


## GOVERNMENT PROCUREMENT SERVICES AT THE GORONTALO CULTURAL HERITAGE PRESERVATION CENTER

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Article Info	ABSTRACT
<p><b>Article history:</b> Received May 10, 2024 Revised Jun 20, 2024 Accepted Jun 19, 2024</p> <p><b>Keywords:</b> Goods and Services, conservation of nature reserves</p>	<p>The stages of implementing government goods and services procurement services are unclear and the factors determining success are not yet known in government agencies. This can lead to low public trust in the government procurement service process for goods and services. The aim of the research is to obtain an overview of the stages of implementation of government goods and services procurement services as well as the factors determining their success. This research was carried out at the Gorontalo Cultural Heritage Conservation Center. The research method used is descriptive qualitative with an inductive approach and analyzed in stages through data reduction, data presentation and drawing conclusions. The data sources for this research consist of primary and secondary data. Primary data is selected informants related to goods/services procurement activities and providers who have carried out work at the agency. Secondary data is supporting data in the form of printed documents and related files. Data collection was carried out by means of observation and in-depth interviews. The results of this research show that there are two stages in the procurement of goods and services that are not optimal. The two stages in question are the procurement preparation stage and provider selection. Apart from that, human resource competency and standard operational procedures as determining factors for service are still not optimal. It is hoped that with future improvements, outputs from the provision of goods and services procurement services can be achieved that are transparent, effective, efficient and fair, right on target and with minimal abuse of authority.</p> <p style="text-align: right;">This is an open-access article under the <a href="https://creativecommons.org/licenses/by/4.0/">CC-BY 4.0</a> license.</p> <div style="text-align: right;">  </div>

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### INTRODUCTION

One form of public service implementation carried out by the government is public procurement or procurement of government goods and services (PBJP). Government procurement of goods and services (PBJP) is a government service to the public intended for business actors, both individuals and business entities, to provide goods or services needed by the government in the context of national development in all

sectors and realize economic equity at the central and regional levels with financing sourced from the State Budget/APBD.

The implementation of government procurement of goods/services has now become one of the strategic economic pillars in the implementation of national development for the realization of community welfare. Government procurement of goods and services is able to: (a) promote equitable economic growth; (b) increase efficiency and effectiveness; (c) increasing the role of micro, small and medium enterprises; and (d) providing public facilities or infrastructure (Betham et al., 2019; Kamal, 2020). The implementation of government programs to realize development in all fields is followed up through the process of procurement of goods/services prepared through government policies. The process of procurement of goods and services consists of several stages starting from procurement planning, procurement preparation, selection of self-managed providers/implementers, contract implementation and handover (G.R Terry in Suprihanto, 2018; Weshler in Suryo and Ulfa, 2013; Presidential Regulation 16 of 2018 jo Presidential Regulation 12 of 2021).

When the procurement of government goods/services is not managed properly, it can have negative consequences with the non-optimal fulfillment of development effectiveness and efficiency, and can potentially reap legal problems (Fahrurrazi, 2019). The cost budget used by the government in the development process in all fields through the procurement of goods and services is considered quite large, requiring really mature and planned management. Part of the source of APBN/APBD funds comes from tax payments of Indonesian citizens. So the government must be transparent and responsible for managing it as well as possible. So that the results are felt and enjoyed by all Indonesian people.

The government's function in public services, including carrying out the procurement of goods/services, is in the spotlight because the budget used is very large. From the report of the Indonesian Financial and Development Supervisory Agency (BPKP), it was recorded that in 2021 the value of government procurement of goods and services reached 52 percent of the total state budget realized for state expenditure reaching Rp. 2,784.4 trillion (BPKP, 2021; Ministry of Finance, 2022). The potential for fraud or corruption in the procurement of government goods and services is quite large. The amount of budget allocated by the state to the government based on the ICW report states that the trend of fraud that occurred in the procurement of government goods and services until 2021 is characterized in three general modes, namely (1) fictitious activities or projects; (2) embezzlement and misuse of the budget; (3) price inflation (mark up) (ICW, 2021). Other forms of fraud that occur (such as legal and administrative violations) in its implementation such as the announcement of tender/auction packages are not transparent to the public, the intervention of the procurement committee, the preparation of HPS that marks up and specifications to one specific brand to direct to certain parties and spend a long time. Alfian (2015) also maps the risk of fraud that occurs in the process of government goods/services procurement services that are carried out conventionally since the stages of (1) procurement planning, (2) the formation of a procurement committee/working group or the appointment of procurement officials (election preparation), (3) the determination of the procurement system, (4) the preparation of the procurement implementation schedule, (5) the preparation of the calculation of the self-estimated price (HPS), (6) the preparation of procurement documents for goods and services, (7) Announcement and registration of auction participants, (8) Qualification

stage of goods/services providers and collection of goods/services provider documents, (9) Explanation of auction/aanwijzing, (10) Submission and opening of bidding documents, (11) Evaluation of bids, (12) Verification of qualifications and preparation of minutes of auction results, (13) Determination and announcement of auction winners, (14) Objections of auction participants and public complaints, (15) Signing and implementation of contracts and delivery of goods/services and payment of work. Meanwhile, Giri Sucahyo (2009) argues that the procurement of government goods/services can have the potential to cause negative effects, including (1) arisan tenders and kickbacks in the tender process, (2) bribes to win tenders, (3) the tender process is not transparent, (4) suppliers play with setting the highest price (mark up), (5) winning the company of brothers, relatives or people of certain parties, (6) the inclusion of technical specifications can only be supplied by one specific business actor, (7) the existence of alma mater centric, (8) entrepreneurs who do not have complete administration can participate in the tender and even win, (9) the tender is not announced, (10) it does not open access for participants from the regions.

One of the irregularities that occurred above was triggered by the lack of vigilance or prudence and incompetence of procurement actors. Not a few, the deviations that occur are caused by the deliberate encouragement of opportunities to interested parties to get profits. Therefore, it can be concluded that there are 4 (four) main problems in government procurement services, namely (1) lack of transparency and accountability in the procurement process to the public from planning to contract implementation, (2) competence of human resources, (3) leadership of procurement actors, and (4) lack of integrity that risks causing malicious consensus together (organizers and tender/auction participants) and (5) compliance in implement SOPs to prevent the risk of fraud.

