

"MIRA-Approach" Model in Implementation of E-Procurement System Policy within Ministry of Religious Affairs in Gorontalo Province

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Abstract: *This research purpose is to analyze the determining factors of implementation success of e-procurement system policy to increase the effectiveness of government procurement in Ministry of Religious Affairs in Gorontalo Province. It consists of mentality, system, networking, organizational capability, support, information and potential distribution. Data is collected by interview technique and analyzed by interactive method, consisting of data reduction, data presentation, data verification and conclusion. The research uses qualitative approach. Population is the manager of goods/services government at Ministry of Religious Affairs. The samples are 30 informant of Gorontalo Province. This research is conducted by exploring and analyzing and integrating the theory of public policy implementation models, especially MSN YK and Warwick models. Researchers offer the development of public policy implementation model called "MIRA Approach Model" in implementation of Public Policy consisting of Mentality, Intellectuality, Re-actualization and Anticipatory (MIRA). The results of study found that determining factors the implementation success of e-procurement system policy to improve the effectiveness of government procurement are mentality, system, networking, organizational capability, support, information, potential division, intellectuality, re-actualization and anticipative.*

Keywords: *policy implementation, e-procurement system, MIRA Approach Model*

I. INTRODUCTION

Research Context

The procurement of government goods/services are carried out from previous years as a real effort to fulfill the need for government and community infrastructure who contact directly with public interest. For this reason, it is expected that procurement process of government goods/services can be implemented in a transparent, efficient, accountable, comprehensive and sustainable manner. In connection with goods and services procurement, Sutedi (2012) affirms: "The goods and services procurement is essentially the efforts of user to obtain or realize the goods and services needed, using certain methods and processes to achieve agreement on price, time, and other. In order the substance of goods and services procurement to be carried out properly, both user and provider must always be based on philosophy of goods and services procurement, subject to applicable ethics and norms of goods and services procurement, following the principles, standard methods and processes of goods and services procurement".

Presidential Regulation No. 4 year 2015 on Guidelines for Procurement of Government Goods/Services, one principle of procurement is effective. Effective means the goods and services procurement must be in accordance with needs have been set and can provide maximum benefits in accordance with target set. Effective principle refers to aspect of benefit, meaning that procurement projects that have been financed by state money should not be a wasted. Presidential Regulation No. 4 year 2015 on Procurement Guidelines for Government Goods/Services Procurement also states that Government Procurement of Electronic Goods/Services aims are: 1) to increase transparency and accountability; 2) to improve market access and fair business competition; 3) to improve the efficiency level of Procurement process; 4) to support the monitoring and auditing process; and 5) to meet the needs of real time information access. The expectation of e-procurement implementation is to create efficiency and effectiveness of procurement process. This will be achieved if the procurement process is transparent and followed by a large number of procurement participants and promotes a healthy competition process.

Problem Formulation

The problem of this research is what determining factors the successful implementation of e-procurement system policy to improve the effectiveness of goods and services procurement within Ministry of Religious Affairs in Gorontalo Province.

II. THEORIES REVIEW

The Concept of Public Policy

Dye (1995) defines public policy as follows: "Public policy is whatever the government's choice to do or not to do something". The government chooses to do something with a purpose, because public policy is an "action" of government. If the government chooses not to do something, it is a public policy with its purpose.

The above definition shows that there is a difference between what government will do and what government really has to do. The policy is an attempt to understand what government does and does not do, the affecting factors, and the impact of public policy if implemented or not implemented. The government is entitled to do by taking into account the public interest although there are sometimes some who do not agree with the policy.

Another notion of public policy is proposed by Edwards III in Kadji (2015: 9) that "Public policy is what government says and does, or does not do". Indeed, policy is a series of goals and objectives of government programs. Referring to above definition, public policy appears as the goal or objective of programs. Indeed, public policy can be applied clearly with legislation in form of speeches of top government officials or in form of programs and actions undertaken by government. The policies contained in government regulations will be clearer to implement and easy to supervise and evaluate.

Various policy concepts above show that term public policy is used in a different sense. Policy is a deliberate action to solve some problems, public policy orientation is to solve real problems in community. Public policy analyses generally apply science and acts as a tool or science to solve problems.

