

IMPLEMENTATION OF E-PROCUREMENT POLICY AS A REALIZATION OF GOOD GOVERNANCE IN THE GOODS AND SERVICES PROCUREMENT BUREAU OF WEST KALIMANTAN PROVINCE

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Abstract

This study uses a qualitative descriptive approach aimed at examining the implementation of electronic procurement of goods and services (e-Procurement) policies at the Procurement Bureau of Goods and Services of West Kalimantan Province. The background of the study is based on the need to modernize the procurement system to improve efficiency, transparency, and accountability in budget management. Primary data were obtained through in-depth interviews and observations, while secondary data came from documentation studies. The analysis was conducted using Charles O. Jones's policy implementation theory, which includes organizational dimensions, interpretation, and application, and is linked to the principles of good governance, including transparency, participation, accountability, and governance effectiveness. The results show that organizationally, the implementing structure has been established, but there is still a lack of certified procurement human resources. From an interpretation perspective, limited training and socialization create a gap in technical understanding. In terms of application, the e-Procurement mechanism runs according to procedure, but faces obstacles such as system disruptions, limited integration between platforms, and suboptimal readiness of small and medium enterprises. This study recommends institutional strengthening, equitable distribution of human resource training, and the development of reliable information technology infrastructure to support the effective implementation of e-Procurement in line with the principles of good governance.

Keywords: *Policy Implementation, e-Procurement, Procurement of Goods and Services, West Kalimantan*

INTRODUCTION

The development of information technology in the era of globalization has had a significant impact on governance, particularly in the management of state finances through the procurement of goods and services. Procurement of goods and services is a strategic instrument that determines the efficiency, transparency, and accountability of government administration. To ensure good governance, the government established Presidential Regulation No. 16 of 2018, which was later amended to Presidential Regulation No. 12 of 2021, as the legal basis for the implementation of goods and services procurement. This regulation emphasizes the importance of good governance principles - including transparency, accountability, participation, and fairness - in every stage of the government procurement process.

To achieve clean and effective governance, the government is developing an electronic-based procurement system, or e-procurement. This system is designed to simplify the procurement process, from planning and implementation to digital monitoring, to promote efficiency and public transparency. The West Kalimantan Provincial Government responded to this national policy through Governor Regulation Number 58 of 2022 concerning Governance of Government Goods/Services Procurement Based on Smart E-Procurement. This regulation emphasizes real-time procurement data integration as a manifestation of the implementation of good governance principles within the West Kalimantan Provincial Government. The implementation of this policy falls under the responsibility of the Procurement Bureau of Goods and Services of the Regional Secretariat of West Kalimantan Province, which is tasked with formulating and coordinating regional procurement management policies, electronic services, guidance, and advocacy. However, the implementation of e-procurement in the field still faces various obstacles. Some regional agencies still use conventional methods in the procurement process due to time

constraints and work habits that have not yet fully adapted to electronic systems. This situation indicates the need to improve institutional capacity and discipline in policy implementation across all implementing units. The main problem in implementing e-procurement lies in human resources (HR) and supporting infrastructure. Based on data from the West Kalimantan Provincial PBJ Bureau (2025), the number of available goods/services managers is 34, while the ideal requirement is 47. The limited number of certified personnel impacts the effectiveness of procurement implementation and oversight. To fill this gap, regional government agencies often appoint officials from other units who lack technical competence in procurement. As a result, coordination and control of implementation often subside, which in turn hinders the effectiveness of the e-procurement system.

Besides human resource issues, another obstacle faced is limited internet network infrastructure, particularly in remote areas of West Kalimantan. The vast geographical conditions and the spread of technical implementation units in remote areas often disrupt the electronic procurement process due to unstable connections. Some local suppliers also struggle to participate in the online tender process due to system access constraints. This situation reduces the efficiency and transparency that are the primary goals of e-procurement. Based on this background, this study examines the implementation of e-procurement policies at the West Kalimantan Provincial Procurement Bureau as a form of implementing good governance principles at the regional level.

LITERATURE REVIEW

Public Policy

Public policy is a government decision designed to systematically solve public problems. According to Thomas R. Dye (2013), public policy is "whatever governments choose to do or not to do"—everything the government does or does not do to achieve certain goals. Meanwhile, Anderson (2003) emphasized that public policy encompasses a series of goal-oriented actions set by government actors to address societal problems. In the context of this research, the public policy studied is the e-procurement implementation policy as part of bureaucratic reform efforts towards clean and transparent governance.

