

IMPLEMENTATION OF E-PROCUREMENT POLICIES THROUGH DIRECT PROCUREMENT AT THE BUREAU OF GOODS AND SERVICES PROCUREMENT OF REGIONAL SECRETARIAT OF EAST JAVA PROVINCE

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Abstract. The achievements obtained, such as the Digital Government Award 2023 from the Ministry of Administrative Reform and Bureaucratic Reform (PANRB) in the category of Implementation of Electronic-Based Government System Services (SPBE) for Central and Regional Government Agencies (IPPD) in 2023, demonstrate that the East Java Provincial Government is an excellent example of an E-Government system implementation in Indonesia. Government to Business (G-to-B) ties are one of the features of the E-Government system, and they are demonstrated through the electronic purchase of products and services from the government (E-Procurement). It is anticipated that the digitalization of public procurement would improve implementation accountability and transparency. One method of acquiring government products and services is through Direct Procurement, which is one of the suppliers' options. As one of the Regional Work Units (SKPD) that was recently formed in 2020, the Bureau of Goods and Services Procurement of the Regional Secretariat of East Java Province is the focus of this research, which looks at how the goods and services procurement policy is being implemented through Direct Procurement. This research uses four focuses of policy implementation theory according to Richard Matland, namely: 1) The Accuracy of Policy; 2) The Accuracy of Implementation; 3) The Accuracy of Target, and 4) The Accuracy of Environment.

Keywords: policy implementation; electronic procurement of public goods/services; e-government; Direct Procurement

I. INTRODUCTION

According to Indrajit, referenced by Kusnadi & Ma'ruf (2017), electronic government, or Information technology is being used by the government to "E-Government," which involves changing how it communicates with the general public, businesses, and other interested parties. [1]. With the advent of e-government, the public may communicate with governmental entities without being constrained by time or space [2]. Government to Citizen (G-to-C), Government to Business (G-to-B), Government to Government (G-to-G), and Government to Employee (G-to-E) are the four types of relationships in e-government, according to Lee et al. 2008, referenced [3].

Indonesia is placed 77th in the E-Government Development Index for 2022, according to a United Nations (UN) E-Government Survey. In this instance, Indonesia is now rated eleven places higher than 2020, which is now ranked 88th. Effective coordination amongst the governments involved in the implementation of Indonesia's e-governance system is the reason behind this phenomena. The East Java Provincial Government is one instance of an effective E-Government system in use in Indonesia. This is corroborated by the East Java Provincial Government's receipt of the 2023 Digital Government Award in the category of Implementation of Electronic-Based Government System Services (SPBE) for

Central and Regional Government Agencies (IPPD) from the Ministry of Administrative Reform and Bureaucratic Reform (PANRB).

The East Java Provincial Government uses the E-Government system for a number of purposes, one of which is the electronic purchase of public goods and services (E-purchase). Digitalization is thought to improve accountability and transparency in the procurement of government goods and services, according to [4]. Additionally, [5] notes that the procurement implementation process has been carried out through the system in order to reduce the number of in-person meetings that were necessary under the previous conventional method.

The Public Procurement Policy Agency (LKPP) was established to oversee and assist the execution of public procurement. Its duties include formulating public procurement policies and conducting training programs and certification examinations for public procurement specialists [6]. The Peraturan Presiden (Perpres) Number 16 of 2018 concerning Government Procurement of Goods / Services and Peraturan Presiden (Perpres) Number 12 of 2021 concerning Amendments to Presidential Regulation Number 16 of 2018 concerning Government Procurement of Goods / Services are the two policies that govern the implementation of the E-

Procurement system that have evolved over time [7]. This policy permits the use of self-management and provider techniques when purchasing goods and services from the government, both methods must be used to finish the goods/services planning process, after which a General Procurement Plan (RUP) must be made and made public through the General Procurement Plan Information System (SIRUP), which is controlled by the LKPP. [8].

