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IMPLEMENTATION OF TENDER ACTIVITIES FOR PROCUREMENT OF GOVERNMENT GOODS AND SERVICES ELECTRONICALLY (E-PROCUREMENT)

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ABSTRACT

This research aims to analyze the implementation of tender activities for the procurement of government goods and services using e-procurement and the inhibiting factors that influence the implementation of tender activities for the procurement of government goods and services using e-procurement. The research was carried out in the goods and services procurement section of the Regional Secretariat of Kutai Kartanegara Regency. Data was collected through key informants determined purposefully. The data collected is in the form of primary and secondary data. Data collection was carried out through interviews, observation and literature study. The analytical tool used is qualitative descriptive analysis. The results of the research are 1) communication has gone well, carried out formally and informally; the transmission dimension is carried out well, referring to standard operating procedures (SOP), the clarity dimension is clear, the consistency dimension is running well, 2) The staff resources of this section are still inadequate with the existing workload; information is running optimally, authority has been exercised well in implementing this policy, the facilities provided to users are adequate, 3) the disposition has gone well, consisting of: the implementer's attitude in carrying out his duties has gone well, incentives have been provided and are adequate, 4) the bureaucratic structure is running well, consisting of; already has an SOP and its implementation has referred to the SOP, and fragmentation has been carried out in accordance with the provisions, 5) efficiency factors have run efficiently, effectiveness factors have run effectively, 6) accountable factors can be accounted for (accountable factors have operated very openly). Factors inhibiting the implementation of e-procurement-based government goods and services procurement tender activities are: 1) staff (Human Resources/HR), 2) electricity supply problems, 3) unstable internet quality system problems, 4) provider negligence goods or services, and 5) lack of local providers.

KEYWORDS: Communication, resources, disposition, bureaucracy, e-procurement principles

1. INTRODUCTION

It is envisaged that the e-procurement system's adoption will provide the best answer to issues that come up when buying products and services from the government. Transparency, efficiency, and openness are the values of information technology, which is used in e-procurement. The electronic purchase of public goods and services is one way that e-government is being implemented to achieve good governance. Although policy implementation can be done successfully, there is still a chance of failure. In implementing a policy, there are various factors that influence its success. Van Meter and Van Hom explain that the implementation process is actions carried out, either by individuals/officials or government or private groups, which are directed at achieving the goals outlined in policy decisions (Wahab, 2016).

Factors that influence implementation according to Edwards III mentioned (Subarsono, 2022) are communication, resources, disposition and bureaucracy. E-procurement refers to the online process of obtaining products and services from the government. It is transparent and freely accessible to the public, ensuring a fair procedure for government procurement of goods and services. E-procurement is described as a procurement automation process that increases competition among suppliers or providers. E-Procurement can also be used as a means for monitoring and evaluating performance indicators for government procurement of goods or services. The selection of providers of goods and services using the e-procurement system is applied to realize various goals with the principles stated in Presidential Regulation of the Republic of Indonesia Number 16 of 2018 that the procurement of goods and services applies the following principles: efficient, effective, transparent, open, competitive, fair, and accountable. Research related to this research concerns the implementation of e-procurement in the procurement of government goods and services, which is studied based on factors that influence policy implementation, such as research; (Ahmad et al., 2020), (Fitriani & Aminudin, 2021), (Suprpto et al., 2021), (Umar et al., 2021), (Qomaruddin & Kurniawan, 2021), (Nugraha et al., 2022), (Ramadhan & Rahman, 2022), (Kartikasari, 2023), (Nainggolan et al., 2023), (Widiastuti, 2023), and (Cahyadi et al., 2024). Research on the implementation of e-procurement in the procurement of government goods and services which was studied based on implementation principles was researched by; (Solihin, 2020), (Teten, 2020), (Alfian & Rahayu, 2019), (Putri & Suparti, 2021), (Arman & Sari, 2022), (Delimaya & Sudiarti, 2022), (Hartono et al., 2022), and (Sahar & Sari, 2022). Other research related to this research is researched; (Juniawan et al., 2021), (Rengganis & Soemitra, 2022), (Subagdja & Wagian, 2022), and (Hendrawan et al., 2023).

