

IMPLEMENTATION OF THE POLICY OF PROCUREMENT OF GOODS AND SERVICES THROUGH *E-PURCHASING* WITHIN THE MEDAN CITY GOVERNMENT

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ABSTRACT

This study aims to analyze the implementation of the policy of procurement of goods and services through the e-purchasing system within the Medan City Government, focusing on the effectiveness of policy implementation, the level of compliance of regional apparatus, and the obstacles faced in its implementation. The research uses a qualitative approach with a descriptive-analytical method. The data was collected through in-depth interviews with officials of the Goods/Services Procurement Work Unit (UKPBJ), Commitment Making Officials (PPK), and related regional apparatus, complemented by documentation studies on regulations, procurement reports, and e-purchasing transaction data. Data analysis is carried out through the stages of data reduction, data presentation, and systematic conclusion drawn. The findings of the study show that the implementation of the e-purchasing policy in the Medan City Government in general has been running in accordance with the provisions of laws and regulations and contributes to increasing transparency, time efficiency, and accountability in the procurement process of goods and services. However, this study also found a number of obstacles, including limited human resource competence, suboptimal use of electronic catalogs, and resistance of some apparatus to changes from conventional procurement systems to digital. The results of the study confirm that the success of the implementation of e-purchasing is not only determined by the readiness of the technology system, but also by institutional capacity, organizational commitment, and continuous support through training and supervision. This study recommends strengthening human resource capacity and optimizing electronic catalog management as a strategic step in increasing the effectiveness of e-purchasing policies within the Medan City Government.

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INTRODUCTIONS

In e-purchasing government goods/services products, there are features for making packages, downloading the format of the order letter/letter of agreement, uploading the scanned results of the signed contract, to printing orders for government goods/services products. With the existence of e-purchasing of government goods/services products, it is hoped that it will further improve and ensure efficiency, effectiveness, transparency, and accountability in the expenditure of state money. In addition, the process of electronic Government Procurement of Goods/Services can also further ensure the availability of information, business opportunities, and encourage healthy competition and the realization of justice (non-discriminative) for all business actors engaged in the Procurement of Government Goods/Services. (Haidir & Maliki, 2024)

Within the Medan City Government, the implementation of Presidential Regulation Number 16 of 2018 concerning the Procurement of Government Goods/Services is relevant considering the strategic role of this city as an economic and government center in North Sumatra Province. With a significant regional budget, the procurement of goods and services in the Medan City Government covers various needs, ranging from public infrastructure, health services, to the procurement of goods for government operations. (Pramudita & Megawati, 2023; Saptanita et al., 2023)

In Fiscal Year 2024, the total procurement expenditure was recorded at IDR 2,855,176,001,581.00 (two trillion eight hundred and fifty-five billion one hundred and seventy-six million one thousand five hundred and eighty-one rupiah), with a portion of IDR 1,844,808,897,335.00 (one trillion eight hundred forty-four billion eight hundred eight million nine hundred ninety seven thousand three hundred and thirty-five rupiah), or around 61.32%, allocated through e-purchasing. The data shows an increase in the proportion of e-purchasing use from year to year, thus further confirming that this mechanism is prioritized as the main instrument in the process of selecting goods/service providers within the Medan City Government.

At the local level, the Medan City Government has developed a local e-catalog that contains local MSME products. In early 2023, for example, the Medan Disperindag noted that there were already 60 MSME products in the Medan City e-catalog. This policy encourages regional officials to be obliged to use the Medan City Government's local catalog in every procurement. This step not only speeds up the process of selecting providers, but also opens up market opportunities for local entrepreneurs. This approach has also received public attention because of its ability to make it easier to monitor provider data recorded in the e-catalog that can be accessed by the public online, increasing public supervision. (Diansyah et al., 2022; Zulianto et al., 2024)

Government procurement of goods/services continues to undergo a transformation towards a digital system through the implementation of e-purchasing as part of efforts to realize more effective, efficient, and transparent governance. In the city of Medan, the commitment to strengthening this system is also reflected in the various steps that have been taken, including the implementation of socialization by the Procurement of Goods and Services Section of the Medan City Secretariat to increase e-purchasing literacy for regional apparatus and providers, especially local MSMEs. In 2022, the City of Medan even managed to achieve the first rank of local e-Catalog transactions nationally, which shows that the digitization of procurement has yielded positive results at a certain level.

