

Strategy of Improvement Domestic Products in Government Goods/Services Procurement in Bogor Regency

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Abstract:

This study explores strategic approaches to enhancing the utilization of domestic products (Produk Dalam Negeri, PDN) in public procurement processes within Bogor Regency, Indonesia. Anchored in the national policy framework promoting local industrial development and economic resilience, the research investigates institutional, regulatory, and procedural barriers that impede optimal implementation of PDN mandates at the regional level. Employing a qualitative descriptive methodology, the study draws on interviews with government procurement officials and local vendors, as well as an analysis of procurement plans, budget realization data, and policy documents. Findings reveal that the underperformance in PDN absorption is primarily attributed to the absence of localized regulatory instruments, inadequate integration of PDN priorities in regional planning and performance systems, limited institutional capacity, and fragmented coordination among key stakeholders. Furthermore, systemic weaknesses in procurement planning and vendor engagement hinder compliance with national targets, resulting in substantial gaps between planned and realized domestic product spending. To address these issues, the study offers a set of comprehensive recommendations. Practically, it advocates for the formulation of local regulations and technical guidelines, capacity building for procurement actors, and the development of digital procurement platforms prioritizing domestic suppliers. From a policy perspective, it recommends the institutionalization of performance-based monitoring and evaluation systems, inter-agency coordination mechanisms, and incentive structures. Theoretically, the research contributes to the discourse on sustainable procurement by proposing a framework linking institutional readiness, procurement processes, and local economic impact. The study concludes that with targeted regulatory reforms, institutional strengthening, and strategic alignment between national mandates and local practices, Bogor Regency can significantly improve its PDN realization, thereby reinforcing local industry participation in public sector supply chains and advancing sustainable regional development.

Keywords : Public Procurement; Domestic Products; PDN; Strategic Policy; Local Development; Bogor Regency

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1. Introduction

The Sustainable Development Goals (SDGs), launched at the United Nations General Assembly in 2015, provide a comprehensive global framework to eradicate poverty,

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reduce inequality, and promote sustainable economic growth (Marita et al., 2021). One critical mechanism for implementing SDG-related goals, particularly in developing countries, is public procurement. As part of efforts to enhance sustainable development, public procurement plays a vital role in delivering better public services with the most efficient use of budget resources, according to Guarnieri and Gomes (as cited in Meshack et al., 2023). Government procurement is one of the strategic sectors that plays a crucial role in supporting the achievement of the Sustainable Development Goals (SDGs). The government consistently utilizes its budget to procure a significant volume of goods, services, and public works as part of efforts to stimulate local economic development or stabilize the economy (Benchekroun et al., 2022). According to the World Bank, in 2018, public procurement constituted a significant component of economic activity, accounting for approximately 12% of global GDP or around USD 11 trillion—and serving as a critical instrument for promoting economic development in developing countries, where it can absorb up to 70% of government expenditure and substantially influence national economic performance (Meshack et al., 2023).

Domestically produced goods and services (PDN) are defined as those manufactured by locally invested firms using Indonesian labor and raw materials (Peraturan Pemerintah, 2018). As such, optimizing PDN use in government procurement is seen as a strategy to foster economic self-reliance, improve local industry competitiveness, and reduce dependence on imports. The Indonesian government has thus issued a series of strategic policies to reinforce PDN utilization, including Presidential Instruction No. 2 of 2022 and the "Proudly Made in Indonesia" national campaign. These efforts are aligned with broader bureaucratic reforms targeting poverty alleviation, digitalization, and economic resilience (Budiarjo, 2023). Despite these initiatives, the implementation of PDN policies faces significant challenges. Public perception of domestic products remains low, often deemed inferior in quality compared to imported alternatives (LKPP, 2023). Additional factors such as high production costs, limited innovation, poor packaging, and market access issues further impede PDN competitiveness. The pharmaceutical sector illustrates this issue: several essential medicines in the national formulary still rely on imports due to insufficient domestic manufacturing capacity, with more than IDR 9 trillion in imports recorded in 2021 (LKPP, 2024).