The government's efforts to improve the procurement system of goods and services in addition to law enforcement by the authorities are also prevented by adhering to the concept of open government which has been buzzing since 2011. The concept of open government became famous internationally when it was introduced by the president of the United States Barrack Obama in 2009 and 2010 by the British government which launched its first data portal to the public. Domestically, through the Open Government Indonesia (OGI) movement, Open Government is interpreted as a collaborative effort with the government and intellectual civil society groups to give birth to ideas or ideas and actions to create clean, effective, democratic, and trustworthy governance by instilling the values of transparency, participation, innovation, accountability, and inclusiveness (OGI, 2022). Open Government is committed to improving the quality of information availability regarding government activities, supporting civil society participation in government, organizing professional standards in providing public administration for corruption prevention, abuse of authority and increasing access to the use of new technology to support accountability and openness (Romadhon and Herdiansyah, 2021). The advantage of open government is that it makes it easier for the public to access government data and activities, laws and government policies that can be obtained easily, open data is closely related to government information that can be used by the public for various purposes. However, most experts argue the potential benefits of an open government approach can stimulate transparency, accountability, increase public participation and stimulate economic growth (Wirtz, Bernd & Birkmeyer, Steven., 2015).

A form of embodiment of government openness in government goods and services procurement services that transform from closed to open by implementing electronic

services. Electronic government procurement services are made because they have operational advantages, including increasing control in the process of procurement of goods and services, increasing transparency, decentralization of procurement that increases efficiency and rational bidding (Rosen, 2012). The electronic procurement of goods and services carried out by the government is considered to be more: (a) transparent and accountable, (b) simple and low-cost, (c) creating the same standards so as to create the principle of fairness or equity, (d) minimizing the risk of errors, (e) data is digitally documented so that it is easy to monitor and evaluate, and (f) there is fair competition (Hidayat, 2015; Nurmandi, 2013).

The use of electronic government procurement services is only a technology that makes it easier, and the determinant of its success is highly dependent on the role of human resources who have qualified competence, professional leadership, integrity and compliance with standard operating procedures (SOPs) or services. If this is not done, it is feared that it will have an impact on decreasing the level of public trust and compliance with procedural service standards. The role of human resources in question is procurement actors consisting of state civil servants and providers.

The Gorontalo Cultural Heritage Preservation Center (BPCB) as one of the government agencies or work units within the Ministry of Education, Culture, Research and Technology (Kemendikbudristek) Directorate General of Culture which carries out government procurement services electronically since 2010 and was reaffirmed through a circular letter from the Ministry of Education and Communication Technology in 2020. Since the planning process of disclosure of procurement information, data input has been carried out to the preparation of procurement package plans based on values, types, and selection methods

into the internal application of the Ministry of Education and Culture's Goods and Services Procurement Planning System (Sirenbaja) which is integrated into the Procurement General Plan System (SIRUP) which is the authority of the Government Goods and Services Procurement Policy Institute (LKPP). From access to SIRUP data for the public, there are types of procurement carried out by BPCB Gorontalo consisting of procurement of goods, other services, non-construction consulting services, construction consulting services, and construction services. Meanwhile, the procurement method is carried out through providers and self-management. It is recorded that in the last three years from 2020 to 2022 (see table below), the value of procurement of goods and services that have been planned and implemented by BPCB Gorontalo has experienced an upward trend.

Table 01 Value of Procurement of Goods and Services of BPCB Gorontalo in 2020 – 2023

No	Fiscal Year	Value of Procurement of Goods and Services	
		Through Providers	Through Swakelola
1	2020	1.238.552.200	3.323.391.000
2	2021	2.587.796.000	3.548.206.000
3	2022	5.066.020.000	998.861.000
4	2023	5.672.521.000	3.444.934.000

(source: Sirenbaja application of the Ministry of Education and Culture and SIRUP LKPP in 2020-2023)

However, from the data above, the series of stages of implementation of the procurement of goods and services in the agency has not been described in detail and the factors that determine its success.

Mulyadi, et al. (2018:3) stated that "In the development of paradigms and theories of public administration, it appears that the existence of public administration, orientation, or focus of study attention is how to provide public services to the community". According to Wibowo and Kertati (2022), public administration can be considered as an organization that achieves state goals which is an effort to realize the welfare of the people through the provision of public goods or the provision of public services.

Hughes (in Revida, et al., 2020:3) provides an understanding of public administration as public service activities and/or public service activities in implementing policies obtained from other parties. Rosenbloom (in Pasolong, 2018:9) points out that "public administration is the use of management, political and legal theories and processes to fulfill the wishes of the government in the legislative and executive fields, in the context of regulatory functions and services to the community as a whole or in part".

Goodspell (in Mulyadi, 2018:27) explains public administration as an effort to produce integrated public governance, where all parties involved in providing services to the community are integrated based on the values of legality, efficiency, effectiveness, justice, reliability, transparency, integrity, and participation or involvement of various parties in order to achieve a more democratic life, even more than that, which is the main capital for the realization of trust the public to the government and its bureaucracy, so that in the end the government is more effective in ensuring the realization of welfare and the common good.

## **METHODS**

This research is set at the Gorontalo Cultural Heritage Preservation Center which has the task of carrying out the protection, development and utilization of cultural heritage and is suspected to be a cultural heritage located in the working area of Gorontalo province, Central Sulawesi, and North Sulawesi.

The selection of the subject of this research is based on the consideration of the Gorontalo Cultural Heritage Preservation Center as one of the vertical agencies in the field or part of culture from the Ministry of Education and Culture which has a fairly wide working area. The availability of easily accessible initial data also makes it a consideration for choosing this study.

### **Research Approaches, Methods, and Procedures**

This study uses a descriptive qualitative method with an inductive approach and analyzes data through three steps of data analysis, namely data reduction, data presentation and conclusion drawn. Writer. Gathering all in-depth information related to the issue or phenomenon to be solved. The approach that will be carried out later will use focus groups, in-depth interviews, and in-depth observations. The results of the data are collected and then selectively grouped and then provide an interpretation of the meaning of the data.



### **Presence of Researcher**

The researcher himself is a state civil servant who serves at the Gorontalo Cultural Heritage Preservation Center who daily does affairs to cultural heritage and gets additional tasks to take care of the procurement of goods and services.

