

# THE CONSISTENCY OF THE IMPLEMENTATION OF E-PROCUREMENT POLICIES IN THE PROVINCE OF GORONTALO

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## ABSTRACT

This research aims to analyze the (i) the consistency of the implementation of e-Procurement policies related to the duties and authorities of the parties in the procurement and Services Procurement Electronically in Gorontalo Province, (ii) the factors that inhibit the implementation of Policy and support Consistency e-Procurement in Gorontalo Province. The results showed the implementation of e-Procurement policies in Gorontalo had been held consistently by the parties in procurement; the findings show that the consistency of the implementation of e-Procurement policies in Gorontalo had been referring to the regulations.

With the *e-Protrack* has improved the performance of the apparatus of Government to realize the establishment of a professional, clean and responsible, eradicate abuse of authority and the practice of corruption, collusion, and Nepotism, enforce regulations and secure the finances of the State and to create a system of monitoring the implementation of the procurement of goods/services. Other findings are still many users of Budget or authority Users Budget, and Commitment Maker Officials who did not want to get involved directly in the Procurement System applications electronically and Factors supporting the consistency of implementation of e-Procurement policies.

Based on the results of the analysis of the communication is supported by human resources and financial resources that are straightforward and supported also by the commitment of the apparatus as well as the level of consistent positive provider as well as the bureaucratic structure that operational standards of procedure was evident division of tasks and responsibilities in accordance with existing regulations and can be accounted for, and fragmentation is real because the parties in procurement has anything to do with related

ministries regarding the implementation of e-procurement to support consistency e-procurement policies. As for factors of disposition, despite already running but still hampered the consistency of implementation of e-Procurement policy so that it needs to get more attention as well as get updates.

**Keywords:** Consistency, Implementation, E-Procurement, Policies

## **INTRODUCTION**

The attention of the Government towards the process of procurement of goods/services the Government is marked with the enactment of Presidential Decree number 80 in 2003 presidential decree number 18 in 2000 on the implementation of the guidelines for procurement of goods/services of government agencies. However, in practice still conventional and have some weakness that often becomes a problem. One of the constraints in the procurement of goods/services the Government as conventionally is diversion vulnerable because Committee procurement of goods/services often identified in collaboration with the procurement of goods/Service Providers for their interests.

This cooperation occurs when face-to-face meetings between the two sides in the process of procurement of goods/services To avoid a face-to-face between the provider and the Committee for the procurement of goods/services, it is necessary the presence of media intermediaries between the two sides limit face-to-face meetings and the media may also provide information to the public so that the public can join oversees the process of procurement of goods/services (Nugroho, 2006 : 75).

The vast majority of cases that dealt with the corruption eradication Commission and the Commission's competition Watchdog Effort is a case related to the procurement of goods and services of the Government. The number of these irregularities that accompanied the action emphatic law enforcement resulted in concerns the Procurement Manager to participate in the procurement process. This concern became one of the factors that slow down the decision-making process in the implementation of the procurement of goods and services.

There are even some who consider the procurement process takes long enough, is starting from the announcement of the selection of providers of goods and services, prequalification phase, the post-independence qualifications, election winner announcement up to providers of goods and services. As a result of these factors resulted in an overall low absorption of the budget.

The presence of information technology is intended to address the constraints and obstacles that often occur in the procurement activities of the goods/services that are normally done conventionally at government agencies shifted to electronics. Based on presidential instruction No. 3 of 2003 about policy and the national strategy for the development of e-Government.

To support the existence of e-government and realize the good governance as a sign of the start of changes to the implementation of government procurement of goods/services which previously conventional redirected its implementation electronically, in accordance with the mandate of the President of the number 80 in 2003 jo presidential Regulation number 95 in 2007 about the procurement of goods/services, as a change that requires the system of procurement of goods/services the public is able to revive the procurement market, namely procurement of goods/services electronically (e-Procurement).

E-procurement in its application involves initiatives by the parties within the procurement of goods/services in agreement with article 7 of the regulation President number 54 in 2010 Presidential Regulation number 4 by 2015 namely a. PA/KPA; b. PPK; c. ULP/Procurement Officials; and d. The organizers/Official Receiver Work. While the factor supporters could also so a barrier is a). The communication factor, b). Resource factor, c). Implementing and attitude factors, d) the factor structure of the Bureaucracy.