Based on data obtained from the Monitoring and Evaluation System for Domestic Products of the Indonesian Government Procurement Policy Agency (LKPP), there is a notable disparity between the planned Domestic Product (PDN) value in procurement and the actual paid PDN value for the years 2022, 2023, and 2024 (up to August). As shown in Figure 1, each year reveals a gap between the PDN expenditure planned in the General Procurement Plan (RUP) and the PDN value realized by the government, with the difference reaching hundreds of trillions of rupiahs annually. This ongoing disparity presents a significant challenge for the Indonesian government in achieving its procurement goals.

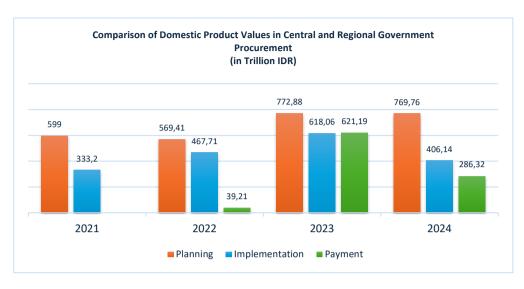


Figure 1. Comparison of Domestic Product Values Source: LKPP, 2024

In addressing this issue, local governments play a pivotal role in supporting national development, especially through the mechanism of regional autonomy. Regional autonomy empowers local governments to manage their resources independently, providing them the authority to determine the direction of development, including budget allocation. This autonomy offers a strategic opportunity for local governments to prioritize the use of PDN in all procurement activities, thereby strengthening both the local and national economies. By optimizing local procurement policies, regional governments can contribute significantly to bridging the gap between planned and realized PDN expenditure, fostering economic growth at both the regional and national levels.

Furthermore, when examining the absorption rate of Domestic Products (PDN), West Java ranks the lowest as seen in Figure 2. According to data from the Indonesian Government Procurement Policy Agency (LKPP) up to August 2024, among the ten provinces with the largest General Procurement Plans (RUP), West Java occupies the lowest position in PDN absorption, reaching only 36%. This figure is significantly lower than the other provinces. It indicates that the PDN expenditure in West Java for 2024 has not yet met the minimum target of 40% set for PDN fulfillment (Saragi et al., 2023). This reflects a challenge in promoting the utilization of local products despite the significant economic potential of West Java. This condition demands further efforts from the local government to ensure that PDN utilization policies are effectively implemented, thus contributing more substantially to the region's economic growth.

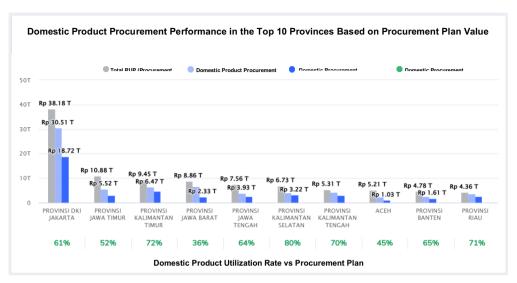


Figure 2. Domestic Product Utilization in 10 Provinces, 2024 Source: LKPP, 2024

These challenges are reflected at the regional level, especially in Bogor Regency. As the region with the highest local government expenditure in the province—over IDR 10.5 trillion in 2024 (Badan Pusat Statistik Provinsi Jawa Barat, 2024)—Bogor Regency possesses significant potential to drive local economic growth through public procurement. However, of the four districts/cities with the largest APBD in West Java Province, Bogor Regency apparently has a much lower PDN spending realization value compared to Bekasi Regency and Bekasi City (Figure 3). The average realization of PDN spending in Bogor Regency remains at only 54% of the planned target, indicating an annual deviation of over IDR 1 trillion from initial commitments (LKPP, 2024). While local regulations, such as the Regent's Decree and Circular Letter on PDN utilization, have been enacted, their impact remains limited. These findings underscore the need for more effective strategies to close the gap between procurement planning and implementation (Kamalia & Susanty, 2023).



Figure 3. PDN Realization in Four Regencies/Cities in West Java Source: LKPP, 2024

Given Bogor Regency's strategic economic role in West Java and Indonesia, enhancing the integration of domestic products into its procurement system is crucial. Doing so would not only support regional economic development and job creation but also contribute to national objectives for sustainable and inclusive growth. This study therefore seeks to analyze the existing barriers and propose strategic solutions to optimize the use of domestic products in government procurement in Bogor Regency. Therefore, this study seeks to address the following research questions: (1) Why is the procurement of domestic products (PDN) in Bogor Regency's public sector still suboptimal despite existing policies? and (2) What strategic interventions can be implemented to enhance PDN utilization in public procurement, thereby contributing to regional economic development? The objectives of this research are to identify the underlying causes of the low realization of PDN expenditure and to formulate actionable strategies to improve PDN adoption in local government procurement in Bogor Regency.

