respective duties and functions according to applicable regulations. If there is a

problem then according to his authority the one who makes the decision is the Head of the Goods and Services Procurement Section, the leadership style of the Head of the Goods and Services Procurement Section of the Karimun Regency Goods/Services Procurement Work Unit is one of democracy so that when dealing with a problem the discussion process is prioritized. with its members so that they can consider a decision by the opinions of other implementers.

3. Disposition. Disposition is a tendency or desire of the implementer in carrying out the policy implementation process. There are 2 indicators of disposition, namely:
  - a. Bureaucratic Appointments. Bureaucratic appointment is the assignment of a position to an implementer by suitable and appropriate qualifications so that the implementer is expected to be responsible for the tasks given. Every position held in the Karimun Regency Goods and Services Procurement Work Unit is a Civil Servant whose functional function is to be appointed directly by the Regent and Deputy Regent of Karimun Regency and is responsible to the Regional Secretary as Head of the Karimun Regency Regional Apparatus Organization. according to the specified qualifications.
  - b. Incentive. In implementing policies, human resources who are appointed in the bureaucracy and occupy positions as implementers, apart from being tasked with and supporting the implementation of the policy, of course, have personal needs. With the competence possessed and the loyalty given, providing compensation and incentives for this expertise will certainly have an impact on the level of desire and enthusiasm in carrying out duties as an implementer. that the incentives given to implementers or human resources who are tasked with supporting the implementation of *e-procurement* in the procurement of goods and services at the Karimun Regency Goods and Services Procurement Work Unit are by applicable regulations and regulated by the authorized Regional Apparatus Organization and by the principles of compliance and fairness and by applicable regulations depending on the Regional Revenue and Expenditure Budget (APBD) but the incentives provided so far have not been commensurate with work risks.
4. Bureaucratic Structure. Each implementer has positions in each position. These positions have their hierarchical levels so that in acting, the implementer with the lowest hierarchical level usually responds to an action based on the direction of the implementer with the highest hierarchy. In policy implementation, two indicators influence the bureaucratic structure, namely:
  - a. SOP (*Standard Operating Procedure*). SOP is a set of rules or demands set by an organization for members of that organization to obey. Standard operating procedures in the Goods and Services Procurement Section already exist and are by each field and problems have never occurred. Apart from that, the performance of Civil Servants who are tasked with the goods and services procurement management sub-activities have an annual

performance evaluation and performance filling every month. Meanwhile, the performance of honorary employees will be evaluated by superiors in each field.

- b. Fragmentation. Fragmentation is an activity of spreading responsibilities between several other agencies, units, and other agencies. there is fragmentation between the Karimun Regency Goods and Services Procurement Work Unit (UKPBJ) and the entire Karimun Regency Regional Apparatus Organization (OPD). Karimun Regency has 56 Regional Apparatus Organizations (OPD). The entire Regional Apparatus Organization (OPD) is responsible for the procurement of goods and services, the process of which is carried out by the Karimun Regency Goods and Services Procurement Work Unit (UKPBJ). Each of them has duties, including inputting the LKPP general procurement plan information system (SiRUP), procurement information, filling in and calculating the domestic component level (TKDN), and the budget absorption process. There are Regional Apparatus Organizations (OPD) that are responsive and there are also those whose response is adaptive. Considering that the e-catalog application process is quite complicated, many Regional Apparatus Organizations (OPD) do not understand how to implement it, especially Regional Apparatus Organizations (OPD) located on the islands. Due to budget limitations, the Development and Advocacy Sub-Activity has never carried out outreach and guidance to Regional Apparatus Organizations (OPD) on these islands and this has resulted in the procurement process still being manual. Apart from the distribution of responsibility to Regional Apparatus Organizations (OPD), there is also a form of responsibility to Goods/Services Providers, but in procurement project activities it takes the form of implementing work schedules and so on.

#### 4. CONCLUSION

In general, the implementation of *e-procurement* in the procurement of goods and services at the Karimun Regency Goods/Services Procurement Work Unit (UKPBJ) is quite good but not optimal. It is necessary to pay more attention to the fulfillment of human resources (HR), equipment resources, and budget resources, to improve performance and increase good fragmentation between Regional Apparatus Organizations (OPD) and Goods/Services Providers (Business Actors) so that policies can run smoothly. according to the expected goals and objectives.

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