Based on the background that is based on the phenomenon of the above, the author is interested in conducting a study with the formulation of the problem is: How is the consistency of the implementation of e-Procurement policies related to the duties and authorities of the parties in the procurement and Services Procurement Electronically in Gorontalo Province?, b. Are factors that inhibit the implementation of Policy Consistency and support e-Procurement in Gorontalo Province?

The purpose of this research is to analyze the consistency of policy e-Procurement related to the duties and authorities of the parties in the procurement and Services Procurement Electronically in Gorontalo Province and factors that inhibit the implementation of Policy Consistency and support e-Procurement in Gorontalo Province.

The results of this research are expected to be useful:

a. practically research this can add to the knowledge and insight, as well as gain experience to know the consistency of implementation of e-Procurement policies as a means of applying on the world of work in particular government organizations,

b. Theoretical materials research and analysis of the development of the science of public administration in particular in the development of the science related to the public service and the perfecting of e-procurement so that the process of procurement of goods/service will be consistently implemented by the parties within the procurement principles of procurement of goods/services.

## **LITERATURE REVIEW**

### **Public Policy**

The public policy It is a rule of that binds with justified penalties to its citizens, because it builds public confidence is not easy, although it is not impossible. From different libraries can be expressed that public policy in International libraries is referred to as public policy, namely a rule that regulates the life together that must be adhered to and applies binds all its citizens. Any violations will be sanctioned by the weight of the offense committed, and sanctions were dropped in front of the community by institutions that have the task of dropping sanctions. (Nugroho , 2004; 1-7).

The above opinion in line with (Dunn: 2008) that: policies can be assessed whether or not surely seen from a policy process, policy implementation and the results of the evaluation of the implementation of the policy, the policy direction, and control of the implementation means policy action to learn the results of policies, the implementation of the policy is essentially a practical activity as distinguished from policy formulation and basically theoretical.

This is in line with the efforts of Procurement diversion of goods/services as conventionally to the electronic (E-Procurement) that the implementation of policies already passed the phases of policy analysis the result can recommend this policy can be implemented, this provides a new understanding of how a system succeeds or fails in interpreting the policy objectives in General into service-public servants that is real and meaningful for political enthusiasts and decision makers by the Government of the area.

### **Policy Implementation Model**

Study of the theory of policy implementation of Grand Theory, i.e. public administration Theory advanced by (Rosenbloom and Kravchuk, 2005:140) which stated that the public administration is a core function of public administration "Organization; the

structure and processes of the public administration, staffing and collective bargaining, budgeting and finances and decision-making.

To enrich the understanding of the various factors related to implementation, then this part in the elaboration of policies and the implementation of some theory as the cornerstone of foothold in this study i.e. a. Model George C. Edwards III and b. Model Merilee S. Grindle, c. Model Daniel A. Mazmanian and Paul A. Sabateir (1983), d. Model Charles O. Jones

## **RESEARCH METHODS**

Type of this research is descriptive research, and qualitative research data is gathered from the sources of primary data, and secondary data are proportional to achieve the research objectives. The research objectives are the parties in a procurement that are Budget User or Authority Users Budget, the official maker of commitments, units of the service procurement, goods/services Providers and Government Procurement Services Electronically on the Government of the province of Gorontalo

Data collection techniques in the study, namely: interview techniques, techniques of observation. The analysis of the data used is an interactive model with data processing using model Huberman and Miles, Saldana (2014:31-33) in qualitative data analysis there are three strands of activities that occur simultaneously. Activity in data analysis: data Collection, data Condensation/simplification of the data, the presentation of data, and the withdrawal of the conclusion.

## **RESULT AND DISCUSSION**

### **A. consistency of implementation of e-Procurement Policy**

#### **1. Budget Users/ Authority Users Budget.**

From the results of research that in administering the Government of the province of Gorontalo, the position of the Users Budget or Authority Users Budget in terms of the use of the budget outlined in law No. 1 in 2004 and the head of the unit of Work Area is the user Device based on the rules of Budgetary positions in the procurement of goods/services contained in article 1 point 5 Presidential Regulation No. 54 in 2010 No. 4 in 2015 and the tasks and authorities of the budget Users exist in article 8 of Presidential regulation No. 54 in 2010 Presidential Regulation No. 4 in 2015 and of the result of the interviews that the task and authority as a user of the budget have been conducted consistently. From the results of interviews with users of the budget can be drawn the conclusion that in addition to the use of

authority holder as acting budget, Budget Users also have tasks and authorities in carrying out the procurement of goods and services that can be assigned to Authority Users Budget.

