

IMPLEMENTATION OF GOVERNMENT E-PROCUREMENT INDONESIA: LITERATURE REVIEW

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Abstract

Indonesia has implemented an extensive electronic procurement system to improve transparency, efficiency, and accountability in government procurement of goods and services. The implementation of e-procurement is expected to improve the quality of public services. The purpose of this study is to implement the implementation of e-procurement in the Government. Specifically, to examine how the implementation of e-procurement in the Government, both in the Central Government and local governments. This study uses a systematic literature review method by Kitchenham. A systematic literature review (SLR) was conducted to reveal the changes that have occurred over the past ten years. Previous studies have discussed further the obstacles to the implementation of e-Procurement in the country. The literature used in this study was taken from several digital libraries, namely PubMed and Scopus, as well as Google Scholar. The results of the study found that e-procurement still has many obstacles in its implementation in the central government and local governments.

Keywords: accountability, efficiency, e-procurement, government, and transparency

Introduction

E-procurement systems in government procurement have become increasingly popular due to their ability to simplify the procurement process, reduce costs, and increase transparency. These systems enable government agencies to manage the entire procurement process electronically, from tender announcements to contract signing, optimizing time and resources and improving accuracy and compliance with regulations. E-procurement systems can also improve the ability to consolidate and standardize procurement processes across different government agencies (Abdillah & Rosman, 2020; Hendayani & Fauzi, 2022). This not only improves consistency and efficiency but also facilitates the monitoring and oversight of procurement activities. In addition, e-procurement systems are often equipped with features such as electronic signatures and audit trails, which help ensure accountability and reduce the risk of fraud (Maytandi & Abbas, 2020; Mu'ah *et al.*, 2024).

These systems also facilitate better communication and collaboration among stakeholders involved in the procurement process, such as vendors, buyers, and contract managers (Maytandi & Abbas, 2020). By simplifying communication and providing real-time updates on procurement activities, e-procurement systems help reduce delays and errors in the procurement process. In addition, the transparency provided by this system can help build trust and improve relationships between government agencies and their suppliers (Fatrah Ramadhan & Rahman, 2022; Novitaningrum, 2024). Overall, e-procurement systems offer a range of benefits that can significantly improve the efficiency and effectiveness of government procurement processes.

The procurement of goods and services by the Indonesian government is a crucial process that plays an important role in ensuring transparency, accountability, and efficiency in the allocation of public funds (Hendayani & Fauzi, 2022; Kusumadewi *et al.*, 2024). However, the current state of government procurement in Indonesia faces various challenges, including inefficiency, delays, and corruption. The traditional paper-based procurement system is prone to errors, delays, and inconsistencies, resulting in inefficiency and potential opportunities for corruption (Kartika, 2022; Maytandi & Abbas, 2020). In response to these challenges, the Indonesian government has recognized the need to modernize the procurement process and adopt an e-procurement system to improve transparency, efficiency, and accountability in public procurement. One of the main reasons for implementing an e-procurement system is to increase transparency and reduce opportunities for corruption in the procurement process (Maytandi & Abbas, 2020; Silalahi *et al.*, 2023). By digitizing the procurement process, the government can create a more integrated and efficient system that minimizes human error and ensures fair competition among goods and service providers (Novitaningrum, 2024; Sa'adah, 2020a). In addition, e-procurement systems can provide real-time data and analysis that can help government officials make more informed decisions and monitor the progress of procurement projects more effectively (Fadilah *et al.*, 2024; Hendayani & Fauzi, 2022; Wijaya *et al.*, 2025). Overall, the adoption of e-procurement systems in Indonesia has the potential to revolutionize the way public funds are allocated and ensure that tax money is used effectively and efficiently. Overall, the shift toward e-procurement in Indonesia represents a significant opportunity to improve governance, promote economic growth, and ensure the effective and efficient use of public resources.

The objective of this study is to investigate the specific benefits and challenges faced by government agencies when implementing e-procurement systems. Additionally, this study aims to provide a comprehensive understanding of how e-procurement technology is transforming the public sector using the systematic literature review (SLR) research method, which can contribute to the development of economic knowledge related to government e-procurement implementation in Indonesia.

