GOVERNMENT PROCUREMENT OF GOODS AND SERVICES AT THE GORONTALO CULTURAL HERITAGE PRESERVATION CENTER

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Abstract: 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.

Keywords: Goods and Services, conservation of nature reserves

Introduction
One form of public service delivery 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 realizing economic equality at the center and regions with funding sourced from APBN/APBD.

The implementation of government procurement of goods/services has now become one of the strategic economic pillars in implementing national development for the sake of realizing community welfare. Government procurement of goods and services is able to: (a) encourage equitable economic growth; (b) increasing 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,
The implementation of government programs to realize development in all fields is followed up through the goods/services procurement process which is prepared through government policy. The process of procuring goods and services consists of several stages starting with procurement planning, procurement preparation, selection of providers/self-managed implementers, contract implementation and handover (GR Terry in Suprihanto, 2018; Weshler in Suryo and Ulfa, 2013; Presidential Decree 16 of 2018 jo Presidential Decree 12 of 2021).

When government procurement of goods/services is not managed well, it can have negative consequences by not optimally fulfilling development effectiveness and efficiency, and can potentially result in legal problems (Fahrurraz, 2019). The budget used by the government in the development process in all fields through the procurement of goods and services is considered quite large, requiring truly mature and planned management. Some sources of APBN/APBD funds come from tax payments from 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 APBN realized for state spending reaching IDR. 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 size of the budget allocated by the state to the government based on the ICW report states that the trend of fraud occurring in the procurement of government goods and services until 2021 is characterized by three general modes, namely (1) fictitious activities or projects; (2) embezzlement and misuse of budget; (3) price inflation (mark up) (ICW, 2021). Other forms of fraud that occur (such as legal and administrative violations) in its implementation include non-transparent announcement of tender/auction packages to the public, intervention by the procurement committee, preparation of HPS with mark ups and specifications for one particular brand, directing it to a particular party and taking a long time. Alfian (2015) also maps the risk of fraud that occurs in the process of procurement of government goods/services which is carried out conventionally starting at stages (1) procurement planning, (2) formation of a procurement committee/working group or appointment of procurement officials (election preparation), (3 ) determination of the procurement system, (4) preparation of the procurement implementation schedule, (5) preparation of self-estimated price calculations (HPS), (6) preparation of procurement documents for goods and services, (7) announcement and registration of tender participants, (8) provider qualification stage goods/services and taking documents providing goods/services, (9) explanation of auction/aanwijzing, (10) submission and opening of bid documents, (11) evaluation of bids, (12) verification of qualifications and preparation of minutes of auction results, (13) determination and announcement of the auction winner, (14) objections from auction participants and public complaints, (15) signing and implementation of contracts as well as delivery of goods/services and payment for work.