Then from the above statements can be drawn the conclusion that Law No. 1 in 2004 on the State Treasury that regulates the position of Budget Users or Authority Users Budget, in terms of the use of budget and presidential regulation No. 54 in 2010, Presidential Regulation No. 4 in 2015 on the procurement of goods/services set about how users Budget or Authority Users Budget tasks and those powers, both materially very different, so that the respective regulations authorize different users Budget or Authority Users Budget although the impact is the same, namely the issue of Budget Areas by users budget/Authority Users Budget legally. As public officials, Budget Users or Authority Users Budget shall act on Authority. Thus Authority owned of Budget Users or Authority Users Budget could not be misused as legally. According to magnis suseno (2000) that the integrity of the case when the implementation actions were taken are consistent with the moral principles of a person who is used as a grip in making decisions on ethical reasoning which stage of moral awareness plays predominantly.

## 2. Consistency of the duties and authorities of the acting Commitment Maker

Officials in the province of Gorontalo Commitment Makers hierarchically assigned to Authority Users Budget. The position of Official Commitment Makers in the procurement of goods/services Article 1 point 7 Presidential Regulation No. 54 in 2010 stated that the Commitment Maker Officials from now on referred to Commitment Maker Officials are the officials responsible for the implementation of the procurement of goods/services.

Based on the requirements of the rules are clear that the Commitment Makers not the Official position of career (structural or functional), both of the Special Office provided by the regulations for the special interests, in this case for the sake of the procurement of goods/services in the Government. There are no other requirements that are set or space provided for additional requirements for the Official manufacturer of the commitment. Based on the Presidential Regulation No. 54 of 2010 and 2015 4 President Rules that the duties and authority of the Official makers of the commitment in Article 11 paragraph 1.

From the results of the above study it can be concluded that the duties and authorities of the acting in the execution of procurement Commitment Maker is not easy to build a public service, even though it is not an impossible thing was an inevitability that could be built in a variety of ways and strategies.

### 3. Consistency of the duties and authorities of the Procurement Services Unit (ULP)

Understanding Procurement Services Unit (ULP) in Presidential Regulation No. 54 in 2010, Presidential Regulation No. 4 in 2015 under Article 8. The formation of the Bureau Procurement of the Regional Secretariat Gorontalo as Regulations Region no. 2 2015 9 February 2015. While the results of the study the researchers against the Unit Procurement Service that in carrying out its functions of the principal office of Procurement Services Unit is obligated to run a procedure based on the duties and authorities of Article 17 paragraph 2.

Based on the results of the analysis of researchers against the above review that the burden and the responsibility of the Procurement Services Unit head and the Office of Procurement Services Unit is very heavy, because it's a staple of the Office of Procurement Services Unit is not just having a certificate of expertise Government procurement of goods/services incurred by the institution of Government Procurement Policy but must be fully mastered and understood against the procedure and regulations government procurement of goods/services.

### 4. Consistency of duties and authorities as providers of goods/services

In the process of procurement of goods/services, there were others associated with procurement of goods/services i.e. Goods/Services Provider, as a business entity or person who provides goods/construction works/services/Consultancy Services, etc. Based on the results of the examination of the above researchers about the goods/services providers in running his company should follow the procedures and responsibilities that have to be on the run. While the results of the study the researchers about the goods/services providers based on presidential regulation 54 in 2010 Presidential regulation 4 in 2015 in article 19.

Based on the results of interviews that "requirements to be a provider of goods/services must have a deed, npwp (Tax Payer Number), permit interference and siup (trading business Licence). Time spent taking care of corporate documents in one-stop Office for 2-3 days, and to the certificate of business entities through the development of construction services and the Association Aspekindo Gorontalo." (interview on 26/08/2016)

Based on the results of the above study can be drawn the conclusion that the goods/services providers the Government should in the exercise of professional duties and obligations to complete the entire requirement as being providers of goods/services and meet

all the conditions and restrictions in the procedure of government procurement of goods/services.

