

# E-Procurement Implementation and Its Impact on Government Performance and Public Service Delivery in South Papua Province, Indonesia

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## ABSTRACT

The increasing adoption of electronic procurement (e-procurement) in the public sector is recognized as a key instrument to improve transparency, efficiency, and accountability. In South Papua Province—a newly established autonomous region in Indonesia—e-procurement is implemented as a strategic response to governance and institutional challenges. This study aims to examine the effectiveness of e-procurement in enhancing government performance and public service delivery. Using a qualitative case study approach, data were collected through in-depth interviews, observations, and document analysis, including AMEL dashboard data from the 2024 fiscal year. The findings reveal that e-procurement supports faster and more transparent procurement processes, with a strong focus on infrastructure projects funded mainly by the regional budget. However, challenges remain, such as limited human resources, low digital literacy, and inadequate ICT infrastructure. The study concludes that while e-procurement significantly contributes to improving public sector performance, it requires integrated support in capacity building and technological infrastructure to realize its full potential in newly formed regions.

**Keywords:** e-procurement, public service, digital governance, South Papua, government performance

## INTRODUCTION

In the evolving landscape of public administration, the digitization of government procurement commonly referred to as electronic procurement (e-procurement) has emerged as a cornerstone of governance reform. In Indonesia, particularly after the issuance of Presidential Regulation No. 12 of 2021 on the Procurement of Goods and Services, e-procurement is not only considered an efficiency mechanism but also a strategic policy tool to enhance transparency, accountability, and competitiveness in the public sector. The transition from manual to digital procurement practices is seen as a response to long-standing challenges in public service delivery, such as bureaucratic inefficiency, rent-seeking behavior, and poor financial governance. With the adoption of information technology-based systems like the *Layanan Pengadaan Secara Elektronik* (LPSE) and the *Analytical Monitoring Evaluation and Learning* (AMEL) dashboard, governments are increasingly expected to be more open, responsive, and result-oriented.

South Papua Province (*Provinsi Papua Selatan*) established as a new autonomous region in Indonesia in 2022 faces complex institutional and administrative challenges. As a newly formed regional government, it must simultaneously build its bureaucratic apparatus while ensuring the delivery of public services to a diverse and geographically dispersed population. One of the critical instruments employed to navigate these challenges is the implementation of e-procurement systems. Unlike mature provinces with established procurement infrastructure and institutional memory, South Papua must lay the groundwork from the beginning, requiring robust digital systems, trained personnel, and effective governance frameworks. Thus, understanding the role of e-procurement in enhancing governmental performance and public service quality in this unique regional context becomes both timely and necessary. Previous studies have explored the significance of e-procurement in various national and regional settings. Apriliani, et al. (2025) emphasizes that e-procurement improves public sector accountability and reduces opportunities for corruption by digitalizing the procurement workflow and enabling real-time monitoring. Similarly, Y Harjito - Iqtishadia, 2016 highlights the importance of transparency and documentation as core benefits of e-procurement systems implemented at the local government level. Other scholars Setiawan, D. B., Rokhman, A., & Kurniasih, D. (2024). argue that the effectiveness of procurement practices is a key determinant of bureaucratic performance and public trust, especially in service delivery sectors such as infrastructure, education, and healthcare.

However, much of the existing literature focuses on urban and well-resourced regions where digital infrastructure, human capital, and policy enforcement mechanisms are relatively advanced. Few empirical studies have examined the implementation of e-procurement in newly established or remote provinces like South Papua, where digital

divides, bureaucratic inexperience, and logistical challenges are likely to influence outcomes. In such regions, the success of procurement reform is not merely about adopting a digital platform, but rather about embedding new norms, building institutional capacity, and overcoming socio-technical barriers.

This article seeks to fill that gap by providing an in-depth case study of South Papua Province. It examines how the e-procurement system operationalized through LPSE and monitored via AMEL contributes to improving government performance and public service delivery. Using qualitative data from key stakeholders, as well as secondary data from AMEL's procurement dashboard for fiscal year 2024, this research explores both the benefits and the ongoing challenges faced in the e-procurement process. The study pays particular attention to the patterns of procurement expenditures, the dominant methods of procurement (e.g., tenders versus direct awards), and the role of local government funding (APBD) in shaping procurement strategies.