Referring to Eward III's theory and the principles of e-procurement contained in Presidential Regulation of the Republic of Indonesia Number 16 of 2018, as well as previous research, the next aim of this research is to analyze the implementation of tender activities for the procurement of government goods and services using e-procurement and to analyze the inhibiting factors that

influence the implementation of e-procurement tender activities for the procurement of government goods and services.

2. METHODOLOGY

This research uses a qualitative descriptive research design (Creswell, 2009). The research was carried out in the Goods and Services Procurement Section of the Regional Secretariat of Kutai Kartanegara Regency. The research period is from November 2023 to January 2024. The data collected is primary and secondary data through key persons. The personal key is determined purposively. Data was collected using in-depth interviews, observation and literature study. Data analysis uses qualitative analysis as proposed by Miles and Huberman (Sugiyono, 2012).

3. RESULT AND DISCUSSION

3.1 Analysis of the Implementation of Tender Activities for Electronic Procurement of Government Goods and Services (e-procurement)

The implementation of Tender Activities for Electronic Procurement of Government Goods and Services (e-procurement) was studied and analyzed based on aspects proposed by Edward III, namely communication, resources, disposition, and bureaucratic structure.

A. Communication

The successful implementation of the Tender policy for Electronic Procurement of Government Goods and Services in the Goods and Services Procurement Section of the Regional Secretariat of Kutai Kartanegara Regency, is also determined by good communication between the relevant parties. In this discussion the aspects discussed are; transmission dimension, clarity dimension, and consistency dimension.

1) Transmission Dimensions

The implementation of the tender policy via e-procurement in the Goods and Services Procurement Section of the Regional Secretariat of Kutai Kartanegara Regency, namely the distribution of communication and coordination (transmission) has been carried out well, referring to the SOP that has been determined. The policy for implementing tenders via e-procurement has been well understood and understood by implementers. This is due to the fact that it is one of the primary duties completed each day. Socialization This section's e-procurement implementation of the tender policy has gone smoothly. Socialization is carried out in several ways, including; Socialization is carried out through electronic applications by displaying schedules and guidelines regarding procedures and convenience in carrying out tenders using e-procurement, through advocacy, mentoring, training for procurement actors, through social media. These findings are in line with the results of research (Qomaruddin & Kurniawan, 2021) and (Ramadhan & Rahman, 2022) which examined the Implementation of Government Goods/Services Procurement Policy with E-Procurement in Depok

City Electronic Procurement Services.

2) Clarity Dimensions

Based on the research results, it was clear that this includes; that when making decisions, orders or instructions to implementers ensure that there is no mistake in taking action and clarity of objectives. Furthermore, the clarity of objectives in the tender or auction process is clear because all tender processes and information are available. Apart from the aspect of clarity, communication should be delivered effectively and efficiently. The findings of this research are in line with research results (Ramadhan & Rahman, 2022).

3) Consistency Dimensions

So that the policies taken are not confused and confuse policy implementers, target groups and interested parties, communication must be carried out consistently. Consistency is needed in order to avoid confusion, both from the perspective of policy implementers, target groups and interested parties. As stated by Edward III (Subarsono, 2022), consistency is that orders given in the implementation of communication must be consistently determined, carried out continuously or not change. Based on the research results obtained through key informants, information relating to consistency in the implementation of tender policies through e-procurement in the Goods and Services Procurement Section of the Regional Secretariat of Kutai Kartanegara Regency, communication of the dimensions of consistency in the implementation of e-procurement policies has been going well and is still in accordance with established procedures. The findings of this research are in line with research results (Ramadhan & Rahman, 2022). The findings of this study are different from the results of research (Cahyadi et al., 2024).

B. Resources

When implementing a policy, resources are very important for the success of its implementation. Basically, resources include human resources, equipment resources (facilities) and authority resources.