**5. The consistency of the duties and authorities of the services Government procurement of goods/services electronically (LPSE).**

One dimension of the process of policy implementation is the implementing organization. Policy implementation processes related to e-procurement, then implementing E-Procurement organization province of Gorontalo is the Bureau of Economic development and the Secretariat region of Province Gorontalo.

From the results of the interviews can be concluded that the substance of e-Procurement policy is to improve the effectiveness and efficiency of the procurement of goods/services and can be an instrument to reduce the action of KKN (corruption, collusion, Nepotism) because through e-Procurement Auctions be open so that would appear to offer a more rational-bid so that the role of the procurement services section goods/services electronic very decisive in the success of the implementation of e-Procurement policies in Gorontalo province ". (interview,16/08/2016).

Based on the results of the analysis and conclusion the results of the interview that the parts service of procurement of goods/electronic services are highly demanded in the national program of public expectations related to e-Procurement policy and can be seen the seriousness of the Government in implementing the policy of e-procurement is very significant.

Related to the purpose of e-Procurement in Gorontalo Province, then the researchers doing the study against it or new concept underlying the adoption of e-Procurement to address issues the practice of procurement of goods/ Government services that are covered by the various weaknesses such as corruption, collusion and nepotism (KKN), where the results of the study of researcher/new concept underlying the adoption of e-Procurement is that in an effort overcome various weaknesses of the practice of procurement of goods/ Government services by reducing the Government's monopoly in policymaking, implementation until his involving other stakeholders, namely: the private sector and civil society.

Based on the results of the interview's conclusion that "the purpose of e-Procurement is clear, where entire communities are given the opportunity to access information against the e-Procurement policies implemented through LPSE" (interview, 16/08/2016). Community

participation is one of the forms of participation that is crucial in order to create good governance through the implementation of E-Procurement. Good governance will be realized if in the practice of Government that involves many stakeholders adopted the principles, such as: transparency, participation, accountability, legal certainty and others.

From the above statements can be drawn the conclusion that the characteristics of e-Procurement are not detached from the consequences of the most bureaucratic life in an environment of democratic Government of the province of Gorontalo. Democracy in the political dimension also requires the establishment of democracy on other aspects, especially in the life of the bureaucracy. An idealization of the more democratic a public bureaucracy in the province of Gorontalo is the realization of good governance through the management of e-Procurement. Thus that E-Procurement in the province of Gorontalo is the starting point to the start of the process of implementing changes to the procurement of goods/services for Users Budget, Authority Users Budget, Official Commitment Maker, working group ULP or Procurement Officials.

## **B. Supporting factors and the barrier which may affect the consistency of the implementation of Policies on e-Procurement in the province of Gorontalo**

To get the accuracy of the data against the supporting factors and the barrier which may affect the consistency of the implementation Policies of e-Procurement in the province of Gorontalo, researchers determine the charge indicators will i.e. communication, resources, establishment of attitude, commitment, and consistent. The indicator down to six describe as follows:

### **1. Communication**

The concept of the communication on the implementation of the policy, in General, to analyze whether a message sent to the Communicator policies can be received and well understood by the communications policy. Communications holds a very important role in the success of a policy including e-Procurement policies in Gorontalo Province.

As expressed by Edward III that policy decisions and his orders must be forwarded to the right people and communicated clearly and accurately in order to be understandable by implementers quickly and some of the things that encourage the occurrence of inconsistent communications will inflict bad impacts for the implementation of policies, including the transmission is done, the level of consistency, and the degree of clarity of communication.

Based on the results of the interview that before the start of e-Procurement in Gorontalo Province had started socialized Units Work directly with regional and Device providers of goods/services. Whereas indirect communication can be done through internet media system of procurement electronically which can be accessed via the website [lpse.gorontaloprov.go.id](http://lpse.gorontaloprov.go.id) (wawancara, 18/08/2016)

Thus, communication is very determining the success of achievement of the objectives of the implementation of e-Procurement in Gorontalo Province, especially in the E-Procurement policy when decision makers already know what they will do. Knowledge of what they will be working on running when communication is going well, so that the implementation of the programme must be communicated to the appropriate parties. In addition, the policy communicated have to precise, accurate, and consistent.

