EVALUATION OF PRODUCT AND SERVICE E-PROCUREMENT POLICY WITHIN THE ENVIRONMENT OF TANGERANG MUNICIPAL GOVERNMENT

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ABSTRACT: *The core of the problem in this research is about Evaluation of Products and Service e-Procurement Policy within the Environment of Tangerang Municipal Government. This research was conducted using qualitative descriptive method. Informants for this research was nine evaluators consisting of five persons of Municipal Secretary, one person from the inspectorate, one person from Information and Communication Service/UPTD LPSE and two persons from product/service providers. Results of this research show that evaluation of the product and service e-procurement policy based on the effectiveness criterion was not effective yet, because in the auction target there were several activity packages that should be re-auction – that are 163 packages in 2012 and 580 packages in 2013. In addition, E-Procurement System (Sistem Pengadaan Secara Electronic, SPSE) had not been capable of detecting erroneous or mistaken administrative bundles. For efficiency criterion, it was shown that the target of efficiency has been achieved, as suggested by budget efficiency from the HPS (self-estimated price) ratio with the work contract at 12.27 percents in 2012 and 10.62 percents in 2013. For the adequacy criterion, it was revealed that the result has been adequate, in respect of authority given to the task force (Pokja) to conduct auction process as stipulated in either Perpres (Presidential Decree) No. 70 year 2012 which is the second amendment of the Perpres (Presidential Decree) No. 54 year 2010 or the Decree of Product and/or Service Procurement Department. For the criterion of even distribution, the result was not good yet, because information obtained by from evaluation conducted by evaluators were not reported to the policy maker (the city mayor), and were also not delivered to head of SKPD. Likewise, for the criterion of responsiveness, the result was not good yet, because local businessmen or entrepreneurs still asked assistance and guidelines, in the form of two-monthly meetings, from the Tangerang local government. Until now, such meeting was conducted only once in the form of construction service technical training conducted by the Urban Planning Service. Whereas for the criterion of accuracy, it was known that the result was accurate or feasible for the community needs, because of the existing generality, consistence, clarity and fairness and efficiency.*

KEYWORDS: E-Procurement, Auction, Municipal Government, Product, Services

INTRODUCTION

Today, Indonesia has been entering open and transparent era for public management performed by public administrative apparatus as experienced during post-reform time. This trend was also followed or adopted by local and regional governments, in either provincial or district/municipal levels. One of the forms of openness and transparency practiced really by them was for procurement of goods and services required by government. Procurement of goods and services for government was an act to obtain goods and/or services required by ministries, agencies, task force of local institutions, the processes of which were started from

demand planning to finishing all activities related to procurement of goods and/or services using the fund provided by APBN/APBD and should be referred to the prevailing regulations.

Procurement of goods and/or services, was initially included by government on the Presidential Decree Regarding State Budget on Revenues and Expenditures (APBN), and then in 2000 was regulated through the Presidential Decree no. 18 year 2000 had been abrogated and replaced by the Presidential Decree No. 80 Year 2003 Regarding Guidelines of Implementation of Governmental Goods and/or Service Procurement, which, in principle, should be efficient, effective, open and competitive, transparent, fair/nondiscriminatory and accountable.

In 2010, the Tangerang municipal government had launched e-procurement as the initial form of the beginning of electronic procurement of government's goods and services, with its software in the form of Tangerang Mayor Regulation No. 4 year 2010 regarding Guidelines of Implementation of E-Procurement of Governmental Goods and/or Services within the Environment of Tangerang Municipal Government and the Mayor Regulation No. 40 year 2010 regarding Establishment of Organization and Working Procedures of Technical Implementing Unit of E-Procurement Service Department of the Information and Communication Service (LPSE) of Tangerang Municipality, whose main role and function was to manage the e-procurement network and system.