However, these achievements do not fully describe the readiness of all stakeholders in implementing e-purchasing optimally. The transformation towards digital-based procurement still faces various challenges at the operational level. One of the main obstacles is the limited quality of MSME human resources, where some business actors have not adequately understood the regulations and technical aspects of operating the e-purchasing system. This condition is exacerbated by the implementation of socialization that is not optimal due to budget limitations in the Procurement of Goods and Services Section. In addition, the supporting facilities and infrastructure owned by some MSMEs are also still limited, namely inadequate technological devices and unstable internet access, making it difficult for them to follow the procurement process digitally. (Nainggolan et al., 2023; Ramadhani & Nurcahyanto, 2024)

Not only that, regional bureaucratic dynamics, uneven levels of digitalization, and resistance from procurement actors who are still accustomed to using conventional methods also slow down the effectiveness of the implementation of the e-purchasing system. This condition creates a gap between policy objectives and the reality of implementation, so that the effectiveness of e-purchasing is not yet fully achieved.

These various problems show the need for a more in-depth study of the factors that affect the success of the implementation of e-purchasing in the Medan City Government. This research is important to answer the extent to which the quality of human resources, the effectiveness of socialization, and the readiness of infrastructure facilities contribute to the success and obstacles of the implementation of the e-purchasing system. The findings of this study are expected to provide more appropriate policy recommendations in strengthening digital-based procurement governance, as well as supporting efforts to increase the role of local MSMEs in the government procurement ecosystem.

Various previous studies have discussed the implementation of electronic procurement of goods and services, but each still has limitations that leave room for further research, especially related to the implementation of e-purchasing at the local government level with a focus on MSMEs as the main provider in the local e-Catalog. First, research on the implementation of e-procurement at LPSE Bogor City shows that policies have gone well, but still face obstacles related to human resource capacity, overlapping tasks, and budget refocusing constraints due to the pandemic. The focus of the research is more emphasis on the implementation aspect of e-procurement in general within LPSE, without specifically discussing the dynamics of e-purchasing and the readiness of MSMEs as providers in the local e-Catalog system. Another study was also conducted by those who reviewed the implementation of the planning policy for the procurement of goods/services at the Bandung Regency Health Office found that the planning process has not run optimally, especially due to human resource capacity, PPK certification, and identification of needs that are not optimal. However, this study focuses on the procurement planning stage and does not examine the implementation aspects of e-purchasing as part of the digital procurement ecosystem. Another condition was also researched by the implementation of e-purchasing in Prigen District showing that policy implementers understand the system well, although there are still weaknesses in the human resource aspect in the policy resource dimension. This study provides an overview of the understanding of implementing actors at the sub-district level, but does not examine in depth the structural factors that affect the low readiness of MSMEs, the effectiveness of socialization, and the limitations of provider infrastructure, which are important factors in the successful implementation of e-purchasing. Nugraha et al. (2022) Humayrah et al. (2023) Octavian (2025)

Different from the three studies, this study specifically analyzes the implementation of e-purchasing in the Medan City Government by highlighting three factors that have received less attention in previous research, namely the quality of MSME human resources as local e-Catalog providers, the effectiveness of socialization by the Goods and Services Procurement Section, and the readiness of MSME infrastructure facilities in participating in the digital-based procurement process. With this focus, this study seeks to fill the research gap related to critical factors that affect the success of e-purchasing implementation at the regional level. Therefore, this study aims to examine the Implementation of Presidential Regulation Number 16 of 2018 concerning the Procurement of Government Services within the Medan City Government, focusing on the background of policy implementation, problems that arise, and factors that affect its success.