1) Staff

The policies implemented will not be effective if they are not supported by good resources. As said by Edwards III (Subarsono, 2022), resources can take the form of human resources and financial resources. Resources are an important factor for effective policy implementation. Based on the results of research through interviews with key informants, it was found that the staff resources owned by this section were still inadequate for the existing workload. For this reason, encouraging better service quality can include improving the quality of human resources by participating in training, technical guidance, and certification for the procurement of goods and services. The findings of this research are in line with the research results of (Juniawan et al., 2021), (Nugraha et al., 2022), (Ramadhan &

Rahman, 2022), and (Hamid et al., 2023) who researched the Implementation of Government Goods/Services Procurement Policy through E-Procurement. This research is different from the results of research (Putri & Suparti, 2021) and (Suprpto et al., 2021).

2) Information

Information is an important aspect in ensuring the smooth implementation of policies. This is because practical quality policies are supported by empirical evidence in the form of quality information. Based on the research results, it can be said that the implementation of the information dimension policy has run optimally, starting from the information provided to the implementers and stakeholders involved as well as the information provided to goods/service providers regarding the procurement of goods/services. Likewise, in the implementation of this policy, socialization is also often carried out to each stakeholder involved or to the office holders involved to expand information distribution channels. These findings are in line with the results of research by (Widiastuti, 2023) entitled Implementation of E-Orders in Increasing Procurement of Goods and Services at the Central Jakarta Administrative City Secretariat in 2022. Also, in line with research results (Ramadhan & Rahman, 2022).

3) Authority

Authority is an order to be implemented in the form of legitimacy for implementers in carrying out established policies. Authority given to executors, especially work units in the procurement of goods/services if there are actions that are not in accordance with applicable regulations. Authority is also given if there are actions that are detrimental to the region, such as corruption. The actions given to the implementer are actions that are in accordance with the provisions of the applicable laws and regulations. Therefore, each policy implementer must work according to their respective portions. Likewise, if a user has a violation, sanctions will be given. Based on the research results, it was found that if a violation occurs, both the implementer and the user will be given sanctions in accordance with applicable regulations. This means that authority has been exercised properly in implementing this policy. Research findings differ from research results (Ramadhan & Rahman, 2022).

4) Facilities

Facilities were support provided to implementers to facilitate the auction process in tenders in electronic procurement services provided to relevant stakeholders. The indicator of facilities for staff is providing technical guidance or training facilities to employees to improve their quality of work in carrying out the process of procuring goods and services and to reduce the study time required for employees to achieve specified performance standards. Facilities are the facilities and infrastructure owned by this section to serve users in tenders for the procurement of goods and services at the Regional Secretariat of Kutai Kartanegara Regency using e-procurement. The facilities available

include; training room, bathroom, registration room, consultation room, office room, server and computer room, and bidding room. Based on the research results, the facilities provided to users are adequate. This research is in line with the research results of (Putri & Suparti, 2021), (Ramadhan & Rahman, 2022) and (Nainggolan et al., 2023).

C. Disposition

Disposition is the attitude of the implementers that supports the implementation of a policy that has been established. If the implementer has a good attitude towards this policy regarding implementation, meaning there is support, then the implementation of this policy will run well. However, if the implementers are different from the decision makers, the process of implementing this policy becomes more difficult. The attitude of policy implementers who accept and implement a policy without coercion is successful in implementing a policy, the attitude of policy implementers. Disposition can also be said to be an aspect related to how enthusiastic and supportive the policy implementers are. Enthusiasm and support from implementers are determining factors for the success of this policy. Disposition is the ability to influence or endure something.

1) Implementor's Attitude

Disposition is an important factor in implementing a policy if it is to be effective. Policy implementers don't only have to know what to do but also have the will and ability to carry it out, as well as positive traits such as honesty, democracy, and so on. If the implementor does not have this enthusiastic attitude, it will create real obstacles to policy implementation. Likewise, if existing personnel do not implement the policies desired by higher officials. It will also hinder this policy. For this reason, the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been established, more specifically to the interests of community members (users). Based on the research results, it was found that the implementer's attitude in carrying out his duties had gone well. The findings of this research are in line with the research results (Ramadhan & Rahman, 2022). The findings of this study are different from the results of research (Cahyadi et al., 2024).

