

Implementation of construction procurement through tender method at BPBJ Surakarta

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Abstrak

Pengadaan pekerjaan konstruksi melalui metode tender di lingkungan pemerintah daerah memiliki peran penting dalam menjamin keterbukaan, akuntabilitas, dan efisiensi pelaksanaan proyek publik. Penelitian ini mengkaji implementasi pengadaan pekerjaan konstruksi melalui metode tender yang dilaksanakan oleh Bagian Pengadaan Barang dan Jasa (BPBJ) Kota Surakarta. Fokus kajian terletak pada tahapan yang ditangani oleh BPBJ, mulai dari penerimaan dan verifikasi dokumen permohonan dari pengguna anggaran hingga penyusunan dan penandatanganan hasil akhir proses tender. Metode penelitian yang digunakan adalah deskriptif kualitatif, dengan teknik pengumpulan data melalui observasi, wawancara, dan dokumentasi. Hasil penelitian menunjukkan bahwa pelaksanaan tender di BPBJ dilakukan secara elektronik melalui Sistem Pengadaan Secara Elektronik (SPSE), dengan alur kerja yang mencakup verifikasi kelengkapan berkas, penetapan pokja, penyusunan dan pengunggahan dokumen tender, hingga pemberitahuan hasil seleksi. Beberapa kendala yang ditemukan antara lain dokumen permohonan yang belum lengkap, kesalahan teknis dalam penyusunan dokumen pemilihan, serta adanya sanggahan dari peserta yang memperlambat proses. Oleh karena itu, diperlukan peningkatan ketelitian dalam verifikasi awal, perbaikan kualitas dokumen, serta penguatan koordinasi antar pihak terkait. Temuan ini diharapkan dapat menjadi masukan untuk penguatan tata kelola pengadaan pekerjaan konstruksi melalui metode tender di BPBJ Kota Surakarta.

Kata kunci: penyedia; pokja; seleksi; tahapan pemilihan; tata kelola

Abstract

Construction work procurement through tender methods in local government environments plays a critical role in ensuring transparency, accountability, and efficiency in public project implementation. This study examined the implementation of construction procurement through tender methods conducted by the Procurement of Goods and Services Division (BPBJ) of Surakarta City. The research focused on stages managed by BPBJ, from receipt and verification of application documents

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through preparation and issuance of final tender results. We employed a qualitative descriptive approach, collecting data through observation, interviews, and documentation analysis. Findings revealed that BPBJ conducts tender processes electronically via the Electronic Procurement System (SPSE), following workflows that include document verification, working group assignment, tender document preparation and upload, and selection outcome notification. Identified challenges included incomplete application files, technical errors in document preparation, and participant objections that delayed processes. We recommend improved document verification accuracy, enhanced quality control, and strengthened inter-party coordination. These findings contribute to strengthening governance in construction procurement through tender methods at BPBJ Surakarta.

Keywords: governance, procurement stages, provider selection, working group

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Introduction

Information technology development has transformed governance systems significantly, promoting digitalization to improve public service efficiency and transparency (Yulianti et al., 2021). Digitalization facilitates data storage and access while strengthening accountable and open public administration. E-government represents one concrete manifestation of public sector digitalization, utilizing information technology to implement government functions effectively and efficiently (Pertiwi et al., 2021). Government procurement has become a key area undergoing digital transformation, as regulated in Presidential Regulation No. 12 of 2021 on Government Procurement of Goods and Services.

Construction works constitute a strategic procurement type due to their direct relevance to infrastructure development. Law No. 2 of 2017 defines construction works as activities including construction, maintenance, demolition, and renovation of buildings or other infrastructure. The tender method serves as the primary mechanism for selecting construction service providers, ensuring transparency, fair competition, and accountability (Andriana, 2021). The government subsequently developed an electronic procurement system through the Electronic Procurement Service (LPSE), where the Electronic Procurement System (SPSE) enables complete digital tender processes, from announcements through evaluation and awarding (Nanda et al., 2023).

Despite SPSE system implementation, construction procurement through tender methods still faces challenges in administrative technicalities and stakeholder coordination. Data from LPSE Surakarta City shows fluctuating numbers of procurement packages through tender methods annually. Table 1 presents this information:

Table 1

Number of Procurement Packages by Tender Method in the Surakarta City Government (2022–2024)

No	Type of Procurement	2022	2023	2024
1	Goods Procurement	24	6	3
2	Construction Work Services	90	96	63
3	Consultancy Services	39	24	6
4	Other Services	44	4	2

Source: Data processed from <https://lpse.surakarta.go.id/>

The table shows decreased procurement packages in several categories, including goods procurement, consultancy services, and other services, due to increased e-catalog system usage replacing tender methods for certain procurement types. However, construction works remain dominant with the highest package numbers, indicating their strategic importance for regional development. Previous studies primarily focused on general e-procurement effectiveness, while specific studies on construction procurement implementation by tender at regional levels, particularly in Surakarta City Government, remain limited. Therefore, a research gap exists, necessitating contextual analysis of construction work procurement implementation through tender methods at local levels.