### **Data and Data Sources**

In this study, the data source used is selected informants within BPCB Gorontalo who are in charge of the procurement of government goods and services. Meanwhile, other informants who are used as data are providers (business entities) who have carried out the procurement of goods and services at BPCB Gorontalo. Other data obtained were in the form of data on the number of employees from the personnel section, budget working papers from the planning section, general procurement plan data from the Ministry of Education and Culture's General Plan System for Procurement of Goods and Services (Sirenbaja) application, procurement general plan data in the SIRUP LKPP application, and procurement recapitulation data carried out by providers through the Ministry of Education and Culture's LPSE application service. The data sources presented in general above are grouped into two groups of data, namely primary and secondary data.

## **RESULTS AND DISCUSSION**

From the results of the research data, the researcher proposed several phenomena that became important findings of the research. The findings of this study will be described based on the focus and sub-focus of the research as follows:

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In the focus of this research, four sub-foci are determined, namely: 1). Planning, 2). Preparation for procurement, 3). Provider selection and 4). Contract execution. To describe the focus of the research, these four sub-foci are described as follows:

### **Planning.**

Planning is an important aspect that must be carried out in order to improve the quality of goods and services procurement services, both in the form of aspects of budget use, administration and management of procurement of goods and services as well as technical aspects and procurement procedures. Internally and externally, planning is very necessary to support the success of BPCB Gorontalo programs and activities, determining the direction and policy strategy of goods and services procurement services. The Procurement Working Group carries out the identification and analysis of needs which are then compiled into the Work Plan and Budget of the Ministry/Institution (RKA-K/L). All plans that have been prepared are loaded into the Procurement General Plan Information System (RUP).

At this stage of planning, information and data on the agenda of activities or programs are collected to be decided in a program discussion meeting which will then be proposed to the Planning Bureau of the Ministry of Education and Culture-Research and

Technology of the Republic of Indonesia which contains KAK/RAB along with other supporting data. Usually the proposal is in March and the approval comes out in October one year earlier.

In this planning process, obstacles were found, including limited and tight time, availability of human resources related to capacity, competence and knowledge about PBJ management. And more than that, planning by BPCB is still very dependent on the approval of the ministry.

Government procurement of goods and services (PBJP) is a government service to the public intended for business actors, both individuals and business entities, to provide goods or services needed by the government in the context of national development in all sectors and realize economic equity at the central and regional levels with financing sourced from the State Budget/APBD. Government procurement services begin from the identification of needs which are part of procurement planning, procurement preparation, election preparation, election process, contract implementation, and handover of the results of the procurement of goods and services.

The Gorontalo Cultural Heritage Preservation Center (BPCB) as one of the government agencies or work units within the Ministry of Education, Culture, Research and Technology (Kemendikbudristek) in carrying out its duties and functions also has a budget for the procurement of government goods/services. Expenditure on the procurement of goods and services of BPCB Gorontalo institutionally follows the regulations issued by LKPP which was reaffirmed by the Ministry of Education and Culture through its circular since 2020 to be carried out electronically and centrally in one LPSE. From the planning process, data input has been carried out to the preparation of procurement package plans based on values, types, and selection methods into the Sirenbaja application which is integrated into the LKPP SYRUP. From the SIRUP data, there are types of procurement carried out by BPCB Gorontalo until now, consisting of procurement of goods, other services, non-construction consulting services, construction consulting services, and construction services. Meanwhile, the procurement method is carried out through providers and self-management.

The process of government procurement services based on existing rules begins at the planning stage. At this stage, the planning prepared by the PPK (Commitment Making Official) when the work plan and budget are also prepared and determined by the KPA (Budget User Proxy) which includes the identification of needs, determination of goods/services, methods, schedules and budgets for the procurement of goods/services (Framework of Reference for Work/Technical Specifications). After the procurement planning is prepared, the next stage of procurement preparations carried out by the PPK includes the determination of specifications/Terms of Reference for Activities (KAK), the determination of HPS (Self-Estimated Price), the determination of the contract draft and the determination of the down payment, the down payment guarantee, the implementation guarantee, the maintenance guarantee, the warranty certificate and the price adjustment. The third stage is preparation for the election, preparation for the

selection of suppliers by the selection working group or procurement officials is carried out after the selection working group or procurement officials receive the preparation of Procurement of Goods/Services through the provider submitted by the PPK to the General Bureau of Procurement of Goods and Services (UKPBJ) of the Ministry of Education and Culture or the Procurement Official. This procurement preparation includes reviewing procurement preparation documents, determining supplier selection methods, qualification methods, bid evaluation, determining the method of submitting bid documents, determining election schedules and preparing election documents. In the fourth stage, the implementation of the election is carried out by the PPK and the Election Working Group or procurement officials according to the election method. In the fifth stage, the implementation of the written contract/agreement is carried out by the parties in accordance with the provisions contained in the laws and regulations. In the last stage, the handover of work results is carried out after the work is 100% completed (the first and final handovers are specifically for construction work) according to the provisions contained in the contract. The Provider submits a written request to the contracting officer for the handover of goods/services. The contracting officer carries out an inspection of the goods/services submitted. The contracting officer and the supplier sign the handover minutes. Especially for construction services, the handover is carried out twice, namely the temporary and final handover.

From the results of research and observations in the field, it shows that the Gorontalo Cultural Heritage Preservation Center for procurement services of goods and services is included in the administrative affairs of BPCB Gorontalo. In order to fulfill the supporting facilities and infrastructure for cultural heritage preservation activities in the Gorontalo Province, North Sulawesi and Central Sulawesi provinces, a working group for the procurement of goods and services was formed or can join the planning, evaluation, program and budget working group through planning, organizing, implementing and controlling activities carried out to determine the goals that have been set through the use of resources human resources and other resources attached to BPCB Gorontalo.

Presidential Regulation Number 16 of 2018 emphasizes the goal of achieving the success of goods and services procurement services, namely producing the right goods or services from each budget spent measured by quality, quantity, time, location and provider, by adhering to the principles of procurement of goods and services that are efficient, effective, transparent, open, competitive, fair and accountable.