The empirical findings reveal that approximately 77.28% of the province's procurement activities are conducted through third-party vendors, reflecting a reliance on external service providers to fulfill public sector needs. A significant portion of these procurements (68.61%) is allocated to physical infrastructure projects, underscoring the government's focus on capital development in its initial phase of administration. These data suggest a preference for competitive and accountable procurement methods, notably public tenders, which constitute more than half of the procurement volume.

Nevertheless, the study also identifies persistent challenges that threaten the sustainability and effectiveness of the e-procurement initiative. These include limited availability of trained personnel, inadequate digital infrastructure particularly in remote districts and a generally low level of digital literacy among procurement actors and vendors Tjilen, A. P. (2019). These

issues highlight the need for a broader institutional approach, including capacity building, infrastructure investment, and long-term monitoring mechanisms to ensure that e-procurement systems deliver their intended benefits in challenging environments like South Papua.

The contribution of this article is twofold. First, it adds empirical depth to the growing body of literature on digital governance and e-procurement in decentralized settings by focusing on an understudied and strategically important province in Indonesia. Second, it offers practical policy insights for government stakeholders, both at the provincial and national levels, on how to optimize e-procurement for performance enhancement and service delivery improvement in new and complex administrative environments. By situating the discussion within the specific governance landscape of South Papua, this study also contributes to the broader discourse on institutional development and public sector innovation in frontier regions.

## **LITERATURE REVIEW**

### **Conceptual Framework**

Government Procurement is broadly defined as the process through which government institutions acquire goods, services, and construction works necessary for the fulfillment of their public mandates. According to the Presidential Regulation No. 12 of 2021 on Government Procurement of Goods and Services, public procurement in Indonesia must adhere to key principles: efficiency, effectiveness, transparency, openness, competitiveness, fairness, and accountability. These principles reflect the broader objectives of public sector reform in ensuring the ethical and productive use of public funds while promoting trust in public institutions.

Electronic Procurement (e-Procurement) refers to the use of digital technologies to conduct procurement activities in an automated and web-based environment. It typically includes electronic tendering, online submission of bids, digital contract

management, and real-time monitoring of procurement performance. The Government of Indonesia has institutionalized e-procurement systems through the development of platforms such as LPSE (Layanan Pengadaan Secara Elektronik) and AMEL (Analytical Monitoring Evaluation and Learning). These platforms are designed to reduce manual intervention, eliminate procedural ambiguity, and provide a centralized data repository for procurement decision-making.

In the context of public administration, government performance relates to the efficiency, effectiveness, and responsiveness of public institutions in delivering services. It encompasses both internal bureaucratic functionality and the external quality of service as perceived by citizens. Public service delivery, particularly in remote or underserved regions, is often constrained by weak institutional capacity, logistical barriers, and limited financial oversight. Procurement systems, therefore, are not only mechanisms of spending but also instruments of development and institutional strengthening.

### **Theoretical Perspectives**

From a theoretical standpoint, the implementation of e-procurement systems can be analyzed through the lens of New Public Management (NPM) and Good Governance Theory. NPM promotes the adoption of private-sector practices such as performance measurement, customer orientation, and competition in public sector settings (Tjilen, 2024). E-procurement exemplifies this approach by introducing market-based mechanisms into public service delivery, allowing for greater transparency and cost-efficiency.

Good Governance Theory, on the other hand, emphasizes accountability, participation, transparency, and rule of law as key dimensions of effective public administration. Within this framework, digital procurement platforms serve as tools to strengthen institutional legitimacy and to reduce opportunities for corruption. By

making procurement data publicly accessible and traceable, e-procurement enhances external oversight and promotes equitable access to government contracts. Technology Acceptance Models (TAM) and Institutional Theory can help explain the variations in adoption and effectiveness of e-procurement systems. TAM suggests that the perceived usefulness and ease of use are critical factors influencing the acceptance of digital tools. Institutional Theory, meanwhile, posits that the success of reforms like e-procurement depends on how well new systems are embedded into existing organizational cultures, rules, and practices.

