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The Role of The General Procurement Plan Information System (SiRUP) in The Budget Implementation at The West Java Provincial Government

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ABSTRACT

Procurement of government goods and services is one of the most crucial parts of the government process. Presidential Regulation Number 12 of 2021 on the Procurement of Government Goods and Services reflects the government's commitment to enhancing the transparency and accountability of procurement processes. A key component of this initiative is the implementation of the General Procurement Plan Information System (SiRUP). This paper examines how SiRUP has contributed to the procurement of goods and services within the West Java Provincial Government. The method used in writing this article is a qualitative method with documentation studies. Data was obtained from secondary sources from the Bureau of Goods and Services Procurement of the West Java Provincial Secretariat. The findings of this study indicate that, despite the implementation of the SiRUP application, the procurement process within the West Java Provincial Government has not yet been fully optimized in practice. Improvements are needed, particularly in terms of human resources related to competency, as well as in the optimization of the system itself.

A. INTRODUCTION

The term good governance is misused by using so many indicators that it is almost impossible to achieve good governance, or only possible if we ignore the social impact of government actions (de Vries, 2013). However, the majority of the good governance agenda revolves around what the government needs to do to better organize their political, administrative, and financial institutions. (Grindle, 2004). Although according to Grindle, it is not necessarily evident that improving governance in all its aspects will reduce the social and managerial problems faced by governments. One of the governance agendas that requires comprehensive scrutiny is related to the budgeting system. Budgeting and controlling expenditures requires setting goals by the management of the organization and designing a process that serves as a framework through which the organization effectively articulates its overall planned activities (Isaac et al., 2015). In that regard, budgeting is the cornerstone of the management control process in almost all organizations, and although widely used, it is far from perfect (Hansen et al., 2003).

Budget documents are the most important policy documents produced by governments, where policy objectives are aligned and concretely implemented. Transparency (disclosure of policy intentions, formulation and implementation) is considered essential in order to promote good governance. Practitioners in Europe and America then proposed two different approaches to address what they believed were the weaknesses of traditional expenditure budgeting practices. One approach advocates improvements to the budgeting process and focuses primarily on budget planning issues, while other proponents focus on performance evaluation in budgeting (Hansen et al., 2003). Nowadays, most governments around the world are implementing electronic public procurement (e-Procurement) systems as a public procurement reform tool for better governance in the public procurement sector (Shakya, 2015). The implementation of e-procurement has been accepted as one of the most promising and feasible options for governments in improving the governance of procurement of goods, works, and services for the public sector.

In terms of government budgeting in line with continuous efforts to reduce corruption in the procurement process, the government issued stricter regulations relating to the procurement process through Presidential Regulation Number 54/2010 on Government Procurement of Goods/Services. Article 131 paragraph (1) of Presidential Regulation Number 54/2010 on Government Procurement of Goods/Services states that Ministries/Institutions/Departments/Agencies are required to implement electronic procurement of goods/services for some/all work packages in Fiscal Year 2011. Through this regulation, the procurement of goods and services through e-procurement is regulated for the first time. Presidential Regulation Number 54 of 2010 concerning Government Procurement of Goods/Services was later revoked with the issuance of Presidential Regulation Number 12 of 2021 concerning Government Procurement of Goods and Services. Article 69 of Presidential Regulation Number 12 of 2021 concerning Government Procurement of Goods and Services states that the implementation of goods/services procurement is carried out electronically using an information system consisting of an Electronic Procurement System (SPSE) and supporting systems. In this regulation, electronic purchasing or e-purchasing is regulated, not only through electronic catalogs but also through online stores. In addition, there is an expansion of functions from previously only focusing on product selection to managing electronic catalogs implemented by Ministries/Institutions/Regional Governments.

One of the important points in the process of procuring government goods and services is the preparation of a General Procurement Plan (RUP) which must be announced by government agencies that will procure goods and services. Article 22 of Presidential Regulation Number 12 of 2021 concerning Government Procurement of Goods and Services states that the announcement of the Regional Apparatus RUP Is made after the draft Regional Regulation on the APBD Is jointly approved by the Regional Government and the Regional People's Representative Council (DPRD). The RUP announcement is made through the General Procurement Plan Information System (SiRUP) application. It is further stated that the announcement of the RUP through SiRUP can be added to the website of the Ministry/Institution/Regional Government, official notice boards for the public, newspapers, and/or other media. Here, e-procurement is realized since the planning process of goods and services through SiRUP. The West Java Provincial Government is a level of government that has used the General Procurement Plan Information System (SiRUP) application in the implementation of goods and services procurement. This application has been used for several years and has become part of the procurement process of goods and services within the West Java Provincial Government. This paper examines how the General Procurement Plan Information System (SiRUP) is implemented in the procurement of goods and services in the West Java Provincial Government.