In connection with the focus of research on government procurement services at BPCB Gorontalo, the discussion of the research will be described in accordance with the following research sub-focuses:

- 1. Government Goods and Services Procurement Services at the Gorontalo Cultural Heritage Preservation Center.**

Based on the research sub-focus on government procurement services in BPCB Gorontalo, four factors for the success of procurement services for goods and services



were determined, namely, 1). Planning, 2). Preparation, 3). Provider selection and 4). Contract execution.

**a. Planning.**

Planning and determination of the planning needs of the procurement of goods/services is an activity of thinking and calculation in an effort to establish the needs of goods and services, both related to the determination of needs, procurement methods, procurement procedures or procedures, as well as rules that must be considered and complied with in the implementation of the procurement of goods and services.

Planning is important because of the amount of expenditure or expenditure through the procurement of goods and services in an institution/agency that requires special attention to minimize risks and problems in the procurement of goods and services.

Arsana (2016) stated that planning is one of the most vital functions in procurement management activities. Therefore, to achieve the goal of procurement of goods and services, proactive steps must be taken in carrying out comprehensive planning so that goals and objectives can be achieved. Furthermore, Husen in Arsana (2016; 140) stated that good planning is when all the process of activities in it can be implemented in accordance with the goals and objectives that have been set with a minimum level of deviation and maximum results.

BPCB Gorontalo in planning the procurement of goods and services follows technical instructions from the Government Goods and Services Procurement Policy Institute (LKPP), which is carried out in both procurement methods, either through self-management or through providers. The planning carried out as much as possible provides convenience for the implementer or procurement working group to implement the procurement plan in terms of preparation, implementation, supervision/supervision and control of PBJ. So that planning provides indicators that can be measured.

In general, information and data on the agenda of activities or planning are collected to be decided in a program discussion meeting which will then be proposed to the Planning Bureau of the Ministry of Education and Culture-Research and Technology of the Republic of Indonesia which contains KAK/RAB along with other supporting data for approval. Meanwhile, PPK in preparing the procurement of goods and services that is carried out through self-management includes determining the type of self-management, preparing technical specifications/KAK and preparing cost estimates/Cost Budget Plans (RAB). And for procurement planning through suppliers, it is carried out by the preparation of technical specifications (KAK), the preparation of cost estimates (RAB), the packaging of procurement of goods and services, the consolidation of procurement of goods and services and the preparation of supporting costs.

Sugiyanto (2020) views that a project (procurement of goods and services) requires careful planning to achieve the objectives, namely by laying the foundation of the goals and objectives of a project while preparing all technical and administrative programs so that they can be implemented. The results of planning as a reference for implementation and control must continue to be refined to adjust to the changes and developments that occur in the next process

In order to avoid obstacles in the procurement process, the PPK conducted a review of data and information at this planning stage. This is mainly to ensure that the goods and services that will be held are fully in accordance with the needs expected by the PA/KPA.

Based on research, planning support for government procurement services for goods and services at the Gorontalo Cultural Heritage Preservation Center has been running well, carried out following Presidential Regulation Number 16 of 2018. Prabandani (2020) stated that the provisions on planning for the procurement of goods and services in Presidential Regulation Number 18 of 2018 are carried out in an integrated manner with the national development planning and budgeting process. This is in accordance with the national planning and budgeting approach that places goods and services as part of the development planning output.

PPK is assisted by a technical team/consultant in preparing planning, always coordinating with KPA to pay attention to needs and budgeting. However, in this planning, there are also obstacles in the form of, among others, limited and tight time, the availability of human resources related to capacity, competence and knowledge about the management of procurement of goods and services that are not fully in accordance with the expected standards.

In relation to the above, Arsana (2016) emphasized that planning is a systematic arrangement of steps through efforts to utilize available resources by paying attention to all limitations in order to achieve goals effectively and efficiently. So that something that has been planned well will be easier to measure. Likewise, something that is easy to measure will be easier to control and something that is easy to control will be easy to solve.

Regarding the formulation of the objectives of the planning process, Prijambodo in Arsana (2016) stated that technically the formulation of objectives must: a) be specific, b) measurable, c) achievable, d) not far-fetched and e) clear deadlines for achievement. Therefore, the objectives and benefits of planning can be formulated as follows: 1). Clearly and accurately outline the goals and objectives of the activities carried out comprehensively, 2). As a guideline and direction of activities as well as their work procedures so that relationships and coordination between departments can be implemented, 3). As a guarantor of the effective and efficient use of available resources, 4). As a control tool and measure/compare the results of the implementation of activities, and 5). As a tool to improve the practice and method of working activities.

**b. Procurement Preparation**

The stages of preparation for the procurement of government goods and services consist of two categories, namely: 1). For the procurement of goods/services through self-management, including setting targets, self-management organizers, activity plans, implementation schedules, and cost budget plans (RAB). The results of the procurement preparation are outlined in the Framework of Reference (KAK) of activities/subactivities/outputs; and 2). For the procurement of goods/services through providers, including the determination of Self-Estimated Prices (HPS), the determination of contract drafts, the determination of technical specifications or KAK, down payments, down payment guarantees, implementation guarantees, maintenance guarantees, warranty certificates and price adjustments.

The scope of the preparation for the procurement of goods and services is to prepare the preparatory steps that must be taken before the implementation of the procurement of goods and services. Preparation for the procurement of goods and services is the preparation of a detailed work plan to carry out the process of procurement of government goods and services. This preparation is the most important part because it will be used as a foundation in every step of the process of implementing the procurement of goods and services through goods/service providers.

The stages that must be carried out in this preparation are as follows: 1). Review of the general procurement plan 2). Preparation and determination of procurement implementation plans 3). Selection of procurement system which includes: a. Selecting and determining the method of selecting a provider of goods and services b. Select and determine the method of submission of bidding documents c. Selecting and determining bid evaluation methods d. Selecting and assigning contract types 4). Selecting and determining the qualification assessment method 5). Preparation of procurement stages and schedules 6. Preparation of procurement documents 7). Preparation of HPS 8). Establish Procurement Guarantee and Warranty Certificate.