It can be seen from the results of the following interview that: the communication submitted at the time of dissemination of Procurement Services Electronically there is still much a work Unit Heads are also among the Working Area of the device as a user and provider of Budget that is less understood about the process of implementing e-Procurement. It is caused due to less savvy about the internet, and also at the time socializing only send representatives. " (Interview,16/08/2016).

The consistency of the implementation of e-Procurement policies can function while the Procurement Service Electronically as Implementor of policies convey the messages to the public on a consistent basis so that the receiver can receive and execute policy messages are delivered.

Thus it can be concluded that the communication made by the Government of the province of Gorontalo in implementing e-Procurement has been carried out consistently but still influenced by the level of understanding is lacking because communications are delivered are not accepted directly using just the representative.

## **2. Resources**

One of the consistency of the implementation of e-procurement policies is a resource that has an important role in policy implementation accountable, because however clear and his solid performances the provisions and rules of a policy, if the personnel is responsible for implementing the policies lack the resources to do the job, then the implementation of these policies will not be consistent..

To see the existence of e-Procurement policy implementation in Gorontalo Province, then need to see resources apparatus owned by the Government of the province of Gorontalo. Based on the results of the interview that the issue of human resources in the province of Gorontalo is already quite significant, educational level of the apparatus in the already very adequately.”(Interview, 31/08/ 2016).

The capacity of the Government apparatus is determined by how large the potential possessed by the apparatus in accordance with his educational background. In addition to human resources sufficient in Gorontalo Province Government environment, other resources including infrastructure strongly support the policy of e-Procurement in the Government of the province of Gorontalo.

Based on the results of the interview that infrastructure and facilities owned by the Government of the province of Gorontalo in implementing e-Procurement are unit rack servers. 3 server units (350 Gb, 350 Gb and 750 Gb). 22 desktop unit. 2 units of a Laptop. 10 unit Scanner. 2 units of LCD Projector. 2 units of the screen (Screen). 1 unit of the electronic whiteboard. 1 unit Colour HP printer Laserjet 2840 "(interview, 16/08/2016). With the data presented by the informant the above it is clear that it is very significantly supportive policy e-Procurement in Gorontalo Province.

In addition to the above facilities and infrastructure, financial support given the Gorontalo provincial government cannot be ignored. Based on the results of the interview that: "the Government his concern for very large areas and infrastructure to support the e-Procurement policies to support the performance of the service Procurement Electronically in implementing e-Procurement in Gorontalo Province" (interview, 18/08/2016).

Thus it can be concluded that with the clarity of the human resources and infrastructure that support, a very significant source of funding then it can be said the policy of e-Procurement in Gorontalo Province can be expressed as the following things:

11. The existence of the implementing apparatus as Implementor of policies e-Procurement, very fully support the implementation of e-Procurement policies in Gorontalo Province. This is because each User has a Budget of each commitment, level of education and skill are adequate in the execution of tasks related to e-Procurement policies. 2. the other resources in the form of facilities and infrastructure supporting the activity of e-Procurement policy, led to the implementation of e-Procurement policies do not experience barriers that mean.

### 3. The Attitude Of The Apparatus.

A very important factor and cannot be overlooked is attitude factor of the apparatus. Implementation of e-Procurement policies in Gorontalo Province, will run Consistently in the attitude of the apparatus or the parties in procurement has a high awareness of where they should be prosecuted not only what to do and have the capability to do it, but they should also have the need to implement the policy.

In general the attitude in addressing issues of policy apparatus often still influenced by the attitude of wait or not initiatives from the apparatus itself. This is as a result of the interview that: "the policy of e-Procurement is still not so in Ahold by users because of Budget consciousness as the organizer of the Government have not been embedded inside. (interview, 16/08/2016).

Consistency as the elaboration of the attitude of the apparatus has not yet implemented the product policy is a must-have and applied by every apparatus as a mandate which he retained. It can cultivate the initiative or new ideas to the success of e-Procurement policies in Gorontalo Province. The condition of reality shows based on the statement above that during this e-Procurement policies are still at the level of the managerial level while the implementation is still lacking awareness.