2. Theoretical Background

Policy Review: The Indonesian government has established a comprehensive regulatory framework to enhance the use of domestic products (PDN) in public procurement as a strategy for strengthening national industry and economic sovereignty. Law No. 3/2014 mandates prioritization of PDN, while Law No. 6/2023 improves industrial competitiveness through regulatory simplification. Supporting regulations—such as Government Regulation No. 29/2018 and Presidential Regulation No. 16/2018—provide technical and operational mechanisms including price preferences and local content requirements. Presidential Instruction No. 2/2022 and joint circulars further enforce PDN adoption at national and regional levels. These policies offer regions like Bogor Regency the opportunity to boost local industry and MSMEs. Synergistic implementation across government levels is essential to ensure policy effectiveness.

Regional Development Management: Regional development is a multidimensional process aimed at enhancing societal welfare through inclusive and sustainable improvements across economic, social, and cultural sectors. As Ananda (2017) notes, development must prioritize participation, equity, employment, and human dignity, especially through a bottom-up approach that begins in rural areas. Regional autonomy, as mandated by Law No. 23/2014, empowers local governments to plan and manage their own development agendas. This shift supports democratic governance, political equality, local accountability, and responsiveness (Ananda, 2017). However, decentralization also poses challenges, such as regulatory inconsistencies and misuse of fiscal instruments like taxes and levies, which may hinder economic stability. A key issue is the lack of endogenous development strategies that reflect local uniqueness and resource potential. To address this, local governments must collaborate with private and community actors to develop innovative, localized economic initiatives. Such cooperation ensures that regional development is both participatory and aligned with local capacities (Halan et al., 2021).

Government Procurement (PBJP): Government procurement, locally known as Pengadaan Barang/Jasa Pemerintah (PBJP), plays a pivotal role in enabling efficient public service delivery and supporting regional and national development. According to Presidential Regulation No. 16/2018, PBJP refers to the structured process of acquiring goods, construction works, and services by central and local government agencies using national and/or regional budgets. This system is designed to ensure "value for money," transparency, accountability, and the use of domestic products (PDN), while strengthening the capacity of small and medium enterprises (SMEs) and encouraging sustainable development. The PBJP mechanism in Indonesia consists of provider-based procurement—through methods like tenders, appointments, or electronic catalogues—and self-managed procurement involving internal government entities, community groups, or NGOs. Each procurement cycle follows distinct stages: planning, preparation, selection, contract implementation, monitoring, and final handover, as emphasized by Kurniawati et al., (2023), and Wells & Hawkins (2010). The effectiveness of this cycle determines whether public procurement serves merely as a bureaucratic routine or becomes a strategic instrument to boost local economic resilience. To optimize procurement outcomes, Indonesia has gradually embraced e-procurement as part of its broader e-government initiatives. The use of digital platforms like e-purchasing and e-marketplaces (e.g., LKPP's electronic catalogue) aims to reduce bureaucracy, increase transparency, and cut operational costs. As Setyadiharja (2017) noted, integrating information technology into procurement not only fosters good governance but also enhances responsiveness to local suppliers, including SMEs.

Domestic Products (PDN): The promotion of Domestic Products (Produk Dalam Negeri/PDN) through public procurement is not merely a matter of preference—it is a national strategy. Based on Government Regulation No. 29/2018, PDN refers to goods and services produced in Indonesia by locally invested companies employing domestic labor and using locally sourced materials. The prioritization of PDN aims to reduce reliance on imports, stimulate local industries, and foster inclusive economic growth. The government's strong regulatory framework reflects this commitment. Presidential Instruction No. 2/2022 mandates a minimum of 40% of procurement budgets at all government levels be allocated to domestic products, especially those from local SMEs and cooperatives. However, practical implementation faces challenges. As highlighted in Saragi et al. (2023) and Zulmawan (2022), issues such as limited supplier capacity, weak interagency coordination, and lack of enforcement mechanisms often undermine PDN uptake.