Concept of Policy Implementation

Mazmanian and Sabatier (1983) argue that policy implementation means to make a legal policy decision, in form of laws, government regulations and executive decisions to make work programs for the issues to be addressed by the policy. These programs are structured implementation in order to produce changes as desired by the policy. Wahab (1998) said that "Policy implementation is more important than the policy making itself". A policy is only a good plan that is neatly stored in archive if cannot not implemented properly.

Policy Implementation Model

Kadji (2015: 55) said that any product of that policy ultimately come to how to implement the policy. Public policy science has many models offered by public policy experts, but in this study the researchers only take two policy models namely Warwic and MSN-Approach model. The reason to select both theories are based on considerations: 1) Substantially the four implementation factors Policies according to Warwick's theory and three approaches in policy implementation according to YK Model are directed in addition to procurement of managers/officers, as well as to government goods/services providers. Both theories are relevant to research object concerning to policy of e-procurement system to improve the effectiveness of goods and services procurement within Regional Office of Ministry of Religious Affairs in Gorontalo Province. 2) The e-procurement system is a product of central government. The actors and implementers are procurement officers/services incorporated in Electronic Procurement Agency organization, Procurement Unit, but also require professional commitment from the government goods/service providers. Thus, it is relevant to Warwick's theory and YK Model.

Warwic Model

Warwic in Kadji (2015) said that "Policy implementation has factors that need to be considered, namely: 1) Organizational capability; 2) information; 3) support; 4) potential sharing, as shown in figure 1.

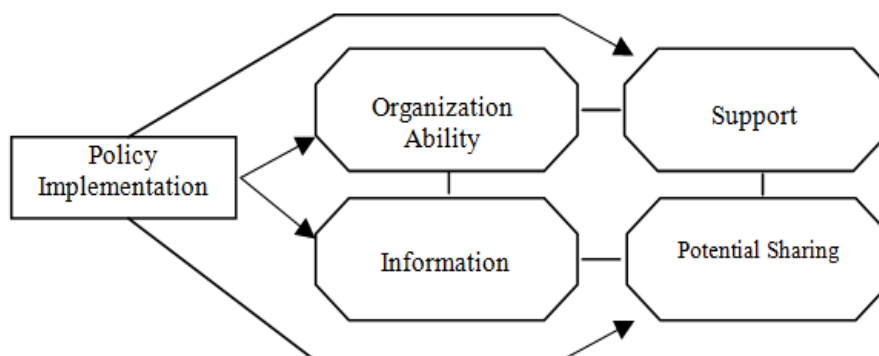


Figure 1: Warwic Policy Implementation Model

This model asserts that policy implementation is influenced by four things. First is organizational capability. The policy implementation highly depends on organization ability to implement the technical and coordination and ability to improve service and development of operational standard procedures. Organizations with above ability will be easier to implement the policy. Second is information. Building information between policymakers, policy implementers and policy goals is crucial in order the policies is implemented clearly. Incomplete and unclear information will create multiple interpretations from both the implementer and policy object. Third is Support. Support in form of compliance to implement the content of policy is very necessary. Many policy objects do not want to implement the content of policies if they conflict with their opinions or expectations. Therefore a policy must really consider the opinions and expectations of policy object to get support in the implementation. Third is potential distribution, division of tasks and responsibilities for policy implementer must be appropriate and based on their respective potential. Delegation of tasks from the leadership to units must also clear to avoid internal conflicts within organization.

YK Model (Msn-Approach)

Kadji (2015) argues that any product of implemented policy comes from three dimensions of policy as stakeholders of policy, namely: government, private sector, and civil society. Synergizing the three elements will need in policy implementation, Kadji (2015) offers three approaches: mentality, systems, and net-working (or called Policy Implementation Model through MSN-Approach), as illustrated in figure 2 below.