### **Review of Previous Studies**

A growing body of empirical literature has examined the impact of e-procurement on public sector efficiency and governance. For instance, Mauni, C. (2025). finds that e-procurement in Indonesian local governments significantly enhances procurement speed, reduces administrative costs, and minimizes procedural errors. The study also highlights how digital procurement platforms create audit trails that facilitate financial accountability.

Similarly, Setiawan (2024) argues that the shift from manual to electronic procurement systems fosters transparency and reduces the incidence of collusive practices, especially in contract awards. The study emphasizes the role of training and institutional readiness as critical success factors for e-procurement effectiveness. It also warns against the overreliance on digital tools without parallel investments in human resource development and infrastructure.

From an international perspective, OECD (2021) provides a comprehensive overview of digital transformation in public procurement, asserting that e-procurement increases competitive bidding, improves monitoring capabilities, and strengthens public trust. The OECD report stresses that successful implementation requires not just technical solutions but also leadership

commitment, legal clarity, and stakeholder engagement.

In the African context, Adusei and Awunyo-Vitor (2015) investigate e-procurement in Ghana and conclude that digital systems reduce corruption and enhance procurement efficiency. However, they note that issues such as poor ICT infrastructure, resistance to change, and lack of skilled personnel can undermine system performance. These challenges are particularly relevant to frontier or newly established regions like South Papua.

In the Southeast Asian context, Vud, 2024 explore Vietnam's experience with e-procurement and find that transparency gains are often offset by limited institutional enforcement. While digital systems generate vast amounts of data, their utility depends on the government's capacity to analyze and act upon it. This finding underscores the importance of integrating procurement platforms with broader performance management systems.

Although these studies collectively affirm the benefits of e-procurement, they also point to significant implementation gaps, especially in regions with limited governance capacity. Most research to date has focused on well-established urban areas or national-level procurement systems, leaving a knowledge gap regarding how these systems function in new, remote, or resource-constrained provinces. In Indonesia, academic focus has largely been placed on provinces in Java and Sumatra, where institutional and technological readiness is relatively advanced. Little attention has been paid to eastern provinces such as South Papua, despite their unique challenges and strategic importance for national development and decentralization efforts.

### **Contribution to the Literature**

This literature review lays the foundation for a deeper empirical investigation of digital procurement in emerging regional governance contexts. By integrating insights from public administration theory, digital

governance literature, and case-specific policy documents, this study contributes to a more nuanced understanding of e-procurement's role in regional development. It also expands the geographical scope of existing research by focusing on South Papua—a province at the frontline of Indonesia's decentralization and digital transformation agendas.

## **MATERIALS & METHODS**

### **Research Design and Approach**

This study employs a qualitative descriptive approach with a case study method, focusing on the implementation of electronic procurement (e-procurement) in the regional government of South Papua Province, Indonesia. The case study approach allows for an in-depth exploration of the processes, institutional dynamics, and perceived outcomes associated with the use of digital procurement systems in a newly established administrative context. A qualitative framework was chosen to gain a deeper understanding of the lived experiences, perceptions, and behavioral responses of actors involved in the procurement ecosystem, including government officials, procurement staff, and external service providers.

Given that South Papua is a new autonomous province with unique institutional and geographic challenges, a contextualized analysis is necessary to interpret not only how the system is applied but also why certain outcomes emerge. This methodology is aligned with the goal of capturing rich, contextual narratives that cannot be derived solely from quantitative data.

### **Data Collection Methods**

Primary data were collected using semi-structured in-depth interviews with key stakeholders in the procurement system of South Papua Province. These included:

- Procurement officers from the Layanan Pengadaan Secara Elektronik (LPSE) unit;

- Budget users from various provincial departments;
- Local and regional vendors who participate in government tenders;
- Technical experts or consultants involved in the design or evaluation of the AMEL system.

The interviews were designed to explore themes such as the perceived efficiency of the e-procurement process, challenges faced during implementation, the impact on government performance, and the role of digital systems in enhancing transparency and accountability. Interview sessions lasted between 45 to 90 minutes and were conducted either in person or via video call, depending on the informants' availability and location.

In addition to interviews, participant observation was conducted during internal procurement coordination meetings and LPSE training sessions. This allowed the researcher to gain a more grounded understanding of how procurement procedures are practiced in real-time.