B. METHOD

This research uses a qualitative approach based on the problem to be studied with explanation, with the aim of exploring or building a proposition or explaining the meaning behind reality (Miles & Huberman, 1992), related to the implementation of e-procurement. The qualitative method was chosen because the researcher seeks to build a construction of the social nature of reality, a close relationship between the researcher and what is studied and situational trends that can sharpen the study (Garna, 1999). Through qualitative research, researchers reveal the problem of e-procurement in the process of procurement of government goods and services within the West Java Provincial Government as it is in accordance with the reality in the field through written or spoken words from people and observed behavior (Bogdan and Taylor, 1975: 5 In Moleong, 2006). This is in accordance with the view that the qualitative format is more appropriate when used to examine public policy issues in society (Bungin, 2008). By using this qualitative research method, the researcher acts as the subject (Creswell, 2011) and is carried out using a series of representations, including field notes, interviews, conversations, photographs, recordings, and menos. This means that researchers study things in their natural environment, trying to understand, or interpret phenomena in terms of the meaning they carry (Creswell, 2011). Based on this type of research, researchers try to develop concepts and collect facts but do not test hypotheses.

Researchers used documentation study techniques in data collection, in the form of secondary data related to E-procurement in the planning process for the procurement of goods and services in the West Java Provincial Government. To analyze the data, the researcher carries out the process of arranging the order of the data, organizing it into a pattern, category and basic description unit. In this process the data is simplified so that it is easier to read and interpret so that it is able to explore broader, detailed and in-depth information. Data in the form of words and not a series of numbers researchers collect through observation, interviews, documents, and tape recordings. Data analysis in this study was carried out by researchers with reference to (Miles & Huberman, 1992) presented in Figure 1.

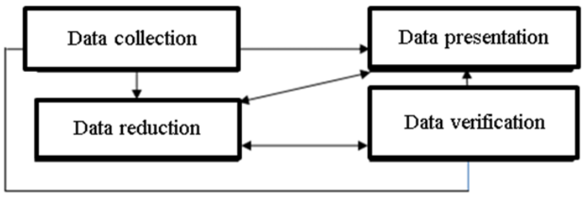

Figure 1 Data Analysis Technique
Source: Miles dan Huberman (2007: 20)

C. RESEARCH FINDING AND DISCUSSION

E-Procurement in the context of Good Governance

Effective procurement practices provide governments with the means to realize social, environmental and economic reforms. Conversely, malpractice in public procurement is a major source of corruption and financial loss for governments. Internationally, public procurement is moving towards a policy role, allowing for the alignment of procurement policy with government policy. Therefore, changes in the way governance is practiced are often reflected in procurement, particularly increased stakeholder participation, transparency and accountability. Based on the findings of this research, this chapter discusses the influence of governance on the public procurement environment (Phillips et al., 2007).

While the potential for cost savings is the main cause of this sudden interest, the Asian Development Bank (2002) argues that the growing awareness of public procurement is driven by the following three factors:

1. Increased players caused by the decentralization of central government and the outward movement of public procurement to national departments and local governments
2. Transparency demands from both taxpayers and contractors and suppliers calling for clear and fair procurement processes
3. Trade and investment - foreign companies prefer to deal with countries that implement non-discriminatory national procurement policies and respect the rule of law.

Strengthening a country's procurement capacity has the potential to deliver significant benefits. Conversely, the inability to undertake such measures may have detrimental effects on a nation's overall well-being and its long-term growth prospects (Phillips et al., 2007). The joint OECD-DAC/World Bank Roundtable Initiative on Strengthening Government Procurement Capacity in Developing Countries identified corruption and lack of transparency in public procurement as two major obstacles to sustainable economic growth (OECD, 2004) and called for procurement strategies that address them:

1. political and managerial will;
2. enactment and enforcement of procurement laws and regulations;
3. transparent and accountable tender process
4. Institutional Improvement;
5. Improvement of professional skills:
6. standardized procurement approach; and
7. code of ethics/integrity pact.

The alignment of procurement policies with government policies and their use as tools for social and economic reform (Phillips et al., 2007). In some instances, this approach appears to be most rapidly adopted in cases of aspirational strategic change. For example, public procurement in Gauteng Province, South Africa, aims to support Black Economic Empowerment. Regulation-based countries such as Belgium, where public procurement is characterized by a more legalistic approach, seem to struggle with shifting toward strategy- and policy-oriented procurement practices. Some countries find it easier to foster collaboration between politicians, policymakers, and strategic procurement personnel, whereas in others, these actors remain largely disconnected.

The "Anglo-American" model of governance can be applied in many participating countries, where public procurement strategies are increasingly employed to address social and environmental challenges. However, such models cannot be directly transferred to all contexts. For instance, Singapore does not operate within a welfare state framework, and its government policy focuses more on promoting trade and foreign investment than on public sector reform. Moreover, although many of the participating countries have developed procurement strategies that consider global environmental concerns, these often conflict with—and are not proportionate to—the pressing needs of addressing issues affecting Indigenous communities.

The development of information technology then gave rise to a model of procurement of goods and services based on information technology. Electronic procurement of government goods and services or e-procurement is one way to improve the level of efficiency of the procurement process, support the monitoring and audit process and to meet the needs of real-time access to information. Government procurement of goods and services is stipulated in Law Number 70 of 2012. This procurement is an activity to obtain goods or services by Ministries/Institutions/Regional Work Units/Institutions whose process starts from planning needs until the completion of all activities to obtain goods or services.