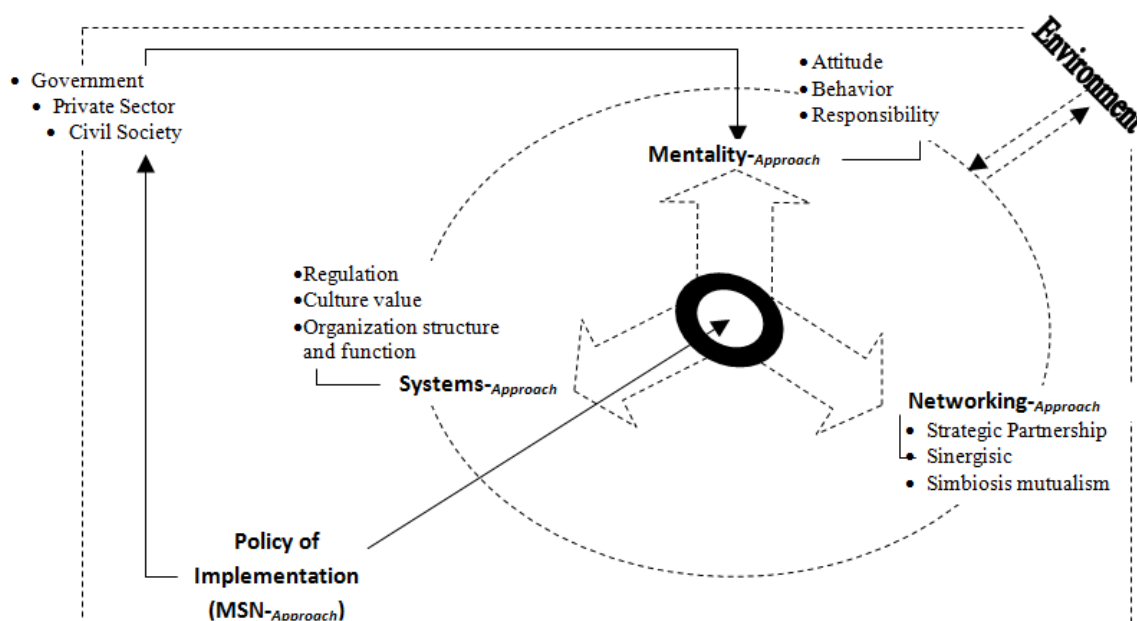


Figure 2: Policy Implementation Model through MSN-Approach

Figure 2 above explains that implementation process of public policy must pay attention to three approaches of mentality, system and cooperation network between government, private and society. The explanations are shown below.

1. Mental Approach. Kadji (2015) explains that the focus indicator of mentality approach dimension is attitude, behavior and responsibility. The attitude of government, private sector and civil society in policy product implementation is very influential on outcome of policy. Attitude is a spiritual attitude to describes the respect and appreciation of the religious teachings adopted. A person who always carries out his or her religious teachings correctly can mean that person has good character and manners. In addition to spiritual attitudes, social attitudes of policy stakeholders are also an embodiment of attitude indicators. Social attitudes can be described in form of honesty, discipline, tolerance, mutual cooperation, courteous and confident. Social attitude must be owned by all components involved in policy implementation to realize the ultimate goal of policy.

The next focus indicator is the government behavior as the maker and implementer of policies and behaviors of private sector and civil society to understand code of ethics, to act in accordance with content of policy, courage to act on value even though difficult and risky.

Another indicator is responsibility. Governments, private sector and public must perform tasks in accordance with established procedures, effective to manage scheduled time, willing to complete tasks and ready to assume risk. This responsibility is part of mentality approach that will lead to effectiveness of policy implementation.