In accordance with Presidential Regulation Number 16 of 2018 which regulates the preparation of procurement of goods and services, this mechanism is technically implemented according to categories, namely through self-management and through providers which will be described as follows: Self-management preparations consist of: (1) the determination of work targets is determined by the PA/KPA, (2) the determination of self-management organizers, carried out according to the type of self-management, namely: a). Type I self-management planned, implemented and supervised by the Ministry/Institution/Regional Apparatus in charge of the budget determined by the PA/KPA; b). Type II self-management that is planned and supervised by the Ministry/Institution/Regional Apparatus in charge of the budget and implemented by other Ministries/Institutions/Regional Apparatus implementing self-management, then the determination of the organizer of the preparation team and supervisory team is determined by the PA/KPA and for the implementation team is determined by the minister/head of the institution/head of other agencies implementing self-management;

c). Type III Swakelola which is planned and supervised by the Ministry/Institution/Regional Apparatus in charge of the budget and implemented by the self-managed implementing organization, the preparation team and supervisory team are determined by the PA/KPA and for the implementation team is determined by the leader of the self-managed implementing organization; d). Type IV self-management is planned by the Ministry/Institution/Regional Apparatus in charge of the budget and/or based on the proposal of the community group, and is implemented and supervised by the community group implementing the self-management, then the self-management organizer is determined by the leader of the implementing community group. (3). The activity plan is determined by the PPK by taking into account certain experts/equipment/burdens that are carried out under a separate contract. Experts can only be used in the implementation of type I self-management and the number of experts must not exceed 50% of the number of members of the implementation team. (4). Activity plans proposed by community groups are evaluated and determined by the PPK. (5). Implementation schedule and (6). The Cost Budget Plan includes: a). The cost of procurement of goods and services through self-management is calculated based on the cost component of self-management, b). PA can propose a standard for input/output costs for self-management to the minister who carries out government affairs in the field of state finance/Regional Heads. (7). All results of preparation for the procurement of goods and services through self-management are stated in the KAK of activities/sub-activities/outputs.

Meanwhile, the preparation for the procurement of goods and services through providers is a way to obtain goods and services provided by business actors. This mechanism includes:

- (1). Self-Estimated Pricing (HPS) is an estimate of the price of goods and services set by the PPK. The HPS value is the price of goods and services that have taken into account all cost components until they are ready to be used and utilized by users. In the preparation and determination of HPS, it follows the provisions, namely: HPS is calculated by expertise and using data that can be accounted for, HPS has taken into account indirect profits and costs, profit (profit) is the difference between the selling price that is greater than the purchase price or production costs, management fee (management/management costs) is a certain percentage allocated as a reward for services in managing a job, indirect costs are costs that are not directly related to production, the value of HPS is open and not confidential, the total HPS is the result of the calculation of HPS plus Value Added Tax (VAT), HPS is not the basis for calculating the amount of state losses. The existence of HPS is used as a tool to assess the fairness of the bid price or the fairness of the unit price, the basis for determining the maximum limit of the legal bid in the procurement of goods/construction work/other services and the HPS as the basis for determining the amount of the implementation guarantee value for the offer that is lower than 80% of the HPS value.

The HPS preparation process is carried out by the PPK based on: a). The results of the cost estimate/Cost Budget Plan that has been determined at the planning stage; b). The budget ceiling stated in the DIPA/DPA or for the election process carried out before the determination of the DIPA/DPA refers to the budget ceiling stated in the RKA K/L or RKA of the Regional Apparatus; and c). The results of the cost estimate / Cost Budget Plan (RAB) review include the components of profit, indirect costs and Value Added Tax (VAT).

- (2). Establish a contract draft. PPK prepares a draft contract based on the specifications/framework of reference (KAK) and the Self-Estimated Price (HPS), which includes, among others: a). Subjects of the agreement; b). General Conditions of Contract/Agreement (SSUK). c). Special Conditions of Contracts/Agreements (SSKK). d). Attachments include technical specifications/KAK, implementation schedule, list of quantities and prices.
- (3). Establish Technical Specifications/KAK. Technical specifications are the total characteristics of goods or services that can meet the needs and desires of users of goods or services stated in writing. Technical Specification can also be interpreted as a detailed description of the performance requirements of goods, services or work, such as material quality, work methods and work quality standards and others that must be provided by the provider. Clear and precise technical specifications of goods or services will be useful for: a). Testing products and services in meeting user needs. b). Encourage providers to provide alternative and innovative solutions that can offer better value for money, and c). Increase competition in the provider selection process.
- (4). Stipulate down payment, down payment guarantee, performance guarantee, maintenance guarantee, warranty certificate and price adjustment.
  - a). Advance payment is money that can be given to the provider in preparation for the implementation of the work and is included in the draft contract contained in the election document and is obliged to submit a guarantee letter of advance payment to the PPK in the amount of the value of the advance money submitted.
  - b). Implementation Guarantee is a guarantee that must be submitted for contracts for the procurement of goods/construction/other services with a minimum value above Rp. 200,000,000. The amount of the performance guarantee value is: for the corrected bid value between 80% to 100% of the HPS value of the implementation guarantee of 5% of the contract value; and for the corrected bid value below 80% of the HPS value, the amount of the implementation guarantee is 5% of the total value of the HPS.
  - c). Maintenance Guarantee, which is a guarantee applied for construction work or other services that require a maintenance period in the event that the provider receives the retention money on the first handover of work (Provisional Hand Over), is returned 14 working days after the maintenance period is completed with the amount of the maintenance guarantee value of 5% of the contract value.



d). The Warranty Certificate is given on the feasibility of using the goods for a certain period of time in accordance with the provisions in the contract and issued by the manufacturer or a party legally appointed by the manufacturer. In accordance with the provisions of the consumer protection law, the warranty period is at least 1 year from the handover of the goods.

e). Price Adjustments. PPK arranges price adjustments in contract drafts. Price adjustment is applied to Multi-Year Contracts with the type of Unit Price Contract or Contract based on the Time of Assignment in accordance with the terms and conditions that have been listed in the Election Document and/or amendment of the Election Document; and the procedure for calculating the price adjustment must be clearly stated in the Election Document and/or amendment to the Election Document which is an integral part of the Contract.

Based on the description above, the preparation for the procurement of Goods/Services by the PPK is carried out after the announcement of the general procurement plan and before the selection process either through tender, direct appointment or direct procurement. The actual preparation stage is to finalize the entire process of planning the procurement of goods and services that have been prepared in the general procurement plan, procurement implementation plan and procurement selection plan. All documents related to the procurement process of goods and services are finalized and approved by the leadership and PPK to be used as administrative materials that support the implementation of PBJ, the determination of personnel who will be authorized and responsible for work items and budget readiness for the implementation of activities.