In order to acquire information regarding performance of governmental goods and service e-procurement policy, the Tangerang municipal government had established Control and Evaluation Team (Evaluator) of Goods and Service Procurement with the main tasks as the following:

1. Evaluate activities of goods and service procurement
2. Prepare report on progress of selection of goods and service providers
3. Offer solution of task force problems
4. Discuss and prepare negating answers, negating control and settlement of dispute.
5. Report, periodically or on request, results of evaluation of activities to the Mayor.

Number of persons of Evaluation Team is 29 persons, where its members come from Municipal Secretariat, Inspectorate and Information and Communication Service/UPTD LPSE. The team structure consists of chairman, vice-chairman, secretary (3 persons) and 24 members.

Based on results of field observation, the evaluation that had been conducted by the Team had not, in reality, produce valid information regarding policy performance.

Its indications were as follows:

1) Results of monthly evaluations were not reported by the Team to the policy maker (the Mayor) and were not forwarded to the head of SKPD authorized to make policies in his/her SKPD connected to relevant information.
2) Evaluation Team still did not offer effective solution of the problem facing the task force and effective suggestions for improving capabilities in using technology for PPK to perform activities of auctioning goods and service procurement.
3) Evaluation team did not offer proposal to the policy maker (the mayor) for revising or changing contents of the Municipal Regulation No. 4 Year 2010 Regarding Guidelines for Implementation of Governmental Goods and Service e-Procurement within the Environment of Tangerang Municipal Government, which was not seen agreeable with

the Presidential Decree No. 54 Year 2010 and its amendments, i.e., Presidential Decree No. 70 Year 2012.

4) Evaluation was not conducted by the whole members of the Team.

Based on the discussion given above and in its relationship with this research, the author used guidelines of evaluation criteria proposed by William N. Dunn (2003: 610), that are effectiveness, efficiency, adequacy, even distribution, responsiveness and accuracy, in order to study deeper about evaluation of policy regarding governmental goods and service e-procurement within the environment of Tangerang Municipal Government.

LITERATURE REVIEW

Every public policy will always involve a group of people with different roles. Winarno (2012: 228) proposed that if a policy is perceived as a sequential pattern of activities, then policy evaluation is the last step of policy making processes.

Hamdi (2014: 107) suggested that evaluation of policy involves review or re-discussion of its implementation. This stage was focused on identification of results and consequences of policy implementation.

Opinion of Rossi and Freeman (1986:19) about evaluation is as follows: Evaluation research is a systematic application of social research procedures in assessing the conceptualization and design, implementation, and utility of social intervention program.

Aspects of policy evaluation, among others, are as follows:

Policy evaluation according to Jones

Jones (1996:199) stated that policy evaluation is an activity concerning estimation or evaluation of a policy which involve its substance, implementation and impacts.

Policy evaluation according to Helmut Wollman

Wollman (2007: 393) stated that there are three types of policy evaluation, that are ex-ante evaluation, on-going evaluation, and ex-post evaluation.

1) Ex-ante evaluation is an evaluation of policy conducted before implementation of policy.
2) On-going evaluation identifies and measures impacts and results of an on-going program.
3) Ex-post evaluation. According to Wollman, this is a classic variant of policy evaluation. Such evaluation was aimed at making evaluation upon level of target realization and impacts of the policy that has been implemented. This is also an evaluation of policy results.

Policy evaluation according to Ernest R. House

House (1980:35) distinguished policy evaluation as in the following forms:

1) System model, with efficiency as the main indicator.
2) Behavioral model, with productivity and accountability as the main indicators.

3) Decision formulation model, with effectiveness and quality control as the main indicators.
4) Free goal model, with user selection and social utility as the main indicators.
5) Art criticism model, with better standards and improved consciousness as the main indications.
6) Professional review model, with professional acceptance as the main indicator.
7) Quasi-legal model, with resolution as the main indicator.
8) Case study model, with diversity understanding as the main indicator.