Policy Implementation

Policy implementation is a crucial stage after the policy is established, as it determines whether the policy successfully achieves its objectives. According to Van Meter and Van Horn (1975), implementation is the process of linking policy objectives with actual results in the field through administrative and managerial activities. Meanwhile, Edward III (1980) highlighted four important factors influencing implementation: communication, resources, disposition, and bureaucratic structure. In this study, implementation is analyzed using Charles O. Jones's theory (1978), which divides implementation into three main activities: organization, interpretation, and application. Jones's model was chosen because it emphasizes inter-agency coordination and the effectiveness of public policy implementation within the context of government bureaucracy.

E-Procurement

The electronic procurement (e-procurement) system is an innovation in the governance of goods/services procurement that utilizes information technology. According to the President of the Republic of Indonesia through Presidential Decree No. 16 of 2018 concerning Government Procurement of Goods/Services, e-procurement aims to increase transparency and accountability, expand market access and healthy business competition, and increase the efficiency of the procurement process. Kozak (2005) states that e-procurement is not only a digital tool, but also a strategy to create efficiency and reduce the potential for irregularities. In the context of regional government, this system is realized in LPSE (Electronic Procurement Services) which is integrated with the General Procurement Plan Information System (SiRUP) and EPS owned by LKPP.

Good Governance

The concept of good governance is the foundation for modern government administration, focused on public service and accountability. The UNDP (1997) defines good governance as the process of managing power in economic, political, and administrative affairs to manage resources for development. Its principles include participation, law enforcement, transparency, responsiveness, consensus, fairness, effectiveness, efficiency, accountability, and strategic vision. In the context of procurement of goods and services, good governance is implemented through information transparency, fairness for providers, and public oversight of the tender process.

The Relationship between E-Procurement and Good Governance

The implementation of e-procurement is a concrete manifestation of efforts to realize the principles of good governance in public administration. Electronic procurement systems minimize the need for personal intervention, increase transaction accountability, and provide equal access for all providers of goods and services. According to Dwiyanto (2018), the use of information technology in the public bureaucracy is part of a strategy to create a transparent, responsive, and integrated government. Therefore, the effectiveness of e-procurement policy implementation directly reflects the extent to which good governance principles can be applied at the local government level.

Tabel 1. Relevant research results

No	Research Title, Author	Equality	Difference
1	Implementation of E-Procurement Goods and Services Procurement Policy at the Public Works, Housing, and Spatial Planning Service of Central Sulawesi Province – Syarifuddin (2015), Palu, Central Sulawesi – Qualitative Method.	This research uses qualitative methods. 2. The focus of the variables is on the implementation of e-procurement in the procurement of goods and services. 3. The basis of the research is e-procurement in the procurement of goods and services.	Previous research used the Edward III policy implementation model, while this research uses the Charles O. Jones model. 2. Previous research was conducted at the Department of Public Works, Housing, and Spatial Planning, while this research was at the Bureau of Procurement of Goods and Services. 3. The location of the previous research was in Palu, Central Sulawesi, while this research was in Pontianak, West Kalimantan.
2	Implementation of Government Goods/Services Procurement Policy through E-Procurement in Electronic Procurement Services in Depok City – Ramadhan et al. (2022), Depok, West Java – Qualitative Descriptive.	Using qualitative descriptive methods. 2. Focus variables on the implementation of e-procurement in the procurement of goods and services. 3. The basis of the research is e-procurement in the procurement of goods and services.	Previous research used the Edward III model, while this research uses the Charles O. Jones model. 2. Previous research was conducted in Depok, West Java, while this research was in Pontianak, West Kalimantan.
3	The Effectiveness of E-Procurement in Government Procurement of Goods and Services Based on Presidential Regulation Number 16 of 2018 (Pontianak City Study) – Dedi Sutomo (2022), Pontianak, West Kalimantan – Qualitative Descriptive.	The focus of the variable is on the implementation of e-procurement in the procurement of goods and services. 2. The basis of the research is e-procurement in the procurement of goods and services. 3. Both were carried out in Pontianak City.	This study clearly states the research location at the Bureau of Procurement of Goods and Services of West Kalimantan Province. 2. Previous research used a qualitative case study approach, while this study uses a descriptive qualitative method.
4	Implementation of E-Procurement Policy with E-Purchasing Method in West Kalimantan Province – Sindy Putri Dwitami (2022), West Kalimantan Province – Qualitative Descriptive.	Using qualitative descriptive methods. 2. The focus of the variables is on the implementation of e-procurement in the procurement of goods and services. 3. The basis of the research is e-procurement in the	Data collection from previous research was carried out through observation, interviews, and documentation from various sources (agencies, mass media, legal regulations, research reports, etc.), while this research uses in-