Implementation in public policy constitutes a crucial process for realizing decisions by utilizing resources and infrastructure within defined timeframes. According to Yuliah (2020), implementation involves executing and managing policies to ensure outcomes align with policy goals. Rosad (2019) adds that implementation extends beyond administrative routine, requiring planned, serious, and measurable activities. Edward III's implementation theory in Winarno (2002) explains seven key factors for successful policy implementation: clarity of policy standards and objectives, resource availability, communication effectiveness, implementing agency characteristics, social and political environment, implementers' dispositions, and commitment intensity. These seven factors interact to shape public policy implementation effectiveness, including government procurement.

Government procurement forms an integral part of good governance, aiming to obtain goods and services at reasonable prices with appropriate quality and timely delivery (Arifin, 2018). Procurement extends beyond government institutions to state-owned enterprises and private sectors (Faisal et al., 2017). Presidential Regulation No. 12 of 2021 outlines procurement as encompassing all activities from need identification through work result handover. Four procurement types exist: goods procurement, construction works, consultancy services, and other services. Procurement substantially impacts national economic growth. According to Azwar (2016), procurement realization contributes positively to long-term economic development. Construction works play pivotal roles, involving infrastructure development that forms regional progress foundations. Suliantoro et al. (2020) emphasize that construction serves as national development backbone, enhancing interregional connectivity, improving public service access, and creating sustainable economic growth bases. Nursetyo (2015) notes that national development requires robust and competitive construction services sectors to improve project execution efficiency.

Regulation of the National Public Procurement Agency (LKPP) No. 11 of 2021 stipulates that construction procurement consists of general and specialist construction works. General construction works include building and civil structure construction, covering construction, maintenance, demolition, and reconstruction activities. Specialist construction works include installations, special construction, prefabricated structures, finishing works, and equipment rental. Tender methods select providers of goods, construction works, or other services that cannot be procured through alternative means such as e-purchasing or direct appointment. Regulation No. 12 of 2021 states that tenders may be conducted through prequalification or postqualification, each with implications for time and accuracy in provider selection. Therefore, investigating construction procurement implementation through tender methods at Surakarta City Procurement Services Unit (BPBJ) offers relevant and data-driven policy recommendations.

Methodology

This research was conducted at the Procurement of Goods and Services Section (BPBJ) of Surakarta City, located in the City Hall Complex, Jalan Jendral Sudirman No. 2, Kampung Baru, Pasar Kliwon District, Surakarta City. We selected this location due to BPBJ's official authority in managing goods and services procurement and implementing procurement policies at regional levels, particularly within the Electronic Procurement Service (LPSE) Division, which oversees electronic tender processes for construction works.

We employed a qualitative approach with case study design to comprehensively analyze construction procurement implementation through tender methods at BPBJ Surakarta. The qualitative approach was chosen to gain in-depth understanding of contexts, processes, and natural

conditions related to procurement activities at BPBJ Surakarta (Fadli, 2021). Case study design was appropriate because this research focused on in-depth investigation of procurement practices within a specific institution, namely BPBJ Surakarta. This design systematically explored and described processes, mechanisms, and challenges involved in construction service procurement implementation through tender methods, providing comprehensive and contextualized overviews of procurement practices (Malahati et al., 2023).

The study population included all construction service procurement activities managed by BPBJ Surakarta from 2022 to 2024. We determined the sample using purposive sampling, deliberately selecting informants based on specific criteria (Sumargo, 2020). Criteria included active involvement in at least two construction service procurement projects during the research period to ensure informants possessed sufficient experience and deep understanding of procurement processes. Additional criteria included holding significant strategic or operational roles, such as Head of LPSE Division, Head of Procurement Section, or Procurement Working Group (Pokja) members, because individuals in these positions directly responsible for decision-making and procurement process implementation. We also required willingness and availability to participate in interviews for effective data collection, while access to and familiarity with relevant procurement documents and procedures were essential for obtaining accurate and comprehensive information supporting research finding validity.