The policy update that LKPP particularly published for the acquisition of goods and services through providers is Public acquisition Policy Agency (LKPP) Number 12 of 2021 concerning Guidelines for the Implementation of Government Procurement of Goods / Services through Providers. This policy makes it clear that the E-Purchasing, Direct Procurement, Direct Appointment, Fast Tender, and Tender procedures may all be used to acquire government products and services from vendors. This research will focus on the Direct Procurement selection method. According to Presidential Regulation Number 16 of 2018 about Government Procurement of Goods and Services, all Central, Regional, Provincial, and Regency / City Governments are required to use electronic procurement, or "E-Procurement," for the purchase of goods and services [9]. The East Java Provincial Government released Circular Letter (SE) of the Governor of East Java Province Number 027/1653/022.1/2020 concerning the Implementation of Procurement of Goods / Services Using Electronic Procurement Systems and Supporting Systems within the East Java Provincial Government in order to facilitate the adoption of electronic Direct Procurement.

One of the Regional Work Units (SKPD) in East Java Province that implements E-Procurement is the Bureau of Goods and Services Procurement of the Regional Secretariat of East Java Province. Below is data on the number and nominal value of Direct Procurement packages based on the General Procurement Plan of the Bureau of Goods and Services Procurement.

Table 1. Number And Amount Of Direct Procurement Packages Based On The General Procurement Plan (RUP)

No.	Year	Quantity Packages for Direct Procurement	Direct Procurement Package's Nominal Amount (IDR)
1.	2021	32.685	2.077.773.180.883
2.	2022	36.513	1.972.289.599.734
3.	2023	22.570	1.300.438.375.330

Through this table, it is known that the nominal Direct Procurement packages tend to decrease every year. In 2021 the nominal package budget was IDR 2,077,773,180,883. In 2022 it was Rp1,972,289,599,734 and in 2023 it was Rp1,300,438,375,330.

Determining the Direct Procurement provider through an invitation system is the procedure that has to be completed in Direct Procurement, according to the findings of pre-research interviews conducted with the Head of the Goods / Services Procurement Management Section. Then the selected Direct

Procurement provider carries out an evaluation, clarification, negotiation process, if the Bureau of Goods and Services Procurement and the provider agree, they will be designated as prospective Direct Procurement providers. The Commitment Making Officer (PPK) will handle the contract procedure once all requirements have been met.

Although the Direct Procurement process looks simple, based on pre-research interviews and observations, obstacles were found in its implementation. The results of the interviews with the Head of the Goods / Services Procurement Management Section indicate that the process was delayed since there were still Direct Procurement installations that were running behind schedule. In addition, there were also problems with the internet network for the Direct Procurement implementation application which tended to take a long time to upload documents, thus disrupting the smooth process of fulfilling administrative documents. Furthermore, in determining Direct Procurement providers, there are still obstacles because sometimes providers are found that do not match the required qualifications.

The difficulties the Bureau of Goods and Services Procurement had when putting Direct Procurement into practice were also noted in [10] discovered that failure to execute the electronic Direct Procurement (EPL) policy may result in non-compliance with policy regulations mandating the use of EPL, absence of reporting from the public, and lack of public monitoring. The present study will address the aforementioned difficulties by concentrating on the implementation of procurement regulations for goods and services using the Direct Procurement selection method, the objective is to ascertain the extent to which the Bureau of Goods and Services Procurement of the Regional Secretariat of East Java Province uses direct procurement. The successful implementation of the Direct Procurement policy will be reviewed through the policy implementation model according to Richard Matland cited [11] based on four studies, namely Policy Accuracy, Implementation Accuracy, Target Accuracy, and Environmental Accuracy.

II. RESEARCH METHODS

This study employs a descriptive methodology and is classified as qualitative research. The material provided by this research will take the form of descriptions, and the issues encountered are not restricted to elements that are present in other agencies or that have been the subject of earlier studies.

The focus of this research is on the theory of policy implementation according to Richard Matland quoted [11] with four study targets, namely: a) Policy appropriateness includes policies that address the issues at hand, policies that are adapted to the nature of the issues at hand, and policies established by institutions with the requisite capacity; b) Implementation Appropriateness, namely identifying the Direct Procurement policy into the type of government policy with the community as a policy that empowers the community; c) Target Appropriateness, including targets that are updated or new policy implementations that follow the plan, targets that are ready for intervention or not, and targets that are interfered in

line with the plan; d) Environmental Appropriateness, comprising the external environment of the policy (interpretation of those who play significant roles in policy implementation) and the policy environment (interaction between the institution responsible for formulating the policy and the policy implementer).