One of the deviations that occurred above was triggered by carelessness or caution and the incompetence of procurement actors. Not infrequently, deviations that occur are caused by deliberately encouraging opportunities for interested parties to gain profits. So it can be concluded that there are 4 (four) main problems in government procurement of goods and services, namely (1) lack of transparency and accountability in the procurement process to the public from planning to
contract implementation, (2) human resource competence, (3) leadership the procurement actors, and
(4) lack of integrity which risks giving rise to joint malicious conspiracy (organizers and
tender/auction participants) and (5) compliance in implementing SOPs to prevent the risk of fraud.
The government's efforts to improve the system of procurement of goods and services apart from law
enforcement by the authorities are also carried out in prevention by embracing the concept of open
government which has been around since 2011. The concept of open government became famous
internationally when presented by United States President Barrack Obama in 2009 and 2010 by the
British government which launched its data portal for the first time to the public. Domestically,
through the Open Government Indonesia (OGI) movement, Open Government is interpreted as a
collaborative effort between the government and intellectual civil society groups to generate ideas
and actions to create clean, effective, democratic and trustworthy governance by instilling the value
of transparency, participation, innovation, accountability and inclusion (OGI, 2022). Open
Government is committed to improving the quality of the availability of information regarding
government activities, supporting civil society participation in government, implementing
professional standards in providing public administration to prevent corruption, 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, legislation and government policies which can be
obtained easily. Open data is closely related to government information which can be used by the
public for various purposes. However, most experts argue that the potential benefits of an open
government approach can stimulate transparency, accountability, increase community participation
and stimulate economic growth (Wirtz, Bernd & Birkmeyer, Steven., 2015).
A form of manifestation of government openness in the procurement of government goods and
services which is transformed from closed to open by implementing electronic services. Electronic
procurement services for government goods and services were created because they have operational
advantages, including increasing control in the process of procurement of goods and services,
increasing transparency, decentralizing procurement which increases efficiency and rational bidding
(Rosen, 2012). Electronic procurement of goods and services carried out by the government is
considered more: (a) transparent and accountable, (b) simple and low cost, (c) creates the same
standards so as to create a principle of justice or equality, (d) minimizes the risk of errors, (e) data is
documented digitally so it is easy to monitor and evaluate, and (f) there is fair competition (Hidayat,
2015; Nurmandi, 2013).
Utilization of electronic procurement services for government goods and services is just a technology
that makes things easier, and the determinant of success really depends on the role of human resources
who have adequate competence, professional leadership, integrity and compliance with standard
operating procedures (SOP) or services. If this is not done, it is feared that it will have an impact on
reducing the level of public trust and compliance with standard service procedures. The role of human
resources in question is procurement actors consisting of state civil servants and providers.
The Gorontalo Cultural Heritage Conservation Center (BPCB) is one of the government agencies or
work units within the Ministry of Education, Culture, Research and Technology (Kemendikbudristek)
Directorate General of Culture which has carried out electronic procurement services for government
goods and services since 2010 and has been reaffirmed through a circular letter from the Ministry of
Education and Research and Technology in 2020. Since the process of planning the disclosure of
procurement information, data input has been carried out to the preparation of a procurement package
plan based on value, type and selection method.
into the internal application of the Ministry of Education and Culture's Goods and Services
Procurement Planning System (Sirenbaja) which is integrated into the General Procurement Planning
System (SIRUP) which is the authority of the Government Goods and Services Procurement Policy
Institute (LKPP). From public access to SIRUP data, there are types of procurement carried out by
BPCB Gorontalo consisting of procurement of goods, other services, non-construction consultancy
services, construction consultancy services and construction services. Meanwhile, procurement is

done through providers and self-management. It has been 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>
<thead>
<tr>
<th>No</th>
<th>Fiscal year</th>
<th>Value of Procurement of Goods and Services Via Provider</th>
<th>Through Self-Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2020</td>
<td>1,238,552,200</td>
<td>3,323,391,000</td>
</tr>
<tr>
<td>2</td>
<td>2021</td>
<td>2,587,796,000</td>
<td>3,548,206,000</td>
</tr>
<tr>
<td>3</td>
<td>2022</td>
<td>5,066,020,000</td>
<td>998,861,000</td>
</tr>
<tr>
<td>4</td>
<td>2023</td>
<td>5,672,521,000</td>
<td>3,444,934,000</td>
</tr>
</tbody>
</table>

(source: Sirenbaja Kemendikbudristek application and SIRUP LKPP 2020-2023)

However, the data above does not yet describe in detail the series of implementation stages of goods and services procurement services in these agencies and the factors determining their success. Mulyadi, et al (2018:3) stated that "In the development of public administration paradigms and theories, it appears that the existence of public administration, orientation, or focus of study 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 people's welfare through the provision of public goods or providing public services.

Hughes (in Revida, et al, 2020: 3) provides an understanding of public administration as activities serving the public and/or public service activities in implementing policies obtained from other parties. Rosenbloom (in Pasolong, 2018: 9) shows that "public administration is the use of management, political and legal theories and processes to fulfill the government's desires in the legislative, executive, in the context of regulatory and service functions for society as a whole or 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 the involvement of various parties in order to achieve a more democratic life, even more than that, namely being the main capital for realizing public trust in the government and its bureaucracy, so that in the end the government is more effective in ensuring the realization of prosperity and the common good

**Methods**

This research is set at the Gorontalo Cultural Heritage Conservation Center which has the task of carrying out the protection, development and utilization of cultural heritage and is thought to be a cultural heritage in the working area of Gorontalo, Central Sulawesi and North Sulawesi provinces. The selection of research subjects was based on the consideration that the Gorontalo Cultural Heritage Preservation Center is included as one of the vertical agencies in the cultural sector or division of the Ministry of Education and Culture, which has a fairly large working area. The availability of easily accessible initial data is also a consideration in choosing this research.