Electronic procurement, also known as e-procurement is the process of requesting, ordering and purchasing goods and services online. The whole sequence is included in the business-to-business (B2B) process. The rapid development of technology and Internet access allows Procurement activities to be replaced by e-procurement. This procurement system is widely used in government agencies, state-owned companies, and private companies in Indonesia. E-procurement started in the 1980s with the development of Electronic Data Interchange (EDI). A decade later, improvements in EDI enabled organizations to develop online catalogs for vendors. Today, e-procurement involves everything from supplier evaluation and selection to contract management, electronic orders, and payments.

E-procurement uses a web Interface or some other type of network system that connects suppliers and customers. In local government, a local government head who is also the procurement decision-maker usually sets the policy governing e-procurement for the organization. The goal of using an e-procurement system is to acquire products or services at the best price and at the best time. To meet this goal, it is important for businesses to establish relationships with suppliers. This allows procurement personnel to negotiate contracts with suppliers. They can also set guidelines or limits around budgets and spending within the e-procurement platform. The implementation of e-procurement provides both direct and indirect benefits.

The direct benefits of e-procurement include improved data accuracy, enhanced operational efficiency, faster processing, and cost reductions ranging from administrative to operational expenses. The primary objective of e-procurement is not to lower supplier prices or profit margins, but rather to achieve savings in procurement and administrative processes. Studies have found that e-procurement can reduce supply costs by an average of 1 percent and lower the cost per tender by approximately 20 percent.

The indirect benefits of e-procurement include its potential to enhance procurement services, making them more competitive, improving customer service, and strengthening relationships with stakeholders, including both service users and providers. Additionally, e-procurement can improve coordination among organizations by reducing the costs associated with sourcing required goods and services. Given these advantages, e-procurement can be implemented in corporate systems, government institutions, and state-owned enterprises (BUMN). This electronic procurement process is commonly referred to as "e-proc" within government agencies and BUMN. To achieve the objective of efficient and streamlined procurement, a well-structured procurement plan is essential. The output of this planning process is reflected in the General Procurement Plan (RUP), which serves as the basis for initiating procurement activities. The RUP forms the foundation for every government tender, which should ideally be based on the principle of "necessity." The General Procurement Plan (RUP) is a list of planned procurement activities to be undertaken by Ministries, Government Agencies, or Regional Work Units (K/L/PD). The Budget User (PA) plays a significant role in the procurement process, including the formulation and approval of the RUP. In preparing the RUP, the PA must include at least the following four elements:

1. The name and address of the Budget User (PA);
2. The work packages to be executed;
3. The location of the work; and

4. The estimated budget required.

The preparation of the RUP involves several activities, including identifying the goods and services needed by the K/L/PD, formulating and finalizing the budget plan, and drafting the Terms of Reference (ToR). The RUP outlines both the activities and budgets for procurement financed directly by the K/L/PD and/or jointly financed through inter-agency cooperation (co-financing). The RUP is announced once the budget becomes available in the Budget Implementation List (DIPA/DPA) and after the Work and Budget Plan (RKA-KL/RKA-DPA) has been discussed with the national or regional parliament (DPR/DPRD). According to Presidential Regulation No. 16/2018, Article 22, if changes occur after the RUP has been announced and the DIPA/DPA is enacted, the announced RUP may be revised (e.g., by editing work packages through providers or self-managed activities). The RUP must be announced no later than the beginning of January. This requirement is intended to ensure that procurement processes can commence promptly and to prevent delays in project completion. As previously mentioned, RUP data is entered into the General Procurement Plan Information System (SiRUP), which was developed by the National Public Procurement Agency (LKPP) and is published through the national procurement portal. SiRUP is a web-based application designed as a tool or platform for announcing the General Procurement Plan (RUP).

SiRUP serves as a web-based information system specifically developed to facilitate the announcement of RUP. Its main purpose is to assist Budget Users (PA) and Proxy Budget Users (KPA) in announcing their procurement plans. As a public service platform related to procurement planning, SiRUP also enables the general public to access information on the national procurement of goods and services directly. The existence of SiRUP helps PA/KPA officials to efficiently publish their procurement plans, while also serving as a public information platform that enhances transparency and accessibility to procurement activities at the national level. The articles contained in Presidential Regulation No. 54 of 2010, as amended by Presidential Regulation No. 70 of 2012, state the following:

1. **Article 1 Paragraph 1:** Government procurement of goods/services, hereinafter referred to as Procurement of Goods/Services, is the activity of acquiring goods/services by ministries/agencies/workunits/regional apparatus/institutions, starting from the planning of needs to the completion of all activities necessary to acquire the goods/services.
2. **Article 2 Paragraph 1:** The scope of this Presidential Regulation includes: (i) The procurement of goods/services within ministries/agencies/regional governments/institutions (K/L/D/I), funded either partially or fully by the State Budget (APBN) or Regional Budget (APBD); (ii) The procurement of goods/services for investment within Bank Indonesia, state legal entities, and state-owned/regional-owned enterprises (BUMN/BUMD), where the funding is partially or fully sourced from the APBN/APBD.
3. **Article 3:** The implementation of goods/services procurement shall be conducted through:
    a. Self-managed procurement (Swakelola); and/or
    b. Selection of goods/service providers.
4. **Article 8:** (1) The Budget User (PA) has the following duties and authorities:
    a. To establish the General Procurement Plan (RUP);
    b. To publicly announce the General Procurement Plan, at a minimum through the official website of the respective ministry/agency/regional government/institution.