METHOD

This study uses a qualitative descriptive approach with the aim of exploring an in-depth understanding of the implementation of the policy of procurement of goods and services through e-purchasing within the Medan City Government. The qualitative approach was chosen because the research was conducted in natural conditions (natural setting) and oriented towards the meaning of the process, actors, and policy dynamics as it occurs in the field. This method is in line with the tradition of naturalistic and ethnographic research that emphasizes the collection of descriptive data in the form of written and spoken words from informants and observable behaviors, so as to be able to capture policy reality holistically and contextually. (Rachman et al., 2024)

The focus of the research is directed at the analysis of the implementation of Presidential Regulation Number 16 of 2018 concerning the Procurement of Government Goods/Services in the context of e-purchasing in the Medan City Government. This study covers the process of implementing policies starting from planning, supplier selection, contract implementation, to supervision, as well as factors that affect the success of implementation, including aspects of communication, resources, implementation disposition, and bureaucratic structure as stated by Edward III. In addition, this study also examines various technical, human resources, and institutional constraints, as well as

improvement efforts carried out by local governments, including support for local MSME participation through regional e-catalogs and strengthening procurement transparency and accountability.

Data collection was carried out through in-depth interviews, non-participatory direct observation, and documentation studies. Interviews were conducted face-to-face with key informants, key informants, and additional informants who were directly or indirectly involved in the implementation of e-purchasing. Observation is used to directly observe the process and interaction in the implementation of electronic-based procurement of goods and services, while documentation is used to examine policy documents, administrative archives, procurement reports, and relevant visual evidence. The combination of these three techniques allows researchers to triangulate data to obtain an accurate, in-depth, and scientifically accountable picture.

RESULT AND DISCUSSIONS

Implementation Analysis Policy Procurement Item and Services Through E-purchasing in the Medan City Government

The implementation of the policy of procurement of goods and services through e-purchasing within the Medan City Government is part of the implementation of Presidential Regulation Number 16 of 2018 concerning the Procurement of Government Goods/Services which emphasizes the principles of efficiency, effectiveness, transparency, openness, competitiveness, fairness, and accountability. This policy not only regulates the normative aspects of procurement, but also encourages the transformation of procurement governance from conventional systems to information technology-based electronic systems. (Oktaviani et al., 2024; Qomaruddin & Kurniawan, 2021)

Based on the results of interviews with informants who are directly involved in the implementation of e-purchasing, it can be seen that the Medan City Government has institutionally adopted and implemented the provisions of Presidential Regulation Number 16 of 2018 through the establishment and strengthening of the Goods and Services Procurement Work Unit (UKPBJ), the use of Electronic Catalogs, and the establishment of standard operational procedures that refer to national regulations. However, the implementation of these policies in practice still faces various dynamics influenced by communication factors, resources, implementing disposition, and bureaucratic structure as stated by Edward III (1980). (Setiawan et al., 2024; Zaenudin & Setyowati, 2025)

From the aspect of policy communication, the results of the study show that the process of delivering e-purchasing policies within the Medan City Government has been carried out through various formal and informal mechanisms. The Head of the Procurement of Goods and Services Section of the Medan City Secretariat stated that the e-purchasing policy is socialized through technical guidance, circulars, and coordination across regional apparatus. This is reflected in his statement: "We convey the e-purchasing policy through official socialization, technical guidance, and coordination forums so that OPDs understand the purpose and mechanism of implementation." This statement shows that there are efforts by local governments to ensure clarity of policy information to implementers.

According to Grindle (1980), the success of policy implementation is largely determined by the suitability between policy demands and the capacity of available resources. In this context, although Presidential Regulation Number 16 of 2018 has provided a clear foundation for the implementation of e-purchasing, the capacity of apparatus at the executive level still needs to be strengthened through continuous training and increasing the number of competent human resources. Without adequate human resource support, normatively good policies have the potential to not achieve optimal results. (Ratu & Reviandani, 2025)

The aspect of the disposition or attitude of the implementer is also an important factor in the implementation of the e-purchasing policy in the city of Medan. The interview results show that in general, the implementers have a positive attitude and support the implementation of e-purchasing because they are considered to be able to increase transparency and accountability in procurement. The Head of the Procurement Section stated that "the implementer in principle supports e-purchasing because this system is more open and well documented." This attitude reflects a normative commitment to policy objectives.