**Research Approaches, Methods and Procedures**

This research uses a descriptive qualitative method with an inductive approach and analyzes data through three data analysis steps, namely data reduction, data presentation and drawing conclusions. Writer. Collect all in-depth information related to the issue or phenomenon to be solved. The approach taken will use focus groups, in-depth interviews and in-depth observation. The results of the data are collected then grouped selectively and then provide an interpretation of the meaning of the data.

**Researcher Presence**

The researcher himself is a state civil servant who works at the Gorontalo Cultural Heritage
Preservation Center, whose daily work is to carry out cultural heritage affairs and has the additional
task of dealing with the procurement of goods and services.

**Data and Data Sources**
In this research, the data sources used were selected informants within the Gorontalo BPCB who were
in charge of the procurement of government goods and services. Meanwhile, other informants used
as data were providers (business entities) who had procured goods and services at BPCB Gorontalo.
Other data obtained include 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, general procurement plan data in the SIRUP LKPP application, and procurement
recapitulation data which is implemented by the provider 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**
From the results of the research data, the researcher put forward several phenomena which
became important research findings. The findings of this research will be described based on the
research focus and sub-focus as follows:

**Government Goods/Services Procurement Services at the Gorontalo Cultural Heritage
Conservation Center**

In the focus of this research, four sub-focuses were determined, namely: 1). Planning, 2).
Procurement preparation, 3). Selection of providers and 4). Contract implementation. To describe the
research focus, these four sub-focuses 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 goods and services procurement as well as technical aspects and procurement
procedures. Internally and externally, planning is very necessary to support the success of BPCB
Gorontalo's programs and activities, determining the direction and strategy of service policy for the
procurement of goods and services. The procurement working group carries out needs identification
and analysis which is then compiled into a Ministry/Agency Work Plan and Budget (RKA-K/L). All
plans that have been prepared are loaded into the General Procurement Plan Information System
(RUP).

At this planning stage, information and data on the activity or program agenda 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 the KAK/RAB along with other supporting data. Usually the proposal is in March and
the approval comes in October one year before.

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

Government procurement of goods and services (PBJP) is a government service to the public
which is 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 realizing
economic equality at the center and regions with funding sourced from APBN/APBD. Government
procurement services for goods and services begin with the identification of needs which is part of
procurement planning, procurement preparation, selection preparation, selection process, contract
implementation, and handover of the results of procurement of goods and services.

The Gorontalo Cultural Heritage Conservation Center (BPCB) as a government agency or
work unit 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. Gorontalo BPCB’s institutional procurement of goods and services follows the regulations issued by LKPP which the Ministry of Education and Culture and Research and Technology reiterated through its circular since 2020 to be carried out electronically and centralized at one LPSE. From the planning process, inputting data has been carried out to preparing a procurement package plan based on value, type and selection method into the Sirenbaja application which is integrated into SIRUP LKPP. From SIRUP data, the types of procurement carried out by BPCB Gorontalo to date consist of procurement of goods, other services, non-construction consultancy services, construction consultancy services and construction services. Meanwhile, procurement is done through providers and self-management.

The process of procurement of government goods/services based on existing regulations begins with the planning stage. At this stage, planning is prepared by the PPK (Commitment Making Officer) while the work plan and budget are also prepared and determined by the KPA (Budget User Authority) which includes identification of needs, determination of goods/services, method, schedule and budget for procurement of goods/services (Terms of Reference/Technical Specifications). After preparing the procurement plan, the next stage is carrying out procurement preparations carried out by the PPK including determining the specifications/Activity Terms of Reference (KAK), determining the HPS (Self Estimated Price), determining the contract design and determining the down payment, down payment guarantee, implementation guarantee, maintenance guarantee, certificate guarantee and price adjustment. The third stage is selection preparation, preparation for the selection of providers by the selection working group or procurement officials is carried out after the selection working group or Procurement officials receive preparations for Procurement of Goods/Services through providers submitted by the PPK to the General Bureau of Goods and Services Procurement (UKPBJ) of the Ministry of Education and Culture or Procurement Officials. This procurement preparation includes reviewing procurement preparation documents, determining provider selection methods, qualification methods, evaluating bids, determining methods for submitting bid documents, determining selection schedules and preparing selection documents. In the fourth stage, the election is carried out by the PPK and Election Working Group or procurement officials according to the selection 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 final stage, there is a handover of the work results which takes place after the work is 100% complete (first and final handover specifically for construction work) in accordance with the provisions contained in the contract. The provider submits a written request to the contract signing official for the handover of goods/services. The contract signing official carries out inspection of the goods/services delivered. The contract signing official and the provider sign the handover minutes. Specifically for construction services, handover is carried out twice, namely temporary and final handover.