Data collection techniques included observation, interviews, and documentation. Observation, derived from "to observe" meaning closely watching phenomena (Khasanah, 2020), was conducted directly and non-participatively at BPBJ Surakarta office. Observation specifically focused on provider selection processes by monitoring tender implementation from announcement stages through completion within BPBJ. We conducted this using observation checklists including tender process stages, document verification, decision-making, and SPSE system usage. We carried out structured interviews with five key informants, consisting of the Head of LPSE Division, Head of Procurement Section, and three Procurement Working Group (Pokja) members. Interviews were conducted between January and February 2025 using consistent sets of open-ended questions (Fadhallah, 2021) to explore detailed insights into provider selection processes, encountered obstacles, procedural compliance, and procurement regulation application. Documentation, as a continuous process of transforming tacit knowledge into explicit understanding (Sudarsono, 2017), involved collecting relevant materials such as Standard Operating Procedures (SOP) for procurement and detailed tender process documentation handled by BPBJ Surakarta. This documentation complemented data obtained from observations and interviews, enhancing validity and reliability through triangulation.

We employed the Miles and Huberman model for data analysis, consisting of three stages: data reduction, data display, and conclusion drawing/verification (Saleh, 2017). Data reduction focused on selecting and summarizing relevant data from interviews and documentation, indicating high volumes of construction tender packages. Data display was arranged descriptively to show construction service procurement dominance through tender methods at BPBJ Surakarta. We drew conclusions based on emerging patterns, with data validity ensured through source and technique triangulation across observations, interviews, and documentation. The decision to use the Miles and Huberman model instead of alternatives like grounded theory or thematic analysis was based on its suitability for qualitative research involving ongoing data interaction. This model proves particularly effective for public sector studies, providing structured yet flexible frameworks to trace decision-making processes and uncover complex patterns in procurement implementation.

To ensure finding validity and credibility, we applied triangulation of sources and techniques by comparing results from observations, interviews, and documentation. This method enhanced research reliability by ensuring consistency across various data collection methods.

Results and Discussion

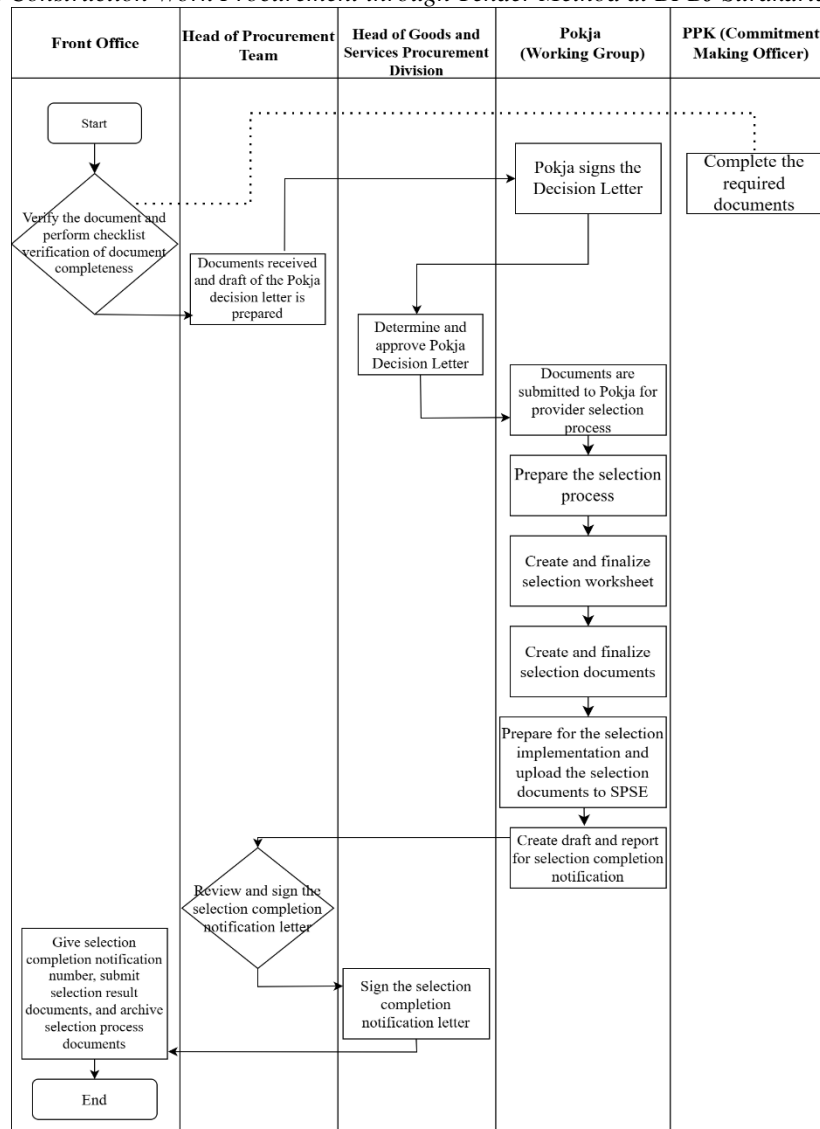
Implementation of Construction Work Procurement through Tender Method at the Procurement of Goods and Services Section of Surakarta City

