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Case Analysis of Public Procurement Management In Indonesia for The Period of 2023

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Abstract: This study aims to explain in detail the analysis of the problems of the implementation of government procurement of goods/services that occurred in Indonesia in the 2023 period. The procurement of government goods and services in Indonesia is a complex process and has a significant impact on the success of national development. This study also aims to analyze several procurement cases that occurred in 2023, as well as evaluate the effectiveness of policies, challenges faced, and opportunities for improvement in the procurement system in Indonesia. The research focuses on new policies, the application of technology in procurement, and issues such as transparency, efficiency, and accountability. Data is taken from various official government reports, articles, and interviews with related parties. The research method, used is a qualitative method, with a total of 105 informants. The results of the research, government procurement of goods and services in Indonesia in 2023 show some progress in terms of policies and technology, but still face major challenges related to transparency, accountability, and human resource competence. Technological capacity building and stricter law enforcement need to be done to realize more effective and efficient procurement. The update, in this study, is that providing recommendations for improvement based on the cases analyzed, the government needs to strengthen policies and the implementation of procurement that is more accountable and transparent. This can be done with several steps, including regular human resource training, holding regular training for government procurement personnel to improve their competence in understanding the latest procurement regulations and technology. Improving technology infrastructure, ensuring that information technology infrastructure throughout the region can support the implementation of SPSE and e-Catalog. Strict supervision and law enforcement, conducting stricter supervision of the procurement process and taking firm action against any form of irregularities to reduce the risk of corruption.

Keyword: Implementation, Proquement, Corruption Risk.

INTRODUCTION

The procurement of government goods and services is one of the important pillars in realizing good governance and efficient public budget allocation. In Indonesia, this process is

overseen by the Government Procurement Policy Institute which issues regulations and procedures so that procurement is carried out with the principles of accountability, efficiency, transparency, and competitiveness. 2023 will be an important period, considering the increase in public spending and several regulatory adjustments. Government procurement of goods and services is an important component in running the wheel of good government and supporting national development in Indonesia. In recent years, the Indonesian government has strengthened policies and regulations related to this procurement to achieve various goals such as budget efficiency, transparency, and corruption prevention. The Government Goods/Services Procurement Policy Institute as the authorized government institution in the management of the procurement of goods and services, continues to strive to create a more accountable and efficient procurement system through regulatory updates and the application of technology.

In 2023, the development of procurement policies and systems in Indonesia has undergone several significant changes. One of the main focuses is to increase the use of electronic systems, such as e-procurement and e-catalogs, which are expected to speed up the procurement process and reduce potential irregularities. In addition, the government also directs the focus on efforts to increase the participation of micro, small and medium enterprises in government procurement, as well as regulatory adjustments to expand opportunities for the private sector. Although the policy and system for the procurement of goods/services are developing, there are still various challenges faced in its implementation. These challenges include transparency issues, human resource competence, and obstacles in the application of technology in various regions of Indonesia. The procurement cases that emerged in 2023, especially those related to infrastructure projects, medical equipment procurement, and other urgent needs, show that there is room for improvement in government procurement management.

Several procurement cases have become public concern due to allegations of irregularities, waste, or delays in implementation. This condition certainly underlines the importance of supervision and increasing the effectiveness of the current procurement system which is more efficient and effective. In 2023, the Indonesian government through the Government Goods/Services Procurement Policy Institute issued a number of new policies to strengthen the governance of procurement of goods and services. Several main policies are included in Presidential Regulation Number 17 of 2023, which emphasizes the acceleration of digital transformation in the procurement of goods and services. This digital transformation aims to support the increase in the use of domestic products as well as products from micro, small, and medium enterprises, with the main goal of encouraging national economic independence and economic equity through increasing budget absorption at the regional and national levels.