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

Presidential Decree Number 16 of 2018 emphasizes the goal of achieving success in 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 efficient procurement of goods and services, effective, transparent, open, competitive, fair and accountable.

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In connection with the research focus on government goods and services procurement services at BPCB Gorontalo, the research discussion will be described according to the research sub-focus as follows:

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

   Based on the research sub-focus on government goods and services procurement services at BPCB Gorontalo, four factors for the success of goods and services procurement services were determined, namely, 1). Planning, 2). Preparation, 3). Selection of providers and 4). Contract implementation.

   a. **Planning.**

   Planning and determining needs for goods/services procurement planning is an activity of thinking and calculating in an effort to provide for goods and services needs, both relating to determining needs, procurement methods, procurement procedures or procedures, as well as rules that must be considered and obeyed in implementation of procurement of goods and services.

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

   Arsana (2016) states that planning is a very vital function in procurement management activities. For this reason, to achieve the goal of procuring goods and services, proactive steps must be taken in carrying out comprehensive planning so that targets and objectives can be achieved. Furthermore, Husen in Arsana (2016; 140) stated that good planning is if all the activity processes contained in it can be implemented in accordance with the targets 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 far as possible makes it easy for the procurement implementer or working group to implement the procurement plan in terms of preparation, implementation, monitoring/supervision and control of PBJ. So that planning provides indicators that can be measured.

   In general, information and data on activity or planning agendas are collected to be decided at 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 the TOR/RAB along with other supporting data for approval. Meanwhile, the PPK in preparing plans for the procurement of goods and services 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 procurement planning through providers is carried out by preparing technical specifications (KAK), preparing cost estimates (RAB), packaging procurement of goods and services, consolidating procurement of goods and services and preparing supporting costs.

   Sugiyanto (2020) views that a project (goods and services procurement activity) requires careful planning to achieve the goal, namely by laying the basis for the goals and objectives of a project as well as 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 adapt to changes and developments that occur in subsequent processes.

   So that the procurement process does not experience obstacles, PPK reviews the data and information at this planning stage. This is primarily to ensure that the goods and services to be provided are in full accordance with the needs expected by the PA/KPA.

   Based on research, planning support for government goods and services procurement services at the Gorontalo Cultural Heritage Conservation Center has been running well, implemented following Presidential Decree Number 16 of 2018. Prabandani (2020) stated that the provisions
regarding planning for procurement of goods and services in Presidential Decree Number 18 of 2018 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 which places goods and services as part of the output of development planning.

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

In connection with the above, Arsana (2016) emphasizes that planning is a systematic arrangement of steps through efforts to utilize available resources by taking into account 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 easier to complete.

Regarding the formulation of goals for the planning process, Prijambodo in Arsana (2016) stated that technically the formulation of goals must be: a) specific, b) measurable, c) achievable, d) not far-fetched and e) clear time limit for achievement. Therefore, the objectives and benefits of planning can be formulated as follows: 1). Outline clearly and precisely the goals and objectives of the activities carried out as a whole, 2). As a guideline and direction for activities as well as work procedures so that relations and coordination between departments can be implemented, 3). As a guarantor of the effective and efficient use of available resources, 4). As a means of controlling and measuring/comparing the results of implementing activities, and 5). As a tool to improve practices and methods of working activities.

b. **Procurement Preparation**

The preparation stages for the procurement of government goods and services consist of two categories, namely: 1). Procurement of goods/services through self-management includes setting targets, organizing self-management, activity plans, implementation schedules and budget plans (RAB). The results of the procurement preparation are outlined in the Terms of Reference (KAK) for activities/sub-activities/outputs; and 2). Procurement of goods/services through providers includes determining the Self Estimated Price (HPS), determining the contract design, determining technical specifications or KAK, down payment, down payment guarantee, performance guarantee, maintenance guarantee, guarantee certificate and price adjustment.