However, there is still an excessive cautious attitude from some apparatus in making procurement decisions through electronic systems. The Sub-Coordinator of Electronic Procurement Services revealed that some apparatus "are still worried about making administrative or technical errors in the system, so they tend to be cautious in implementation." This attitude can be understood as the impact of the change in work patterns from a conventional

system to a digital system that demands high accuracy and compliance with procedures. Edward III (1980) emphasized that the attitude of the implementer who is hesitant or lacks confidence can slow down the implementation of the policy, even if the policy has been formally accepted. (Yulian & Isbandono, 2024)

From the perspective of the bureaucratic structure, the Medan City Government has adjusted the procurement organizational structure to the provisions of Presidential Regulation Number 16 of 2018 through a clear division of roles between PA/KPA, PPK, Procurement Officials, and UKPBJ. The SOP for the implementation of e-purchasing has also been set as a work guideline. This is strengthened by the statement of the Head of the Procurement Section that "the bureaucratic structure and SOPs have been prepared to support the implementation of e-purchasing in accordance with applicable regulations". (Pebrianti & Maesaroh, 2025)

However, the existing bureaucratic structure has not been able to completely eliminate the complexity of cross-unit coordination. The Procurement Officer said that "coordination between work units still needs to be improved so that the procurement process does not experience delays." This condition is in line with the view of Ripley and Franklin (1986) who stated that a long and layered bureaucratic structure can hinder the speed and flexibility of policy implementation.

Apart from the internal government side, the implementation of e-purchasing also has a direct impact on the providers of goods and services. The results of interviews with providers show that e-purchasing is considered more transparent and provides fairer opportunities for business actors. However, small providers still face obstacles when it comes to technical understanding of system usage. The provider states that "the beginning of using the system was quite difficult, but gradually it began to get used to it." This shows that the successful implementation of e-purchasing is also influenced by the readiness of non-governmental actors as part of the policy ecosystem.

Overall, the implementation of Presidential Regulation Number 16 of 2018 in supporting the procurement of goods and services through e-purchasing within the Medan City Government has been running in accordance with the established regulatory framework. The local government has shown institutional commitment in implementing the electronic procurement system as an instrument for bureaucratic reform and improving governance. However, the effectiveness of the implementation of the policy is still influenced by the limitation of human resources, variations in the understanding of the apparatus, the prudent attitude of implementers, and the complexity of bureaucratic coordination.

These findings are in line with the results of previous research which concluded that the implementation of e-purchasing in local governments has generally met the legal-formal aspects, but still requires strengthening institutional capacity and resources so that policy objectives can be achieved optimally. Thus, the e-purchasing policy in the city of Medan can be said to have been implemented substantively, but it is not fully optimal in answering all operational challenges in the field.

Factors Affecting the Successful Implementation of Goods and Services Procurement Policy Through E-purchasing in the Medan City Government

The implementation of the policy of procurement of goods and services through e-purchasing within the Medan City Government, as stipulated in Presidential Regulation Number 16 of 2018, has in principle been implemented in accordance with applicable regulations. However, based on the results of interviews with the research informants, a number of obstacle factors were still found that affected the effectiveness of the implementation of the policy. These obstacles arise both from the internal aspects of the government organization and from external parties as users of the electronic procurement system. (Marifatullah & Tua, 2026)

One of the obstacles that is quite prominent in the implementation of e-purchasing is the aspect of policy communication. Formally, the e-purchasing policy has been socialized to regional apparatus through various activities. Yogi Prayoga, S.I.P., as the Head of the Procurement of Goods and Services Section of the Medan City Regional Secretariat, explained that policy delivery was carried out through socialization, technical guidance, and coordination between regional apparatus. He said that the e-purchasing policy is conveyed through socialization and technical guidance so that OPDs understand the purpose and mechanism of its implementation. This statement shows that policy communication is structurally underway.