The Procurement of Goods and Services Section (BPBJ) of the Regional Secretariat of Surakarta City plays a strategic role in ensuring government procurement of goods and services follows transparency, accountability, and efficiency principles. In construction work procurement contexts, tender methods constitute selection methods that guarantee fair competition and equal opportunities for all construction service providers. This aligns with principles stated by Denny Indra Lesmana et al. (2025) that goods and services procurement, particularly in construction, plays crucial roles in government development and public service enhancement, with electronic procurement platforms like LPSE ensuring transparency, accountability, and fair competition.

BPBJ Surakarta implements tender methods through systematic stages, starting from procurement planning, preparation, selection preparation, selection execution, contract implementation, and work result handover. The aim involves creating best value for money and ensuring construction work result quality. This statement reinforces findings by Dhall (2020), who found that applying tender methods in public construction procurement reduces collusion risks and increases participation from qualified providers. Tender design serves as a potential tool to address competition concerns and mitigate procurement market threats. According to a BPBJ resource person, this method ensures open and competitive processes: "The tender method is used so that procurement processes can be conducted transparently, with nothing hidden. All qualified construction service providers can participate, allowing government to select providers with the best offers and appropriate quality" (Technical Policy Reviewer of Goods and Services Procurement, personal communication, January 28, 2025).

Construction work complexity, involving architectural, structural, and electrical aspects, requires procurement implementation according to technical standards and procedures. This finding aligns with Mwelu et al. (2020), who argue that construction procurement success heavily depends on strict procedural compliance due to involved technical complexity. Studies show that procurement regulatory framework compliance significantly mediates relationships between various factors and project success in public road construction. Irregularities in any stage can have serious consequences for project success. A BPBJ staff member stated: "If one stage is missed or does not comply with procedures, it can affect the entire project, especially for construction work with large value and complexity" (BPBJ Staff, personal communication, January 20, 2025).

Field observations and in-depth interviews showed that BPBJ Surakarta consistently refers to Standard Operating Procedures (SOP) in every construction work tender implementation stage. These SOPs serve as technical guidelines ensuring each process complies with regulations and supports field consistency. This aligns with Rahmawati and Suryana (2024) study, which highlights that Standard Operating Procedures (SOPs) play crucial roles in enhancing efficiency, consistency, and compliance in procurement processes across various industries. SOPs help minimize errors, improve productivity, and ensure adherence to regulations and standards. To provide clearer workflow pictures, Figure 1 illustrates the construction work procurement process through tender methods at BPBJ Surakarta.

Figure 1*Flowchart Construction Work Procurement through Tender Method at BPBJ Surakarta City*

Source : BPBJ Manual Book – General Public (2025)

The following explains stages related to construction work procurement through tender methods at the Procurement of Goods and Services Section of Surakarta City: (1) The procurement process begins when the Commitment Making Officer (PPK) submits tender request documents to the BPBJ Front Office. Front Office staff then verify document completeness using checklists based on applicable SOPs. If deficiencies exist, documents are returned for completion before proceeding to next stages. (2) Once Front Office deems documents complete, the Procurement Team Leader drafts Decision Letters (SK) for Working Groups (Pokja), appointing members and assigning responsibilities for tender processes. (3) Appointed Pokja members sign official appointment minutes as forms of agreement and willingness to carry out duties according to applicable regulations. (4) Signed SKs are then approved by the Head of Procurement Section, serving as legal bases for Pokja to officially commence duties. (5) After SK approval, all procurement documents and supporting files are officially handed over to Pokja, marking provider selection process starts. (6) Pokja begins tender preparation, such as planning execution strategies, assigning tasks, and preparing systems and supporting facilities to ensure smooth provider selection. Next, Pokja

thoroughly reviews procurement documents, including technical specifications, owner's estimates (HPS), contract drafts, budget conformity, RUP package identification, and market analysis to ensure all technical and administrative aspects comply with regulations. (7) After confirming document validity and completeness, Pokja prepares and finalizes selection working papers as tender process guidelines. These working papers include procedures, stages, and evaluation criteria to ensure transparency and accountability. (8) Selection documents are completed with participant requirements, technical specifications, evaluation criteria, and tender procedures, then approved by authorized officials as binding official guidelines. (9) After preparation, Pokja uploads documents into the Electronic Procurement Service System (SPSE), enforcing strict administrative and technical requirements such as Business Entity Certificates (SBU), Work Expertise Certificates (SKK), similar project experience, and Expertise (SKA) or Skills Certificates (SKT). All construction work procurement via tender is conducted electronically and integrated within SPSE, as shown in Table 2.

