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# ANALYSIS OF BARRIERS TO PROCUREMENT OF E-PURCHASING GOODS AND SERVICES IN THE PURCHASE OF DOMESTIC PRODUCTS: A CASE STUDY OF THE NORTH SUMATRA PROVINCIAL PROCUREMENT BUREAU

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#### **ABSTRACT**

Efforts to increase the purchase of domestic products as a step of economic development, especially local industries, face serious challenges. Product quality has not been maximized, complicated regulations are part of the problem. This study aims to describe problems related to obstacles to the procurement of goods and services through the e-purchasing method at the North Sumatra Provincial Goods and Services Procurement Bureau. This study uses a qualitative descriptive method and uses a case study approach. The study was conducted at the Goods and Services Procurement Bureau of the Regional Secretariat of North Sumatra Province which is located in the center of Medan City. There are two types of data in this study, namely primary data including primary data, then secondary data, namely supporting data, both data come from the collection of research documents, interviews and observations during the research process. The analysis focuses on the factors that affect the effectiveness of procurement of goods and services through e-purchasing in the North Sumatra Province area. The results of the study illustrate that obstacles in the procurement of goods and services are caused by aspects of the quality of local products that still do not reach the desired standards, so that this has an impact on the limited supply of existing goods. Most local product providers have also not followed administrative regulations so that some goods that are considered to meet the desired quality are hampered, this situation is mostly felt by small and medium-sized providers of goods and services. As for the obstacles to e-purchasing as a method of providing goods and services that are perfect, including the lack of knowledge of goods and services providers related to the work system and its regulations. This is due to the lack of information, socialization, and education provided by the government in strategic areas of the center of goods and services providers. This research is expected to be able to be considered and input for making regulations for local industrial development in the North Sumatra Province area.

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# **INTRODUCTION**

Procurement of goods and services is an important sector for economic activity. This also has an impact on the development of local industries which ultimately contribute to the quality of the Indonesian economy. This vital function makes the procurement of goods and services not only an economic process, much more than that, the institution that carries out this function also carries out a state function that is obliged to prosper the entire Indonesian population. Even so, in the process of implementation, the procurement of these goods and services faces obstacles to



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achieve this target. The regulation section also takes this position, related to laws and regulations that seem complicated and unpopular. (Abdullah et al., 2024)

If you look at Presidential Regulation Number 12 of 2021, regarding amendments to Presidential Regulation 16 of 2018 that the procurement of Goods/Services is an activity of Procurement of Goods/Services by Ministries/Institutions/Regional Apparatus financed by the State Budget/Regional Budget whose process starts from the identification of needs, to the handover of work results. Procurement of Goods/Services is the process of obtaining goods or services carried out by the government, companies, or organizations to meet specific operational needs, projects, or objectives. This process typically includes steps ranging from needs planning, supplier selection, price negotiation, to implementation oversight and outcome assessment. The procurement of goods/services in the public sector is generally strictly regulated to ensure the principles of efficiency, transparency, accountability, and healthy competition. For example, in Indonesia, the procurement of goods/services by the government must follow Presidential Regulation (Perpres) Number 16 of 2018 concerning the Procurement of Government Goods/Services, which aims to increase transparency and prevent corrupt practices. (Iqbal, 2020)

Procurement of goods/services is one of the important aspects in the administration of government, both at the central and regional levels. Procurement of goods/services refers to a series of activities carried out by the government, institutions, or organizations to obtain goods and services needed to support operations, development, and services to the community. According to the Presidential Regulation of the Republic of Indonesia No. 16 of 2018 concerning the Procurement of Government Goods/Services, procurement of goods/services is a procurement activity carried out by ministries, institutions, and local governments, starting from the planning of needs to the completion of the entire procurement process with the aim of obtaining quality, timely, and cost-efficient goods/services. ( R & Murtinah , 2022)

The procurement of goods/services has a strategic role in national development because it includes the management of large state budgets. Efficiency, transparency, and accountability in the procurement process are indispensable to avoid various irregularities such as corruption, budget waste, or uncompetitive procurement practices. Therefore, the government continues to develop systems and regulations that support better procurement governance, one of which is through the implementation of the e-purchasing system. According to Presidential Regulation Number 16 of 2018 concerning the Procurement of Government Goods/Services, it is stated that the Procurement of Government Goods/Services is an activity of Procurement of Goods/Services by Ministries/Institutions/Regional Apparatus financed by the State Budget/Regional Budget whose process is from the identification of needs, to the handover of work results. In Presidential Regulation Number 16 of 2018, the Procurement of Goods/Services includes 4 (four) types, namely: (Indrawan et al., 2020) (Kamal, 2020)

- a. Procurement of Goods is any object whether tangible or intangible, movable or immovable, that can be traded, used, used or utilized by the User of the Goods.
- b. Construction Work is the whole or part of an activity that includes the construction, operation, maintenance, demolition, and redevelopment of a building.
- c. Consulting Services are professional services that require certain expertise in various scientific fields that prioritize the existence of thinking.
- d. Other Services are non-consulting services or services that require special equipment, methodologies, and/or skills in a governance system that is widely known in the business world to complete a job.