However, at the technical level, the communication has not completely resulted in a uniform understanding. Johan, S.E., M.M., as the Sub-Coordinator of the Management of Electronic Goods/Services Procurement Services, said that in practice assistance is still needed because not all system users have the same level of technical understanding. This quote is in accordance with the results of interviews that emphasize that there are differences in the ability of apparatus to understand the use of e-purchasing applications, not due to a lack of policy socialization, but due to variations in background and user experience.

The next obstacle is related to resources, especially human resources. Based on the results of the interviews, e-purchasing systems and applications are basically available and can be used, but the limitations of human resources are a challenge in itself. Muhammad Adli Afdika, as the Procurement Officer, said that the workload is quite high and the number of personnel is limited, so the implementation of e-purchasing requires precision and adjustment time. This statement is consistent with the results of interviews that describe the working conditions of procurement apparatus without mentioning any shortcomings in the system or budget directly.

The limitation of human resources has implications for the speed and accuracy of the procurement process. Apparatus are not only required to understand procurement regulations, but also master the technical aspects of using electronic systems. Grindle (1980) explained that policy implementation will face obstacles if policy demands are not proportional to the capacity of available resources. In this context, human resource constraints are a factor that affects the effectiveness of the implementation of e-purchasing in the city of Medan. (Lisa et al., 2024)

In addition, the disposition or attitude of the implementer is also an obstacle factor in the implementation of the policy. Based on the results of the interviews, the implementers basically support the implementation of e-purchasing. Yogi Prayoga, S.I.P. said that the implementer in principle supports e-purchasing because this system is more transparent and documented. This statement reflects a positive attitude towards the policies being implemented.

Another obstacle that also affects the implementation of e-purchasing is the bureaucratic structure and coordination between work units. The procurement structure within the Medan City Government has been prepared in accordance with the provisions of Presidential Regulation Number 16 of 2018, including the division of roles and the determination of work procedures. However, in practice, cross-unit coordination is still a challenge. Muhammad Adli Afdika said that coordination between work units still needs to be improved so that the procurement process does not experience delays. This statement is in line with the results of the interview which show that there is a need for improved coordination, without mentioning any conflicts or inconsistencies in organizational structures.

In addition to internal government factors, obstacles are also felt by the providers of goods and services. Salamah, as the owner of Dapur Salamah and a provider registered in the Electronic Catalog, said that at the beginning of using the e-purchasing system, there were still difficulties in understanding the procedures and use of the system. This statement is in accordance with the results of interviews that describe the process of adapting providers to electronic procurement systems, especially for small business actors who are not familiar with digital systems.

Based on the overall results of interviews and analysis of policy implementation theory, it can be concluded that the obstacle factors in the implementation of the policy of procurement of goods and services through e-purchasing within the Medan City Government include differences in the level of technical understanding of the apparatus, limited human resources, prudent attitude of implementers, bureaucratic coordination that still needs to be improved, and the adaptation of goods and services providers to electronic systems. These constraints do not indicate policy failure, but rather illustrate the ongoing adjustment process in the implementation of the e-purchasing system. (Ramadannisa, 2023)

Overall, the obstacles in the implementation of the policy of procurement of goods and services through e-purchasing within the Medan City Government are complex and interrelated. Communication constraints, limited human resources, cautious attitude of implementers, bureaucratic structures that are not fully adaptive, and limited understanding of goods and services providers are factors that affect the effectiveness of policy implementation. These findings confirm the view of Edward III (1980) that the success of policy implementation is not only determined by the clarity of regulations, but also by the readiness of organizations and implementing actors in translating policies into real practice.

Improvement Efforts in Overcoming Obstacles to the Implementation of Goods and Services Procurement Policy Through E-purchasing in the Medan City Government

In line with the identification of obstacles in the implementation of e-purchasing, the Medan City Government has made a number of improvement efforts to increase the effectiveness of policies and minimize operational obstacles. These efforts include various aspects, ranging from improving communication, strengthening human resources, changing work culture, improving bureaucratic coordination, to assisting providers of goods and services. (Hardenta et al., 2023)

The Medan City Government strengthens policy communication through more intensive socialization and technical guidance to increase the understanding of the apparatus of the e-purchasing mechanism. The Head of the Goods and Services Procurement Section said that the training was carried out periodically with material adjustments so that it could be understood by all OPDs, including new users of the system. This effort emphasized the importance of effective policy communication as a key prerequisite for successful implementation, as stated by Edward III.