The scope of preparation for the procurement of goods and services is to prepare the preparatory steps that must be carried out before carrying out 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 government procurement process for goods and services. This preparation is the most important part because it will be used as a basis in every step of the process of implementing the procurement of goods and services through goods/service providers.


In accordance with Presidential Decree Number 16 of 2018 which regulates preparations for the 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 preparation consists of: (1) determining work targets determined by the PA/ KPA, (2) Determination of self-management organizers is carried out according to the type of
self-management, namely: a). Type I self-management which is planned, implemented and supervised by the Ministry/Institution/Regional Apparatus responsible for the budget is determined by the PA/KPA; b). Type II self-management is planned and supervised by the Ministry/Institution/Regional Apparatus responsible for the budget and implemented by other Ministries/Institutions/Regional Apparatus implementing self-management, then the determination of the organizers for the preparation team and supervisory team is determined by the PA/KPA and for the implementation team it is determined by the minister/head institutions/heads of other agencies implementing self-management; c). Type III Self-management which is planned and supervised by the Ministry/Institution/Regional Apparatus responsible for the budget and implemented by the Ormas implementing self-management, the preparation team and supervisory team are determined by the PA/KPA and the implementing team is determined by the Leader of the Ormas implementing self-management; d). Type IV self-management is planned by the Ministry/Institution/Regional Apparatus in charge of the budget and/or based on proposals from community groups, and is implemented and supervised by the community group implementing the self-management, so 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/loads which are carried out with a separate contract. Experts can only be used in implementing type I self-management and the number of experts cannot exceed 50% of the number of members of the implementing team. (4). The 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 costs of procuring goods and services through self-management are calculated based on the cost components of implementing self-management, b). The PA can propose self-managed input/output cost standards to the minister who handles government affairs in the field of state finance/regional heads. (7). All results of preparation for procurement of goods and services through self-management are stated in the TOR of activities/sub-activities/outputs.

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

(1). Self Estimated Price Determination (HPS) is the estimated price of goods and services determined by the PPK. 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 preparing and determining the HPS following the provisions, namely: HPS is calculated expertly and using reliable data, HPS has taken into account indirect profits and costs, profit (profit) is the excess difference between the sales price which is greater than the purchase price or production costs, management fee (management/management fee) is a certain percentage allocated as compensation for services in managing a job, indirect costs are costs that are not directly related to production, the HPS value is open and not confidential, the total HPS is the result of the HPS calculation plus Tax Value Added (VAT), HPS is not the basis for calculating the amount of state losses. The existence of the HPS is used as a tool to assess the fairness of the bid price or the reasonableness of the unit price, the basis for determining the highest limit for valid bids in the procurement of goods/construction work/other services and the HPS as a basis for determining the amount of performance guarantee value for bids that are lower than 80% of HPS value.

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

(2). Determine Contract Design. PPK prepares a contract design based on work specifications/frames of reference (KAK) and Self-Estimated Prices (HPS), which include, among other things: a). The main points of the agreement; b). General Conditions of
(3). Determine Technical Specifications/TOR. 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 Specifications 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, etc., which must be provided by the provider. Clear and precise technical specifications for goods or services will be useful for: 
   a). Testing products and services to meet user needs. b). Encourage providers to provide alternative and innovative solutions that can offer better value for money, and c). Increasing competition in the provider selection process.

(4). Determine down payment, down payment guarantee, performance guarantee, maintenance guarantee, guarantee certificate and price adjustment. 
   a). Advance payment is money that can be given to the provider to prepare for the implementation of the work and is stated in the contract draft contained in the selection document and must submit a letter of guarantee for the advance payment to the PPK in the amount of the advance payment submitted. 
   b). Implementation Guarantee is a guarantee that must be submitted for contracts for the procurement of goods/construction work/other services with a value of at least 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 the performance guarantee is 5% of the contract value; and for corrected bid values below 80% of the HPS value, the amount of the performance guarantee is 5% of the total HPS value. 
   c). Maintenance Guarantee, is a guarantee that applies to construction work or other services that require a maintenance period in the event that the provider receives retention money at the first handover of work (Provisional Hand Over), returned 14 working days after the maintenance period is completed with a maintenance guarantee value of 5% of the contract value. 
   d). A Guarantee Certificate is given for the fitness for use of the goods for a certain period of time in accordance with the provisions of the contract and is issued by the manufacturer or a party legally appointed by the manufacturer. In accordance with the provisions of the consumer protection law, the minimum guarantee period is 1 year from the time of handover of the goods. 
   e). Price Adjustments. PPK prepares price adjustments in the contract design. Price adjustments are applied to Multi Year Contracts with the type of Unit Price Contracts or Contracts based on Assignment Time in accordance with the terms and conditions stated in the Selection Document and/or amendments to the Selection Document; and the procedure for calculating price adjustments must be clearly stated in the Selection Document and/or amendments to the Selection Document which is an inseparable part of the Contract.