To address these gaps, Tsikada et al. (2024) proposed a Public Procurement Framework involving strategies such as preferential pricing, set-aside quotas, subcontracting to SMEs, and reward systems. For instance, large infrastructure projects can mandate subcontracting to small domestic firms, while price preferences make local products more competitive. In the U.S., similar strategies like the Buy American Act have proven effective in bolstering domestic industries. In Kabupaten Bogor, these frameworks present an opportunity. With a strong base of local industries and SMEs, optimizing PDN spending in public procurement can fuel regional growth. However, as the thesis notes, without clear reward-punishment systems and consistent

monitoring, even the most well-intentioned policies may stall. Hence, strategic interventions, grounded in procurement cycle analysis (Wells & Hawkins, 2010) and aligned with Presidential Instruction No. 2/2022, are critical to transform PDN policies into real local economic gains.

Theoretical Framework: The effort to increase the utilization of domestic products (PDN) in government procurement requires a systematic analysis of each stage in the procurement cycle. Drawing from the procurement cycle model by Wells and Hawkins (2010), this study identifies both enabling and constraining factors that influence the realization of PDN in public procurement within Bogor Regency. The stages of the Procurement Cycle are as follows: (1) Needs Identification; (2) Procurement Strategy; (3) Procurement Preparation; (4) Design and Specification Development; (5) Supplier Selection Implementation; (6) Contract Management, Monitoring, and Evaluation; (7) Inspection and Handover; and (8) Post-Project Maintenance. At the needs identification stage, enabling factors include early engagement of user units and the availability of domestic supplier data. However, constraints arise from weak market intelligence and limited integration of PDN priorities in planning. In the procurement strategy stage, supportive elements include regulatory mandates on PDN use and national e-catalog systems. Conversely, the lack of localized strategic planning tools and low awareness among procurement officials remain key barriers. During procurement preparation, trained personnel and standard procedures are valuable assets, yet are often undermined by late document submission, poor coordination, and limited guidance on PDN integration. The design and specification stage benefits from the use of SNI standards and TKDN thresholds, but is constrained when specifications are biased toward imported brands or when PDN-related data is not referenced.

In the supplier selection stage, e-procurement improves transparency, but PDN advancement is hindered by evaluation criteria that overly emphasize price and the absence of incentives for domestic producers. Contract management and monitoring can support PDN compliance through performance-based contracts, yet weak monitoring capacity and lack of PDN-specific indicators limit effectiveness. During inspection and handover, the use of origin verification and compliance checks are enabling practices. Nonetheless, procedural gaps and limited enforcement often allow non-compliant products to pass. Finally, in the maintenance phase, domestic providers' proximity and service capabilities are beneficial, though these are frequently overlooked due to the absence of structured post-contract obligations and performance evaluations. Overall, understanding these stage-based factors is essential for designing effective strategies that bridge policy and implementation, ensuring domestic product prioritization becomes an operational norm in public procurement. Next, a strategy will be identified to increase Domestic Product Spending in Government Procurement of Goods/Services in Bogor Regency using the public procurement framework theory from Tsikada et al. (2024). This framework provides a structured approach to improving the participation of domestic products and suppliers in government procurement through five key strategic instruments, which are: (1) Non-Competitive Practices; (2) Subcontracting; (3) Qualification Criteria; (4) Preferential Schemes; and (5) Reward-Based Criteria. Non-competitive practices, such as set-asides and price preferences, create protected spaces for domestic SMEs by reducing competition from larger or foreign firms, thus allowing local suppliers better access to procurement opportunities. Subcontracting encourages main contractors to allocate portions of their work to local SMEs, involving domestic businesses in large-scale projects while facilitating knowledge transfer and capacity building, particularly in infrastructure sectors. Qualification criteria are essential to ensure that only eligible domestic suppliers benefit from procurement incentives. By establishing clear standards, such as local content thresholds, these criteria help target support toward genuinely local firms. Preferential schemes offer competitive advantages to suppliers who meet specific social, economic, or environmental criteria, encouraging local production and enhancing the visibility of domestic businesses in the procurement market. Reward-based criteria recognize and incentivize agencies, officials, or suppliers who successfully meet domestic product utilization targets, promoting a culture of accountability and performance through awards or financial incentives. Together, these strategies provide a comprehensive approach to prioritizing domestic products in government procurement, contributing to industrial development, economic resilience, and inclusive growth in Bogor Regency.