Policy evaluation according to Lester and Stewart

Lester and Stewart (2000: 126) distinguished policy evaluation into two different tasks. The first task is to determine or identify the consequences of a policy by illustrating its impacts. The second task relates to the first task, where, after identifying consequences of policy through illustrating impacts of public policy, then we can determine whether the program implemented succeeds or fails.

Policy evaluation according to Thomas R. Dye

According to Dye (2007: 351): Policy evaluation is an objective, systematic and empirical examination of effects of a public policy and program on its target, as seen from the objectives to be achieved.

Policy evaluation according to Anderson

According to Anderson (1994: 151): Policy evaluation can be interpreted as an activity involving evaluation or assessment of a policy which includes its contents, implementation and impacts.

Policy evaluation according to William N. Dunn

Dunn (2003: 608) stated that, in general, evaluation can be treated the same as appraisal, rating, and assessment. More specifically, evaluation relates to production of information regarding value and benefit of results of a policy.

METHODOLOGY

This research used qualitative descriptive approach. The author is the main instrument, to the extent that the author itself conducts in-depth observation or interviews with the help of interview guidelines in such way that the author understands meanings of in-depth interpersonal interaction during observation of the object studied.

Source of data taken from activities of goods/services procurement within the environment of the Tangerang municipal government came from year 2012 and 2013, where the locus of research is at the Tangerang municipal government.

The author used two types of data, i.e. primary and secondary data. Primary data were obtained through informants or source man. Secondary data, i.e. formal documents in the form of institution's profiles, activity reports, results of studies or research, and social symptoms indicating locus of research.

Research informants are persons purposively selected because of their credibility, competence, and expertise and also manifestation of their position, position and expertise of such persons as source men, from the elements of local secretariat, inspectorate, Information and Communication Service/UPTD LPSE, and from goods and service providers, and their total number is 9 (nine) persons.

In relation to extracting primary data from informants in this research, the author used aid tools for extracting data in the research locus; these aid tools include observation guidelines, interview guidelines, group discussion focus group, and other equipments such as recorder and camera.

The stages for qualitative data analysis used in this research include data reduction, data presentation, drawing conclusion or verification.

RESULTS AND DISCUSSION

Effectiveness is one of those important criteria for achieving the desired target or goals of an organization. In the context of e-procurement of goods and services, *effective* means *agreeable with the demand defined*.

In principle, effectiveness can be measured from the number of target packages auctioned again. For the year 2012, 163 packages from the total of 580 packages were auctioned again and in 2013, 98 packages of the total 546 packages were auctioned again.

Actually, activities of auction of e-procurement of goods and service were not effective yet because there were problems in implementation of e-procurement, so that the goal of auction could not be achieved; among the problems are that a trouble emerged during the auction for procurement of printed materials because CV Grafindo Media presented a false information that the firm was not blacklisted – the firm won the auction and was now performing their works.

The blacklist given to CV Grafindo Media illustrates that electronic system for goods/service procurement still could not detect perfectly the document uploaded so that it may cause a number of problems which decelerate the processes of electronic procurement of goods/service.

The system of e-procurement service still could not capable of detecting unwanted administration bundles or files such as auction guarantee which was passed, and even the blacklisted firms or partners may win the auction.

If we compare conventional pattern with electronic pattern, then we can analyze their costs ratio using some assumptions. For costs ratio of conventional procurement of goods/service and electronic procurement of goods/service within the environment of the Tangerang Municipal Government, after being computed, it can be seen that cost efficiency as much as Rp.4,785,500,000,- minus Rp. 2,683,500,000,- = Rp. 2,102,000,000,- (two billion one hundred and two millions rupiahs). By economizing, this savings can of course be utilized for other development activities.

Efficiency did not guarantee value of goods/service qualities. In implementation of auction during 2012 and 2013, there was efficiency, i.e. 12.27 percents for 2012 and 10.62 percents for 2013. Such efficiency was computed from the value of HPS and value of work contract.