In addition to direct socialization, the local government also expanded the provision of digital guides and tutorial modules that can be accessed independently by the apparatus. This strategy aims to reduce reliance on formal meetings and accelerate the technical adaptation of system users. This approach is in line with the view that effective policy communication needs to utilize digital media so that information can be accessed in a sustainable and flexible manner. (Nurhikmahyanti, 2024)

Strengthening human resources is carried out through internal training and direct assistance for users of the e-purchasing system. The LPSE Management Sub-Coordinator emphasized that increasing the capacity of the apparatus is directed at mastering the practical mechanism of electronic-based procurement. This step shows the efforts of local governments in adjusting policy demands to organizational capacity, so that the procurement process can run more optimally. (Fuat & Solomon, 2023)

In addition to improving competence, workload adjustments and personnel support are also carried out to prevent the accumulation of tasks in certain apparatus. This arrangement aims to ensure that each implementer has adequate time and resources in carrying out the procurement function. The approach reflects the importance of a balance between policy and resource capacity as affirmed in the policy implementation framework. (Pamilia et al., 2022)

Fostering the attitude and disposition of the implementers is an important part in reducing the excessive caution of the apparatus against the risk of procedural errors. Technical assistance and guidance are directed to build confidence in making decisions through the e-purchasing system. This effort strengthens the disposition of implementers and encourages policy implementation in a more responsive and effective manner. (Hidayat et al., 2024)

Improvements were also made in the aspects of coordination and bureaucratic structure through simplifying procedures and strengthening communication mechanisms between work units. Routine coordination scheduling and workflow clarity are implemented to prevent procurement process delays. This step confirms that an efficient bureaucratic structure is an important factor in increasing the effectiveness of policy implementation. (Cahyadi et al., 2024)

Improvement efforts are not only aimed at government officials, but also at providers of goods and services, especially local MSMEs. Assistance is provided to help providers understand e-purchasing procedures and adapt to electronic systems. This approach reflects the principle of public policy inclusivity and expands provider participation in government procurement. (Harmayani et al., 2024)

The use of supporting technology in the form of digital modules, online guides, and video tutorials complements the strategy to improve the implementation of e-purchasing. The provision of this facility facilitates the independent learning process and accelerates the acceptance of technology by system users. Overall, these multidimensional improvement measures strengthen the foundation of e-purchasing sustainability as a transparent, accountable, and efficient procurement instrument within the Medan City Government.

CONCLUSION

The implementation of the policy of procurement of goods and services through e-purchasing within the Medan City Government has been running normatively in accordance with Presidential Regulation Number 16 of 2018, which is characterized by the implementation of Electronic Catalogs, operational standards of procurement procedures, and the division of roles between work units. The implementation of this system has encouraged the realization of a more transparent, accountable, and electronically documented procurement process. However, the effectiveness of implementation is still influenced by a number of interrelated obstacles, including differences in the level of technical understanding of the apparatus, limited human resources, excessive prudence in decision-making, bureaucratic coordination that is not fully optimal, and the readiness of goods and services providers to adapt to the e-purchasing system. To overcome these obstacles, the Medan City Government has made various efforts to improve gradually through increasing socialization and technical guidance, strengthening the capacity of apparatus, fostering the attitude of implementers, simplifying coordination flows between work units, and assisting providers of goods and services. These efforts show a positive impact on improving the understanding of the apparatus and the smooth procurement process. Overall, the implementation of e-purchasing shows significant progress in improving the efficiency, transparency, and accountability of the procurement of goods and services, and has begun to play a role as a strategic instrument in procurement governance in the Medan City Government. These findings confirm that the successful implementation of e-purchasing policies does not only depend on regulatory clarity, but also on the readiness of human resources, the effectiveness of organizational coordination, and ongoing support for goods and services providers in adapting to electronic procurement systems.

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