Government Procurement of Goods/Services has an important role in the success of national development in the context of improving public services, both central and regional. The goal in the government's procurement system of goods/services based on Presidential Regulation No. 12 of 2021 is to produce the right goods/services from every money spent, measured in terms of quality, quantity, time, cost, location, and provider. Then increase the use of domestic production. Increasing the participation of micro, small and medium enterprises. Increasing the role of national business actors. Supporting the implementation of research and the use of goods/services from research. Increase the participation of the creative industry and encourage economic equity and sustainable procurement. (Fahruddin, 2023) (Hapiah, 2011)

From the perspective of users (consumers) and providers (producers or distributors), there are several problems that also affect the success of e-purchasing policies. From the user side, low trust in local products and less competitive prices are the main factors that cause preference for imported products. Meanwhile, from the supplier side, limited capital, technology, and distribution chain efficiency are obstacles in increasing the competitiveness of local products in the government procurement market. (Zulianto et al., 2024) (Saidah et al., 2024)

Another problem faced is the lack of trained workforce in implementing domestic procurement policies, as well as regulatory evaluations that are still considered less flexible in supporting local entrepreneurs. While e-



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purchasing is expected to increase transparency and accountability, the challenge of ensuring the entire procurement process runs effectively is still an issue that needs serious attention. Based on the various challenges that have been identified, it is necessary to evaluate the evaluation of e-purchasing in North Sumatra Province to find out the extent to which this policy has run in accordance with the expected goals. This evaluation is also important to identify the obstacles that are still faced and formulate policy recommendations that can increase the effectiveness of procurement of goods and services through the e-purchasing system. Thus, it is hoped that the procurement system of goods and services in North Sumatra Province can be more optimal in supporting regional economic development and improving the quality of public services.

#### **METHOD**

This research is qualitative descriptive, data collected in the form of words or descriptions, direct data, uninterrupted participation and inductive analysis is carried out continuously since entering the field. Qualitative research will reveal a problem, actual situation or event as it should be. The qualitative research model is a research method based on the philosophy of postpositivism, used to research on the condition of natural objects, (as opposed to experiments) where the author is the key instrument, data collection techniques are carried out in a triangulation (combined), data analysis is inductive/qualitative, and qualitative research results emphasize meaning. (Darmalaksana, 2020; Syahrum, 2012)

The research process was carried out at the Procurement Bureau of Goods and Services of the Regional Secretariat of North Sumatra Province which is located in the Medan City area, North Sumatra, Indonesia. This area is the central area of government as well as the center of socio-economic activities of the city of Medan, and is the capital of North Sumatra Province. The data collection techniques used are observation, interview, and documentation techniques. The reason for choosing the three techniques is to meet the data accuracy criteria in qualitative research methods. Observation aims to directly observe the factual circumstances and conditions in the field, while interviews aim to obtain information from various sources to collect as much information as necessary, and finally documentation aims to obtain factual data related to documents that support this research. This study uses Miles and Huberman data analysis techniques which include four steps, namely the process of data collection, data reduction, data presentation and conclusion drawn. (Scott, 2018) (Miles et al., 2014)

### RESULTS AND DISCUSSION

## Concept of Procurement of Goods and E-purchasing

Based on Presidential Regulation Number 12 of 2021 concerning amendments to Presidential Regulation 16 of 2018, Procurement of Goods/Services is an activity of Procurement of Goods/Services by Ministries/Institutions/Regional Apparatus financed by the State Budget/Regional Budget whose process starts from the identification of needs, to the handover of work results. Procurement of Goods/Services is the process of obtaining goods or services carried out by the government, companies, or organizations to meet specific operational needs, projects, or objectives. This process typically includes steps ranging from needs planning, supplier selection, price negotiation, to implementation oversight and outcome assessment. The procurement of goods/services in the public sector is generally strictly regulated to ensure the principles of efficiency, transparency, accountability, and healthy competition. For example, in Indonesia, the procurement of goods/services by the government must follow Presidential Regulation (Perpres) Number 16 of 2018 concerning the Procurement of Government Goods/Services, which aims to increase transparency and prevent corrupt practices. (Suharwati et al., 2025) (Syamsuddin, 2020)