In goods/service procurement activities, self-estimated prices (harga perkiraan sendiri, HPS) are a reference or standard for calculation of auction price offered by parties. Calculation of this self-estimated price was made by commitment making officers (pejabat pembuat komitmen, PPK) and must be accurate in order to prevent budget excess that will result in local losses or to prevent budget shortage that will impede incoming bids from goods/service providers.

In governmental organization, good governance was wanted mostly. In this respect, Adisasmita (2011) proposed three main principles underlying implementation of good governance that are transparency, accountability, and efficiency/effectiveness.

By system, the services for goods/service e-procurement had been transferred from the Governmental Agency for Goods/Service Procurement (LKPP) to local authorities. In this respect, availability of back up server as the saver of database should necessarily be backed up so that, in the case of damaged main server, auctioning/procurement activities can be continued.

This even distribution criterion correlates closely with legal and social rationality and refers to the distribution of consequences and efforts among different groups existing within the society. The policy oriented to an even distribution is a policy whose consequences or efforts are distributed evenly (Dunn, 2003).

Relating to the aspect of even distribution within evaluation of goods/service e-procurement policy, in this aspect of course for the activities of implementation of auction goods/service procurement can be informative in nature for the whole society, in general, and for businessmen/providers, especially, and any form of information shall be open and transparent, and the people should know them because the core of service for people is satisfaction.

> *The evaluation conducted by the Team was not informed yet to the policy maker, chairman of SKPD and goods/service providers, and results of evaluation were still oriented to interest of the task force.*

Information is extremely required by any person or institution to support or facilitate an activity in order to achieve a goal or objective. Information derived from an evaluation conducted by the evaluation team, so far, was not reported to the policy maker (the mayor) so that the policy maker could not make soon a decision regarding goods/service procurement. If information regarding results of evaluation were delivered to the leadership, then theycould avoid a condition in which back up server does not exist in UPTD LPSE or lack of supportive facilities for facilitating goods/service procurement such as lack of computer or working desk and chairs.

In addition, information also are not given to the chairman of SKPD as an element of leadership who manages or coordinates local instrumental organization he/she lead, so that there are several weaknesses in the form of delay of delivery of documents of procurement/self-estimated price and its specification which includes commitment making officers (PPK) who have inadequate capabilities in applying computer/internet technologies.

Furthermore, information regarding results of evaluation conducted by the evaluation team was not delivered to local entrepreneurs, especially for relevant information. It caused the situation in which local entrepreneurs did not obtain comprehensive information regarding goods/service e-procurement, particularly regarding new regulations, and here it was clearly seen that establishment of goods/service providers or local entrepreneurs was weak.

Information is extremely needed by a leader for formulating a policy and, thus, the information he/she received must be accurate. The information shall also be given to the institution or person in need of it – they who need the information or were involved in an activity should not be deprived of such information.

> *Information from the authority is not sufficient, particularly when new regulation such as Decree of Minister of Public Works regarding SKT. Decree of Minister of Public Works was still within the gray area or transitional stage in the Tangerang Municipality but had been implemented; imagine that one project shall be with one SKT, 10 packages means 10 SKT. How could we pay their wage or salary?*

> *Auction has exist in LPSE through Internet, but information concerning regulations were not given directly by the authority such as existence of new Decree of Minister of Public Works, so that many entrepreneurs did not participate in auction.*

Presence of new things must immediately be informed to the party involved, that are goods/service providers or partners so that they know and understand anything relating to the new regulations in connection with the e-procurement of governmental goods and/or service.

The criterion responsiveness relates to the extent to which a policy could meet or satisfy the needs, preference or values of certain groups of people, whether criteria of effectiveness, efficiency, adequacy and even distribution reflects or not reflects actually the needs, preference, and values of certain groups? (Dunn, 2003).

Sensitivity on existing social conditions, particularly for executor of goods/service procurement should be improved in order to minimize people's complaints.