2) Incentives

Incentives are a stimulus for policy implementers through providing benefits achieved in implementing the policy process. Various forms of incentives are provided to encourage improvements in implementor performance. The incentive given is in the form of an honorarium. Honorarium is an incentive given outside of the salary stipulated in the regulations that is given to employees who handle the procurement of goods and services. Based on the research results, it is known that incentives have been provided and are adequate. Incentives given to implementers can improve their performance. The findings of this research are in line with the research results (Ramadhan & Rahman, 2022).

D. Bureaucratic Structure

Policy implementers are part of the bureaucratic structure. A good bureaucratic structure that is not too lengthy can help realize effective policy implementation. In implementation, policy implementers may experience obstacles from the existing policy structure. Implementing complex policies will require cooperation between all parties. Because when a bureaucratic structure is not conducive to policy implementation, it will have a negative impact on the expected results; there will be ineffectiveness and obstacles in its implementation. The bureaucratic structure, as stated by Edward III, is an organizational structure tasked with implementing policies that has a significant influence on policy implementation. The bureaucratic structure discussed in this research is Standard Operating Procedures (SOP) and fragmentation.

1) Standard Operating Procedure (SOP)

SOPs are needed and implemented as guidelines or directions for policy implementation so that they can run systematically and conductively. The implementation of tenders using e-procurement has been regulated in basic work procedures or SOPs. As the results of research conducted by researchers show that this section has good SOPs. The implementation of tenders for goods and services based on e-procurement is guided by SOPs. This makes things easier for implementors because the activities have been regulated in the SOP as stated by George C Edward III. which states that SOPs can provide harmony of tasks and standardize the actions that must be carried out within the organization. Based on the research results, this section has an SOP for implementing e-procurement policies. Likewise, in its implementation it has referred to the SOP that has been set and is running well in accordance with the set SOP. The findings of this research are in line with the results of research (Ramadhan & Rahman, 2022), (Widiastuti, 2023), and (Cahyadi et al., 2024).

2) Fragmentation

Fragmentation is the second characteristic of bureaucratic structures. Fragmentation is the distribution of policy responsibilities into bureaucratic units; fragmentation arises from outside or external to the organization so that this can lead to decentralization of policy to achieve policy goals. Based on the research results, it was found that the Goods and Services Procurement Section of the Regional Secretariat of Kutai Kartanegara Regency has implemented fragmentation well. The distribution of responsibility for carrying out tasks without any overlap while still including a comprehensive division of tasks in implementing a policy has been implemented well. In implementing this policy, a division of tasks between one implementing unit and another is also required. Not only do you need to do what has been assigned as your task, but you also have to be able to collaborate between one implementer and another. In the distribution of responsibilities in this section, there is also a bureaucratic structure in the form of an organizational structure. Based on this, it can also be concluded that overall aspects of the bureaucratic structure including SOPs and fragmentation are running in accordance with the provisions. The findings of this research are in line with the results of research (Ramadhan & Rahman, 2022), (Nainggolan et al., 2023), and (Widiastuti, 2023). The findings of this study are different from

the results of research (Cahyadi et al., 2024).

3.2 Implementation analysis based on principles (values) in the implementation of e-procurement in local government

As explained in the Presidential Regulation of the Republic of Indonesia Number 16 of 2018 concerning Government Procurement of Goods/Services Chapter II concerning Objectives, Policies, Principles and Ethics of Procurement of Goods/Services, Article 6 that procurement of goods/Services applies the following principles: a). efficient; b). effective; c) transparent; d). open; e). compete; f). fair; and g). accountable. In this research, only the principles of efficiency, effectiveness, accountability and openness will be discussed.

A. Efficiency factor

Based on the results of research through interviews, it can be seen that the implementation of the e-procurement tender in this section has run efficiently, and several components can be minimized. Referring to Table 1 for the period 2021 to 2023, you can see the amount of efficiency in procurement of goods/services at the Regional Secretariat of Kutai Kartanegara Regency.