The process of selecting informants utilizing Snowball Sampling and Purposive Sampling, which involves selecting informants based on prior informants without precisely figuring out how many by looking for relevant information on the required study subjects [12].

III. RESULTS AND DISCUSSION

The Accuracy of Policy

A. Policies Contain Things that Do Solve the Problem They Are Intended to Solve

Direct Procurement is one part of the procurement of government goods / services through providers. Through [13], the procurement of government goods and services aims to encourage increased application of the principles of transparency, accountability, effectiveness, efficiency, competitive, fair and reasonable business competition, facilitate monitoring and supervision. The efficient principle of Direct Procurement is fulfilled through the negotiation process between the provider and the Procurement Officer (PP) with a maximum implementation duration of seven working days through the Electronic Procurement System (SPSE), which is in line with [14] that the principle of efficiency is to avoid wasteful actions but still oriented to achieve maximum goals. The absence of a tender or selection process satisfies the effective principle of Direct Procurement, and the provider selection process is conducted via the Provider Performance Information System (SIKAP) in compliance with [15] one process-related advantage of information and communication technology is its ability to accelerate and save time on internal procedures. According to the transparent principle [16], the transparent principle of Direct Procurement is fulfilled by the Government Goods / Services Procurement Policy Agency's website, which offers evidence of how each procurement is carried out. This concept states that all information about the purchase of goods and services must be clear and freely accessible to stakeholders and the general public.

B. Policies Based on the Type of Issue Needing to Be Solved

The character of the problem faced in the implementation of Direct Procurement is that there is still an unruly implementation of work, which is not carried out according to a predetermined schedule. The previous Direct Procurement, which was still conducted in a traditional manner, then made an effort to employ the Electronic Procurement System (SPSE) to boost accountability and transparency in order to reduce in-person interactions and thwart fraud such as cheating kick. Based on the character of the problem, there is relevance to the policies issued by the East Java Provincial Government, namely the Circular Letter of the Governor of East Java Province Number 027/1653/022.1/2020 concerning the Implementation of Goods / Services Procurement Using Electronic Procurement Systems and Supporting Systems

within the East Java Provincial Government. This is consistent with research [17], which shows that the appropriateness of the policies developed and the nature of the problem to be handled are key indicators of the effectiveness of policy implementation.

C. Policy Made by Authorized Institutions

The Government Goods / Services Procurement Policy Agency (LKPP) is the newly established entity that has the authority to handle every step of the public procurement procedure. Wibawana (2022) referenced [18] formally established in 2005, the LKPP is a non-ministerial government organization that works under the President's direction. This is supported by the LKPP's policy for implementing Direct Procurement, specifically the Guidelines for the Implementation of Government Procurement of Goods / Services Through Providers, Regulation of the Government Goods and Services Procurement Policy Agency (LKPP) Number 12 of 2021. As a result, it is clear that LKPP developed the Direct Procurement policy. This is consistent with research (Subarsono, 2013) cited [19], which states that in order to prevent harm to the field and its surroundings, policies must be created by authorities who are experts in their fields.

The Accuracy of Implementation

Policies that Empower the Community Implemented by the Government Together with the Community

This study indicates that the Direct Procurement policy, which the government implements in cooperation with the community, is one such policy that empowers it. As to Terry (2007), referenced in [20], the purpose of implementation is to motivate and inspire all group crews to genuinely strive towards achieving goals in alignment with the leadership's planning and organizing endeavors. This is consistent with the findings of the study, namely the features of Direct Procurement are carried out to Expand the role of Usaha Mikro, Kecil dan Menengah or Business Entities, Individual Businesses, and Foreign Companies that do not have Representative Offices or Branches in Indonesia. The Bureau of Goods and Services Procurement also plays a role in Direct Procurement, which involves the Procurement Officer (PP) and the Commitment Making Officer (PPK), this argument is consistent with research [21], which states that the PPK's primary duty is to make payments, whereas the supplier of products or services has the primary obligation to supply goods or services in a decent and sufficient condition.