The prevailing complaints reflects presence of inadequate services; the services were inadequate because the apparatus who provide such services did not work maximally, and the weakness of apparatus may be caused by inadequate knowledge, insufficient capabilities, weak integrity and deviant behavioral pattern because of inner drives or submit to inducement to commit wrong doings such as collusion, corruption, and nepotism.

The entrepreneurs domiciled in the administrative region of Tangerang complained that they were given poor attention by government, particularly in establishing and training the local businessmen.

> *It is necessary to provide training and establishment of local entrepreneurs and also it's LPJKD. It can be conducted every one or two months, ordinary meeting is enough and their sessions shall be simple. Especially toward the auction, so that local entrepreneurs may be and are capable for competition.*

The training and building activities provided by the Tangerang Municipal Government for local entrepreneurs or partners were felt insufficient, and coordination of the training and building

activities was confusing. Ideally, intensive training and building shall be provided through meetings so that the demands of entrepreneur can be responded or met.

Actually, form of building activities performed in the Tangerang Municipal Government for entrepreneurs or partners had existed, but it did not form a routine building because such activities appeared on the activity document in Urban Planning Service, which is in the form of technical training for construction service providers.

Regarding the handling of the complete prerequisites for auction, particularly on construction services, it did not perform ideally.

> *Entrepreneurs complained the condition in which Certification of Firm, including handling of permit for construction service activities, required very long time so that entrepreneurs domiciled in Tangerang could not participate in the auction process.*

Its handling, after investigating the roots of the problem, was actually that handling of SBU relates to the appearance of Decree of Minister of Public Works No. 08/PRT/M/2011 concerning classification and qualification of construction service business and issuance of SBU was from the Institute for Developing Construction Services (LPJK) Banten Province and response of the Tangerang Municipal Government, in this respect Urban Planning Service, was retarded; ideally the Urban Planning Service could coordinate them because the Urban Planning Service has the task of activities for construction service providers, that is in the form of technical training relating to construction.

Whereas for handling of permit for construction service activities conducted by the Agency for Serving Capital Investment and Integrated Certification (BP2MPT) can only be issued after issuance of SBU; it means that SBU is a prerequisite for issuance of permit for construction service activities. The role of ULP/Procurement Division should be in this respect because ULP/Procurement Division is a working unit to handle the problems of goods and service procurement including construction, at least to coordinate, because it was a complaint relating to goods and service procurement.

Good service quality will trigger positive response against complaints of people or providers. These complaints could be responded by not only leaders or functionary but the whole employees should also be responsive upon the existing problems; for example, when complaints is submitted, it should immediately be delivered to the authorized party so that it can be seen that response to a complaint is immediate; it was clear that in relation with goods and service e-procurement, path of complaints had been clear, that is complaint in the process of implementation of goods and service procurement were handled by ULP/goods and service procurement division, but complaint relating to the service system in the form of system damage or break or related to the network problems were handled by UPTD LPSE. Therefore, we require a pattern for handling complaints put forward by people/providers so that the answer (response) given by UPTD LPSE or ULP/Procurement Division, including Task Force, were satisfying. Direction by superiors about handling the complaints shall be clear, that is, the personnel who will handle people's complaint about goods and service procurement or provider's complaints about their disappointment during their participation in the auction – in this respect out of the negating procedures because negation had been regulated through the existing regulations. Although there is the Information and Communication Service which handles people's complaints, actually such complaints will be put forward to the SKPD or the relevant working unit to handle he complaints; therefore complaints from people or providers

put forward immediately to ULP/Procurement division or UPTD LPSE should immediately handled. However, mechanism for delivering complaints shall be regulated or formulated.

The criterion *accuracy*, according to Dunn (20034:438) correlates closely with substantive rationality. Accuracy of policy does not relate to only one unit of criterion but two or more units of criteria, simultaneously. Accuracy refers to value of the program goals or targets and the strength of assumption underlying the goals or targets.

Governmental goods and service e-procurement, popularly known as E-Procurement, is a shift in goods and service procurement from manual method to web- or internet-based method.