Regulation of the Government Goods/Services Procurement Policy Institution Number 1 of 2023 regulates the procedures for cooperation between the government and business entities in the Nusantara Capital City for the procurement of goods and services, in order to accelerate the development of the Nusantara Capital City area. It includes a framework for the involvement of business entities in strategic projects in the region, with a focus on efficiency and collaboration between the public and private sectors. Another policy is the Decree of the Head of the Government Goods/Services Procurement Policy Institution Number 121 of 2023, which stipulates steps to implement the consolidation of goods/services procurement through electronic catalogs. This step allows various government agencies to obtain goods and services with a more efficient and transparent process. This catalog system also supports the increased involvement of local business actors in the procurement process, which can accelerate economic equity in various regions. The implementation of these policies is expected to increase effectiveness and accountability in the procurement of government goods and

services, as well as strengthen the national economy by empowering local products and services.

During 2023, the Corruption Eradication Commission recorded a number of corruption cases in the procurement of government goods and services in Indonesia. These cases generally occur in the infrastructure and public service procurement sector in several regions, including South Sumatra, Jakarta, Bekasi, and the South Sulawesi region. In Muara Enim and West Pakpak, for example, infrastructure procurement has become the focus of investigation due to alleged irregularities, involving various regional officials suspected of being involved in conspiracy and collusion. The mode of corruption in 2023 is still dominated by document manipulation and collusion in auctions. Although the use of the e-procurement system has been implemented, the Corruption Eradication Commission has found that this method can still be manipulated by corrupt actors through conspiracies outside the system or by document engineering. For example, auction documents are often pre-arranged by certain parties to guarantee the victory of a particular vendor in a tender. To overcome this, the Corruption Eradication Commission together with the Government Procurement Policy Institute have increased supervision through an e-audit system and an e-catalog platform designed to detect anomalies or risks of fraud in procurement transactions.

Other challenges faced in anti-corruption enforcement in the procurement sector include low integrity and human resource capacity, limitations in information technology audits, and the influence of stakeholders who try to steer projects for personal gain. The Corruption Eradication Commission continues to strengthen coordination with internal supervisory apparatus and the Government Goods/Services Procurement Policy Institute to increase transparency and accountability, especially in the procurement sector, which in 2023 has a very large budget value, reaching more than Rp300 trillion.

The implementation of e-Procurement has been extensively researched, among others, by Hui et al., (2011) who explained the results of the study that one of the common complaints made by contractors in the procurement process is the prevalence of interference from outside parties and chronism, which affects the awarding of contracts (Shu Hui et al., 2011). Procurement officers are blamed for malpractice and non-compliance with procurement system policies and procedures. Furthermore, the research of Ibem et.al., (2018) explained the results of the study that the different levels of use of e-Procurement technology, barriers to absorption and factors that affect the adoption of e-Procurement by industrial organizations greatly affect the success of procurement implementation in organizations in the Nigerian building industry (Ibem et al., 2018). Research on industrial organizations has a different dimension from e-Procurement research in the public sector of government. The research by Altayyar & Kerridge (2016, p 1) explains the results of the study with different dimensions, namely related to nine external factors relevant to the adoption of e-Procurement in Saudi Arabian's SMEs, namely: "government support, own postal addresses and delivery service, providing secure and trustworthy online payment options, low cost and high speed internet connection, IT-related educational programs, supplier's willingness and readiness to participate or exert pressure, competitor's pressure, policy and regulations and Business and national culture of the country" (Altayyar & Beaumont-Kerridge, 2016).

Another e-Procurement research was conducted by Daoud & Ibrahim (2017) which explained that e-Procurement applications are assumed to be influenced by the technological context (relative advantage, compatibility, and complexity), the organizational context (organizational readiness, top management support and information systems committees), and the environmental context (competitive and regulatory pressures) (Daoud & Ibrahim, 2017). Furthermore, the results of Antonio Aguiar Costa et al's research explain that the level of entity administration affects the implementation of e-Procurement, which is also influenced by the innovation adoption process (Costa et al., 2013). Sambasivan et al., (2010), provide an

overview in the study on perceived usefulness, perceived ease of use, service assurance by service providers, service provider responsiveness, facilitation conditions, web design (service quality) are closely related to the intention to use an electronic procurement system (EPS) (Sambasivan et al., 2010). Another function of the implementation of e-Procurement is a positive and significant relationship with the concepts of usability, ease of use, and trust when democratic governments in developing countries seek to combat corruption in public procurement (Neupane et al., 2012).