### **Secondary Data and Documentation**

To complement the primary data, the study also analyzed secondary sources, including:

- AMEL dashboard data for the 2024 fiscal year (retrieved from <https://spse.lkpp.go.id/eproc4/amel/rekap>);
- Tender and procurement reports published by the provincial government;
- Internal procurement policy guidelines and operational procedures;
- Official procurement regulations (e.g., Presidential Regulation No. 12 of 2021).

These documents provided critical information on procurement expenditures, methods of procurement, categories of procurement (e.g., construction, goods, consultancy), and sources of financing. Triangulating interview data with these documentary sources enabled the validation of findings and reduced the potential for bias.

### Sampling Strategy

A purposive sampling technique was used to select informants who are directly involved in or affected by the e-procurement system. The sampling was based on the principle of information richness, prioritizing participants who could provide detailed insights into the implementation, challenges, and impacts of e-procurement.

The final sample consisted of 12 individuals, including:

- 4 government officials from the LPSE unit;
- 3 procurement officers from key agencies (e.g., Public Works, Health, and Education);
- 3 registered vendors involved in government procurement;
- 2 digital governance consultants or observers.

The diversity of participants ensured that multiple perspectives were considered, particularly regarding institutional readiness, technical capacity, and service delivery outcomes.

### Data Analysis

Data analysis followed the Miles and Huberman (1994) interactive model, which involves three core steps:

1. Data Reduction – selecting, simplifying, and transforming interview transcripts and observation notes into meaningful codes.
2. Data Display – organizing coded data into matrices, thematic charts, and narrative summaries to identify emerging patterns and relationships.
3. Conclusion Drawing and Verification – interpreting the data and validating findings through triangulation and member checking.

The data coding process was facilitated using qualitative analysis software (e.g., NVivo) to improve consistency and traceability. Special attention was given to themes such as efficiency, transparency, accountability, service quality, and digital literacy.

### Ethical Considerations

All participants were informed about the objectives of the study and gave their informed consent prior to data collection. Anonymity and confidentiality were guaranteed, and no identifying information has been disclosed in the report. The study adhered to ethical guidelines for research involving human participants, as outlined by the Indonesian Ministry of Research and Higher Education.

## FINDING AND DISCUSSION

### 1. Overview of Procurement Profile in South Papua Province

Based on procurement data from the AMEL dashboard for the 2024 fiscal year, South Papua Province displays a strong reliance on external providers for goods and services procurement. Out of the total procurement volume, 77.28% (Rp. 1.106 trillion) was conducted through third-party providers, while 22.72% (Rp. 325 billion) was executed via self-managed (swakelola) mechanisms. The dominant share of outsourced procurement reflects the regional government's limited internal capacity to manage projects in-house and signals the importance of partnerships with external vendors during the early stages of bureaucratic development.

Procurement by category reveals a heavy emphasis on construction projects, which account for 68.61% (Rp. 759 billion) of total procurement. This is followed by procurement of goods (20.49%), consultancy services (5.63%), other services (4.84%), and integrated projects (0.43%). This allocation highlights the government's focus on infrastructure as a foundational element of public service provision.

In terms of procurement methods, tender-based procurement dominates at 52.68%, while direct procurement constitutes 37.27%. The remaining proportion is divided among methods such as selection, e-purchasing, and direct appointment. The prevalence of tender processes suggests an attempt to align with the principles of transparency and competitiveness mandated

by Presidential Regulation No. 12/2021. the funding structure is overwhelmingly dependent on APBD (Regional Budget), which covers 99.82% of total procurement. Only 0.18% of the procurement budget comes from other sources. This financial autonomy underscores the provincial government’s central role in prioritizing and executing its development agenda.

Table 1 presents a breakdown of procurement based on the type of

implementation. It shows that the dominant mechanism in South Papua Province's procurement planning for 2024 is provider-based procurement, amounting to IDR 1.11 trillion or 77.28% of the total procurement value. Meanwhile, self-managed procurement (swakelola), which could reflect local government initiative and internal resource utilization, only accounts for IDR 325.46 billion or 22.72%.