Based on the reach of its information to goods/service providers, e-procurement can reach a broader scope in Indonesia region, particularly regions which have possessed internet connection. So far, since the presence of e-procurement technology in Tangerang Municipality, information about goods and service procurement were always available in lpse.tangerangkota.go.id. Now, number of partners/firms which provide goods/service and that have been verified is 7421 firms which includes the partners domiciled in Tangerang municipality as much as 2200 firms.

Goods and service e-procurement system (SPSE), which is a web-based electronic system, shows a higher level of consistency compared to manual system or through personnel/employees.After being installed, this electronic system will always work consistently as long as no change is introduced to the system.

The presence of goods and service e-procurement produce a clear understanding for goods/service providers or business circle in participating in the goods and service e-procurement or auction activities. Clarity was extremely needed by businessmen or goods/service providers, because such clarity will facilitate the auction activities.

It means that entrepreneurs are treated no discriminatively. In addition, goods and service e-procurement is based on the principle of budget efficiency, meaning that economizing of public budget that can be used again for the benefits for people.

> *The service of goods and service e-procurement is feasible/appropriate to the social needs because it can reach all people, has a consistency because it is an electronic system which works consistently and show a clarity because of existence of track records of all firms who participate in the auction.*

Application of this goods and service e-procurement is concomitant to the progress of information technology that should be mastered by people, so that they are not left behind in the modern living conditions. Without mastering this information technology, a firm would be left behind from the goods and service e-procurement competition.

> *Goods and service e-procurement is feasible with community's needs, particularly for contractor community because it is concomitant with recent technological progress. However, young contractors with good technology-literacy have come, thus we will compete against young persons. This condition is good and open widely, but we must consider local contractors.*

The presence of goods and service e-procurement system creates a new nuance for business community in which they should put aside old method or patterns which, usually, in the auction process, should do conditioning because the auction itself is conducted with closed processes.

The goods and service e-procurement system shall be adjusted to the existing conditions, meaning that this system shall be updated frequently so that it can work better and administrative manipulation by certain entrepreneur can be prevented.

CONCLUSION

Evaluation of governmental goods and service e-procurement policy within the environment of the Tangerang Municipal Government can be concluded as follows:

Effectiveness, that evaluation of goods and service e-procurement policy conducted upon evaluators, reveals that this method was still not effective yet, because in the auction targets, 163 packages from the total 580 packages in 2012 should be auctioned again, and 98 packages from the total 546 packages for 2013 should be auctioned again. In addition, the e-procurement system (SPSE) could not detect false or mistaken administrative bundles or files.

Efficiency, that evaluation of goods and service e-procurement policy conducted upon evaluators, reveals that efficiency had successfully been achieved, as indicated by budget saving from the ratio of HPS (self-estimated price) and work contract as much as 12.27 percents in 2012 and 10.62 percents in 2013.

Adequacy, that evaluation of goods and service e-procurement policy conducted upon evaluators, reveals that the results had been adequate, in respect of authority given to the task force to implement auction processes, either through the Presidential Decree No. 70 year 2012 which is the second amendment of the Presidential Decree No. 54 year 2012 or through Letter of Decision issued by head of goods and service procurement department.

Even distribution, that evaluation of goods and service e-procurement policy reveals that the result was still not good yet, because information from the results of evaluation conducted by evaluators were not reported to the policy maker (the mayor) and were also not reported to the head of SKPD the relevant information.

Responsiveness, that evaluation of goods and service e-procurement policy conducted upon evaluators, reveals that the result was still not good, as indicated by the findings that local entrepreneurs had asked the Tangerang municipal government to performmeeting for building/establishment, each two months.

Accuracy (appropriateness), that evaluation of goods and service e-procurement policy conducted upon evaluators, reveals that the results was accurate or appropriate to the people's needs, because there were generality, consistence, and clarity and also fairness and efficiency.

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