The Accuracy of Target

A. Target Intervened as Planned

According to (Dunn, 1994: 71) quoted [22] that the target group is a person, group of people or organizations in society whose behavior or condition is to be influenced by the policy concerned. This is consistent with the function of the Bureau of Goods and Services Procurement, which was established based on East Java Governor Regulation Number 48 of 2020 concerning Position, Organizational Structure, Job Description and Functions and Work Procedures of the Regional Secretariat of East Java Province so that it has the authority to carry out government goods and services procurement activities as Regional Apparatus Organizations (OPD) and Regional Apparatus. The OPD's function is procuring government products and services for official purposes on behalf of the East

Java Provincial Government. The role as a Regional Apparatus is to fulfill the internal needs of the Bureau of Goods and Services Procurement office, when seen through the lens of the Bureau of Goods and Services Procurement, it might be deemed to be an acceptable target.

Direct Procurement provider, namely CV. Trimax Piramida Solusindo, a company in the type of procurement of Consultancy Services in the field of technology and information. CV. Trimax Piramida Solusindo has participated twice in the Direct Procurement of the Bureau of Goods and Services Procurement since 2023. Based on its experience developing information and communication technology systems, CV. Trimax Piramida Solusindo is deemed a suitable Direct Procurement supplier for the kind of Consultancy Services procurement in the information and technology sector. This is in accordance with Nugroho (2018) cited [23] that the targets to be intervened do not overlap or conflict with other policy interventions.

B. Target Intervened as Planned

According to Smith (in Quade, 1977: 261) cited [22], the individuals who are most immediately impacted by policies are known as target groups, and they are required to engage in ways that policymakers expect. This viewpoint is consistent with the Bureau of Goods and Services Procurement's duty in carrying out Direct Procurement which has been facilitated using the Electronic Procurement System (SPSE), then providing technological guidance (bimtek) and helpdesk which can be accessed through the website of the Bureau of Goods and Services Procurement in the form of email, telephone numbers that can be contacted, or can directly visit the Bureau of Goods and Services Procurement to ask questions if they experience problems during the implementation process. For CV. Trimax Piramida Solusindo as a Direct Procurement provider can be seen in its readiness to receive interventions with a special team formed during the implementation of Direct Procurement and has been facilitated with machines supporting administrative needs such as scanners and printers. This justification is consistent with research [24], which shows that the community, who is the intervention's goal, may support the strategy as intended.

C. New Policy Implementation or Updating Previous Policy Implementation

As per reference [25], public policy is essentially an extension of past government programs with little alterations or revisions. This opinion is in accordance with the type of Direct Procurement policy as a policy implementation that updates the previous policy. The implementation of Direct Procurement has been initiated since the issuance of Peraturan Presiden (Perpres) Number 54 of 2010 concerning Government Procurement of Goods / Services and for the current policy that is still valid is Peraturan Presiden (Perpres) Number 16 of 2018 concerning Government Procurement of Goods / Services and its amendments, namely Peraturan Presiden (Perpres) Number 12 of 2021 concerning Amendments to Peraturan Presiden (Perpres) Number 16 of 2018 concerning Government Procurement of Goods / Services. Through The Government Procurement Policy Agency (LKPP), the Direct Procurement policy was also updated with the Government Procurement

Policy Agency of the Republic of Indonesia issuing Regulation No. 12 of 2021 concerning Guidelines for the Implementation of Government Procurement of Goods/Services via Providers. Next, it is supported by the East Java Provincial Government's policies specifically the Governor of East Java Province's Circular Letter No. 027/1653/022.1/2020 about the Implementation of Electronic Procurement Systems and Related Systems for the Purchasing of Goods and Services within the East Java Provincial Government. This justification is consistent with Nugroho's research (2017: 761) referenced [26], which shows that determining the prior policy implementation type can aid in the accomplishment of intended objectives.