According to Arsana (2016), the preparatory function is an effort to design the right activities to achieve goals, determine the scope and details of the type of activity, group, organize and divide labor or tasks and work procedures or mechanisms.

### **c. Provider Selection**

In the procurement of goods and services in general, before the selection of goods and services providers, it is necessary to review the preparatory documents for the procurement of goods and services with the aim of reviewing the documents to ensure the conformity required in Presidential Regulation 16 of 2018 along with its changes and derivatives to avoid conflicts of interest.

Activities at this stage, the election working group or procurement officials receive the procurement documents of goods and services submitted by the PPK which are attached with: a). Decree of Determination as PPK, b). Budget documents (RKA-KL/RKA-PD that have been determined) or PA Approval letter for the preparation of Procurement and the election process preceding the approval of the RKA K/L by the DPR or RKA Regional Apparatus by the DPRD, c). RUP package ID, and d). Plan the time for the use of goods and services.

If at this stage there are things that need to be changed based on the review that has been carried out, then the working group or procurement officer proposes to the PPK

to make changes. If the PPK rejects the proposal submitted by the Election Working Group, then this disagreement is submitted to the PA/KPA to be decided.

This mechanism is then continued with the implementation of provider elections. In accordance with Presidential Regulation Number 16 of 2018, the implementation of supplier selection uses selection methods, namely through e-purchasing, direct procurement, direct appointment, and tender/selection. Especially for the selection of suppliers through tender or selection, it is carried out in stages: a). Implementation of Qualifications, b). Announcement or invitation, c). Registration and collection of election documents, d). Provision of explanations, e). Submission of bidding documents, f). Evaluation of bidding documents, g). Determination and announcement of winners and h). Refute.

In practice, the selection of suppliers through this tender is the most attractive to be followed by prospective providers of goods and services or construction work. This stage is also a critical point in the procurement of goods and services, either carried out by the procurement of goods and services or by the provider to commit conspiracy in tenders. Sutedi (2012) wrote that tender support is cooperation between two or more parties, explicitly or secretly through the act of adjusting and/or comparing tender documents before submission and/or creating pseudo-competition and/or agreeing and/or facilitating and/or refusing to take an action even though knowing that the action was carried out to regulate in winning a particular tender participant.

To avoid the occurrence of unhealthy and improper supplier elections, it is very necessary to implement regulations and mechanisms that ensure openness and fairness, meaning that tenders must be carried out in general, clear requirements and not discriminatory against all prospective suppliers. In this regard, the integrity and honesty of the tender implementer are needed so that there is no conspiracy between the organizer and the provider.

#### **d. Contract Execution**

In essence, the implementation of a contract for the procurement of goods and services is the implementation of an agreement mutually agreed upon by both parties in the agreement to carry out a work. According to Arsana (2016), a contract can be understood as an agreement between the assignor and the assignee. The assignor in this case is the owner of the work and the assignee is the provider of goods and services (contractor/consultant).

Meanwhile, Sutedi (2012) stated that a contract is an action carried out by two or more parties where each party in it is required to perform one or more achievements. An important part of a contract is the content of the contract which is the subject matter of the agreement. In this section, the parties declare all things or points that are considered necessary and are the will of the parties as a valid written statement.

In the procurement of government goods and services at BPCB Gorontalo, contracts are implemented in contract documents that contain general terms and conditions for the procurement of government goods and services that must be understood

with the aim of providing understanding, guidelines and limitations for users and providers in the implementation of contracts.

One of the processes of procurement of goods and services is the stage of contract implementation which is generally regulated in Presidential Regulation Number 16 of 2018 consisting of: a). Determination of Appointment Letter of Goods/Services Provider (SPPBJ). b). Contract signing. c). Provision of advance payment. d). Payment of work performance. e). Contract changes. f). Price adjustment. g). Termination of Contract and Termination of Contract. h). Termination of contact. i). Handover of work results. j). Handling of force majeure.

Furthermore, the mechanism for implementing work in the field, both for construction work and procurement of goods, is the business of the implementer/provider until the completion of the work. Other matters that occur in the implementation are the responsibility of the implementer, if then there is an adjustment to the work, it can be taken by joint inspection or there is a change in the contract (addendum).

## **2. Factors that determine the service of procurement of government goods/services at the Gorontalo Cultural Heritage Preservation Center.**

The sub-focus of research on the factors that determine government procurement services in BPCB Gorontalo is determined to be four factors for the success of goods and services procurement services, namely: a). Human Resources Competence; b). leadership, c). integrity, and d). Standard Operating Procedures (SOPs) for services/activities.

### **a. Human Resource Competence.**

Based on research and observations in the field, it shows that human resource competence is a decisive part in the procurement of goods and services. Competence in the field of procurement of goods/services is indispensable to achieve the success of procurement of goods/services productively, in the sense of being effective, efficient and of high quality. Competency standards are the ability standards required to be able to procure goods/services related to aspects of knowledge, skills/expertise, and work attitudes of PBJ actors in accordance with the set standards.

Scale in Sutrisno (2009; 202) wrote that competence comes from the word competence which means proficiency, ability and authority. As for etymologically, competence is defined as the dimension of expertise behavior or excellence of a leader or staff who has good skills, knowledge and behavior.

According to Sutrisno (2009), competency is an ability based on skills and knowledge supported by work attitudes and their application in carrying out tasks and work in the workplace that refer to the set work requirements. Meanwhile, according to Government Regulation Number 101 of 2000, it is explained that competence is the ability and characteristic possessed by a civil servant in the form of knowledge, attitudes, behaviors required in his duties and positions.

The manager of the procurement of goods/services within BPCB Gorontalo is a functional official who is given full duties, responsibilities, authority and rights to carry

out the procurement of goods/services. The main task is to carry out the procurement of goods/services, in this case including procurement planning, selection of suppliers, implementation of contracts until the completion of all activities.

The procurement of goods/services at BPCB Gorontalo is carried out by the functional position of goods/services manager, can be as a tender working group/procurement officer to carry out procedures and mechanisms for procurement of goods/services that have basic level certification in the field of procurement of goods/services.