Erridge's research Ruth Fee & McIlroy (1998) explains that government intervention in e-commerce must be minimal (Erridge Ruth Fee & McIlroy, 1998), and in general, according to Teo, Lin, & Lai, (2009) in her research explains that firm size, top management support, perceived indirect benefits, and business partner influence are positively and significantly related to the implementation of e-Procurement (Teo et al., 2009). The process of procurement of goods and services that is not transparent is a potential for corruption that is difficult to control. Research by Liao et al., (2003) explains that in the government sector, procurement is sometimes a source of corruption, scandal and misuse of public resources (Liao et al., 2003). In addition to unqualified personnel, transparency in the procurement environment is another source of problems in procurement procedures, e-Procurement helps the procurement process to be avoided as little as possible from the risk of corruption.

One of the research that makes Indonesia the object of discussion is a study conducted by Choi et al., (2016) which recommends the need to improve the implementation of e-Procurement through modification of the e-Government road map to narrow the gap between design and reality, so as to achieve the goal of e-Government and pursue the full benefits of the mature e-Government condition in Indonesia (Choi et al., 2016). Gunasekaran et al., (2009) focused on the results of the study which found that in essence e-Procurement focuses on the acquisition of resources, especially maintenance, repair, and operation goods, and more and more materials and components (Gunasekaran & Ngai, 2008). The research that is already in the stage of further implementation of e-Procurement, is the research conducted by Junqi Liu et.al who has studied green public procurement which is one of the important environmental policy tools for sustainability (Liu, Shia & Xue, 2018), and more uniquely the research conducted in the United States by Percy & Parker (2008) which focuses more on the study that the most important benefit of e-Procurement is its ability to facilitate integration within the company and throughout the supply chain (Percy et al., 2008). One of the research that explains how to make government procurement more efficient, transparent, non-discriminatory, and accountable is a study conducted by Liao & Wang (2002) which looks more closely at the role of legal regulations in the implementation of e-Procurement in Taiwan (Liao et al., 2003).

Kural & Alsac (2017) focuses more on explaining e-Procurement in their research in terms of public procurement procedures which are more likely to be supported by 2 (two) laws, namely public procurement law and public procurement contracts law. Kural & Alsac (2017) prioritizes public procurement with a legal approach and its application to procurement contracts law. Kural & Alsac's research (2017), is intended to provide broad information that the procurement of goods and services at the state level must be supported by regulations at the legal level in order to provide strict sanctions against violations in the procurement of government goods and services in the public sector (Kural & Alsac, 2006). In general, the regulation of procurement regulations at the legal level is the basis for firm implementation because the law contains the main substance that regulates sanctions for violations of procedures committed by actors in the procurement of government goods and services. The overall implementation of e-Procurement is changing the way businesses purchase goods, as most products and services are obtained using electronic data exchange and the internet, the

implementation of e-Procurement is inevitable in both manufacturing and services (Gunasekaran & Ngai, 2008).

The e-Procurement application conducted by the United Nations is focused on routine and non-strategic purchase transactions (Walker & Harland, 2008). The challenges of implementing e-Procurement in the government sector are not only related to software integration, data management and launch strategies, but also legal and administrative procedures, IT infrastructure, outsourcing contracts and information technology skills (Aman & Kasimin, 2011). Aman & Kasimin, (2009), prioritizes the integration of software, data management and launch strategy with legal and administrative procedures so that the form of procurement system integration is more comprehensive and integrated. IT infrastructure, outsourcing contracts and IT skills are also forms of supporting factors for the successful implementation of the third overall software integration, data management and launch strategy with legal and administrative procedures has been well implemented. An important variable for the successful adoption of e-Procurement is to address the internal service quality attributes of the e-Procurement process (Croom & Brandon-Jones, 2007). In general, Croom & Brandon-Jones, (2007) focus more on the internal service quality attributes of the e-Procurement process. Overall, the implementation of electronic procurement of goods/services in several parts of the country is an effort to prevent corruption, the realization of an efficient and effective bureaucracy and companies.