Procurement of goods/services is one of the important aspects in the administration of government, both at the central and regional levels. Procurement of goods/services refers to a series of activities carried out by the government, institutions, or organizations to obtain goods and services needed to support operations, development, and services to the community. According to the Presidential Regulation of the Republic of Indonesia No. 16 of 2018 concerning the Procurement of Government Goods/Services, procurement of goods/services is a procurement activity carried out by ministries, institutions, and local governments, starting from the planning of needs to the completion of the entire procurement process with the aim of obtaining quality, timely, and cost-efficient goods/services. (Lestari & Jannah, 2019)

The procurement of goods/services has a strategic role in national development because it includes the management of large state budgets. Efficiency, transparency, and accountability in the procurement process are indispensable to avoid various irregularities such as corruption, budget waste, or uncompetitive procurement practices. Therefore, the government continues to develop systems and regulations that support better procurement governance, one of which is through the implementation of the e-purchasing system. According to Presidential Regulation Number

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16 of 2018 concerning the Procurement of Government Goods/Services, it is stated that the Procurement of Government Goods/Services is an activity of Procurement of Goods/Services by Ministries/Institutions/Regional Apparatus financed by the State Budget/Regional Budget whose process is from the identification of needs, to the handover of work results. In Presidential Regulation Number 16 of 2018, the Procurement of Goods/Services includes 4 (four) types, namely: (Lestari & Jannah, 2019)

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- d. Other Services are non-consulting services or services that require special equipment, methodologies, and/or skills in a governance system that is widely known in the business world to complete a job.

The concept of e-purchasing according to Presidential Decree 16 of 2018 is a way of purchasing in the procurement of goods/services by utilizing internet technology through an electronic catalog system (e-catalog). Electronic catalogs (e-catalogs) are networks that provide a variety of information about goods/services offered and sold by providers through online payment orders. In its implementation, e-purchasing is mandatory or must be carried out for goods/services that are closely related to national needs and/or strategic needs set by ministers, heads of institutions, or regional heads. However, if there is no item in the electronic catalog or the item is not a national or strategic need, then the procurement is not mandatory by e-purchasing. In simple terms, e-purchasing is similar to purchasing activities through e-commerce in general, PPK or Procurement Officials can directly search for the desired goods/services in the electronic catalog and adjust to the desired specifications and then make a purchase by ordering through the application. E-purchasing procurement is divided into two value ranges as follows. (Lysons & Farrington, 2016) (Hamzah et al., 2021)

- a. Procurement with a maximum value or equal to IDR 200,000,000.00 is carried out by the Procurement Officer:
- b. Procurement with a value above IDR 200,000,000.00 is carried out by PPK.

The purpose of holding e-purchasing according to LKPP is to encourage conducive selection which is carried out directly through electronic catalogs so that the Procurement Service Unit (ULP) or Procurement Officer or PPK can choose the best goods/services and create cost efficiency and time in the procurement process of goods/services. E-purchasing has advantages such as having a variety of options or choices of goods, no need to make your own Estimated Price (HPS), and does not require a guarantee of implementation because everything is already listed in the electronic catalog so it is practical. (Suryani et al., 2025) (Nurhikmahyanti, 2024)

E-purchasing is the process of procuring goods and services electronically through digital platforms, which aims to increase efficiency, transparency, and accountability in the procurement process. Here are the views of some experts on e-purchasing is "the use of electronic systems to make purchases of goods and services, which involves various information systems to improve the speed and accuracy of procurement." They stated that e-purchasing can reduce transaction time and costs and minimize the risk of errors in the e-purchasing procurement process in 2020. Kotler and Keller explain that e-purchasing allows companies and governments to access a selection of goods and services directly from suppliers via the internet. This can increase effectiveness in selecting competitive providers, while providing a competitive advantage by optimizing supply chains and workflows. E-purchasing is "the integration of information technology in the purchasing process that allows for automated procurement, from the request for goods/services to payment." They revealed that e-purchasing increases transparency and accountability because transaction data is documented systematically, making it easy to audit and evaluate. (Kotler & Keller, 2012)

# Procurement Policy of Goods and Services Through E-purchasing

Government procurement of goods and services is one of the important instruments in supporting economic growth and bureaucratic efficiency. One of the methods applied in the procurement of goods and services is epurchasing, which is the purchase of goods or services through an electronic system based on e-catalogs. In Indonesia, this system is managed by the Government Goods/Services Procurement Policy Institute (LKPP) which aims to increase transparency, effectiveness, and efficiency in the procurement of goods and services by government agencies.

