

Organizing the Implementation of the BOSARA Policy to Enhance the Competitiveness of MSMEs within the Southeast Sulawesi Provincial Government

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ARTICLE INFO

Keywords: Policy Implementation, Organizing, Digitalization, BOSARA, MSMEs

Received : 28, February

Revised : 30, March

Accepted: 23, April

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ABSTRACT

This study aims to analyze the implementation of the BOSARA application policy in supporting the digitalization of goods and services procurement and the empowerment of MSMEs in Southeast Sulawesi Province. The research focuses on the organizational aspect as one of the key dimensions in public policy implementation. This study uses a descriptive qualitative approach with data collection techniques through in-depth interviews, observation, and documentation studies. Research informants include the Goods/Services Procurement Bureau, the Cooperatives and MSMEs Office, and the application's technical management team. Data analysis is carried out interactively through the stages of data reduction, data presentation, and conclusion drawing. The research results indicate that the implementation of the BOSARA policy has been quite effective, marked by a clear organizational structure, functional division of tasks, and formal regulatory support. However, challenges remain, including limited human resources, limited information technology infrastructure capacity, and suboptimal cross-sector collaboration. This research is novel in demonstrating that in implementing digital-based policies at the regional level, success is determined not only by bureaucratic structure, but also by technological readiness and the ability to build synergy between actors. These findings contribute to the development of studies on digital-based public policy implementation and serve as a practical reference for local governments in improving policy effectiveness.

INTRODUCTION

The government's efforts to encourage the digitalization of Micro, Small, and Medium Enterprises (MSMEs) through online shopping policies are a crucial strategy for increasing competitiveness in the digital economy era. However, empirical reports indicate that the adoption rate of online shopping applications among MSMEs outside Java, including in Southeast Sulawesi, remains relatively low. Limited infrastructure, unequal digital literacy, and low trust in online systems are the main challenges hindering MSME participation in the online government shopping ecosystem (Hendrawan et al., 2024). Data on provider selection in government procurement in Southeast Sulawesi shows a significant proportion of unselected MSMEs (475 in 2024), indicating substantial obstacles to implementing this policy at the regional level.

Theoretically, public administration literature emphasizes the importance of participatory policy design and effective implementation to achieve economic development goals. Diffusion of innovation theory (Rogers, 2003) explains that the adoption of new technologies is influenced by relative perceptions, ease of use, complexity, and social and institutional support. Online shopping policies, which are a form of innovation in government procurement of goods and services, should be able to expand market access for MSMEs and create healthier competition. However, the gap between theoretical potential and the reality of implementation often arises due to the failure to organize adequate resources and capacity at the policy implementation level, as suggested by policy implementation theory which emphasizes the importance of aspects of resources, disposition, and bureaucratic structure (Pressman & Wildavsky, 1984).

Previous research on the implementation of online shopping application usage policies shows that digital procurement policies are aimed at increasing efficiency, transparency, and accountability in public spending (Kauppi et al., 2013) found that the implementation of e-procurement policies can expand the access of providers, including MSMEs, to government procurement, but its success is greatly influenced by the organizational readiness and institutional support of policy implementers (Loader, 2015) added that obstacles in the aspect of understanding of implementers and the ability of users to utilize the system optimally are significant obstacles even though the policy has been formally implemented (Sari & Nugroho, 2020) emphasized that the implementation of e-procurement policies requires cross-agency coordination, clarity of the role of implementers, and regulatory support so that the policy does not stop at the normative level.

In line with these findings, the urgency of this research is further strengthened given the rapid development of information technology and the demands for improved governance. Global trends indicate a significant shift toward digitalization across various public sectors, including government procurement. A report from (World Bank, 2021) underscores that countries that have successfully adopted comprehensive e-procurement systems have been able to record significant budget savings, reduced tender process times, and reduced potential for corrupt practices. However, a study by (Ramachandran & Krishna, 2022) identified that the digital divide and unequal access to

information remain challenges for MSMEs in developing countries to compete in digitalized public procurement, highlighting the importance of inclusivity in policy implementation. Therefore, a deeper understanding of the crucial factors underpinning the successful implementation of this policy, particularly those related to organizational readiness and user capabilities, is relevant for further study to ensure that public procurement digitalization policies provide optimal benefits for all stakeholders.

Furthermore, recent research from (MINISTRY OF MY, 2023) reported that although many local governments have adopted electronic procurement systems, the level of utilization of advanced features and the effectiveness of achieving policy objectives still vary. This phenomenon indicates a gap between formal policy implementation and actual performance outcomes. Organizational readiness, including technological infrastructure, changes in work culture, and adequate human resources, has proven to be a key foundation (Nugraha & Santoso, 2022). Without strong institutional support and commitment from leaders, even sophisticated policies have the potential to encounter implementation obstacles. On the other hand, the individual capabilities of implementers, from technical understanding to awareness of the importance of integrity in digital processes, play a crucial role in preventing potential abuse or system suboptimality (Putri & Wijaya, 2021). This gap raises fundamental questions about how effective strategies can be implemented to address these barriers, strengthen organizational readiness, and improve digital literacy and user competency across various levels of government agencies.