METHOD

This research uses a qualitative method, which prioritizes the process of exploration to understand the meaning of individual or group behavior, describing social problems or humanitarian problems (Creswell & Poth, 2016). The criteria used in determining the informants in this study include informants who know in detail the study of the analysis of the problems of the implementation of government procurement of goods/services that occurred in Indonesia in the 2023 period. The informants in the study totaled 105 informants, who are competent and are policy makers and direct actors in the implementation of government procurement of goods/services that occur in Indonesia in the 2023 period.

RESULTS AND DISCUSSION

Effectiveness of New Policies in Procurement of Goods/Services.

In 2023, the government introduced new policies to strengthen procurement governance through regulations such as Presidential Regulation Number 17 of 2023 and Regulation of the Government Procurement Policy Institution Number 1 of 2023. The policy aims to increase the use of domestic products and strengthen the role of micro, small, and medium enterprises in government procurement. Research shows that the implementation of this policy has succeeded in encouraging increased participation of micro, small, and medium enterprises, but several technical and administrative obstacles are still faced, especially related to regional readiness to carry out digital transformation and limited technological infrastructure in a number of regions. The challenges of implementing e-Procurement in the government sector are not only related to software integration, data management and launch strategies, but also legal and administrative procedures, IT infrastructure, outsourcing contracts and information technology skills (Aman & Kasimin, 2011).

The effectiveness of the new policy in government procurement of goods/services in 2023, as set by the Government Procurement Policy Institute, focuses on increasing transparency, accountability, and efficiency through several key approaches: the utilization of domestic products, strengthening the role of micro, small, and medium enterprises, and the application of more advanced surveillance technologies. This policy is outlined in several regulations, including Presidential Regulation Number 17 of 2023, which regulates the

strengthening of digital systems and increases the convenience for local business actors in accessing government procurement. Digital transformation through e-catalogs and e-procurement, updated e-catalogs and e-procurement platforms offer a simpler and faster process for government agencies to source goods/services directly from suppliers without a lengthy auction process.

In addition to accelerating procurement, this system also allows various institutions to be more transparent because transaction data is recorded digitally, facilitating supervision by the Government Goods/Services Procurement Policy Institute and the Government Internal Supervision Apparatus. This is considered effective in reducing time and costs, as well as reducing the potential for manipulation in the procurement process. Early detection and surveillance with e-Audit, the e-audit policy is an important step introduced by the Government Procurement Policy Institute to detect suspicious transactions or those that have the potential for fraud. The system uses analytics data to identify anomalies in procurement transactions and provide automated notifications as a form of early warning. The collaboration between the Government Goods/Services Procurement Policy Institute and the Financial and Development Supervisory Agency for this supervision system creates more proactive and preventive supervision in an effort to eradicate corruption in the procurement of goods and services sector.

The utilization of domestic products and support for micro, small, and medium enterprises, in an effort to support the local economy, the 2023 procurement policy emphasizes increasing the use of domestic products and the involvement of micro, small, and medium enterprises. The Government Procurement Policy Institute simplifies procedures for micro, small, and medium enterprises to enter the e-catalog system, thus giving them greater access to become providers in government projects. This has increased the participation of micro, small and medium enterprises in government procurement, although challenges in technology and infrastructure readiness in some regions remain an obstacle. Challenges in Implementation, although this policy is effective in increasing openness and facilitating local business actors, there are a number of challenges. Some regions face limited technological infrastructure and lack of competent human resource capacity in the field of digital procurement, so they still need more support to carry out this transformation optimally. Overall, the new policy shows significant potential in improving government procurement management, but it still requires sustained efforts to overcome barriers and achieve full effectiveness across Indonesia.