Table 1 Percentage of Efficiency in Using E-Procurement for Fiscal Year 2021-2023

No	Description	AMOUNT (Rp)		
		2021	2022	2023
1	Number of DPA/APBD Ceilings for E-procurement Use	4,561,229,596,888	6,453,658,897,245	8,578,490,172,343
2	Value of e-procurement Package	1,509,195,003,703	2,383,404,148,902	6,933,836,763,172
3	Differences in DPA and Implementation of e-procurement	3,052,034,593,185	4,070,254,748,343	1,644,653,409,171
4	Percentage of e-procurement implementation efficiency	34%	37%	80%
5	Number of e-procurement packages	8,562 package	12,052 package	30,812 picket

Sumber: Bagian Pengadaan Barang dan Jasa Sekretariat Daerah Kabupaten Kutai Kartanegara, 2024

Table 2 Data on E-procurement Tender implementation packages for 2020-2023

Year	Procurement of Goods (Packages)	Construction (Package)	Consultancy (Package)	Other Services (Packages)	Total (Package)
2020	2285	1892	2960	88	7,225
2021	1679	2763	3923	197	8,562
2022	3770	2720	5219	343	12,052
2023	7291	7982	13697	1842	30,812
				Total	58,651

Source: Goods and Services Procurement Section of the Regional Secretariat of Kutai Kartanegara Regency, 2024

The efficiency of e-procurement implementation has increased significantly. In 2021, the efficiency of e-procurement implementation was 34%, then increased in 2023 to 80%. Furthermore, the number of packages via e-procurement can be seen in Table 2. Packages for implementing the E-procurement Tender for 20120-2023 have increased. The findings of this research are in line with research results (Solihin, 2020), (Alfiandri et al., 2021), (Hartono et al., 2022), (Sahar & Sari, 2022). This finding is different from the research results (Teten, 2020).

B. Effectiveness factor

Effectiveness is the ability to provide good services with the best benefit value using the resources at hand. Applying the effective principle means that the purchase of products or services has to match identified needs and be able to maximize advantages in line with established goals. Effectiveness is a measure of an organization's ability to meet its goals, so effectiveness is a very important idea to achieve. effectiveness is an evaluation of how well a program, organization, or activity functions to achieve its goals. The level of success can be measured by comparing the expected results with the actual results. Effectiveness is defined as the extent to which work produces results that are in line with strategies or targets; ineffectiveness occurs due to working to achieve unclear goals. Based on the research results, it is concluded that the use of e-procurement can have a positive impact on the principles of effectiveness of a tender, such as improving the decision-making process, improving file storage management, and faster completion times. The implementation of tenders through e-procurement for procurement of goods and services at the Regional Secretariat of Kutai Kartanegara Regency has been effective. The findings of this research are in line with research results (Sahar & Sari, 2022).

C. Accountability Factor

To achieve good public services, accountability must be based. Accountability means that every

process and result of public services must be accountable to the public. Likewise, goods/services procurement services at the Regional Secretariat of Kutai Kartanegara Regency are expected to be accountable. Accountable means having to achieve targets both physical, financial and beneficial for the smooth implementation of general government tasks and community services in accordance with the principles and provisions that apply in the procurement of goods and services. Accountable, must comply with the relevant rules and regulations so that it can be held accountable. Based on the research results, it can be said that the implementation of tenders using e-procurement at the Regional Secretariat of Kutai Kartanegara Regency can be accounted for. The findings of this research are in line with research results (Sahar & Sari, 2022).