Literature Review

Theory Acceptance Model (TAM)

This theory emphasizes factors such as perceived ease of use, usefulness, performance expectations, social influence, and facilitating conditions as the main determinants of e-procurement adoption and use by individuals and organizations (Addy *et al.*, 2023; Almajali *et al.*, 2023; Shatta & Mabina, 2024; Zulkifli Jufri & Budiman, 2022). Models derived from this theory are frequently used to analyze factors influencing the intention and behavior of using e-procurement systems, both in the public and private sectors. Its development, such as the Q-TAM model, is often employed to analyze factors influencing the acceptance and use of e-procurement systems by individuals and organizations. Factors such as perceived usefulness, ease of use, system quality, and user satisfaction are the primary focus of this model.

Technology-Organization-Environment (TOE) Framework

This theory is used to assess the influence of technological, organizational, and environmental factors on the adoption and effectiveness of e-procurement, including factors such as relative advantage, compatibility, complexity, management support, and organizational readiness (Marei, 2022; Shatta & Mabina, 2024). Additionally, the technolomen theory emphasizes the importance of technological factors (relative advantage, compatibility, complexity), organizational factors (management support, organizational readiness), and environmental factors (competitive pressure) in influencing e-procurement adoption and its impact on company performance (Marei, 2022; Shatta & Mabina, 2024). TOE is also often combined with other models to provide a more comprehensive understanding.

E-Procuremnet

E-procurement is defined as a process in which the entire process of procuring goods and services is conducted electronically and most goods and services are purchased electronically. *E-procurement* is a goods/services procurement system that facilitates a series of processes for selecting goods/service providers, including (1) *E-tendering*; (2) *E-selection*; (3) reducing procurement process and administrative costs; (4) saving costs and speeding up the process. Procurement of goods and services according to Presidential Regulation of the Republic of Indonesia Number 32 of 2005 concerning guidelines for the implementation of government goods and services is the activity of procuring goods and services funded by the State Budget (APBN) or Regional Budget (APBD), whether carried out independently or by goods and service providers. The general steps in the procurement process are (1) determining requirements; (2) selecting sources; (3) requesting proposals; (4) selecting suppliers; (5) placing purchase orders; (6) receiving goods; (7) verifying invoices; (8) paying suppliers (Sa'adah, 2020a).

Method

This study uses a Systematic Literature Review (SLR) approach to examine the implementation of e-procurement in the Indonesian government. The SLR approach was chosen to provide a comprehensive and structured overview of e-procurement implementation by identifying trends, effectiveness, and challenges faced by the government based on existing literature. The SLR process was conducted in accordance with the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) guidelines to ensure transparency and accuracy in the screening and analysis of literature. Literature search was conducted on leading electronic databases, namely PubMed, Scopus, and Google Scholar. These databases were selected because they cover a large number of studies from various disciplines relevant to obtaining comprehensive literature on the implementation of government e-procurement in Indonesia. To ensure that the literature obtained is relevant to the research objectives, the following inclusion and exclusion criteria were established:

Inclusion Criteria:

- Studies that specifically discuss the implementation of government e-procurement in Indonesia.
- Studies published in peer-reviewed journals between 2020 and 2025.
- Articles in English or Indonesian.
- Articles available in open access.

Exclusion Criteria:

- Articles not relevant to the context of government e-procurement in Indonesia.
- Articles that are not available in full text or are not open access.
- Literature reviews, conference papers, or theses that have not been published in scientific journals.

Literature Screening and Selection Procedure The literature selection process is conducted in four main stages:

1. **Initial Identification:** Using keywords such as “government e-procurement,” “e-procurement implementation,” and “Indonesian e-procurement,” an initial search is conducted to identify relevant articles.
2. **Title and Abstract Screening:** At this stage, articles that do not meet the inclusion and exclusion criteria are excluded based on their titles and abstracts. Articles deemed relevant are forwarded to the next stage.
3. **Full Text Screening:** The remaining articles are further screened by reading the full text to ensure their suitability for the research objectives. This stage produces the final articles to be analyzed in this study. The entire screening process is documented using PRISMA flowcharts to maintain transparency and replicability.
4. **Data Analysis** After the relevant articles are selected, data analysis is conducted using a thematic approach to identify patterns, trends, and challenges in the implementation of government e-procurement in Indonesia. Data is categorized based on keywords consisting of: Comparison of major studies on e-procurement in Indonesia, and issues related to the implementation of government e-procurement in Indonesia.