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Based on the aforementioned articles, there is no indication whatsoever that the General Procurement Plan (RUP) refers solely to public tenders. This is because the RUP is the General Procurement Plan, not merely a General Tendering Plan. Therefore, in response to the question above, it can be stated that the RUP encompasses all procurement methods, including self-managed procurement and/or provider selection, whether through open tender, direct procurement, direct appointment, or other methods. There is also no article that explicitly states that only specific types of expenditures must be announced. According to Minister of Home Affairs Regulation No. 13/2006 on Guidelines for Regional Financial Management, Article 36: (i) Indirect expenditures, as referred to in paragraph (1) point a, are budgeted expenses that are not directly related to the implementation of programs and activities. (ii) Direct expenditures, as referred to in paragraph (1) point b, are budgeted expenses that are directly related to the implementation of programs and activities.

It is further stated in Article 37 that the categories included under Indirect Expenditures are: employee expenses, interest, subsidies, grants, social assistance, revenue sharing, financial assistance, and unforeseen expenditures. Meanwhile, Direct Expenditures are explained in Article 50: The group of direct expenditures for an activity, as referred to in Article 36, paragraph (1), point b, is classified according to the type of expenditure, which includes: employee expenses, goods and services expenses, and capital expenditures.

Based on this sequence, Indirect Expenditures (BTL) are essentially not directly related to the implementation of programs/activities. When linked to the definition of procurement of goods/services, BTL, as long as its orientation is to acquire goods/services, falls under the category of procurement. Furthermore, in terms of procurement methods, BTL is included in self-managed procurement within the framework of administrative management for development/governance.

Regarding self-managed procurement, the significant management of development/governance administration needs to be announced in the General Procurement Plan (RUP). This is because its scope falls within the definition of Article 2, paragraph 1. However, considering the category as self-managed procurement, what should be announced is the total value of the self-managed procurement. The total value of self-managed procurement is already outlined in the APBD Expenditure Document, which has been widely announced. Moreover, the nature of the funding is not directly related to the implementation of programs and activities. Therefore, the primary priority for announcement in the RUP should be direct expenditures (BL), although announcing indirect expenditures (BTL) would also be beneficial.

The implementation of e-procurement can be viewed as part of good governance. Lubis (2014) states that the principles of good governance include:

1. Creating an Effective, Efficient, and Productive Bureaucracy. E-procurement is an effort to create an effective, efficient, and productive bureaucracy in the procurement of goods and services. It streamlines the administrative process in government procurement, making it faster and more cost-effective. This reduces operational procurement costs for both the committee and the suppliers.
2. Creating a Transparent Bureaucracy. E-procurement provides transparency to suppliers and the public regarding public spending. It reduces physical contact that could lead to the risks of corruption, collusion, and nepotism, both between suppliers and between suppliers and the Procurement Officials (PPK)/Working Groups (Pokja).
3. Building a Bureaucracy that Serves the Public. E-procurement provides the public with better access and service. This can be seen in the transparent

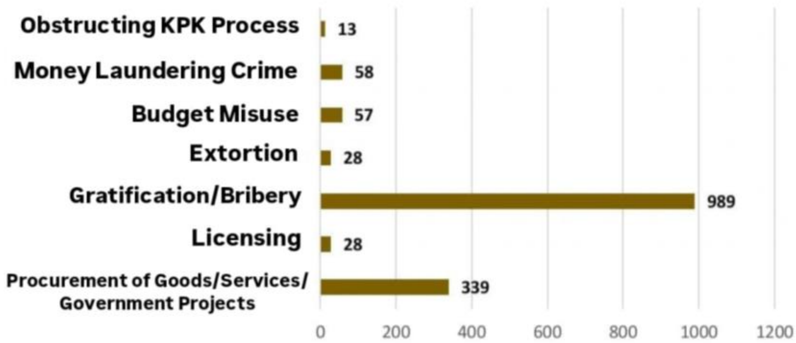
process of procurement for goods and services. Clear government projects and open, transparent procedures make the interaction process between users, service providers, and the public easier and faster.

4. Realizing an Accountable Bureaucracy. Through e-procurement, the government strives to create an accountable bureaucracy through procurement processes that can be justified under regulations. This will foster public trust and increase control over various deviations (Lubis, 2014).

Based on data from the Government Procurement Policy Institute, the benefits of e-procurement can create financial efficiency. This can be seen from the e-procurement usage profile report since 2014. Thus, it can actually be concluded that e-procurement has had a positive impact on the procurement process of government goods and services, e-procurement has been in line with the government's efforts to improve services to the public, including in this case related to the procurement of government goods and services.

Transparency efforts in budgeting are also carried out in the procurement process. However, data shows that public procurement is a crucial part of efforts to eradicate corruption. The number of corruption cases resulting from public procurement of goods and services is the highest number of cases in the period 2004 to 2023. In almost 20 years, the Corruption Eradication Commission (KPK) has Investigated 339 cases out of a total of 1,512 cases prosecuted by the KPK (KPK, 2024), which is 22.4% (see Table 1).