procurement of goods and services. 4. The research locations are both in Pontianak. 5. The policy implementation model uses Charles O. Jones.	depth interviews, observations, and documentation with the main focus on the results of in-depth interviews.
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The Indonesian government established a policy for electronic procurement of goods and services (e-procurement) through Presidential Regulation Number 16 of 2018, which was later updated with Presidential Regulation Number 12 of 2021, as an effort to realize transparent, efficient, and accountable governance in accordance with the principles of good governance. The West Kalimantan Provincial Government followed up on this policy by issuing Governor Regulation Number 58 of 2022 concerning Governance of Smart E-Procurement-Based Goods/Services Procurement, the implementation of which is under the coordination of the Procurement Bureau of the Regional Secretariat of West Kalimantan Province. In its implementation, this policy still faces several obstacles such as limited certified human resources, unequal technological facilities, and competency gaps between regional apparatuses. Based on Charles O. Jones's policy implementation theory, the implementation process includes three main components: implementing organizations, policy interpretation, and policy implementation in the field. Therefore, this study is directed at analyzing how these three aspects operate in the context of the implementation of the e-procurement policy in West Kalimantan, and the extent to which the policy is able to realize the principles of good governance in local government procurement of goods and services.

METHOD

This study uses a qualitative method with a post-positivist approach to examine natural conditions in which the researcher serves as the primary instrument. This approach was chosen because it emphasizes theory testing through objective and systematic data, while still considering the potential for bias. The study was conducted at the Procurement Bureau of Goods and Services of West Kalimantan Province with the aim of understanding the implementation of e-procurement policies as a form of good governance. The research subjects were informants deemed to have relevant knowledge and experience, while the object was the e-procurement policy implementation process. Data were collected through in-depth interviews, observation, and documentation, then analyzed using data reduction techniques, data presentation, and interactive conclusion drawing. To ensure validity and reliability, this study applied triangulation of sources and methods, and conducted member checking with informants. Thus, this study is expected to produce an in-depth and credible understanding of e-procurement implementation in local government environments.

RESULTS AND DISCUSSION

The Procurement Bureau of Goods and Services (PBGS) of the Regional Secretariat of West Kalimantan Province is an implementation of the mandate of Presidential Regulation Number 12 of 2021 concerning amendments to Presidential Regulation Number 16 of 2018. This bureau functions as a Services Procurement Work Unit (SPWU) responsible for implementing support for all procurement processes within the provincial government. PBGS has a vision of supporting clean, transparent, and accountable governance through the implementation of an e-procurement system. Its organizational structure consists of several main sections such as the Head of Bureau, the Administrative Sub-section, the Selection Working Group (Pokja), and the Electronic Procurement Services Unit (EPSU), which work in an integrated manner. Its main duties include the preparation of technical policies, implementation of goods/services procurement services, development of procurement human resources, and supervision and evaluation of the procurement process. The human resources in this bureau are mostly State Civil Apparatus (SCA) with various levels of education and competency, including employees with goods/services procurement certificates. With the support of organizational structure, resources, and digital systems, PBGS West Kalimantan is at the forefront in realizing efficient, transparent procurement that is in accordance with the principles of good governance. The implementation of an electronic procurement system (e-Procurement) at the West Kalimantan Provincial Procurement Bureau aims to realize the principles of good governance based on transparency, efficiency, and accountability. The main systems used include the Electronic Procurement System (EPS), e-Catalog, General Procurement Plan Information System (SIRUP), and Provider Performance Information System (SIKAP). The implementation of these systems has driven increased efficiency and transparency in the procurement process. However, several obstacles remain, such as limited certified human resources (HR), digital system disruptions, and the low readiness of small and medium enterprises (MSMEs) to adapt to digital platforms.

Structurally, the e-Procurement implementing institution at the PBJ Bureau has been well established in accordance with Presidential Regulation Number 16 of 2018 and West Kalimantan Governor Regulation Number 58 of 2022. The division of functions between the Electronic Procurement Service (EPS), the Selection Working Group (SWG), and procurement officials has been running functionally. However, a limited number of certified procurement SCAs was found. This condition has resulted in less than optimal policy implementation effectiveness. Furthermore, capacity imbalances between the central and regional governments are still evident, especially in technical implementation units in districts/cities that lack human resources and supporting infrastructure. Interviews and observations revealed that implementers' understanding of the e-Procurement policy is quite good, but not yet evenly distributed across all work units. Some officials learned the system autodidactically without formal training. Consequently, differences in interpretation emerged regarding the application of procurement procedures and techniques. Uneven socialization and technical guidance activities impacted uniformity in policy perception and implementation. This indicates that the policy interpretation process is suboptimal and requires reinforcement through ongoing training and coaching.