Table 2

Stages of Construction Work Procurement via Tender in the SPSE System

Stage	Time Description
Post-qualification Announcement	At least 5 (five) calendar days
Download of Selection Documents	From the first day of tender announcement until the deadline for submission of offers
Clarification Session	At the earliest 3 (three) calendar days after tender announcement, during working days and hours
Uploading of Bid Documents	At least 3 (three) calendar days after clarification, ending during working days and hours
Bid Opening	After the bid submission deadline
Administrative, Qualification, Technical, and Price Evaluation	As needed
Qualification Verification	As needed
Winner Determination	At most 1 (one) calendar day after qualification verification
Winner Announcement	At most 1 (one) calendar day after winner determination
Objection Period	5 (five) calendar days after winner announcement; responses within a maximum of 3 (three) working days
Appointment Letter of Provider	As needed
Contract Signing	As needed

After completing all provider selection stages, including document evaluation, clarification, technical or price negotiation (if needed), and winner determination and announcement via SPSE, Pokja prepares notification reports indicating that selection processes are complete as official documentation. The Procurement Team Leader reviews notification letters and completion reports from Pokja to ensure data accuracy and document validity, then initials letters and forwards them to the Head of Procurement Section. The Head of Procurement Section signs notification letters of selected providers as official tender result documents. After signing, Front Office assigns letter numbers, delivers selection results, and archives documents. Thus, all provider selection stages are considered complete, and contracts between PPK and providers can commence according to applicable regulations.

Obstacles in Construction Work Procurement through the Tender Method

Based on interviews and observations, several common issues arise during construction tender processes:

Failed Tender

Tenders are declared failed if no participants pass administrative, technical, and/or price evaluations. This may occur due to poor-quality bids, errors in document completion, or lack of understanding of tender documents. This finding aligns with research conducted by Adistana et al. (2022), who found that tender failures in government procurement are often caused by providers' lack of understanding of technical and administrative requirements. Common factors include inability to attach references to previous projects. Similarly, Arifin et al. (2020) reported that insufficient knowledge of changing regulations and administrative errors in completing auctions can cause tender failures.

Tender Cancellation

Tenders can be canceled due to policy changes or altered needs from user government agencies (OPD), such as budget revisions or program priority changes. In such cases, Pokja must stop ongoing tender processes to restructure procurement according to updated needs. As stated by a BPBJ Selection Pokja member: "We once canceled a tender due to a budget revision. The OPD requested complete changes in specifications and work volume, so we had no choice but to cancel and plan procurement again" (BPBJ Selection Pokja, personal communication, February 3, 2024). This finding is supported by Casady et al. (2023), who argue that dynamic changes in government budget allocations and program priorities can significantly impact ongoing procurement processes, leading to tender cancellations.

Human Resource Capacity

Several constraints relate to human resource capacity, both from providers and OPD users. Some providers lack sufficient technical understanding of tender requirements, resulting in document disqualification at evaluation stages. Conversely, OPD users sometimes do not optimally prepare selection documents, triggering needs to revise selection documents. This issue aligns with findings by Yevu et al. (2022), who identified that effective procurement requires specific skills to overcome capacity limitations. Limited HR competence, particularly in understanding e-procurement systems and technical document preparation, has been identified as critical barriers to procurement effectiveness.

Conclusion

The implementation of construction procurement through tender methods at the Procurement of Goods and Services Section of Surakarta City follows Presidential Regulation No. 12 of 2021 and Institution Regulation No. 12 of 2021, conducted electronically via the LPSE system integrated with SiRUP to ensure transparency, effectiveness, and accountability. Despite regulatory compliance, challenges such as failed and canceled tenders arise due to factors including lack of qualified participants, urgent requirement changes, budget revisions, and unrealistic cost estimates. Limited human resource capacity from both providers and user agencies also hinders processes. To address these issues, regular technical training and procurement document guidance are necessary. BPBJ should conduct periodic tender evaluations to improve procedures, while OPDs must ensure accurate and complete documents to avoid delays. This study is limited to tender processes without examining economic impacts of construction procurement on regional development. Future research should explore construction outcomes' effectiveness in enhancing public services and economic growth, as well as develop comprehensive procurement performance evaluations to improve local government efficiency.

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