Table 1 Statistics of Corruption Crimes Handled by KPK by Case Type (2003-2024)

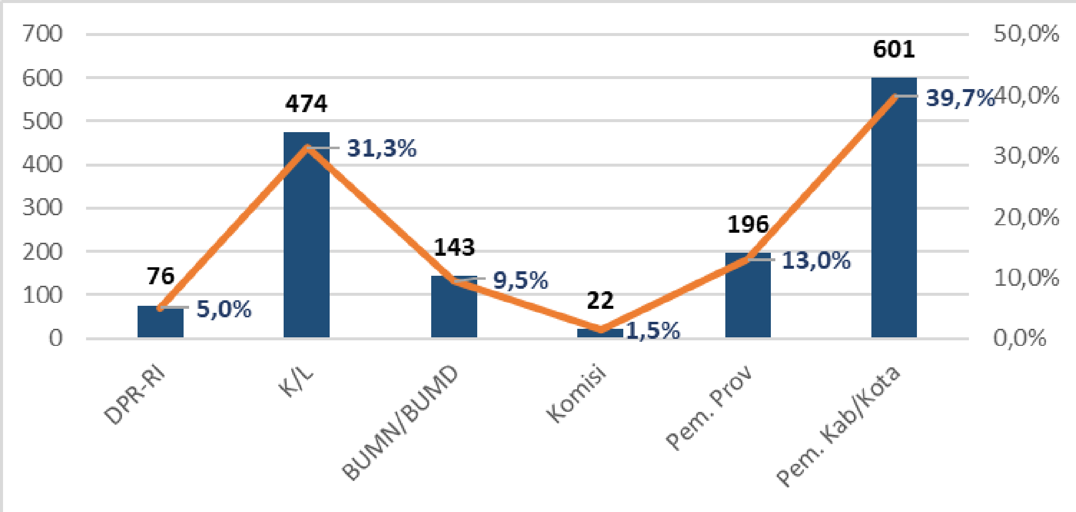


Source: KPK, 2024

This figure is still increased by the number of corruption crimes due to gratification/bribery cases related to the receipt of project fees by state officials/administrators from providers or business actors with a very high number of 969 cases or 65.41%. Combined, the two types of corruption offenses related to the public procurement process dominated the cases up to 87.8%.

Judging from the origin of the Institution, the perpetrators of corruption come from agencies that receive government budgets, both APBN/APBD and grant funds, so that almost all types of institutions are Indicated to commit corruption, with the largest number being Regency / City Governments, dominated by corruption related to the APBD. especially those related to the procurement of goods and services (Table 2).

Table 1 Statistics of Corruption Crimes Handled by KPK by Case Type (2003-2024)



Source: KPK, 2024

In practice, the technical operational provisions for electronic procurement of goods and services refer to the Head of LKPP Regulation No. 2 of 2010 concerning Electronic Procurement Services (LPSE), Head of LKPP Regulation No. 1 of 2011 concerning e-Tendering, and Head of LKPP Regulation No. 5 of 2011 concerning Standard Documents for Electronic Government Procurement of Goods/Services. With regard to information and electronic transactions, the implementation of electronic government procurement refers to Law No. 11 of 2008 concerning Electronic Information and Transactions (ITE Law). The procurement process for government goods and services is carried out by utilizing the General Procurement Plan Information System (SiRUP) application. SiRUP is an information system application that functions as a tool or platform to announce the General Procurement Plan (RUP). It aims to facilitate Budget Users (PA) or Proxy Budget Users (KPA) in announcing their RUP. SiRUP also serves as a public service platform related to the RUP, making it easier for the public to directly access national procurement information.

However, as of 2022, data indicate that there remains a significant gap between the realization of procurement spending and the procurement planning announced through the SiRUP system. The Government Procurement Policy Agency (LKPP) in 2023 stated that the realization of procurement spending recorded on SPSE was low when measured against the value of PBJ planning. The value of RUP in 2022 announced by Ministries/Agencies and Local Governments through SiRUP reached Rp1,206.5 Trillion. Meanwhile, the realization of PBJ spending amounted to Rp522.5 Trillion or only 43.3% of the value planned through the RUP. The transaction value recorded at on SPSE also does not reflect the actual realization of PBJ expenditure. The realization value of PBJ expenditure recorded in SPSE is only 44.2% of the total realization of goods/services and capital expenditure accounts (LKPP, 2023). This shows that procurement planning is not optimally realized or the realization of procurement expenditures does not refer to the established procurement planning.

The low value of the realization of expenditure on goods and services when compared to the value of procurement planning also illustrates that there are still procurement implementations that are not or have not been recorded in the Electronic Procurement System (SPSE). Even though the use of SPSE is the main indicator for measuring the procurement governance index.