At the Goods and Services Procurement Bureau of the North Sumatra Provincial Secretariat, the e-purchasing method has been implemented as part of the procurement modernization policy. This policy is in line with Presidential Regulation No. 16 of 2018 concerning the Procurement of Government Goods/Services which was later updated through various technical regulations. The main goal of this policy is to simplify the procurement process, speed up

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transactions, and increase the use of domestic products through the national e-catalog.

The procurement of goods and services in the public sector has a very vital role in supporting the smooth running of government services to the community. The Government of Indonesia, especially in North Sumatra Province, has implemented the e-purchasing system as an effort to increase efficiency, transparency, and accountability in the procurement process of goods and services. This policy aims to reduce corrupt practices, speed up the procurement process, and increase the use of domestic products.

However, even though e-purchasing has been implemented, the evaluation still faces some obstacles. One of the main challenges is the low level of participation of domestic entrepreneurs in the e-purchasing system. Some of the factors that affect the low purchase of domestic products include the quality of local products that are less competitive, the price of local products is relatively high, lack of promotion and accessibility, limited technology and innovation, and regulations that have not fully supported the local industry.

#### **E-Purchasing Barriers**

Although e-purchasing policies have shown great potential in increasing the use of domestic products by government agencies, the effectiveness of this policy is still faced with various obstacles that are quite complex. Identifying these obstacles is an important step in refining policies to truly encourage local industrial growth and strengthen national economic independence. There are at least five obstacles in the procurement of goods and services through e-purchasing which include several aspects. (Rain, 2025)

First, the standard barriers of products and quality. One of the main obstacles that hinders the effectiveness of e-purchasing is the uneven quality and standards of domestic products. Many local business actors, especially MSMEs, still have difficulty meeting the standards of technical specifications, quality, and quality assurance set in government procurement. Their products are often not certified or do not have complete technical documentation, so they are not eligible for entry into the e-catalog system. As a result, despite the desire to encourage the use of local products, governments tend to choose products from more established providers and have met all administrative and technical requirements. (Ekaprasetia & Shirley , 2024)

Second, administrative and bureaucratic obstacles. Complex and bureaucratic administrative procedures are a significant obstacle, especially for small and medium-sized providers. The process of product registration, document submission, and adjustment to the e-catalog platform requires an in-depth understanding of the applicable systems and regulations. Many local businesses do not have sufficient administrative capacity and human resources to manage this process effectively. As a result, they struggle to participate and compete fairly in the government's digital procurement system. (Diyan A et al., 2024)

Third, information and socialization barriers. The low level of socialization and access to e-purchasing policy information is also a serious obstacle. Many local providers do not yet understand the benefits, procedures, and mechanisms of procurement through e-catalogs. The lack of training and technical assistance from the government has caused the level of participation of local business actors in the e-purchasing system to be suboptimal. This information gap results in a low readiness of domestic product providers to take advantage of policies that are actually designed to support them. (NS, 2019)

Fourth, the dominance of large providers and capacity inequality. The disparity between large and small providers in terms of production capacity, experience, and access to technology and funding is a challenge. Large providers tend to be more prepared to meet e-purchasing requirements and are able to offer more competitive prices due to the high scale of production. In contrast, growing local providers often can't compete optimally, even if their products are of high quality. This inequality causes dominance by large companies and minimizes space for domestic products from MSMEs or small industries. (Fachrudin & Fanani , 2024)

Fifth, technical barriers and digital infrastructure. Technical barriers such as the lack of digital infrastructure in some regions also hinder the effectiveness of the implementation of e-purchasing policies. Business actors from regions that do not have a stable internet network or adequate technological devices find it difficult to access the e-catalog platform. This creates a gap between business actors from urban and rural areas, even though the potential for local products from various regions is very large.

The identification of the above obstacles shows that the success of e-purchasing policies in supporting domestic products is highly dependent on the overall improvement of the system. The government needs to take strategic steps such as increasing training and socialization, simplifying administrative procedures, strengthening digital infrastructure, and developing affirmative policies for MSME actors. By systematically overcoming these obstacles, e-purchasing policies can be transformed into more effective instruments in strengthening the competitiveness of domestic products and encouraging national economic growth based on local industries. The policy of procurement of goods and services through the E-purchasing system is one of the government's strategic efforts to



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encourage the purchase of domestic products in a more transparent, efficient, and structured manner. From the results of field research, this system is considered to have provided a greater space for local product providers to participate in the government procurement market.