The initial results yielded 965 articles to be identified, which were then filtered to 412 articles, 267 of which were considered eligible, and 50 of the most relevant articles were included in this review. These stages can be seen in Figure 1, a graph of research scope based on topics and attributes:

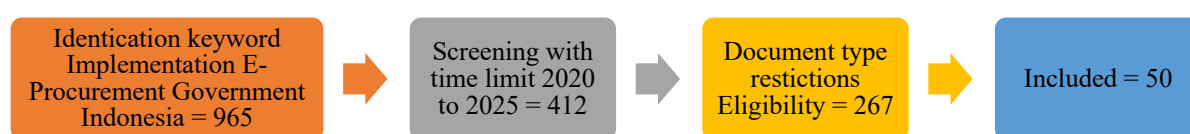


Figure 1: Grafik research coverage by topic and attribute.

Source : data processed by researchers, 2025

Result and Discussion

Results of a systematic review of 50 articles that met the inclusion criteria on the topic of government e-procurement implementation in Indonesia over a period of six years can be seen in Table 1, which compares the main studies on e-procurement in Indonesia.

Table 1 shows a comparison of the main studies on e-procurement in Indonesia, summarized as follows:

1. E-procurement reduces fraud, improves efficiency, but requires better human resources, regulations, and IT support.
2. STOPE factors (strategy, technology, organization, people, environment) improve accountability, transparency, and efficiency.
3. Electronic purchasing reduces fraud and expands market access.
4. Electronic procurement reduces corruption in provinces with high expenditure.
5. E-procurement, whistleblowing, and SPIP reduce fraud.

Tabel 1: Comparison of key studies on e-procurement in Indonesia.

Paper	Methodology	Sample/Scope	Key Results	Main Challenges
(Sa'adah, 2020a)	Qualitative (questionnaire, interviews)	4 agencies, Yogyakarta	E-procurement reduces fraud, improves efficiency, but needs better HR, regulation, and IT support	HR, regulation, supervision, internet
(Nani & Ali, 2020)	Quantitative (PLS, survey)	96 LPSEs, Indonesia	STOPE factors (strategy, tech, org, people, environment) improve accountability, transparency, efficiency	Environment, innovation, compliance
(Zahra <i>et al.</i> , 2022)	Quantitative (SEM, survey)	120 ULPs, Indonesia	E-purchasing reduces fraud, expands market access	Market access, fraud risk
(Kartika, 2022)	Mixed methods	Indonesia, India	E-procurement reduces corruption in high-expenditure provinces	Staff competency, political interference

Paper	Methodology	Sample/Scope	Key Results	Main Challenges
(Wardhani <i>et al.</i> , 2021)	Quantitative (PLS, survey)	68 procurement actors, Yogyakarta	E-procurement, whistleblowing, and SPIP reduce fraud	Single city focus, data limitations

Source : data processed by researchers, 2025

The approaches used to collect data on the implementation of electronic government procurement systems (e-procurement) in Indonesia are diverse, depending on the objectives and scope of the research. Some studies use online content analysis methods that combine data from digital platforms, academic reports, government documents, and online media articles, which are then analyzed using coding and interpretation techniques to evaluate the effectiveness of procurement system changes (Firmansyah *et al.*, 2024). Survey approaches are also widely used, such as distributing structured and open questionnaires to government procurement officials and staff, as well as using secondary data from previous studies (Sa'adah, 2020a).

Additionally, mixed-method approaches combining questionnaires and interviews with procurement actors across various government agencies and goods/service providers are applied, with data analysis using structural equation modeling and qualitative analysis software (Suardi *et al.*, 2025). Another study relied on data mining and web mining on the national procurement portal to identify hidden patterns in tender data, and used statistical analysis (Sutoyo & Nugroho, 2023). Data collection through email questionnaires to local procurement service managers (LPSE) was also conducted, with analysis using Partial Least Squares (PLS) (Nani & Ali, 2020). For specific cases, qualitative research with case studies on particular projects, such as the procurement of electronic ID cards, was also used (Irawan *et al.*, 2025). Other approaches include data collection from national procurement agencies to develop implementation models in remote areas (Salsabila Aven, 2020), as well as literature reviews and legal normative approaches to analyze oversight systems (Sukmadilaga *et al.*, 2022). A systematic review of 50 articles collected between 2020 and 2025 reveals the following challenges in the implementation of e-procurement by the Indonesian government:

1. E-procurement enhances transparency and accountability in government procurement,
2. E-procurement reduces fraud and corruption in the procurement process,
3. E-procurement improves efficiency and cost savings,
4. Human resource and technical challenges limit optimal implementation,
5. Electronic procurement alone cannot eliminate all risks of collusion or fraud,
6. Regulatory and organizational support are critical for success.