The attitude of the apparatus does not attempt to make changes regarding mindset or science could just be competitive barriers in communicating the various product policies. The statement above it can be concluded that the Government of the province of Gorontalo surroundings apparatus is already trying to apply the policy in Gorontalo Province Government hopes to follow up on an initiative with product system e-Procurement policies.

One of the reasons regarding this according to researchers due to the independence of their impact on the policy makers is owned by parties in the procurement, while the other reason is that of the complexity of the policy itself. So sometimes the attitude of apparatus in implementing product policy being authoritarian. However, another way the implementers using his authority depends on the disposition of those who refer to these policies, but in the end, it was their attitude that affects the way their point of view against the policy and how they view the policies will affect the interests of individuals and their organizations.

Therefore, there is a phenomenon that sometimes the executor does not always carry out policies by the wishes of policy makers because of the attitude of the apparatus was lacking an understanding of e-Procurement policies. Based on the results of the interviews of researchers on the attitude of the apparatus are Budget Users only partially understand but not

too understand e-Procurement policy due to too many other tasks that must be resolved "(interview, August 24th, 2016).

The above data show that weak knowledge of budget Users in understanding the meaning of a policy because the rules were not too understand. Of the various findings of the above researchers, then concluded that the attitude of the apparatus in an environment of Government need to get serious attention in order not to be a barrier against the e-Procurement policy consistency in Gorontalo Province.

#### 4. The structure of the bureaucracy

From the results of an examination that the bureaucratic structure revealed by Edward III is the standard operational procedures and fragments. By him that the results of the interviews obtained a statement that bureaucratic structure that runs already based on standard operational procedures and good services to facilitate fragmentation to serve and use the system of procurement electronically. While the standard operational procedure used to facilitate policy and direction performance by saving you time and effort.

From the above statements can be drawn the conclusion that the bureaucratic structure is not found problem because operational standards of procedure was clear division of tasks and responsibilities in accordance with the regulations exist and can be accounted for, and fragmentation is good because the parties in procurement has anything to do with related ministries regarding the implementation of e-procurement in order to support the consistency of e-procurement policies.

The fourth factor is the development of george c. Edward III that is viewed to determine the consistency of the success of the implementation of e-Procurement policies in the province of Gorontalo, namely communication by the parties in the procurement and Procurement Services Electronically Province of Gorontalo in implementing e-Procurement policies have done more optimal as possible by using a wide variety of facilities and infrastructure and has been running effectively.

On the other hand the support of apparatus resources of Gorontalo Province Government surroundings good human resources, material resources and adequate financial resources, as well as organizational structures that are not straightforward and supported by the commitment of the Government through the grant of discretion to the Procurement Services Unit to conduct an evaluation of the appropriate quotes from providers without any intervention. While restricting factor is the attitude of the apparatus that are less understanding e-Procurement policies. Where in general or nearly most attitudes in an

environment of Gorontalo Province apparatus less initiative in implementing e-procurement policy itself.

## **CONCLUSION**

Implementation of e-Procurement policies in Gorontalo Province had consistently implemented by the parties in procurement; the findings show that the consistency of the implementation of e-Procurement policies in Gorontalo Province had been referring to the regulations. With the e-Protrack has improved the performance of the apparatus of Government to realize the establishment of a professional, clean and responsible, eradicate abuse of authority and the practice of corruption, collusion, Nepotism, enforce regulations and secure the finances of the State and to create a system of monitoring the implementation of the procurement of goods/services. Other findings are still many Budget users or Authority Users budget, and commitment Maker officials do not want the directly involved in the application of the system of procurement electronically and Factors supporting the consistency of implementation of e-Procurement policies.

Based on the results of the analysis of the communication is supported by human resources and financial resources that are not straightforward and supported also by the commitment of the apparatus as well as the level of consistent positive providers, as well as the bureaucratic structure of the operational standards of procedure was clear division of tasks and responsibilities in accordance with existing regulations and can be accounted for and fragmentation is good because the parties in procurement has anything to do with related ministries regarding the implementation of e-procurement in order to support consistency e-procurement policies. As for factors of disposition, despite already running but still hampered the consistency of implementation of e-Procurement policy so that it needs to get more attention as well as get updates.

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