One of the problems faced by BPCB Gorontalo in the field of procurement of goods/services is the limitation or lack of human resources who meet the requirements for competency in the procurement of goods/services, especially in the context of assignment as an Election Working Group/Procurement Officer/PPK, or the appointment of civil servants as candidates in the Functional Position of Goods and Services Procurement Manager (JF PPBJ) who will be appointed to JF PPBJ, who are required to have a level-1 Procurement of Goods/Services certificate. With a wide work area covering 3 provinces each of North Sulawesi, Central Sulawesi and Gorontalo, the personnel situation is felt to be limited to manage the stages and resources of the procurement of goods and services, especially during the implementation of the contract including the construction or work of physical infrastructure facilities of BPCB Gorontalo.

In addition, judging from the budget allocation, there is a tendency to increase the value of the budget for the procurement of goods and services through providers at BPCB Gorontalo every year. In 2020, the budget for the procurement of goods and services carried out through providers amounted to Rp. 1,238,552,200. In 2022, the value of the budget for the procurement of goods and services increased to Rp. 5,066,020,000. In 2023, the value of the budget for the procurement of goods and services will increase to Rp. 5,672,521,000

An increase in the value of the procurement budget will also increase the performance load and volume of work that will be carried out by the apparatus resources available at BPCB Gorontalo. Thus, the optimization of goods and services procurement services carried out by procurement officials/procurement working groups must also be improved so that public services and service output are better and meet public satisfaction.

According to Hayat (2017), the optimization of public services is to provide professional and quality services that have positive implications for community satisfaction. Service professionalism is supported by attitudes and behaviors in providing services. Human resources are an important indicator in public services. Therefore, comprehensive competence and accountability are a necessity, because it is related to the duties and functions inherent in the apparatus/service implementer. If the apparatus is competent, then the service can be carried out as it should, of course, the quality of the service provided also affects the aspects it serves.

The increase in the budget allocation managed by BPCB Gorontalo has resulted in an increase in workload which will certainly demand the competence and ability of the apparatus working in the procurement of goods and services. Sutrisno (2009) stated that capacity improvement is a strategy directed to increase efficiency, effectiveness and responsiveness in order to improve organizational performance. The dimensions can be in the form of efforts to develop human resources, organizational knowledge and institutional reform. In facing the influence of the organizational environment, it requires the readiness of human resources to have the ability to answer challenges by showing performance through activities in their fields of duties and work in the organization.

The limited resources of the apparatus at BPCB Gorontalo can be seen from the results of research findings that show that there is a dual position between the functional positions of the BPCB working groups and additional positions or duties as organizers/managers of goods and services procurement services. This condition occurred due to a large formation vacancy in functional positions totaling 24 personnel and a vacancy in the administrative section which reached 32 personnel. Overall, BPCB Gorontalo experienced a shortage of human resources who are on duty and work with a large area of work covering the provinces of Central Sulawesi, North Sulawesi and Gorontalo.

#### **b. Leadership**

The results of the study show that the presence of leaders is very necessary to motivate, inspire and maintain cohesiveness between team members involved in the procurement of goods and services. The behavior of leaders who are simple, friendly, open and able to communicate well with the procurement working group and all employees is very helpful and supports the process of implementing the procurement of goods and services. Commitment and responsibility to complete work in accordance with standard procedures and follow the rules of procurement of goods and services are the main targets for the implementation of leadership that is applied firmly and objectively to employees, both ASN and Non-ASN.

Leadership is a determining factor in the success of goods and services procurement services because it is related to decision-making in the organization's management function. According to Fahmi (2012) there are four management functions that must be carried out and understood by a leader, namely: a). Planning, b). Organizing, c). Leading and d). Controls. An understanding of this management function will be a requirement in making a decision. The decisions made, whether strategic, tactical or rational, must be directly related to various goals and various goals to be achieved. Therefore, a good decision is a decision that represents the 4 management functions and is in accordance with the requirements in the perspective concept of decision-making management.

The commitment and support from the leadership towards the implementation of effective and efficient pawnshop services for goods and services is manifested in concrete actions and not just discourse. This real support from the leadership is followed by a



commitment to budget provision and efforts to direct and make decisions to solve problems faced in the procurement process of goods and services at BPCB Gorontalo. Thus, leadership is one of the factors that determines the acceleration of the service process of procurement of goods and services.

According to Rivai in Torang (2014; 71) The leadership function has two dimensions, namely the direction dimension (the ability to direct) and the support dimension (support of people in the organization). Furthermore, operationally, the main functions of leadership are divided into 5 functions, namely: 1). Instructive function, namely the leader only conducts one-way communication, which means that the leader is the party that determines what, how, when, and where orders are carried out; 2). Consultative function, namely the leadership conducts two-way communication. Before making a decision, the leader consults with his subordinates who know various things related to the decision to be taken (as a consideration). Through the consultative function, it is hoped that the decision of the leadership will receive support; 3). Participation function, which aims to activate subordinates by involving them in decision-making; 4). Delegation function, namely the delegation of authority to subordinates to make and make decisions based on trust; 5). Controlling function, namely control implemented in the form of guidance, direction, coordination and supervision.

The results of the research that have been carried out show that the responsibility of the leadership is heavy, therefore, in addition to having managerial and administrative skills, leadership must also be able to provide a sense of comfort in working, maintain the harmony of the work team and have the ability to motivate, control the situation, be responsible, fair, and confident.

### **Integrity.**

The mandate of Presidential Regulation Number 16 of 2018 states that the procurement of government goods and services is carried out by applying the principles of efficiency, effectiveness, transparency, openness, competition, fairness and accountability. This principle must be adhered to by all parties involved in the procurement of government goods and services in order to maintain the integrity and professionalism of goods and services procurement services.

The results of the study show that the demands on understanding and mastery of the customs and regulations of the procurement of goods and services, obedience and compliance with the mechanisms and stages that have been prepared in the preparation process for the procurement of goods and services, the ability to understand every administrative and technical aspect that exists in the procurement of goods and services as well as the mental attitude and behavior that is honest, responsible and fair will ultimately create accountable implementation performance. responsible and consistent.