A summary of the obstacles/problems related to the implementation of e-procurement can be seen in Table 2 below:

Table 2. Key claims and support evidence identified in these papers

Claim	Evidence Strength	Reasoning	Papers
E-procurement improves transparency and accountability in government procurement	Evidence strength: Strong (9/10)	Multiple studies show increased transparency, auditability, and public trust	(Fadilah <i>et al.</i> , 2024; Haryono, 2022; Kartika, 2022; Latimena & Isnawaty, 2024; Mukhlis & Pranoto, 2020; Nani & Ali, 2020; Novitaningrum, 2024; Sa'adah, 2020a; Wardhani <i>et al.</i> , 2021; Zahra <i>et al.</i> , 2022)
E-procurement reduces fraud and corruption in procurement processes	Evidence strength: Strong (8/10)	Quantitative and qualitative evidence of reduced fraud, especially with e-purchasing/e-catalog	(Hardinata & Hardinata, 2024; Kartika, 2022; Mu'ah <i>et al.</i> , 2024; Mukhlis & Pranoto, 2020; Nani & Ali, 2020; Sa'adah, 2020a; R. R. Suryono <i>et al.</i> , 2021; Wardhani <i>et al.</i> , 2021; Zahra <i>et al.</i> , 2022)
E-procurement increases efficiency and cost savings	Evidence strength: Strong (8/10)	Documented reductions in processing time and costs, especially for MSMEs	(Hardinata & Hardinata, 2024; Irawan <i>et al.</i> , 2025; Kartika, 2022; Mukhlis & Pranoto, 2020; Nani & Ali, 2020; Sa'adah, 2020a; A. Suryono <i>et al.</i> , 2021; Wardhani <i>et al.</i> , 2021; Zahra <i>et al.</i> , 2022)
Human resource and technical challenges limit optimal implementation	Evidence strength: Moderate (7/10)	Recurrent findings of HR, training, and infrastructure gaps	(Ahsan <i>et al.</i> , 2020; Fadilah <i>et al.</i> , 2024; Fatrah Ramadhan & Rahman, 2022; Feriansyah <i>et al.</i> , 2024; Fitriyah, 2022; Francesco & Hastuti, 2022; Susantya <i>et al.</i> , 2022; Wahyuningsih <i>et al.</i> , 2023)

Claim	Evidence Strength	Reasoning	Papers
E-procurement alone cannot eliminate all risks of collusion or fraud	Evidence strength: Moderate (5/10)	Some studies note continued risks if offline interactions or weak oversight persist	(Ahsan et al., 2020; Hardinata & Hardinata, 2024; Kartika, 2022; Maytandi & Abbas, 2020; Novitaningrum, 2024; Permata, 2024)
Regulatory and organizational support are critical for success	Evidence strength: Moderate (7/10)	Effective implementation depends on leadership, SOPs, and compliance	(Ahsan et al., 2020; Amin & Soh, 2021; Fadhillah & Juwono, 2020; Fatrah Ramadhan & Rahman, 2022; Fitriyah, 2022; Haryono, 2022; Krisna & Hermawan, 2024; Nani & Ali, 2020; Wibowo & Hardiningsih, 2023; Wijaya et al., 2025)

Source : data processed by researchers, 2025

The research demonstrates that Indonesia's e-procurement system has delivered substantial benefits in terms of transparency, efficiency, and fraud prevention (Fadilah et al., 2024; Haryono, 2022; Kartika, 2022; Latimena & Isnawaty, 2024; Mukhlis & Pranoto, 2020; Nani & Ali, 2020; Novitaningrum, 2024; Sa'adah, 2020a; Wardhani et al., 2021; Zahra et al., 2022). The digitalization of procurement processes has made it easier to monitor transactions, reduce manual errors, and limit opportunities for collusion and corruption (Hardinata & Hardinata, 2024; Kartika, 2022; Mu'ah et al., 2024; Mukhlis & Pranoto, 2020; Nani & Ali, 2020; Sa'adah, 2020a; R. R. Suryono et al., 2021; Wardhani et al., 2021; Zahra et al., 2022). However, the persistence of technical, organizational, and human resource challenges means that the system's full potential is not yet realized (Hardinata & Hardinata, 2024; Irawan et al., 2025; Kartika, 2022; Mukhlis & Pranoto, 2020; Nani & Ali, 2020; Sa'adah, 2020a; A. Suryono et al., 2021; Wardhani et al., 2021; Zahra et al., 2022). The literature also points to the need for ongoing regulatory updates, capacity building, and stakeholder engagement to address these gaps (Ahsan et al., 2020; Fadilah et al., 2024; Fatrah Ramadhan & Rahman, 2022; Feriansyah et al., 2024; Fitriyah, 2022; Francesco & Hastuti, 2022; Susantya et al., 2022; Wahyuningsih et al., 2023). While the evidence for e-procurement's positive impact is strong, some studies caution that digital systems alone cannot eliminate all risks of fraud or inefficiency, especially if underlying governance or cultural issues are not addressed (Ahsan et al., 2020; Hardinata & Hardinata, 2024; Kartika, 2022; Maytandi & Abbas, 2020; Novitaningrum, 2024; Permata, 2024). The effectiveness of e-procurement is thus contingent on broader reforms, including leadership commitment, robust oversight, and continuous improvement of both technology and human resources (Ahsan et al., 2020; Amin & Soh, 2021; Fadhillah & Juwono, 2020; Fatrah Ramadhan & Rahman, 2022; Fitriyah, 2022; Haryono, 2022; Krisna & Hermawan, 2024; Nani & Ali, 2020; Wibowo & Hardiningsih, 2023; Wijaya et al., 2025).