2. **System approach.** In current information age, logical and analytical approaches in various fields is system approach. Kadji (2015) explains a system as a unity of a number of interconnected components and interact to achieve goals. It shows that every policy must not escape the direct and indirect influence of a system. According to Kadji (2015), the focus indicator of system approach is the regulatory system, cultural values and organizational structure and function. The regulatory system in policy regulations must be truly for public interest to improve the productivity of public services in a transparent and accountable manner. The next focus indicator is the cultural value system. This system includes local wisdom, kinship and cooperative spirit. Governments, private and civil society to implement policies should jointly strengthen and respect the existing cultural, linguistic and ethnic customs of policy focus to make it will lead to successful policy implementation itself. Furthermore, indicators of system structure and organizational functions are also needed in process of policy implementation. Governments, private and civil society must make interaction each other while maintaining their own integrity.
3. **Cooperative networking approach.** Kadji (2015) explains the focus indicator of networking approach as strategic partnership, synergy and symbiosis mutualism. The strategic partnership is a form of cooperation, equality, openness and mutual benefit between government, private and civil society. The three components of policy should work together with equality, open and mutual benefit among others to realize comprehensive development. The next focus indicator is synergy. Aspects in synergy indicator are institutional aspect, program policies and budgeting, human resources, data and information as well as policies and programs. According to Kadji (2015) the purpose of synergy is to influence the behavior of individuals and groups when interconnected, through a dialog with all the groups in where his perceptions, attitudes and opinions are important to a success. To implement a policy, all policy stakeholders should pay attention to synergy aspect to make goals and outcomes of policy will be felt by community. Another indicator is symbiotic mutualism. Kadji (2015) describes the symbiotic mutualism in form of a) mutual need, b) mutual benefit and c) mutual support. Governments, private and civil society to implement a policy must instill mutual need, mutual benefit and mutual support to realize the policy goal.

The concept of e-procurement system

The definition of e-procurement as proposed by Przymus in Eadie et al (2007) "E-procurement is the acquisition of goods and services without the use of paper". Procurement of goods/services through e-procurement system is done online using internet facility. Further Minahan and Degan in Eadie et al (2007: 107) explain that "e-procurement activities can be grouped and defined in three different ways: indirect procurement, direct procurement and sourcing". Udoyono (2010) explains that e-procurement is a process of developing e-government in the sphere of G2B development (Government to Business) as a liaison between the government and the business world. In general, the e-procurement system requires users of goods/services to compete in efficiency, while on the other hand also demanded to produce high quality output. Such condition is a feature that should be applied to fair competition to support a conducive investment climate if e-procurement can be applied consistently at the national level.

E-procurement will increase transparency. Healthy competition among business actors can be pushed faster. Thus, the optimization and efficiency of state expenditure will soon be realized. According to PERPRES no. 54 Year 2010, procurement of goods/government services electronically has following: 1) realization of good governance which becomes the task of government; 2) improving transparency and accountability; 3) improving market access and fair business competition; 4) improving the efficiency of the procurement process; 5) support the monitoring and auditing process; 6) meeting the needs of real time information access. With e-procurement, it is hoped that the potential for fraud in the procurement process of government goods and services can be minimized. E-procurement can improve efficiency and effectiveness of public procurement, reduce costs, increasing competition, to ensure equal opportunity and treatment.

The advantages of e-procurement are not only money savings but also simplification of the whole process. Optimal plans can be communicated quickly to suppliers to reduce the costs and waste that are typically present in the supply chain. The advantages of e-procurement include reduced overhead costs such as agent purchases, as well as increased inventory control, and an overall increase in manufacturing cycles. The e-procurement system helps companies consolidate data on the procurement of various goods either directly or indirectly. The above opinion can shows that e-procurement is useful to accelerate the procurement process with a higher level of accuracy and can increase fair business competition.

The concept of government goods/services procurement

According to Sutedi (2012), the term of goods/services procurement is broadly defined as explanation of the preparation, determination and execution or administration of tenders for the procurement of goods, scope of work or other services. The procurement of goods/services is also not only limited to the selection of project

partners with the purchasing or formal agreement of both parties, but covers the whole process from the beginning of planning, preparation, licensing, tender winner until the implementation stage and administration process in procurement, employment or services such as technical consultancy services, financial consulting services, financial consulting services, legal consultancy services or other services. Presidential Decree 54 Year 2010 explains the procurement/services are procurement activities to obtain goods/services. Definition of procurement for government goods/services as stated in Presidential Decree 70 Year 2012 is an activity to obtain goods/services by ministries/institutes/work units of other regional/institutional devices whose process starts from the planning needs until the completion of all activities to get goods/services.

III. RESEARCH METHODS

This research uses qualitative approach. A qualitative approach is intended to be carried out with an in-depth analysis. It produces interpretation of research results. The research type used is a more specific case study method on loci and focus that cannot be generalized and done with in-depth analysis for focus and sub focus of research. The analysis unit is the manager of Barjas in Regional Office of the Ministry of Religious Affairs of Gorontalo and the Office of Religious Affairs of the Regency/City of Gorontalo Province.