3. Methodology

This study employed a qualitative research methodology with a descriptive approach to gain an in-depth understanding of the strategies, processes, perceptions, and challenges related to increasing the use of domestic products in public procurement within Bogor Regency. The research relied on multiple data collection techniques to ensure the comprehensiveness of findings and achieve data triangulation. Primary data were obtained through in-depth interviews with twelve key informants who were purposively selected based on their strategic roles and direct involvement in procurement activities and the implementation of P3DN (Domestic Product Usage Enhancement) policies. These informants included government procurement officials such as the Head of the Goods/Services Procurement Section, the Sub-Coordinator of LPSE, Procurement Officials, Commitment Making Officials (PPK), and an auditor responsible for reviewing Domestic Component Level (TKDN) compliance. The study also interviewed a local goods/services provider, the Head of the Trade Division who serves as Secretary of the P3DN Steering Team, a representative from the National Public Procurement Agency (LKPP), and an official from the Jakarta Provincial Government who provided benchmarking insights.

In addition to interviews, the study conducted direct observations of procurement practices, focusing specifically on the implementation of the eight stages of the procurement cycle as described by Wells and Hawkins (2010) within the Bogor Regency government. These observations provided contextual and process-oriented insights that enriched the understanding of procurement dynamics on the ground. Furthermore, document analysis was undertaken to review relevant official records, including Standard Operating Procedures (SOPs) governing procurement stages, Regional Government Work Plans (RKPD), strategic planning documents, regulations issued by the Bogor Regent concerning procurement, decrees establishing

the P3DN Team, internal review reports from the Inspectorate, and data retrieved from electronic procurement platforms such as RUP and the national e-catalog. Based on the identification of key enabling and inhibiting factors in the procurement process—analyzed using the procurement cycle framework of Wells and Hawkins (2010)—the researcher formulated strategic recommendations for enhancing domestic product expenditure in public procurement. The formulation of these strategies was grounded in the theoretical foundation of public procurement frameworks as articulated by Tsikada et al. (2024), providing a structured lens through which institutional, regulatory, and operational dimensions were integrated.

4. Empirical Findings/Result

This study aims to analyze the implementation gaps and strategic opportunities in enhancing the utilization of Domestic Products (Produk Dalam Negeri/PDN) in the procurement of goods and services by the Government of Bogor Regency. Using a qualitative approach and applying the Procurement Cycle framework (Wells & Hawkins, 2010) alongside the Public Procurement Strategy Framework (Tsikada et al., 2024), the following key findings emerged:

- 1. Planning and Needs Identification: Procurement planning documents in Bogor Regency do not explicitly require the inclusion of PDN elements, such as a minimum percentage of local content (TKDN). The Regional Development Work Plan (RKPD) only marginally mentions PDN, usually under a single program within the Department of Trade and Industry. This lack of formal recognition limits guidance for procurement officers in defining needs and selecting goods or services.
- 2. **Organizational Culture and Behavioral Resistance**: A prevailing perception among procurement actors favors imported goods, especially in specialized sectors like healthcare. These preferences are based on habitual use and perceived reliability, which often override the technical adequacy of certified domestic products. There is also a notable absence of incentives or mandates to prioritize local goods.
- 3. **Regulatory Framework and Institutional Coordination**: Bogor Regency lacks detailed local regulations, such as a Regent Regulation (Peraturan Bupati), to operationalize national directives like Presidential Instruction No. 2/2022. Coordination between planning units, technical departments, and procurement committees is weak and inconsistent, which hinders effective implementation of PDN mandates.
- 4. **Execution and Provider Selection**: Although procurement teams are trained in technical reviews, their ability to enforce PDN requirements is limited. Tenders are often awarded based on the lowest price, without proper verification of TKDN content. E-catalog data inconsistencies and the absence of formal TKDN verification procedures further undermine PDN prioritization.
- 5. **Supplier Readiness and E-Catalog Limitations**: Many local SMEs are not equipped to navigate the national e-catalog system or meet documentation standards for PDN eligibility. Unlike Jakarta, which supports vendors through

- regular business matching events, Bogor Regency lacks similar programs to enhance supplier participation.
- 6. **Human Resources and Capacity Constraints**: Many procurement officials (PPKs) are not certified and lack training on PDN regulations. This leads to poorly constructed technical specifications that unintentionally exclude domestic products. Benchmarking with Jakarta shows that structured training and integrated performance systems significantly improve PDN implementation.