Several key factors have been identified as influencing the implementation of electronic procurement (e-procurement) systems in Indonesia, including social, technical, organizational, regulatory, and human resource aspects. Challenges such as low digital literacy (e-literacy), lack of leadership, resistance to change, and infrastructure limitations are major obstacles in the implementation of e-procurement (Muhammad, 2024; Nani & Ali, 2020; Sa'adah, 2020a). Additionally, the success of implementation is greatly influenced by clear strategies, integration between organizations and systems, as well as support and training for users (Nani & Ali, 2020; Widyawati et al., 2023). Other important factors include supportive regulations, maximum oversight, and the application of principles of transparency, accountability, efficiency, and fairness in the procurement process (Firmansyah et al., 2024; Hardinata & Hardinata, 2024; Kusumadewi et al., 2024; Popa, 2020). Electronic monitoring systems and real-time audits are also necessary to prevent corruption, collusion, and nepotism (Junus et al., 2023; Mansyuri & Ramadhan, 2024). Technological innovations such as monitoring dashboards and transparent payment integration can improve the efficiency and quality of public services, particularly in the health sector (Apriliani et al., 2025; Widyawati et al., 2023). Collaboration between developers and users, as well as increased human resource capacity, are key to ensuring that the system runs effectively and sustainably (Amalia et al., 2023; Firmansyah et al., 2024; Nani & Ali, 2020). In general, e-procurement has proven to reduce corruption risks and enhance public trust, but it still requires continuous improvements in regulatory aspects, training, and infrastructure (Irawan et al., 2025; Kusumadewi et al., 2024; Sa'adah, 2020a; Suardi et al., 2025; Wicaksono et al., n.d.).

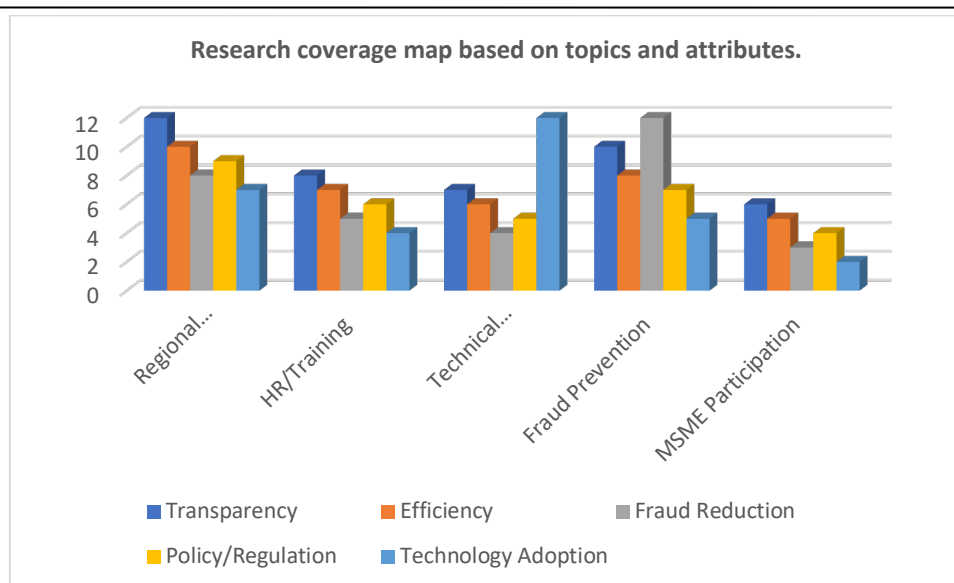


Figure 2. Grafik research coverage by topic and attribute.