Therefore, this study seeks to delve deeper into the elements supporting the successful implementation of public procurement digitalization policies by focusing on the complex interaction between organizational readiness and user capacity. Previous research confirms that the success of digital-based policy implementation is largely determined by the readiness of human resources and the system design used. (Chen & Lee, 2023) shows that structured and ongoing training has a significant impact on the adoption rate of e-procurement systems in the public sector, because it can increase technical understanding and user trust in digital systems.

In a broader context, the study of digital policy implementation highlights that digital transformation in the public sector is not only technical, but also institutional and organizational (Heeks, 2006) explains that the failure of e-government implementation in developing countries is often caused by the gap between the design of digital systems and the realities of bureaucratic organizations. In addition, (OECD, 2019) emphasized that implementing digital-based public procurement requires a clear governance framework, inter-institutional coordination, and robust accountability mechanisms to ensure technology truly generates public value. Therefore, digitalization of public procurement must be understood as a complex policy process, not simply a technological modernization.

Considering the Indonesian context, which is currently promoting bureaucratic reform through the Electronic-Based Government System (SPBE), the findings of this study are expected to provide more operational policy

recommendations. These recommendations include strengthening human resource capacity, refining e-procurement system design, and enhancing organizational readiness and supporting regulations, all of which will contribute to achieving efficient, transparent, accountable, and inclusive public procurement in the digital era.

The main gap identified is the wide gap between theoretical expectations regarding MSME digitalization and empirical conditions on the ground, particularly in Southeast Sulawesi. Although online shopping policies have been designed to open new opportunities for MSMEs, low adoption rates indicate that supporting factors for implementation, such as digital literacy, infrastructure, and trust, are inadequate. This is exacerbated by the potential lack of adequate resource organization and institutional capacity within local governments to support MSMEs in utilizing these digital platforms, an issue often overlooked in policy implementation research that focuses solely on regulatory or technological aspects (OECD, 2019).

Therefore, this research will focus on the organizational implementation of online shopping policies in Southeast Sulawesi as a key to increasing the competitiveness of MSMEs. This approach is based on the argument that the success of policy implementation, particularly those involving digital transformation and MSME empowerment, depends heavily on how human resources, budgets, technology, and information are effectively organized by government institutions. A deep understanding of how this organizational process works, including the division of tasks, coordination between work units, and support for MSMEs, will provide crucial insights for designing more targeted policy interventions (R Nugroho & Riant, 2017).

The urgency of this research lies in the urgent need to bridge the gap between the potential of digitalization policies and the reality of MSME participation in the region. Increasing MSME competitiveness through online shopping is not merely an economic issue, but also a crucial dimension of good governance in the digital era. By analyzing the organizational aspects of implementation, this research is expected to provide theoretical contributions to the development of public policy implementation theory, particularly in the context of developing regions, as well as provide practical recommendations that can be adopted by the Southeast Sulawesi Provincial Government to improve the effectiveness of online shopping policies and MSME empowerment in its region.

LITERATURE REVIEW

Public Policy

Public policy can be defined as a series of actions or decisions taken by the government to address problems or achieve certain goals in society. (Anderson, 1984) defines public policy as "what the government says it will do or not do." This definition emphasizes the aspects of government action and inaction as forms of policy. Furthermore, (Dye, 1995) states that public policy is "a course of action directed by the government to address public problems." This perspective highlights the orientation of policy towards resolving issues facing the public.

In a broader context, public policy can also be understood as a complex process, involving problem identification, alternative formulation, decision making, implementation, and evaluation. (Griffin, 2008) explains that public policy is an integrated system, where each stage has a significant impact on the others. A thorough understanding of these elements of public policy is crucial, especially when dealing with policy implementation efforts in the field. As a process, public policy is not just a written document; it also encompasses how it is implemented and its impact on its intended targets.

Policy Implementation

Policy implementation refers to the process of carrying out policy decisions that have been made by the government. (Van Meter & Van Horn, 1975) argues that policy implementation is the actions taken by individuals or public officials, as well as private or public groups, aimed at achieving policy objectives. This process is often the most crucial stage but also the most vulnerable to obstacles, as it involves direct interaction with actors in the field and various environmental factors. The success of policy implementation depends heavily on how resources are managed, how organizational structures are established, and how communication is established.