5. Discussion

The findings reveal a systemic disconnect between national PDN policy goals and their execution at the regional level in Bogor Regency. The insufficient integration of PDN into strategic and operational procurement planning reflects a missed opportunity to align regional development with national industrial objectives. The lack of formal performance indicators related to PDN further contributes to institutional inertia, where end-users default to familiar, often imported, solutions.

Behavioral resistance among procurement actors stems from entrenched perceptions and risk aversion, highlighting the need for cultural change and awareness-building initiatives. The absence of enforcement mechanisms and incentives discourages proactive adoption of PDN, underscoring the importance of a strong regulatory framework and policy coherence. In this context, localized regulations, such as a Regent Regulation aligned with Presidential Instruction No. 2/2022, are critical to translating national directives into enforceable practices.

The operational phase suffers from inadequate tools and procedures for validating TKDN claims, as well as from an overemphasis on cost minimization rather than value creation. This points to a need for reforming procurement evaluation criteria and SOPs to incorporate sustainability and economic impact metrics.

From the supply side, the limited readiness of local vendors to participate in public procurement reflects a broader issue of capacity building. Without targeted support, such as training, incentives, and access facilitation, SMEs remain marginalized. Similarly, the limited competency of procurement staff demands investment in human capital, particularly in the form of certification, continuous training, and integration of PDN-related KPIs.

Overall, the study suggests that a multi-pronged strategy—regulatory, institutional, behavioral, and technological—is required to bridge the gap between PDN policy intent and practice, ultimately driving sustainable procurement and regional economic resilience.

6. Conclusions

This study reveals that the optimization of domestic product spending (Belanja Produk Dalam Negeri/PDN) in government procurement within Bogor Regency

remains suboptimal due to several structural and procedural constraints. Key impediments include the absence of a Regent Regulation that formally governs the technical aspects of the Domestic Product Use Enhancement (P3DN) policy, the lack of integration of P3DN indicators into planning and performance documents, and the non-standardized procurement documentation across departments. Additionally, there is a deficiency in consistent Standard Operating Procedures (SOPs) that mandate the inclusion of domestic products, coupled with irregular monitoring and evaluation mechanisms, insufficient dissemination of the policy, the absence of a structured reward-and-punishment system, and lingering perceptions of inferior quality of domestic goods compared to imported alternatives.

To address these issues, several strategic initiatives have been proposed. These include the development of a non-competitive procurement model using a local e-order platform, formalizing the use of local subcontractors in main procurement contracts, and incorporating minimum TKDN (local content) thresholds in provider qualification criteria. Preferential treatment schemes for high-TKDN products, a robust reward system linked to procurement performance, and enhanced monitoring and evaluation frameworks are also essential. Further, capacity building for procurement staff and intensive outreach efforts are needed to increase awareness and compliance with the P3DN policy throughout the entire procurement cycle.

To ensure effective implementation of the P3DN strategy in Bogor Regency, it is imperative that the Regent and the Regional Secretary demonstrate a strong commitment to the policy by integrating domestic spending targets into the Regional Government's Strategic Plans and embedding them in performance agreements with local government heads. This commitment should form the foundation for planning, budgeting, monitoring, and the establishment of a performance-based reward-andsanction system. A cross-sectoral collaboration is critical among various regional apparatus: the Procurement Services Unit (UKPBJ) as the lead sector; the Department of Trade and Industry for vendor development and product cataloging; the Regional Development Planning Agency for budget allocation; the Inspectorate for oversight; the Human Resources Agency for capacity development; and technical OPDs for field execution. Moreover, domestic spending targets should be incorporated into the performance evaluation metrics of regional agencies, including as a basis for determining the provision or deduction of employee performance incentives (TPP), drawing inspiration from best practices in DK Jakarta. Finally, regular interdepartmental roadshows and public awareness campaigns should be conducted to strengthen the understanding and acceptance of the P3DN policy among procurement actors, local suppliers, and the broader community.

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