From the application side, the e-Procurement implementation process has followed the official stages, from RUP planning to reporting. This system has proven to accelerate the procurement process and reduce the potential for irregularities. Meanwhile, technical obstacles such as server disruptions, delays in data input processes, and suboptimal integration between platforms, such as the OSS system, DJP Online, and LKPP, remain. Furthermore, local MSME involvement remains low, below 40%, due to limited internet access and technical skills in operating the electronic system. Research findings indicate that, from an organizational perspective, e-Procurement implementation in West Kalimantan has a clear institutional structure and a well-directed work system. This aligns with Charles O. Jones's (1994) view that successful policy implementation is largely determined by the organizational setting, namely how the implementing agency manages resources, units, and work methods to implement the policy.

The limited number of certified PBJ human resources in West Kalimantan is one of the factors that hinders the optimization of implementation. In the context of Weberian organizational theory (Weber in Thoha, 1990), public organizations must be supported by a clear hierarchy, technical competence, and division of labor for effective policy implementation. The absence of certified experts indicates weak administrative capacity that needs to be strengthened through recruitment and continuous training. Institutional strengthening needs to be directed at two main aspects: (1) increasing human resource competence through e-Procurement certification and training, and (2) strengthening the coordination system between the PBJ Bureau and regional apparatus so that policy implementation is integrated and responsive to regional needs. In terms of interpretation, the study found that not all implementers uniformly understand the objectives and mechanisms of the e-Procurement policy. According to Edwards III (1980), communication and clarity of instructions are crucial factors in ensuring policy implementers understand what to do. When implementation directions are not consistently understood, implementers tend to interpret the policy according to their own perceptions, potentially creating implementation gaps.

This phenomenon is evident in the large number of officials who learn the e-Procurement system independently without formal training. This aligns with the findings of Van Meter and Van Horn (1975), who stated that implementer attitudes and dispositions, as well as inter-organizational communication, significantly influence implementation effectiveness. Therefore, local governments are expected to strengthen policy communication through coordination forums, structured training, and the development of easily understood technical guidelines at all levels of implementers. These efforts will not only clarify policy direction but also increase consistency in implementation in the field.

In terms of application, the e-Procurement system has been running according to procedures and has contributed to the efficiency and transparency of the procurement process. However, technical obstacles such as system disruptions, limited digital infrastructure, and low participation of MSMEs remain major challenges. According to Jones (1999), the application dimension is the activity of providing routine services in accordance with policy objectives. In this context, e-Procurement has shifted procurement patterns from manual to more efficient electronic systems. However, the success of policy implementation depends heavily on technological support and community social preparedness. Conditions in West Kalimantan demonstrate that network infrastructure and digital literacy in remote areas remain obstacles. In accordance with the principles of good governance as outlined by the UNDP (1997), effectiveness and efficiency can only be achieved if the government system is supported by equitable access to technology and information. Therefore, strengthening digital infrastructure capacity and providing assistance to MSMEs are strategic steps in expanding the benefits of the e-Procurement policy.

Overall, the implementation of e-Procurement in West Kalimantan has shown positive progress as a manifestation of improved good governance. However, research findings confirm that the organizational, interpretation, and application dimensions still require optimization. Theoretically, these three dimensions are interrelated: organization provides structure, interpretation guides understanding, and application embodies action. Weaknesses in any one dimension will impact the overall implementation of the policy. Therefore, the success of e-Procurement as an instrument of good governance must be supported by three main pillars: institutional strengthening, human resource capacity enhancement, and equitable digital infrastructure distribution.

CONCLUSION

The implementation of the e-Procurement policy at the West Kalimantan Provincial Goods and Services Procurement Bureau has contributed positively to the realization of good governance principles by increasing the efficiency, transparency, and accountability of the procurement process. However, the effectiveness of its implementation is still faced with limited certified human resources, capacity disparities between regions, and technical obstacles such as uneven digital infrastructure and low readiness of small business actors. Based on an analysis using Charles O. Jones's policy implementation theory, the three main dimensions—organization, interpretation, and application—show a strong interrelationship and mutual influence; weaknesses in one aspect have implications for the overall effectiveness of the policy. Therefore, optimizing e-Procurement implementation in the future needs to be directed at strengthening institutions, improving the competence and digital literacy of civil servants, and developing information technology infrastructure evenly so that the electronic procurement system can run more efficiently, inclusively, and in line with the principles of good governance.

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