The main data sources in qualitative research are words and actions, rest are additional data such as documents and others (Lofland and Lofland, 1984). In this respect, in this section data types are divided into words and actions, written data sources, photographs, and statistics. Data analysis techniques used in qualitative research are interactive model analysis (Miles & Huberman, 1992). It consists of three components of analysis: data reduction, data presentation, data verification and conclusion.

As a follow-up of research, it needs validity test. There are four techniques to test the data validity, but researchers only use the credibility test. Checking the data validity is done with triangulation techniques to check the validity of data obtained from one source with another source. Triangulation method is done by checking back the validity of data repeatedly. Data obtained from the interviews were checked again by observation or otherwise.

IV. RESEARCH RESULTS

The research is conducted by exploring, analyzing and integrating the theory of public policy implementation models, especially MSN YK and Warwick models. The research results show that determining factors of e-procurement system policy implementation is mentality, system, networking and organizational capability, Support, information and potential sharing. Research results are re-analyzed by looking at empirical fact in field, the e-procurement system implementation in Ministry of Religious Affairs of Gorontalo Province. There are other other factors to determine the success of e-procurement system implementation as intellectual, re-actualization and anticipative factors. The development of a policy implementation model is called "MIRA-Approach Model" in Public Policy implementation, especially the implementation of e-procurement system policy within Ministry of Religious Affairs within Gorontalo Province that can be described below.

Mentality

The focus indicator of mentality dimension approach is attitude, behavior and responsibility. The attitude of government, private sector and civil society to implement a policy product is very influential on policy outcome. Attitude is a spiritual attitude that can be described in form of respect, respect and appreciate the religious teachings adopted. A person who always carries out his or her religious teachings correctly can mean that person has good character and manners. In addition to spiritual attitudes, social attitudes of policy stakeholders are also become an embodiment of attitude indicators. Social attitudes can be described in form of honesty, discipline, tolerance, mutual cooperation, courteous and confident. Social attitude must be owned by all components involved in policy implementation to realize the ultimate goal of policy realized (Kadji, 2015).

The next focus indicator is the government behavior as the maker and implementer of policies and behaviors of private sector and civil society to understand code of ethics, to act in accordance with content of policy, courage to act on value even though difficult and risky. Another indicator is responsibility. Governments, private sector and public must perform tasks in accordance with established procedures, effective to manage scheduled time, willing to complete tasks and ready to assume risk. This responsibility is part of mentality approach that will lead to effectiveness of policy implementation.

Intellectuality

The e-procurement system is a modern government procurement system and based on various regulations as implementation guidance. Understanding the regulation and implement it certainly requires a high intellectual. This is relevant to opinions of intellectuals. Gunarsa (1991) argues that intellectuals are a collection of one's ability to acquire knowledge and practice it in relation to environment and problems arise. Furthermore Binet in Irfan (1986) argues that intelligence is a general intellectual capacity which includes, among other

things, ability of reasoning and judging thoroughly, creating and formulating specific thinking directions, adjusting the mind to attainment of outcome and having the ability to self-criticize. Another opinion by Spearman in Mangkunegara, (1993) explains intellectual activity as mental or individual behavior influenced by two factors, namely general factors and special factors with abstract reasoning abilities. Furthermore, Wechsler in Azwar, (1996) defines intellectuals as the aggregate or totality of a person's ability to act with a particular purpose, think rationally, and face the environment effectively. According to Bichof in Wasty (1983), "Intelligence is the ability to solve all kinds of problems." It is clear that intellectual factor is very decisive in e-procurement system policy implementation. A The Power of Budget users should have a high intellectual in translating rules about goods/services that are quite complicated and come from various sources. Similarly, a Committed Officer as an extension of The Power of Budget is required to be able to interpret the regulation. Partial interpretation of course will lead to misguided in doing the action. Committed Officer in delegating authority to procurement officers and Procurement Service Unit should be in control of procurement/service rules in order that authority delegated to procurement officers and Procurement Service Unit will not be a boomerang for itself. In addition to The Power of Budget and Committed Officer, procurement officials and Procurement Service Unit must also have high intellectual property. In process of making auction documents, procurement officers and Procurement Service Unit must really master the regulation and be able to implement it. Intellectuality of procurement officers and Procurement Service Unit is very necessary at process selection of provider within stage of evaluation and assessment of qualifications. Researcher believes that intellectual factor can also determine the implementation success of e-procurement system policy to improve the effectiveness of government goods/services procurement within Ministry of Religious Affairs in Gorontalo Province, if integrated with other factors previously mentioned. The indicators of intellectual factors in perspective of goods and services government procurement within Ministry of Religious Affairs in Gorontalo Province are explained below.