Corruption Cases and Transparency Challenges

According to the Government Procurement Policy Institute and the Corruption Eradication Commission, transparency challenges and corruption cases in the procurement of goods and services by the Indonesian government are still the main problems in 2023. The Government Procurement Policy Institute acknowledges that although e-procurement and e-catalogue systems have been implemented to increase transparency, there are many weaknesses in their implementation, especially in terms of supervision and integrity of implementation in the field. Common corruption modes and practices, corrupt practices that occur a lot include manipulation of tender documents, collusion between officials and service providers, and engineering of auction specifications. One example is manipulation in the electronic auction system, where vendors work closely with officials to determine the winner before the auction takes place. This can even happen even if the e-procurement system is implemented, showing that corruption occurs outside the digital system, for example through agreements outside the formal tender process.

Collaboration in the e-audit supervision system, in 2023 the Government Goods/Services Procurement Policy Institute in collaboration with the Financial and Development Supervisory Agency, developed an e-audit supervision system to increase supervision of procurement transactions. Through e-audit, the Government Procurement Policy Institution can detect

transactions that are at risk of fraud, provide early notifications, and record anomalies in the procurement process. This step aims to reduce the risk of abuse in procurement, but its implementation still faces obstacles in terms of limited regional capacity and the need to improve technological infrastructure. The challenge of transparency at the regional level, at the regional level, corrupt practices in the procurement of goods and services are still frequent, with many cases involving regional officials. In general, Croom & Brandon-Jones, (2007) in their research focuses more on the internal service quality attributes of the e-Procurement process, for a process that focuses more on output.

The Government Goods/Services Procurement Policy Institute noted that there are still limitations in the implementation of the digital procurement system, especially in areas that have infrastructure and human resources that are not ready to implement the transparency system optimally. This causes supervision to be ineffective, especially in areas with higher corruption cases. Overall, despite efforts by the Government Procurement Policy Institute to increase transparency and accountability through digital systems, challenges are still great in implementation in the field. It is necessary to strengthen synergy between the Government Goods/Services Procurement Policy Agency, the Government Internal Supervisory Apparatus, and the Financial and Development Supervisory Agency to deal with this problem more comprehensively and ensure that the procurement of goods and services runs more transparently and accountable throughout Indonesia.

The Role of e-Catalog and E-Audit Supervision System in 2023

In 2023, the e-catalog and e-audit supervision system introduced by the Government Goods/Services Procurement Policy Institute will be an important pillar in efforts to increase transparency and efficiency in government procurement of goods and services. The role of e-catalogs, is a digital platform that allows government agencies to purchase goods and services directly from a list of approved providers, without going through a lengthy tender process. This feature is considered effective in speeding up the procurement process and reducing the potential for collusion because every transaction is recorded digitally and transparently. Through the e-catalog, the Government Goods/Services Procurement Policy Institute also facilitates the use of domestic products and the involvement of micro, small and medium enterprises more widely, because micro, small and medium business products can now be more easily included in the procurement catalog list. This step is considered successful in increasing the involvement of micro, small and medium enterprises and accelerating the realization of the government budget. The research of Antonio Aguiar Costa et al. explains that the level of entity administration affects the implementation of e-Procurement, which is also influenced by the innovation adoption process (Costa et al., 2013). The process of adopting innovation in the procurement of goods/services is the key to the success of digital platforms.

e-audit supervision system, to ensure integrity in procurement, the Government Goods/Services Procurement Policy Institute together with the Financial and Development Supervisory Agency developed an e-audit supervision system. The system uses analytics data and early detection algorithms to identify transactions that have the potential to deviate or experience fraud risks. Risk notifications are provided in real-time to relevant agencies, allowing them to immediately follow up or correct if there are indications of violations. E-audit is expected to be able to support more proactive supervision and reduce the potential for corruption in the procurement sector. Obstacles in implementation, however, the full effectiveness of e-catalogs and e-audits still face challenges in some regions. Limited technological infrastructure, lack of human resource capacity, and resistance to digitalization in some regions are obstacles to optimal implementation. In addition, e-catalogs have not completely overcome the problem of collusion because there are still gaps in the setting of product specifications that can favor certain vendors. Overall, e-catalogs and e-audits show

great potential to revolutionize transparency and accountability in government procurement of goods and services, although additional improvement efforts and support are still needed to ensure their successful implementation across Indonesia.