The Accuracy of Environment

A. Policy Environment

A favorable policy environment will lead to favorable support, meaning that the environment will influence how well policies are implemented, claims [25]. This view is consistent with the interactions that take place as a policy formation institution between the Government Goods / Services Procurement Policy Agency (LKPP) and the Bureau of Goods and Services Procurement. The interaction that occurs is a notification regarding the latest policies in government goods / services procurement and the Electronic Procurement of Goods and Services System (SPSE) which is carried out through the official website or website of the Government Goods and Services Procurement Policy Institute (LKPP) and the Electronic Procurement Service (LPSE) of the Bureau of Goods and Services Procurement of the Regional Secretariat of East Java Province. This is consistent with research [27], which makes the case that those with an interest in the community, including the government, should be involved in determining public policy.

B. External Environment Policies

The external environment of the policy, according to [25], refers to those people outside the organization whose functions and interests would be directly impacted by the consequences or effect of the policy. This view is in line with the interactions that the Direct Procurement providers and Regional Apparatus Organizations (OPD) have had with the Bureau of Goods and Services Procurement.

Fig. 1 Socialization activities through Zoom Meeting

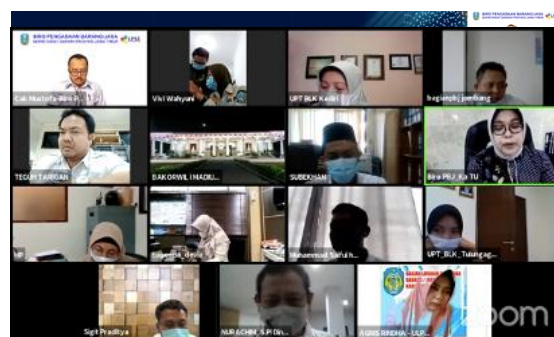


Fig. 2 Participants of Socialization Activities through Zoom Meeting

Through the figure above, it is clear that the Bureau of Goods and Services Procurement has made it easier for OPDs and Direct Procurement providers to do business, with socialization activities and technological guidance to maximize understanding in the implementation of Direct Procurement. The OPDs who join have followed the procedures that must be followed in Direct Procurement through pre-test and post-test materials and activities to ensure that the participants who join understand the teaching material thoroughly. The Bureau of Goods and Services Procurement often organizes socializing activities. When viewed through the Direct Procurement provider, CV. Trimax Piramida Solusindo has understood the process in Direct Procurement, because they claimed that the Bureau of Goods and Services Procurement's helpdesk service, which is prompt and solution-focused, has assisted with it. CV. Trimax Piramida Solusindo, so that they never join the socialization activity for Direct Procurement and also admitted that the Electronic Procurement Service (LPSE) for Direct Procurement is easy to operate. This is in accordance with research (Ilyas & Permatasari, 2019) that external environmental interactions are related to the role of the community in interpreting policies.

IV. CONCLUSIONS

The Bureau of Goods and Services Procurement of the Regional Secretariat of East Java Province has successfully implemented Direct Procurement. In the accuracy of the policy, Direct Procurement is in accordance with the regulations outlined in Presidential Regulation Number 16 of 2018 governing Government purchase of Goods and Services on the fundamentals of government purchase of goods and services, there is a relevance between the character of the problem in Direct Procurement and the policies that guide it, and the Direct Procurement policy has also been made by an authorized institution, namely the Government Goods and In terms of implementation accuracy, Direct Procurement may be defined as a policy that empowers the community and is implemented collaboratively by the government and the community. On the accuracy of the target, the Bureau of Goods and Services Procurement and CV. Trimax Piramida Solusindo is a target that is in accordance with the plan and is ready to receive intervention, Direct Procurement can be identified as a policy that updates the implementation of previous policies. In The Accuracy of Environment, the Bureau of Goods and Services Procurement with the Government Goods / Services Procurement Policy Agency (LKPP) interacts well through the Electronic Procurement Service (LPSE) and the LKPP website to provide the most recent information on public procurement of goods and services, the interpretation of the Regional Apparatus Organization (OPD) and the Direct Procurement provider is appropriate and understands well and correctly the entire Direct Procurement process but there are still obstacles in CV. Trimax Piramida Solusindo who is reluctant to participate in socialization and technology guidance activities.

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