Integrity and accountability determine the overall process and mechanism in every government agency that organizes the procurement of goods and services.

The good and bad services of government procurement of goods and services at BPCB Gorontalo depend on the attitude and mentality of the procurement organizers of goods and services as well as the providers of goods and services.

Provisions regarding the implementation of procurement of goods and services that are free from the practice of corruption, collusion and nepotism are regulated in the ethics of procurement of goods and services in Presidential Decree Number 16 of 2018, namely: a). carrying out duties in an orderly manner, accompanied by a sense of responsibility to achieve the goals, smoothness, and accuracy of the objectives of the procurement of goods and services; b). work professionally, independently, and maintain the confidentiality of information which by its nature must be kept confidential to prevent irregularities in the procurement of goods and services; c). not influencing each other either directly or indirectly resulting in unfair business competition; d). accept and be responsible for all decisions stipulated in accordance with the written agreement of the relevant parties; e). avoid and prevent the occurrence of conflicts of interest of related parties, either directly or indirectly, which result in unfair business competition in the procurement of goods and services; f). avoid and prevent waste and leakage of state finances; g). avoid and prevent abuse of authority and/or collusion; and h). does not accept, does not offer, or does not promise to give or receive gifts, rewards, commissions, rebates, and anything from or to anyone known or reasonably suspected of being related to the procurement of goods and services.

According to Arsana (2016), procurement ethics is a professional guideline for individual procurement implementers who are responsible for carrying out their duties and activities in the procurement of goods and services. The principle of procurement ethics is to uphold integrity, honor, dignity and improve professional competence as well as be honest and fair in every procurement implementation.

According to Matsiliza in Taufiq and Irawati (2021), integrity and accountability are best maintained through the improvement of the system as a whole supported by legal provisions, legislation, policies and institutional protocols. Integrity will be improved when the community and those who govern can preserve laws or regulations, where the lawmakers work together with civil society to foster a culture of integrity.

### **SOP for services/activities**

Service SOPs are a factor that determines the success of government procurement of goods and services, whether the processes and stages are carried out in accordance with the established procedures so that they take place effectively and efficiently.

BPCB Gorontalo, like other government agencies, also ideally in implementing and managing procurement services of goods and services requires standard operating procedures (SOPs) which will be a model for the implementation of the flow of administrative activities and public services. Thus, the chain of the procurement administration system will appear orderly, clear and can be measured with certainty. Arsana (2016) revealed that the purpose of procurement management is to ensure that the

procurement process runs smoothly, so that goods and services can be obtained at the right time, in the right quantity, with the right quality and at the right price.

The results of research and field observations found that it turned out that the implementation of goods and services procurement services at BPCB Gorontalo refers to the SOP issued by the Ministry of Education and Culture, while BPCB has not yet had or made its own SOP. This condition is one of the factors that affect the non-optimal procurement of goods and services at BPCB which can result in the risk of errors and irregularities in the procedures and mechanisms for managing government procurement services and services. The absence of SOPs for procurement services for goods and services is due to the fact that BPCB Gorontalo is not a completely independent institution, it is still part of the work unit at the directorate general of culture of the Ministry of Education and Culture.

According to Soemohadiwidjojo (2014), the Standard Operating Procedure (SOP) is a guide used to ensure that the operational activities of an organization or company run smoothly. The use of SOPs in organizations aims to ensure that organizations operate consistently, effectively, efficiently, systematically and well-managed, to produce products that have consistent quality in accordance with the standards that have been set.

With the SOP, organizational structure activities will be read clearly. In practice, the implementation of the procurement of goods and services is an activity that has a level of risk of vulnerability and procedural irregularities as well as abuse of authority that leads to corruption crimes (Arsana, 2016).

Broadly speaking, SOPs are intended to facilitate the control of activities, monitor ongoing processes, optimize time, avoid overlapping affairs/activities and facilitate decision-making and future policy directions.

## **CONCLUSION**

Existing government goods and services procurement services are currently transforming towards digitalization, integrated and electronic-based, providing great benefits. The policies rolled out by the government through this service are demands to increase openness, create efficiency in state spending, and minimize corrupt practices. The government's development program can be realized and on target. Policies that regulate the procurement of government goods and services are regulated in presidential regulations and their derivatives. The process of the stages of government procurement services starts from planning, procurement preparation, selection, contract implementation to the handover of work results. The success of the procurement of goods and services carried out by the government is also determined by the factors of human resource competence, leadership of procurement actors, integrity, and the presence of operational standards of service procedures. These two focuses if ideally implemented or implemented properly, the output of the implementation of goods and services procurement services can be achieved. The Gorontalo Cultural Heritage Preservation Center as one of the work units within the Ministry of Education and Culture has

programs every year through the State Budget to be realized that are very directly related to the procedures for the procurement of goods and services. From the findings obtained in the field, then discussed in depth, the following conclusions were obtained:

1. The planning of government goods and services procurement services at BPCB Gorontalo is carried out in accordance with Presidential Decree Number 16 of 2018 and its amendments and follows the instructions of the Government Goods/Services Procurement Policy Institute (LKPP) so that the planning runs well, even though it faces obstacles in the availability of human resources related to capacity, competence and knowledge about goods and services procurement management.
2. Preparation for the procurement of government goods and services is the stage of finalizing the general procurement plan, procurement implementation plan and procurement selection plan. All documents related to the procurement process of goods and services are finalized and approved by the leadership and PPK to be used as administrative materials that support the implementation of PBJ, the determination of personnel who will be authorized and responsible for work items and budget readiness for the implementation of activities. Procurement documents that have been ratified by the KPA/PPK level are then reviewed by the working group/procurement officer before the package is announced to the prospective provider. During the review process, there are many corrections because there is data whose substance has not been fulfilled in the technical specifications/KAK. The most problematic document in review is construction work.

The selection of government goods and services providers is carried out after the procurement preparation stage has been finalized, which is followed by an election process carried out through e-purchasing, direct procurement, direct appointment, and tender/selection. This stage has a point of vulnerability and is vulnerable to intervention and abuse of authority due to the interests of the parties involved in the procurement of goods and services. The implementation of the contract for the procurement of goods and services begins after the winner or selection of the provider of goods and services. At this stage, the parties are bound by each other in an agreement/contract that is signed together and complies with the content of the contract.

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