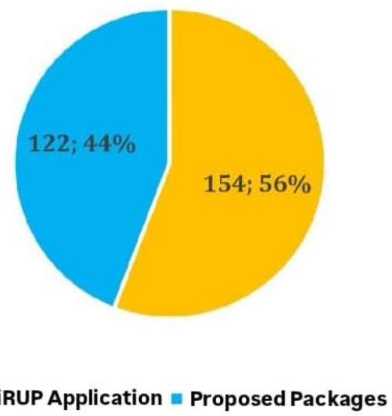
Expenditures recorded on SPSE are dominated by procurement expenditures with a tender method of 60% (LKPP, 2022). This indicates that there is still a large value of procurement that is not recorded on SPSE, especially in the direct procurement method, indicating that transparent, open and accountable procurement governance as mandated by Presidential Regulation Number 12 of 2021 concerning Government Procurement of Goods and Services has not been fully implemented. In the context of the West Java Provincial Government, several regional apparatus have fulfilled procurement planning through 100% SiRUP input (LPSE Jabar, 2023) meaning that all budgets for goods and services as well as capital expenditures have been input into SiRUP. This means that it has been inventoried into procurement packages/work packages and has been published to the wider community to provide open opportunities for all business actors to compete for government procurement contracts.

Data collected from the Bureau of Goods and Services Procurement of the West Java Provincial Government in 2024 obtained data on the inventory of goods/services procurement packages for the period January to September as follows:

1. The total number of packages is 118 packages with 102 completed packages or around 86.4%, with the following details: There were 10 construction work packages, with 9 completed packages and 1 canceled package. For the business qualifications of construction service providers, 3 providers are medium qualified and 6 are small qualified and 7 providers come from West Java and 2 providers from Jakarta.
2. There are 101 construction consulting service work packages, with 89 completed packages and 8 failed packages, 3 canceled packages and 1 package still in the selection process. For the business qualifications of construction consulting service providers, 15 providers are medium qualified and 34 are small qualified and 42 providers from West Java, 5 providers from Jakarta, 1 provider from Aceh, 1 provider from Central Java and 1 provider from Banten.
3. There are 7 non-construction consultancy service work packages, with 4 completed packages and 3 falled packages and 4 providers from West Java and 4 small qualified providers.
4. The number of falled packages was 15 or about 12.7%.
5. The number of packages that are still in the selection process is 1 package or 0.8%.

The description above explains that the process of procuring goods and services through SiRUP has not been optimal, seen from the Indicators of the percentage of work packages that have been completed, work packages that have fallen and there is still a selection process.

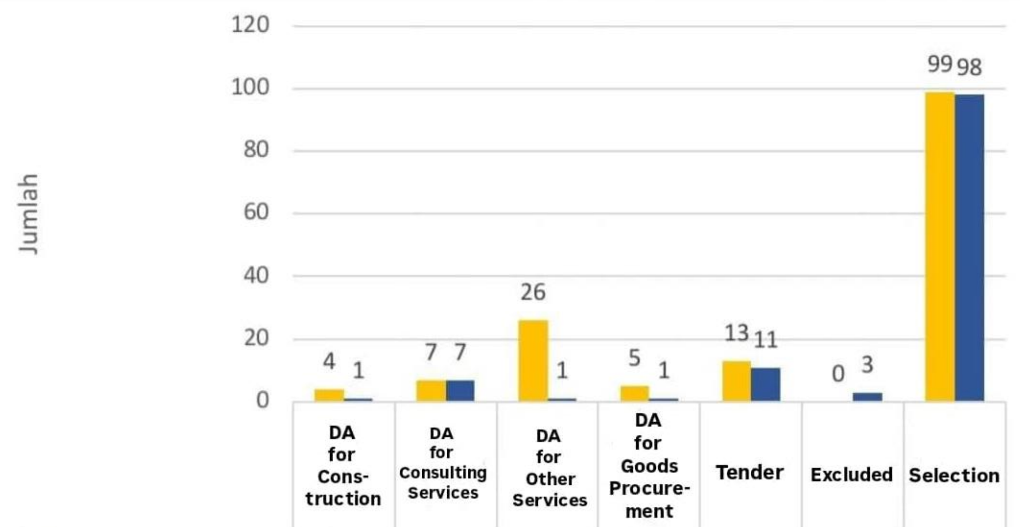
Table 3 Comparison of SiRUP Data and Proposed Package



Source: Procurement of Goods and Services Bureau, 2024

Until the end of October 2024 from 154 work packages identified in SiRUP which have the potential to propose the procurement process through the Selection Working Group at the West Java PBJ Bureau, 122 work packages have entered the West Java PBJ Bureau and have been proposed. This indicates that the process of procurement of goods and services has not been optimal, which is indicated by the fact that there are still procurement packages that have not been entered. SiRUP inputs that have met the 100% target (LPSE Jabar, 2023) also do not necessarily indicate that procurement planning is carried out optimally. This can be indicated by several things, for example, SiRUP input that is not in accordance with the provisions on the classification of types of procurement of goods and services. Furthermore, there are many procurement classification errors, namely procurement through self-management which is inputted through providers or vice versa, procurement using the provider method but inputted in the self-management procurement category. The non-optimal procurement process is also characterized by the fact that there are still selection errors between tender and selection inputs, where construction work that should be inputted using the tender method is inputted using the selection method, or vice versa, where consultant work with a value above one hundred million is inputted using the tender method when it should be inputted using the selection method (LPSE Jabar, 2023).