- 1. Level of education and experience.** Super & Cites in Soemanto (1983) put forward a definition that people often use as follows: "Intelligence is defined as the ability to adapt to environment or experience."
Notoatmodjo (2003) states that a highly educated person has better knowledge compared with people with low and middle school education. Education has an important role in determining human quality, with human education considered to gain knowledge and information, and higher the education of a person more qualified his life.
In perspective of government goods/services procurement, level of education and experience greatly affect the intellectual ability of a goods/service manager. This is relevant to Presidential Decree 54 year 2010 and its amendments which require a minimum Committing Officer to have a recent education equivalent to Bachelor Degree. In addition, Regulation of the Head of the Government Procurement Goods / Service Policy Institution number 15 year 2013 also requires the level of education of a manager of Barjas is a minimum of Bachelor Degree equivalent and has 2 years experience in field of goods and services procurement government.
A manager of goods/services with Bachelor Degree of education and experience long enough in management of government goods/services will have high intellectual ability compared to goods/service managers who have high school education equal to minimal experience.
- 2. Ability to understand regulations.** Shalahudin (1990) defines "intellect" as intelligence which means the ability to put the relationship of thinking process. Furthermore, it is said that intelligent people are people who can solve problems in a short time, understand problem more quickly and carefully, and able to act quickly. A manager of goods/services is demanded quickly responsive in facing the problems that exist. The complex procurement regulation of goods/services must require a comprehensive understanding and ability to integrate regulations with one another without changing the substance of regulation.
- 3. Proficiency in IT usage.** The e-procurement is a government system of goods and services procurement based on computers and Internet. This indicates that manager of goods/services as the implementer of e-procurement system policy must have the ability to operate IT at advanced level. Unskilled manager in goods/service technology certainly will not be able to run task with a professional, least in the e-procurement system.
- 4. Communication skills.** Communication should based on good and wise understanding and done with polite. It will become solution of every problem. Misconceptions can only be solved by communication. Bovee and Thill (2002) also point out that internal communication refers to exchange of information and ideas within organization. A person who has brilliant ideas and ideas will be able to communicate well.
In perspective of government procurement, manager of goods/services are required to have communication skills to involve with many other parties with diverse individual characters and various social background.

Re-actualization

Re-actualization is a process of renewal of dimensions that are closely related to a policy. The indicators of Re-actualization refer to following study: 1) system 2) regulation 3) task and 4) function. The intended system consists of work culture and information media. Work culture and information media is the most important component in a system that must be re-actualized to implement the policy rightly. Regulatory component is intended to update the rules and firmness application of rules. Rules relating to a policy should be updated to follow existing needs. In addition, firmness of application of policy rules must also be re-actualized to make clear policy direction and in line with expected objectives.

Task indicators consist of commitment and responsibility. Commitments and responsibilities of government, civil society, private and legislative are needed to implement a policy properly. The last indicator is a function that consists of personal roles, concerns and organizational goals. The personal role of government, civil society, private and legislative is very important to implement policy. Personal role should consistent with their respective duties to make policy implementation not overlap. Furthermore, awareness of organization and environment are also important for government, civil society, private and legislative to create harmony policy implementation. The latter is the organization goal. Re-actualization needs to be done for organizational goals to make a policy can be implemented properly and correctly.

Anticipatory

Anticipatory is a person creativity to anticipate all the possibilities that occur without excessive fear. The indicators of anticipative are: 1) responsiveness, 2) creative, 3) courage and 4) cooperation. The responsiveness indicator is quick awareness of a symptom and focus on problem and its solution. Government, civil society, private and legislative must respond to all problems that arise and able to find solutions from existing problems to make policies can be implemented properly.