Challenges in Procurement Management in the Region

Challenges in the management of procurement of goods and services in the regions in 2023, according to the Government Procurement Policy Institute, include a number of problems related to infrastructure, human resource capacity, and ineffective supervision. Here are some of the main challenges faced by limited technological infrastructure, in many regions, the implementation of digital systems such as e-procurement and e-catalogs is still limited. These limitations include internet access problems, inadequate devices, and lack of training for procurement officials at the regional level. This hinders the implementation of the transparency and efficiency expected of digital systems, thus opening up opportunities for unaccountable practices.

Human resource capacity, most regional agencies still face problems in terms of human resource capacity that manages the procurement of goods and services. Lack of understanding of proper procurement procedures, as well as limited training at the local level, make the procurement process vulnerable to administrative errors, corruption, or even data manipulation. The Government Procurement Policy Institute, noted that the weak role of internal oversight in the regions exacerbates this situation. Limitations in supervision and law enforcement, one of the major challenges faced in regional procurement is inadequate supervision. Although the Government Procurement Policy Institute has developed e-audit systems and other digital platforms to improve supervision, weak internal supervision and limited resources in the regions have led to limited effectiveness.

The supervision carried out by the Government Internal Supervision Apparatus in many regions has not been optimal, so cases of corruption and irregularities in procurement still occur frequently. Collusion and manipulation in the procurement process, corruption and collusion between government officials and providers of goods/services are still significant problems, especially at the regional level. Despite policies and systems in place to mitigate this potential, regional procurement is still vulnerable to the manipulation of auction specifications and illegal agreements between suppliers and officials, which harms state finances. Difficulties in adapting to the new policy, although there are policies to strengthen the use of domestic products and support micro, small and medium enterprises, in some regions, the implementation of the policy encounters obstacles.

Many local governments have not fully supported the sustainability of local products in procurement, due to ignorance or inability to implement new regulations, which ultimately hinders the policy objectives. Overall, the main challenges faced in regional procurement management are limited infrastructure, human resource capacity, and weak supervision, all of which hinder the achievement of transparency and efficiency goals in the procurement of goods and services in the regions. The Government Procurement Policy Institute, and related agencies continue to strive to increase this capacity, but the process of digital transformation and improvement of procurement systems takes longer in more remote areas or those with limited resources. Previous research that explains how to make government procurement more efficient, transparent, non-discriminatory, and accountable is one of the research conducted by Liao & Wang (2002).

CONCLUSION

This research shows that although Indonesia has made significant reforms in the government procurement system of goods and services, major challenges still remain in 2023. Some of the key findings from this study include, limited infrastructure and technology in many

regions, inadequate digital infrastructure is still the main obstacle in the implementation of e-procurement and e-catalog systems. This hinders the implementation of digital-based procurement that is more transparent and efficient, especially in remote areas. Limited human resources, despite training and capacity building programs, there are still many procurement officials at the regional level who do not have sufficient understanding of regulations and new technologies. This lack of skills has the potential to lead to ineffectiveness in the implementation of transparent and accountable procurement. Supervision issues, although the e-audit system has been introduced as a tool to improve supervision, implementation in the regions is still limited. Weak supervision, both from the Government Internal Supervisory Apparatus and other supervisory institutions, allows for collusion and abuse practices. Resistance to digitalization, several regions and government officials have shown resistance to changes towards digital procurement systems. Old habits that are still maintained hinder the transformation of a more modern and efficient procurement system. Collusion and corruption, the practice of collusion and corruption in the process of procurement of goods and services in the regions is still rampant, although various systems and policies have been introduced to reduce this. Inability to supervise and understand the importance of integrity in procurement are the main factors that exacerbate this situation.

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