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

According to Arsana (2016), the preparation function is an effort to design appropriate activities to achieve goals, determine the scope and details of types of activities, group, organize and
c. Provider Selection

In the general procurement of goods and services, before selecting a provider of goods and services, it is necessary to review the preparation documents for the procurement of goods and services with the aim of examining these documents to ensure compliance with the requirements of Presidential Decree 16 of 2018 along with its amendments and derivatives to avoid conflicts of interest.

Activities at this stage of the selection working group or procurement officials receive the procurement documents for goods and services submitted by the PPK which are attached with: a). Decree on Determination as PPK, b). Expenditure Budget Document (RKA-KL/RKA-PD that has been determined) or PA Approval letter for Procurement preparation and selection process precedes approval of RKA K/L by the DPR or RKA for Regional Apparatus by DPRD, c). RUP package ID, and d). Time plan for using 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 official proposes to the PPK that changes be made. If the PPK rejects the proposal submitted by the election Working Group, then this disagreement is conveyed to the PA/KPA for a decision.

This mechanism is then continued with the selection of providers. In accordance with Presidential Decree Number 16 of 2018, provider selection is carried out using selection methods, namely through e-purchasing, direct procurement, direct appointment, and tender/selection. Specifically, the selection of providers through tenders or selection is carried out in stages: a). Implementation of Qualifications, b). Announcement or invitation, c). Registration and retrieval of election documents, d). Providing explanations, e). Submission of offering documents, f). Evaluation of bid documents, g). Determination and announcement of winners and h). Refute.

In practice, the selection of providers through this tender is the most attractive for prospective providers of goods and services or construction work. This stage is also a critical point in the procurement of goods and services, whether carried out by the organizer of the procurement of goods and services or by the provider to conspire in the tender. Sutedi (2012) wrote that tender rigging is cooperation between two or more parties, openly 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 not refusing to do so. An action despite knowing that the action is carried out to arrange for a particular tender participant to win.

To avoid unhealthy and incorrect provider selection, it is very necessary to implement regulations and mechanisms that guarantee openness and fairness, meaning that tenders must be carried out in general, with clear requirements and not be discriminatory towards all prospective providers. In this regard, integrity and honesty are required for tender organizers so that there is no conspiracy between the organizer and the provider.

d. Contract Implementation

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 job. According to Arsana (2016) a contract can be understood as an agreement between the assignor and the assignee. In this case, the assignor is the owner of the work and the assignee is the provider of goods and services (contractor/consultant).

Meanwhile, Sutedi (2012) states 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 contents of the contract which are the subject of the agreement. In this section, the parties include all things or points that are deemed necessary and constitute the wishes 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 which contain general terms and conditions for the procurement of government goods and services which must be understood with the aim of providing understanding,
guidelines and limitations for users and providers in implementing the contract.


Furthermore, the mechanism for implementing work in the field, whether for construction work or procuring the purchase of goods, is the business of the executor/provider until the completion of the work. Other matters that occur during implementation are the responsibility of the executor, if later adjustments to the work occur, this can be done by means of a joint inspection or by amending the contract (addendum).

2. Factors that Determine Government Goods/Services Procurement Services at the Gorontalo Cultural Heritage Preservation Center.

The research sub-focus on the factors that determine government goods and services procurement services at BPCB Gorontalo determined four factors for the success of goods and services procurement services, namely: a). HR Competency; b). leadership, c). integrity, and d). Standard Operating Procedures (SOP) for services/activities.

a. Human Resources Competency.