Table 4. Statistics of the Proposal Process by Procurement Method and Type compared to the Proposal in SiRUP 2024



	DA for Cons-truction	DA for Consulting Services	DA for Other Services	DA for Goods Procure-ment	Tender	Excluded	Selection
Data on SiRUP	4	7	26	5	13	0	99
Proposed Packages	1	7	1	1	11	3	98

Source: Procurement of Goods and Services Bureau, 2024

The data presented in Table 4 indicates that the implementation of e-procurement through the SiRUP application has not yet reached its optimal potential, despite its significant role in contributing to development through a quality procurement process for goods and services, which ultimately translates into tangible benefits for society. The available descriptions suggest that e-procurement has been increasingly recognized as one of the most promising and viable options for governments to improve the governance of procurement of goods, works, and services in the public sector (Shakya, 2015). Furthermore, e-procurement enhances accountability, fairness, and integrity within the procurement system (Roos & De la Harpe, 2008), and serves as a strategic tool in reducing corruption

(Rotchanakitumnuai, 2013). Based on the description above, it is evident that the e-procurement process is closely related to the concepts and principles of good governance. E-procurement adopts good governance principles in its efforts to deliver high-quality procurement of goods and services, both in terms of process and outcomes.

The principles of good governance in the implementation of electronic procurement through the SiRUP system in West Java Province refer to the principles of accountability, transparency, efficiency, participation, rule of law, and equality. Preliminary observations, particularly from the perspective of accountability, indicate that not all budget users who publish their procurement plans fully implement procurement activities in accordance with the announced plans. As a result, there remains a gap between the number of procurement packages announced on SiRUP and the actual realized procurement spending recorded through electronic procurement systems.

In terms of transparency, the realization of SiRUP has not yet been fully demonstrated, as the public is still unable to access information regarding the implementation of procurement plans and the contractors executing the procurement through the same application/system. With regard to efficiency, procurement planning and realization are still managed through two different systems—SiRUP and SPSE—despite being integrated. Integrating both functions into a single system would enhance the effectiveness and efficiency of the procurement process from planning to implementation.

From the perspective of public participation, SiRUP currently provides procurement planning information services mainly for provider-conducted projects and has not yet been optimized for self-managed (swakelola) projects. As a result, organizations and community groups that are interested in becoming partners in self-managed procurement are unable to access the general procurement plan for such projects.

Meanwhile, from the perspective of the rule of law, the general procurement plan is currently only regulated by a presidential regulation (Perpres), which limits the regulatory enforcement of procurement policies. Greater legal effectiveness could be achieved if the procurement plan were governed by a regulation of higher legal authority than a Perpres.

From the perspective of equality, the current system primarily provides information for business actors and has not yet been optimized to deliver information services for the public interested in participating in self-managed (swakelola) projects. In fact, self-managed projects promote budget efficiency and encourage community involvement in development processes. This illustrates that e-procurement is closely related to and inseparable from the principles of good governance.

Public procurement is now recognized as one of the key elements of good governance, whereas it was previously regarded merely as a supporting activity (Davy, 2003). According to the OECD, 'procurement is more than just a process or procedure. It is a fundamental and integral part of governance and public financial systems' (OECD, 2004).

An increasing number of governments and supranational organizations are leveraging public procurement as a means to achieve social and economic reforms, as well as to promote trade and attract foreign investment. Clearly, many of the core principles of governance have become a common language in shaping public procurement policies. Measures aimed at enhancing transparency and accountability have led to greater engagement of key stakeholders in most public administrations, thereby enabling both industry and the public to play a more active role in the policymaking process.

In the context of public procurement, these stakeholders include procurement officials, clients, the business community, donor agencies, regulatory bodies, parliaments, media, civil society, and others (OECD, 2004). It is evident that public procurement has evolved from a merely mechanistic, administrative, and bureaucratic function into a strategic activity used to support and achieve government objectives.

However, the translation of governance principles into procurement practices varies significantly across countries. The incorporation of government objectives into procurement strategies is highly country-specific. The following section of this paper presents findings and examines public procurement practices in various jurisdictions within the context of stakeholder expectations concerning government goods and services procurement.

This is further evidenced by the relatively low realization of spending on goods and services when compared to the planned procurement value. This discrepancy may indicate that certain procurement activities have not been recorded in the Electronic Procurement System (SPSE), despite the fact that the use of SPSE serves as a key indicator for measuring the Procurement Governance Index. According to LKPP (2022), procurement spending recorded in SPSE is dominated by tender-based procurement (60%), suggesting that a significant portion of procurement—particularly those conducted through direct procurement methods—remains unrecorded in the system. This highlights a need for improvement in fulfilling the principles of transparency and accountability.

Procurement expenditures that are not recorded in SPSE do not reflect transparent, open, and accountable procurement governance as mandated by Presidential Regulation No. 16 of 2018, as amended by Presidential Regulation No. 12 of 2021 on Government Goods and Services Procurement. Several regional government agencies have successfully met procurement planning requirements by achieving 100% input into the SiRUP system. This means that all budgets for goods and services, as well as capital expenditures, have been entered into SiRUP, signifying that they are inventoried as procurement packages or work packages and have been publicly disclosed to provide open opportunities for all business actors to compete for government procurement contracts.