Next is a creative indicator of flexibility and redefinition. Governments, civil society, private and legislative should have flexibility to propose various solutions or approaches to the problems. Redefinition is the ability to review a problem based on a different perspective from what is known by many people. These two components are part of creative that must be owned by government, civil society, private and legislative to implement a policy product.

Courage indicator consists of courage to act and courage to make decisions. Governments, civil society, private sector and legislature must have the courage to take both risky and non-performing actions in implementation of a policy. Courage to make good decisions can be accounted for in accordance with applicable provisions. The last indicator is cooperation. It consists of synergy and mutual respect to ability of others. Synergy between government, civil society, private and legislative must be well established to implement a policy product with mutual complement between each other. Furthermore, mutual respect to ability of others is also very important for all stakeholders who implement the product policy.

The synergy of four dimensions can be illustrated in following figure 3 below.

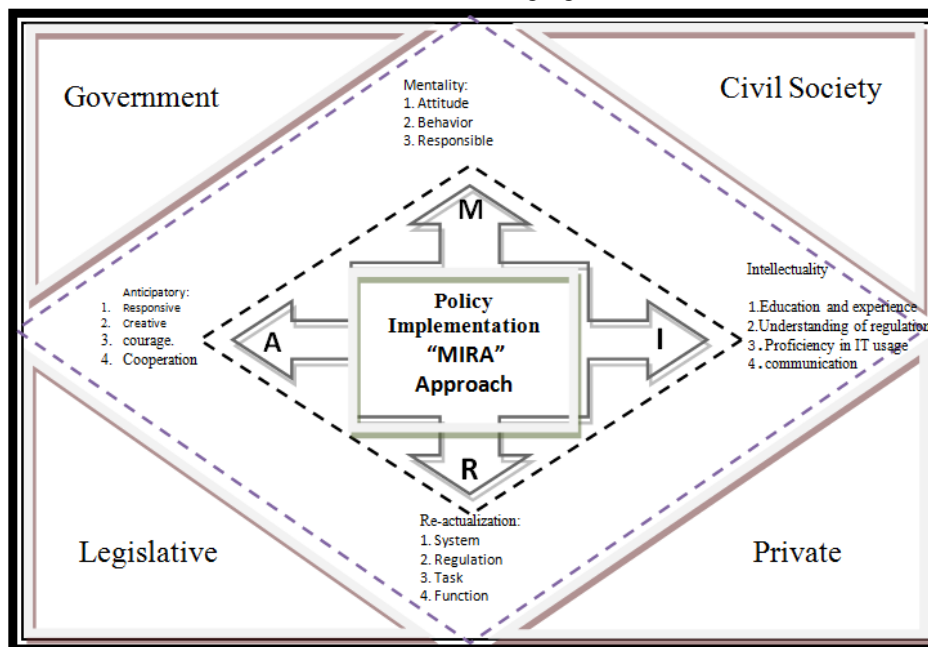


Figure 3. Policy Implementation of MIRA-Approach Model

V. CLOSING

Conclusion

Determining factors of e-procurement system implementation policy success to increase the effectiveness of goods and services procurement within Ministry of Religious Affairs in Gorontalo Province are Mentality, System, Networking, Organizational Capability, Support, Information and Potential Distribution and also supported by other of intellectuality, re-actualization and anticipatory. Based on research findings, researchers developed the theory of policy implementation model in perspective of public administration called "MIRA Approach" (Mentality, Intellectuality, Re-actualization and Anticipatory).

Suggestions

To ensure the successful implementation of e-procurement system policy in a sustainable manner in framework of increasing the effectiveness of goods and services procurement, it is time for managers of government goods/services within Ministry of Religious Affairs in Gorontalo Province to pay attention to application of determining factors the successful implementation of e –procurement. It consists of Mentality, Systems, Networking, Organizational Ability, Support, Information, Potential Distribution, Intellectuality, Re-actualization and Anticipatory. It is recommended to Institute for Procurement of Goods / Services Policy in process of certification of goods/services procurement to test the ability to understand rules about the goods/services and also performed psycho tests to produce the manager of goods/services with high intellectual and good mentality.

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