Based on research and field observations, it shows that HR competency is a determining part in the procurement of goods and services. Competence in the field of procurement of goods/services is very necessary to achieve successful procurement of goods/services in a productive manner, in the sense of effectiveness, efficiency and quality. Competency standards are capability 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 established standards.

Scale in Sutrisno (2009; 202) writes that competence comes from the word competence which means skill, ability and authority. Etymologically, competency is defined as a behavioral dimension of expertise or excellence of a leader or staff who has good skills, knowledge and behavior.

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

The manager of 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, selecting providers, implementing contracts until the completion of all activities.

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

One of the problems faced by BPCB Gorontalo in the field of goods/services procurement is the limited or lack of human resources that meet the competency requirements for goods/services procurement, especially in the context of assignments as Selection Working Group/Procurement Officials/PPK, or appointment of civil servants as candidates for Functional Positions The Goods and Services Procurement Manager (JF PPBJ) who will be appointed to the JF PPBJ, must have a level-1 Goods/Services Procurement certificate. With a wide working area covering 3 provinces, namely North Sulawesi, Central Sulawesi and Gorontalo, it is felt that personnel conditions are limited to manage the stages and resources of procurement of goods and services, especially during contract implementation including construction or work on BPCB's physical infrastructure. Gorontalo.
Apart from that, looking at the budget allocation, there is a tendency to increase the value of the budget for procurement of goods and services through providers at BPCB Gorontalo every year. In 2020, the budget for procurement of goods and services carried out through providers is IDR. 1,238,552,200. In 2022, the budget value for procurement of goods and services will increase to IDR. 5,066,020,000. In 2023, the budget value for procurement of goods and services will increase to IDR. 5,672,521,000

An increase in the value of the procurement budget will also directly increase the performance burden and volume of work to 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 improve and meet public satisfaction.

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

An increase in the budget allocation managed by BPCB Gorontalo results in an increase in workload which of course will demand the competency and ability of officials working in the procurement of goods and services. Sutrisno (2009) states that increasing capabilities is a strategy aimed at increasing efficiency, effectiveness and responsiveness in order to improve organizational performance. The dimensions can be 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 respond to challenges by showing performance through activities in their field of duties and work within the organization.

The limited resources of the apparatus at BPCB Gorontalo can be seen in the results of research findings which show that there are multiple positions between the functional positions of the BPCB working groups and additional positions or tasks as organizers/managers of goods and services procurement services. This condition occurred because there were quite large formation vacancies in functional positions, totaling 24 personnel, and vacancies in the administration section, which reached 32 personnel. Overall, BPCB Gorontalo is experiencing a shortage of human resources on duty and working with a large working area covering the provinces of Central Sulawesi, North Sulawesi and Gorontalo.

b. Leadership

The research results show that the presence of a leader is very necessary to provide motivation, inspiration and maintain unity between team members involved in the procurement of goods and services. The behavior of the leader who is simple, friendly, open and able to communicate well with the procurement working group and all employees is very helpful and supports the process of organizing the procurement of goods and services. Commitment and responsibility to complete work in accordance with standard procedures and following the rules for procurement of goods and services is the main target for implementing leadership which 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 (planning), b). Organizing (organizing), c). Leading (leading) and d). Controlling (control). Understanding this management function will be a requirement in making a decision. The decisions made, whether strategic, tactical or rational, must be directly related to the various goals and targets to be achieved. So a good decision is a decision that represents the 4 management functions and is in accordance with the requirements in the management perspective.
concept of decision making.

Commitment and support from the leadership for the effective and efficient implementation of goods and services procurement services is manifested in real actions and not just discourse. This real support from the leadership is followed by a commitment to provide a budget and efforts to direct and make decisions to solve problems faced in the process of procuring goods and services at BPCB Gorontalo. Thus, leadership becomes one of the factors that determines the acceleration of the service process for procuring goods and services.

According to Rivai in Torang (2014; 71) the leadership function has two dimensions, namely the direction dimension (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). The instructive function is that the leader only carries out one-way communication, which means that the leader is the party who determines what, how, when, and where orders are carried out; 2). Consultative function, namely the leadership carries out 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 material for consideration). Through the consultative function, it is hoped that leadership decisions 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 take decisions based on trust; 5). Control function, namely control implemented in the form of guidance, direction, coordination and supervision.