D. Openness factor

Tender activities for electronic procurement of government goods and services (e-procurement) require transparency. Transparency means being open so that it can be accessed by everyone who needs it. The study's conclusions show that the Kutai Kartanegara Regency's Regional Secretariat has implemented Electronic Procurement of Government Goods and Services in a very transparent manner. By increasing openness through the use of electronic procurement, corporate actors will be able to promote healthy competition more swiftly. Hence this way, optimization and efficiency of the government goods/services procurement process can be realized. E-procurement has become one of the most effective E-government systems in terms of government procurement. Implementation of E-procurement provides actual results in increasing transparency. Supervision procedures will be made easier if the procurement process is more open and transparent. The findings of this research are in line with the results of research (Alfiandri et al., 2021) which examined the Implementation of E-Procurement in the Goods/Services Procurement Process. The findings of this research are also in line with the results of research (Delimaya & Sudiarti, 2022) and (Hartono et al., 2022).

3.3 Analysis of Inhibiting Factors that Influence the Implementation of Tender Activities for Electronic Procurement of Government Goods and Services

The implementation of tender activities for the electronic procurement of government goods and services at the Regional Secretariat of Kutai Kartanegara Regency is determined by various factors. The implementation of this policy is faced with several obstacles or constraints. The aim of implementing the procurement of goods/services is to provide goods or services required by the government in sufficient quantities, and also at a quality price that can be accounted for within a reasonable period of time and in a certain place. Of course, it is carried out effectively and efficiently in accordance with applicable regulations and processes or by fulfilling certain criteria, including: right quality, right price, right procedure, right type and right quantity. On several occasions, the procurement of goods/services experiences many dynamics regarding the rules and policies. Both in terms of quality and quantity. The need for goods and services will of course continue to increase

every year. The same thing happened at the Regional Secretariat of Kutai Kartanegara Regency. To provide guarantees regarding the achievement of appropriate procurement of goods and services, of course there are various obstacles that occur, including implementing e-procurement. Some of the obstacles or obstacles faced are:

- 1) Technology. Sometimes the network does not support it, there is a risk of being hacked, so the security system needs to be tightened.
- 2) Human Resources (HR). Experienced technical personnel are still needed if there are errors in the application.
- 3) Electricity Supply Problems. An electricity supply from a diesel engine is required if PLN is down. The obstacle that often occurs is the delay in electricity supply via diesel engines if PLN's electric power goes out.
- 4) Unstable internet quality system problems
- 5) Negligence of Goods or Services Providers. There are still many providers who do not understand the e-procurement system, so training is needed first
- 6) Lack of Local Providers. Lack of awareness of local providers who do not follow developments in the e-procurement system so they do not take care of their company permits.

The findings of this research are in line with the research results of (Juniawan et al., 2021), (Hendrawan et al., 2023), and (Subagdja & Wagian, 2022). adequate, that is, experienced technical personnel are still needed if there are errors in the application.

4. CONCLUSION

Based on the results of research and discussions regarding the implementation of tender activities for the procurement of government goods and services using e-procurement, several things can be concluded as follows; The implementation of tender activities for the procurement of government goods and services electronically refers to the theory put forward by Edward III, that communication has gone well, carried out formally and informally. Transmission dimension communication has been carried out well, referring to the established SOP. Communication of clarity dimensions is clear, including clarity in making decisions, orders or instructions to implementers and clarity of objectives in the tender or auction process. Dimensional consistency has run well and is still in accordance with established procedures. The staff aspect resources (human resources) owned by this section are still inadequate with the existing workload. Resources for the information aspect have run optimally. Resources for aspects of authority have been exercised well in implementing this policy. The resources and aspects of the facilities provided to users are adequate. The disposition has gone well, as seen from the aspects of the Implementer's attitude and incentives. The bureaucratic structure has been running well from the aspect of Standard Operating Procedures (SOP) and fragmentation.

Based on the principles (values) in the implementation of e-procurement that efficiency factors have run efficiently. The effectiveness factor in implementing tenders via e-procurement has been effective. Accountable factors can be accounted for (accountable). The Openness Factor has operated very openly.

Factors inhibiting the implementation of tender activities for the procurement of government goods and services electronically in the goods and services procurement section of the Regional Secretariat of Kutai Kartanegara Regency are: 1) staff (Human Resources/HR) 2) electricity supply problems, 3) disruption of the internet quality system unstable, 4) negligence of providers of goods or services, and 5) lack of local providers.

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