However, the fact that 100% of inputs have been entered into SiRUP does not necessarily indicate that procurement planning is being conducted optimally. This can be observed from the data entered into SIRUP, which still does not comply with established procurement regulations. For instance, here is an example of SiRUP input data that does not conform to the rules for government goods and services procurement, which was found in the 2024 SiRUP data for the West Java Provincial Government:

Table 5 SiRUP Input That Does Not Comply with Goods and Services Procurement Regulations

49230705	75.000.000	Community Forest Development Outside State Forest Areas – Forest Farmers Group (KTH) Kutamulya Sejahtera	Direct Procurement	Karawang	Forest development is not appropriate for the goods procurement category
49231744	150.000.000	Community Forest Development – Forest Farmers Group (KTH) Binangkit	Direct Procurement	Subang	Forest development is not appropriate for the goods procurement category
42931991	150.000.000	Community Forest Development – Forest Farmers Group (KTH) Bukit Harapan	Direct Procurement	Subang	Forest development is not appropriate for the goods procurement category
49229169	195.000.000	Community Forest Development Outside State Forest Areas – Forest Farmers Group (KTH) Mekar Tani	Direct Procurement	Subang	Forest development is not appropriate for the goods procurement category
49230230	150.000.000	Community Forest Development Outside State Forest Areas – Forest Farmers Group (KTH) Bina Muda	Direct Procurement	Subang	Forest development is not appropriate for the goods procurement category
49212141	117.710.000	Community Forest Development Outside State Forest Areas – Forest Farmers Group (KTH) Pondok Putri	Direct Procurement	Subang	Forest development is not appropriate for the goods procurement category

Source: Procurement of Goods and Services Bureau, 2024

In addition to the misclassification of procurement types as shown in the example data above, there are also many errors in the classification of procurement, such as procurement through self-management being entered under the provider category, or vice versa, procurement using a provider method being entered under the self-management category. There are also mistakes between inputting tender and selection, such as construction work that should have been entered using the tender method but was entered under the selection method, or conversely, consultancy work valued above one hundred million being entered using the tender method, whereas it should have been entered using the selection method.

These planning errors, as outlined above, certainly have the potential to cause issues during the procurement implementation phase. As Wheelen and Hunger (1996) explain, the first stage in strategic management is strategy planning, and the next step is strategy implementation. Good planning will result in smooth implementation, while poor planning will lead to the failure of the strategy during the implementation phase, as the saying goes: "Fail to plan is plan to fail."

Similarly, in procurement strategy, when it starts with careful planning and is developed by competent individuals, it results in the effective and efficient implementation of procurement in line with budgeting goals. One of the crucial aspects of procurement of goods and services through the SiRUP mechanism is the availability of competent Commitment Making Officials (PPK) for optimal procurement planning. This is closely related to the stages of government procurement.

The procurement stages, from planning to preparation, fall under the authority and responsibility of the budget users/authorized budget users (PA/KPA) and Commitment Making Officials (PPK). Since procurement planning and preparation are highly technical and involve legal risks, both criminal and civil, procurement planning must be carried out by technically competent personnel. Therefore, the National Public Procurement Agency (LKPP), as the body responsible for national procurement policy, has developed regulations regarding procurement personnel, including PPK. LKPP has categorized PPK competencies into three types: PPK Type A, PPK Type B, and PPK Type C, depending on the complexity of the work, the budget ceiling, and the type of contract being managed. Without adequate competence, it will be difficult to develop quality procurement plans, which will continuously impact the quality of project implementation.

The procurement plan is prepared by the PPK and approved by the PA/KPA, which includes the identification of procurement, determination of goods/services, methods, schedules, and the budget for procurement. The guidelines for the Procurement Planning of Goods/Services are regulated in institutional regulations. In the planning process, the PPK undertakes the following actions:

1. Identifying whether the goods/services to be procured fall under the category of goods/services that will be procured through direct procurement, E-purchasing, or special procurement; and
2. Reviewing the procurement planning documents regarding the obligation to use products from small businesses and cooperatives made from domestic products, amounting to at least 40% (forty percent) of the total procurement budget for goods/services of Ministries/Agencies/Local Governments.

Therefore, the fundamental strategy in procurement management, which serves as the initial stage in the procurement strategy, is the optimal procurement planning prepared by a competent Commitment-Making Officer.

D. CONCLUSION AND RECOMMENDATIONS

Conclusion

1. The implementation of government procurement has moved in a better direction with the adoption of the General Procurement Plan Information System (SiRUP).
2. Government procurement, whether through self-management or government suppliers, is expected to result in the procurement of goods and services that are accurate and of high quality, ensuring that the execution of tasks runs smoothly and on time.
3. Through the improvement of procurement personnel competencies, especially the Commitment Making Officials (PPK), it is expected that the quality of procurement planning will improve, thereby enhancing the quality of procurement governance, which ultimately increases the effectiveness of budget absorption for the improvement of public welfare.

Recommendations

1. Increase efforts to enhance the competency of Commitment Making Officials (PPK) regarding regulations and rules in the planning and preparation of procurement documents, particularly for construction work procurement.
2. Mass socialization is needed regarding the preparation of planning documents, as many Budget Users (PA/KPA) still fail to recognize the importance of planning documents.
3. A special instrument is required to monitor the completion/creation of planning documents for each agency, so that the procurement process becomes more orderly in terms of administration.

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