The policy implementation process is not linear, but rather dynamic and influenced by various factors, including bureaucratic capacity, available resources, the attitudes of implementers, and the characteristics of the external environment (Pressman & Wildavsky, 1984). In their classic study, they emphasized that policy implementation is an often underestimated challenge, where various obstacles can hinder the achievement of the ultimate goal. Therefore, understanding the factors influencing successful implementation, such as clarity of objectives, resource availability, inter-agency coordination, and stakeholder support, is crucial to ensuring effective policy implementation.

Organizing Policy Implementation

Organizing policy implementation is concerned with how the structure, roles, and relationships between actors are formed to implement a policy effectively. According to (Sabatier & Mazmanian, 1980) In principle, proper organization is one of several crucial factors determining the success of policy implementation. Key elements in this concept include the establishment of a responsive and adequate bureaucratic structure, strategic and efficient resource allocation, the establishment of adaptive coordination mechanisms, and the creation of effective and transparent communication channels between the various levels and institutions involved. This classic approach emphasizes the importance of robust institutional design as a foundation for effective policy execution. Furthermore, the organizational aspect extends to the formation of a solid collaborative network between actors from the public sector, the private sector, and civil society. Then (O'Toole, 2008) emphasizes the significance of "network governance" in the dynamics of policy implementation, where cross-sectoral coordination and collaboration are key to successful policy implementation. Comprehensive and integrated organization ensures that every

element in the implementation system can function synergistically, minimize the potential for duplication of effort, and optimally utilize all available resources to achieve policy objectives.

In the context of the ever-evolving theory of policy implementation, understanding of organizing is no longer limited to formal structures alone. Contemporary theories, such as those put forward by (Peters, 2011) In his discussion of "policy networks," he highlights the complexity of interactions between actors, which are not always centralized and hierarchical. These policy networks are often characterized by dynamic and sometimes informal relationships, where actors have different interests and resources but must collaborate to achieve implementation outcomes (Ansell & Gash, 2008). The "collaborative governance" framework adds an important dimension: the need to build trust, transparency, and inclusive participation in cross-sector collaboration processes. This kind of collaboration requires more than just organizational structure; it demands developing organizational capacity to manage uncertainty, negotiate differences, and facilitate collective learning.

This view is in line with the idea (Head, 2008) who argue that successful policy implementation increasingly depends on the government's ability to effectively coordinate and mobilize diverse resources and expertise spread beyond traditional bureaucratic boundaries. Therefore, effective organizing within the modern paradigm must be able to accommodate the increasingly complex and fragmented nature of policy, as well as encourage innovation through broader collaboration. This is particularly relevant in the context of BOSARA's application in Southeast Sulawesi, where successful implementation requires a clear and well-coordinated organizational structure at the provincial level.

The relationship between the concept of public policy, policy implementation, and the organization of policy implementation is very close. Public policy is the initial foundation that determines the direction and objectives. Policy implementation is the process of turning that policy into concrete actions in the field. Meanwhile, the organization of policy implementation is a crucial prerequisite that ensures the implementation process runs smoothly and effectively through the arrangement of structures, roles, and relationships between actors. In the context of this research, a deep understanding of these three concepts serves as a theoretical foundation for analyzing how the organization of the BOSARA application policy implementation in the Southeast Sulawesi Provincial Government contributes to increasing the competitiveness of MSMEs. Classic theories regarding public policy and its implementation, although they have evolved, remain relevant as a basic framework for understanding the dynamics that occur.

METHODOLOGY

This study uses a qualitative approach with the aim of deeply understanding the organizational process of implementing the BOSARA application policy to increase the competitiveness of MSMEs. The qualitative approach allows researchers to explore the meanings, perceptions, and

experiences of the actors involved in policy implementation, which cannot be adequately explained through quantitative approaches.

Qualitative design was chosen because it provides space for researchers to study policy phenomena contextually in real situations, especially when the boundaries between policy and its implementation environment are closely interconnected (Yin, 2017). In this study, the case studied is the implementation of the BOSARA application policy within the Southeast Sulawesi Provincial Government as a digital-based policy instrument in the development of MSMEs.

This research was conducted within the Southeast Sulawesi Provincial Government, focusing on regional officials directly involved in the planning and implementation of the BOSARA application policy. The research focused on the organizational aspects of policy implementation, including the division of roles between actors, institutional coordination patterns, implementation strategies, and various obstacles that emerged in implementing the BOSARA application as a digital policy.

Data collection is carried out in stages by utilizing several complementary techniques to obtain in-depth and comprehensive data (Moleong, 2016). First, in-depth interviews were used as the primary data collection technique. The research informants included local government officials responsible for BOSARA implementation, the application's technical management team, and MSMEs as application users. The interviews were conducted semi-structured to provide a clear framework for questions and to remain flexible in exploring emerging information during the interview process (Creswell & Poth, 2018). Interviews focused on the implementation organization process, the roles of each actor, the obstacles faced, and the informants' perceptions regarding BOSARA's contribution to increasing the competitiveness of MSMEs.