Source : data processed by researchers, 2025

The implementation of the government electronic procurement system (e-procurement) in Indonesia has seen significant development with the primary objectives of improving efficiency, transparency, accountability, and reducing corruption in the procurement of government goods and services (Firmansyah *et al.*, 2024; Kusumadewi *et al.*, 2024; Prasetya *et al.*, 2020; Sa'adah, 2020b; Suardi *et al.*, 2025). This development is illustrated in Figure 2, which depicts themes relevant to e-procurement and the transformation of the procurement system in Indonesia.

This transformation is marked by the digitization of processes through platforms such as SPSE, SiRUP, and e-catalog, as well as strengthened regulations such as Presidential Regulation No. 16 of 2018, which encourages the use of local SME products (Firmansyah *et al.*, 2024; Kusumadewi *et al.*, 2024). The latest innovation, Electronic Catalog Version 6, introduces centralized product category management features, improved notifications, transparent payment integration, and real-time monitoring dashboards, particularly for the health sector (Ariesta, 2021).

Research indicates that e-procurement is effective in reducing corruption risks and improving efficiency; however, its implementation still faces challenges such as low digital literacy, lack of leadership, resistance to change, and infrastructure limitations, particularly in 3T areas (frontier, outermost, and underdeveloped regions) (Banea *et al.*, 2020; Hardinata *et al.*, 2022; Mutangili, n.d.; Sa'adah, 2020b). Key factors for successful implementation include top management support, system security, training, business process re-engineering, change management, e-procurement strategy, and supplier competence (Prasetya *et al.*, 2020; Susantya *et al.*, 2022). Additionally, collaboration between developers and users, as well as continuous oversight by the LKPP, is crucial to ensure the system operates optimally and free from fraudulent practices (Primastiwi *et al.*, 2020; Zahra *et al.*, 2021). Overall, despite bringing many benefits, the development of the e-procurement system in Indonesia still requires a holistic approach and improved human resource capacity to ensure sustainability and support national economic growth (Khairina & Dompok, 2022; Milenius *et al.*, 2022; Zahra *et al.*, 2021).

A literature review on the implementation of e-procurement in the Indonesian government indicates that this system was adopted to improve efficiency, transparency, accountability, and prevent corruption in the procurement of government goods and services (Hochstetter *et al.*, 2023; Iswanto *et al.*, 2022; Primastiwi *et al.*, 2020; Ratiko & Setiyawati, 2022). E-Procurement has proven to reduce fraudulent practices and increase public trust, although it still faces various challenges such as low digital literacy, lack of leadership, inadequate infrastructure, and resistance from implementers (Amalia *et al.*, 2023; Sa'adah, 2020a; Susantya *et al.*, 2022). Key factors for successful implementation include top management support, a culture of information sharing, integration between organizations and systems, and strengthening the capacity of procurement human resources (Nani & Ali, 2020; Susantya *et al.*, 2022). At the local level, the quality of human resources is the primary determinant of e-procurement success, while 3T regions (frontier, outermost, and underdeveloped) require a special implementation model that addresses infrastructure and resource constraints (Abdillah & Rosman, 2020; Junus *et al.*, 2023; Sa'adah, 2020b). The e-purchasing model through e-catalogues is considered effective in certain cases, such as the procurement of electronic ID cards (Hardinata *et al.*, 2022). Overall, the benefits of e-procurement outweigh the risks; however, strengthening regulations, oversight, and technological support remain

key priorities for optimizing implementation in Indonesia (Nani & Ali, 2020; Sa'adah, 2020b; Shonhadji & Maulidi, 2020).

Conclusion and Implication

This study concludes that the implementation of government e-procurement in Indonesia has yielded substantial benefits in terms of transparency, efficiency, and accountability, and prevented corrupt practices in government procurement of goods and services. It has even been shown to reduce fraud and increase public trust, as well as support the growth of local MSME products through regulation. However, persistent challenges, particularly related to corruption, infrastructure, and human resources, require continued attention. Overall, while e-procurement in Indonesia has had a positive impact, continuous improvement efforts are needed to ensure its benefits are optimally felt across all regions, including underdeveloped areas. Success depends on good governance, stakeholder engagement, and integration with broader digital transformation efforts..

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