The results of the research that has been carried out show that the responsibility of leaders is very heavy, therefore apart from having managerial and administrative skills, leadership must also be able to provide a feeling of comfort at work, maintain harmony in the work team and have the ability to motivate, control situations, be responsible, fair, and confident.

**Integrity.**

The mandate of Presidential Decree Number 16 of 2018 states that government procurement of 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 research show that there are demands for understanding and mastering the laws and regulations for the procurement of goods and services, obedience and adherence to 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 in the procurement of goods and services and Mental attitudes and behavior that are honest, responsible and fair will ultimately create accountable, responsible and consistent implementation performance.

Integrity and accountability determine the entire process and mechanism in every government institution that organizes the procurement of goods and services. Good and bad government goods and services procurement services at BPCB Gorontalo depend on the attitude and mentality of the organizers of goods and services procurement and the providers of goods and services.

Provisions regarding the implementation of procurement of goods and services that are free from practices 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). carry out tasks in an orderly manner, accompanied by a sense of responsibility to achieve targets, smoothness and accuracy in 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). do not influence each other, either directly or indirectly, resulting in unhealthy business competition; d). accept and be responsible for all decisions determined in accordance with the written agreement of the parties concerned; e). avoid and prevent 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 else from or to anyone known or reasonably suspected to be related to the procurement of goods and services.

According to Arsana (2016) procurement ethics are professional guidelines for individual procurement implementers who are responsible for carrying out tasks and activities for procuring goods and services. The principles of procurement ethics are to uphold integrity, honor, dignity and improve professional competence as well as being honest and fair in every procurement implementation.

According to Matsiliza in Taufiq and Irawati (2021), integrity and accountability are best maintained through improving the system as a whole which is supported by legal provisions, legislation, policies and institutional protocols. Integrity will be improved when society and those who govern can preserve laws or regulations, where the makers of the laws or regulations 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 established procedures so that they occur effectively and efficiently.

BPCB Gorontalo, like other government institutions, ideally implements and manages goods and services procurement services requiring standard operational procedures (SOPs) which will become a model for implementing the flow of administrative activities and public services. In this way, the administrative system chain for procurement of goods and services will appear orderly, clear and can be measured with certainty. Arsana (2016) stated that the aim 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 turns 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 does not yet have or create its own SOP. This condition is one of the factors that influences the non-optimal procurement of goods and services at BPCB which can result in the risk of errors and irregularities in procedures and mechanisms for managing government procurement of goods and services. There is no SOP for goods and services procurement services, this is due to the fact that BPCB Gorontalo is not a completely independent institution, it is still part of a work unit in the directorate general of culture of the Ministry of Education and Culture, Research and Technology.

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

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

Broadly speaking, SOPs are intended to make it easier to control activities, monitor ongoing processes, make time effective, avoid overlapping affairs/activities and make it easier to make decisions and further policy direction.

**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. Government development programs can be realized and are on target. Policies governing the procurement of government goods and services are regulated in presidential regulations and their derivatives. The process of the stages of government procurement of goods and services starts from planning, procurement preparation, selection, contract implementation to handover of work results. The success of goods and services procurement 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 for service procedures. If these two focuses are ideally carried out or implemented well, the output of providing goods and services procurement services can be achieved. The Gorontalo Cultural Preservation Center as a work unit within the Ministry of Education and Culture has programs every year through the APBN to be realized which are directly related to the procedures for procuring goods and services. From the findings obtained in the field and then discussed in depth, the following conclusions were obtained:

1. Planning for 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 to the availability of related human resources with capacity, competence and knowledge about the management of procurement of goods and services.

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 process of procuring goods and services are finalized and approved by the leadership and PPK to be used as administrative materials that support the implementation of PBJ, determining personnel who will be authorized and responsible for work items and budget readiness for implementing activities. Procurement documents that have been approved by authorized officials at KPA/PPK level are then reviewed by the working group/procurement official before the package is announced to prospective providers. During the review process, many corrections occur because there is data whose substance has not been fulfilled in the technical specifications/TOR. The documents most often problematic in reviews are construction work.

The selection of providers of government goods and services is carried out after the procurement preparation stages are final, followed by a selection 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. Implementation of the contract for the procurement of goods and services begins after there is a winner or selection of the provider of goods and services. At this stage the parties are bound to each other in a jointly signed agreement/contract and comply with the contents of the contract.

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