**Table 1. Recapitulation by Procurement Type**

Procurement Type	Value (IDR)	Percentage
Provider-based	1,108,687,232,318	77.28%
Self-managed	325,461,129,541	22.72%

This pattern indicates a strong reliance on external providers, which may suggest efficiency and scale but also raises questions about long-term local capacity building and the sustainability of internal governance capabilities.

## 2. E-Procurement and Government Performance

The introduction of e-procurement systems in South Papua—primarily through LPSE and the AMEL dashboard—has produced measurable improvements in bureaucratic efficiency. Key informants reported that procurement timelines have significantly shortened, as tender documents, vendor registration, and bid evaluations are now processed digitally. One procurement official noted that “a process that used to take weeks can now be completed in a few days.” This supports Yuliani’s (2020) finding that digital systems reduce time delays and procedural bottlenecks.

Moreover, e-procurement has improved the traceability and documentation of procurement processes. Each procurement activity is logged into the system and

available for monitoring and audit. This level of data transparency is instrumental in reducing informal practices such as favoritism or unauthorized modifications to contracts. As Setiawan (2019) observes, the presence of a digital audit trail acts as a deterrent to procurement-related corruption. The integration of AMEL as a monitoring and evaluation tool further strengthens internal controls. AMEL not only provides real-time data on procurement but also supports cross-departmental performance tracking. Departments can assess their procurement compliance and identify delays or budget underutilization. These functions align with the New Public Management (NPM) principles of performance-based governance.

In Table 2, the construction sector dominates with a total value of IDR 758.42 billion (68.61%), followed by goods procurement (20.49%) and consultancy services (5.63%). The marginal allocation for integrated procurement (0.43%) reflects a limited application of complex project bundling or public-private partnerships.

**Table 2. Recapitulation by Procurement Category**

Category	Value (IDR)	Percentage
Construction Work	758,416,954,846	68.61%
Goods Procurement	228,783,803,837	20.49%
Consultancy Services	62,311,755,380	5.63%
Other Services	53,586,964,775	4.84%
Integrated	7,439,298,600	0.43%

From the perspective of institutional theory, the success of procurement reforms is closely linked to how institutional norms—such as transparency, accountability, and digital compliance—are internalized within government units. The increasing use of digital systems like LPSE (Electronic Procurement Service) and AMEL (Procurement Monitoring and Evaluation Application) indicates the gradual emergence of an institutional culture that values procedural integrity. However, this digital shift remains uneven across departments, largely depending on organizational capacity and leadership commitment.

This dynamic is reflected in Table 2, which shows that the majority of procurement allocation is directed toward construction work, amounting to IDR 758.42 billion or 68.61% of the total. While this heavy investment aligns with the government’s strategic focus on infrastructure development, it may come at the expense of institutional capacity-building efforts. For instance, consultancy services—which are essential for improving policy design, program evaluation, and administrative reform—receive only 5.63% of the total budget. Similarly, integrated procurement, which involves cross-sector collaboration and complex project bundling, is notably underutilized at just 0.43%.

This composition suggests that although digital platforms are being adopted, the substantive transformation of institutional practices remains limited. Future reforms should therefore not only promote infrastructure investment but also strengthen service innovation and organizational learning through targeted procurement in consultancy and integrated service areas.

### **3. E-Procurement and Public Service Quality**

Improved procurement efficiency has translated into enhanced public service delivery, particularly in infrastructure development. Informants reported that faster procurement cycles have enabled timely

initiation of construction projects such as roads, public health centers, and school buildings. Given that over two-thirds of procurement expenditure is devoted to infrastructure, this acceleration has a direct impact on citizen access to essential services.

Furthermore, e-procurement promotes fair competition among vendors, allowing for a wider pool of bidders and reducing barriers to entry. This increases the likelihood of obtaining better service quality at competitive prices, ultimately benefiting end-users. One local contractor mentioned, “Now we can bid without needing connections. The system is open, and the requirements are clear.”

However, the translation of improved procurement processes into public satisfaction is not uniform. In some remote districts, delayed project implementation still occurs due to logistical constraints unrelated to procurement, such as transportation bottlenecks or weather disruptions. This echoes Nie, L 2024 argument that effective public service is not only about internal government efficiency but also about responsiveness to external environmental factors.