Based on interviews with one of the active providers in the E-purchasing platform, there is an acknowledgment that this system helps them to access tender opportunities more openly and fairly. They say that E-purchasing minimizes unnecessary interventions and makes the selection process more objective:

"This system is much more structured than conventional methods. We can follow all the stages clearly, so we feel more confident in competing." (Interview with Provider, 2025)

Nevertheless, the effectiveness of this policy cannot be separated from challenges. One of them is the administrative requirements that are still considered complex, especially by small and medium-scale providers. This is exacerbated by late payments, which according to some providers are quite disruptive to their business cash flow. When asked about technical bottlenecks, the provider also highlighted the problems in system input and server outages that still occur frequently. Furthermore, the provider revealed that there is a mismatch between the product specifications in the system and the actual needs in the field, which has the potential to hinder procurement effectiveness. In some cases, requests from agencies are not flexible to local production capabilities, even though the product can be adjusted if there is more open communication.

"We sometimes have difficulty adjusting the specifications of the requested goods. Actually we can produce, but the system is rigid and difficult to change. In the end, we failed to participate even though our product existed." (Interview with Provider, 2025)

From the aspect of coordination, the relationship between the government and business actors is considered quite good, especially because digital platforms provide faster means of communication. However, providers expect standardization of procedures between regions, as different policies and regulatory interpretations often confuse and slow down the procurement process. In the context of environmental support, public opinion and mass media have a significant influence. Providers recognize that with increased media involvement in overseeing procurement, the selection process becomes more accountable and providers feel more confident to compete healthily. This indicates that the effectiveness of policies is not only determined from the technical aspect, but also social support and public legitimacy.

As a form of improvement and strengthening effectiveness, providers suggest the following measures:

- a. Simplifying administrative procedures and accelerating payments, so that providers do not experience excessive financial burdens.
- b. Intensive technical training for system users, both from the government and providers, to minimize errors in the use of the system.
- c. Improved digital infrastructure to ensure system stability, especially when the procurement process is congested.
- d. Flexibility in the specification of goods, so that domestic products can be more adaptive to the real needs of the field.

Thus, the E-purchasing system has had a positive impact in encouraging the purchase of local products, but to achieve optimal effectiveness, continuous evaluation and cross-sector support are needed. Providers as the main actors urgently need a system that is not only open and transparent, but also responsive to the reality of domestic production and distribution.

In North Sumatra Province, the Regional Secretariat Goods and Services Procurement Bureau has been evaluated for e-purchasing as a tool to improve the procurement system. Through e-purchasing, the government hopes to increase the use of domestic products and support the growth of local industries. This policy is also driven by central government regulations that emphasize the importance of digitalization in the procurement of goods and services. However, in the evaluation, various obstacles were still found, such as low participation of local entrepreneurs, differences in the quality of domestic products, and regulations that did not support the growth of local industries. The implementation of e-purchasing is part of the digital transformation that continues to be encouraged by the government. Based on Presidential Regulation Number 17 of 2023 concerning the Acceleration of Transformation

Digital in the Government Goods/Services Procurement Sector, the use of electronic catalogs and online stores is the main focus in modernizing the procurement system. With the increasingly massive implementation of epurchasing in North Sumatra Province, there has been a shift from conventional tender methods to digital systems that are more transparent and efficient. However, the biggest challenge in the evaluation of e-purchasing is ensuring that local entrepreneurs can compete with imported products. Therefore, strategic measures are needed such as providing incentives for local industries, increasing access to financing, and training programs for entrepreneurs to increase the



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competitiveness of domestic products. Based on the results of the analysis, it can be concluded that the e-purchasing policy implemented at the Procurement Bureau of the North Sumatra Provincial Secretariat aims to increase transparency and efficiency in the procurement of goods and services. However, in the evaluation, there are still various obstacles, especially in increasing the purchase of domestic products. The quality of local products, uncompetitive prices, and regulations that are not optimal are the main inhibiting factors in the implementation of this policy.

#### **CONCLUSION**

The supply of goods and services is an important part of economic activities and contributes to the development of local industries. The implementation of the e-purchasing policy is still faced with various obstacles. Technical constraints such as system disruptions, complexity of administrative procedures, and limited capacity of small-scale providers are the main inhibiting factors. The lack of socialization and education related to e-purchasing by the government is also one of the inhibiting factors, especially related to public understanding of the procurement of goods and services. This lack of knowledge makes the provision of goods and services available through e-purchasing not run optimally, there needs to be real efforts and actions to improve and solve this problem. In addition, the difference in quality standards between local and imported products, as well as the dominance of large providers in the procurement market, reduces the chances of domestic products to compete optimally. Therefore, improving the system, simplifying procedures, increasing training, and strengthening support for MSMEs is a strategic step in improving this policy in the future.

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