Nonetheless, the implementation of e-procurement has laid a foundation for long-term improvements in service quality. By institutionalizing procurement processes, the government can better plan, monitor, and adjust public service delivery in accordance with real-time data and community feedback.

### **4. Implementation Challenges**

Despite these advances, the study reveals several persistent challenges that hinder the optimal functioning of e-procurement in South Papua.

First, there is a notable shortage of qualified human resources, especially in newly formed departments. Many procurement officers lack formal training in digital procurement systems, resulting in inconsistent application of LPSE procedures and underutilization of AMEL features.

Training and capacity-building efforts remain sporadic and insufficiently coordinated.

Second, digital infrastructure in some districts is unreliable. Limited internet bandwidth, frequent power outages, and the absence of IT support personnel affect system accessibility. This problem is particularly acute in mountainous and coastal areas where geographical barriers exacerbate logistical difficulties.

Third, digital literacy among local vendors remains low. Small and medium-sized enterprises (SMEs) often struggle with electronic document preparation, online registration, and digital communication. This limits their participation in tenders and restricts competition. While the LPSE system is intended to be inclusive, its technical nature inadvertently excludes stakeholders who are unfamiliar with digital processes.

These issues mirror global findings from developing regions, as noted by Adusei and Awunyo-Vitor (2015), who found that without supporting infrastructure and training, e-procurement systems may reproduce existing inequalities rather than resolve them.

## 5. Policy Recommendations

Based on the findings, several recommendations can be made to improve the effectiveness of e-procurement in South Papua:

1. **Strengthen Capacity Building**  
Regular and structured training programs are needed for both procurement staff and vendors. These should include hands-on workshops, system simulations, and refresher courses tailored to different levels of digital proficiency.
2. **Enhance Digital Infrastructure**  
Investment in stable internet connectivity, backup power systems, and IT support units is essential to ensure uninterrupted access to e-procurement platforms. These

investments should be prioritized in districts with poor connectivity.

3. **Develop Inclusive Support Programs**  
Outreach and mentoring initiatives for local SMEs should be institutionalized to increase their participation in government tenders. Simplified guides, helpdesks, and technical assistance can level the playing field for smaller vendors.
4. **Integrate AMEL with Broader Performance Systems**  
The AMEL dashboard should be further developed to connect with other performance evaluation frameworks within the government. Doing so would allow procurement data to inform budget planning, departmental appraisals, and policy revisions.
5. **Encourage Cross-Regional Learning**  
South Papua can benefit from knowledge exchange programs with more experienced provinces to learn best practices in procurement governance. Peer-to-peer mentoring can accelerate institutional learning.

## CONCLUSION

This study examined the implementation of electronic procurement (e-procurement) in the regional government of South Papua Province, Indonesia, with a specific focus on its impact on government performance and public service delivery. As a newly established autonomous region, South Papua faces unique challenges in building its institutional capacity, ensuring efficient service delivery, and promoting good governance. Against this backdrop, the integration of digital procurement systems such as LPSE and AMEL represents a strategic step toward transparent, accountable, and performance-based governance.

The findings of this research indicate that e-procurement has significantly improved the efficiency and transparency of procurement processes in South Papua. Through the automation of tender procedures and the availability of real-time data, the

government has been able to reduce bureaucratic delays, improve monitoring, and foster competition among vendors. The dominance of competitive tenders and the focus on infrastructure procurement demonstrate a deliberate effort to align with national principles of transparent and effective procurement, as outlined in Presidential Regulation No. 12 of 2021.

The study highlights that the use of e-procurement tools contributes to broader public service improvements. The study finds that e-procurement has improved public service delivery in South Papua by expediting infrastructure projects and essential services such as health and education. It has also promoted inclusivity by enabling local vendors to access tenders more fairly. However, limitations such as low digital literacy, insufficient ICT infrastructure, and lack of skilled personnel continue to hinder the full benefits of digital procurement.

For policymakers, the findings suggest that technical solutions alone are insufficient to reform procurement systems. Institutional readiness, human capital development, and infrastructural investment are equally essential. Strengthening these enablers will not only enhance the effectiveness of e-procurement but also contribute to the broader goal of building a responsive and trustworthy government in newly formed regions like South Papua.

#### **Declaration by Authors**

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