Second, Observations were conducted, where possible, to obtain a direct picture of the use of the BOSARA application by MSMEs or implementation support mechanisms within the government. These observations served as a complement to interview data and a means to more concretely understand the context of policy implementation. Third, document analysis was conducted on various relevant documents, such as policy documents, implementation guidelines, activity reports, and BOSARA application socialization materials. Document analysis helped researchers understand the formal and normative aspects of the policy, while strengthening the validity of the data through triangulation (Bowen, 2009).

The data was analyzed using thematic analysis. This technique was chosen because it can systematically and in-depth reveal patterns of meaning that emerge from qualitative data, particularly narrative interview data (Braun & Clarke, 2006).

The analysis process was conducted through several stages, namely reading and understanding the entire data, assigning initial codes, grouping codes into initial themes, reviewing and refining themes, and naming and interpreting themes. Through this process, the study identified key themes that describe the organization of BOSARA policy implementation, such as coordination

mechanisms between actors, leadership roles, technical and institutional constraints, and the impact of implementation on MSME competitiveness.

Regarding the validity of the findings, this study applied triangulation of sources and techniques, by comparing data obtained from interviews, observations, and documents. In addition, the researcher also clarified the initial findings with informants to ensure that the researcher's interpretations were in line with the informants' experiences and views (Lincoln & Guba, 1985).

RESEARCH RESULT AND DISCUSSION

The research results indicate that the organizational aspects of the BOSARA Application policy implementation in Southeast Sulawesi Province have been implemented with a relatively clear and coordinated structure. Based on an analysis using the organizational dimensions according to Jones (1991), it was found that the implementation of this policy was supported by a clear organizational structure, functional division of tasks, and the existence of formal regulatory support and adequate resources, although some limitations still exist.

Institutionally, the Procurement Bureau of Goods/Services of the Southeast Sulawesi Provincial Secretariat plays the primary role in implementing the BOSARA policy. This clarity of authority provides clear direction for policy management, including inter-organizational coordination and implementation oversight. This situation aligns with the perspective of (Van Meter & Van Horn, 1975) which emphasizes that clarity of the structure and authority of the implementer is an important factor in the success of policy implementation.

Furthermore, the division of tasks between agencies is carried out functionally and complementary. The Bureau of Goods/Services Procurement focuses on managing procurement policies and processes, while the Cooperatives and MSMEs Office is responsible for fostering MSMEs, and technical teams from the LPSE and UKPBJ manage the application's technological aspects. This division of labor reflects the principle of organizational efficiency as stated by (Robins, 2001), that functional-based division of labor can increase organizational effectiveness. Furthermore, synergy between technical and substantive units also supports the implementation of information technology-based policies (Riant Nugroho, 2017). However, research findings indicate that cross-agency coordination still tends to rely on informal communication and meeting forums, so that formal coordination mechanisms need to be strengthened so that implementation is more structured and sustainable (Purwanto & Sulistyastuti, 2017).

To support policy operations, the Southeast Sulawesi Provincial Government has also formed a special team to manage the BOSARA application, consisting of a curation team, a development team, and an IT team. The formation of this team demonstrates efforts to strengthen the capacity of the implementing organization, particularly in technical and administrative aspects. This aligns with the perspective of (Edwards, 1980) which emphasizes that the success of policy implementation is greatly influenced by the readiness of the implementing organization, including the existence of a dedicated unit that handles the program with focus. However, the number of available human resources,

approximately five to eight people, is still considered limited compared to the increasing number of application users.

Coordination between provincial and district/city governments has also been carried out through various formal mechanisms such as gubernatorial circulars, memorandums of understanding (MoUs), and UKPBJ coordination meetings. These mechanisms contribute to maintaining uniform policy implementation across all regions. Furthermore, BOSARA implementation is supported by formal regulations such as Gubernatorial Instructions and Decrees regarding the use of e-catalogs. This regulatory support provides strong legitimacy and legal certainty, thereby increasing compliance by regional apparatus organizations in implementing policies (Ripley & Franklin, 1986) in (Wahab, 2011).

From a resource perspective, the study found that the competency of human resources managing the BOSARA application is quite relevant, particularly in the areas of information technology and procurement systems. Capacity building efforts have also been undertaken through technical training, guidance modules, and ongoing mentoring. However, limited human resources remain a challenge in addressing the increasing complexity of application usage. Furthermore, supporting facilities and infrastructure, such as servers and internet networks, are available, but their capacity still needs to be increased to keep pace with the growth in application users.

Another finding indicates that the implementation of the BOSARA policy has not yet optimally involved external parties, such as the private sector, universities, or corporate social responsibility (CSR) programs. This situation indicates that policy implementation remains an internal government initiative, thus underutilizing opportunities for cross-sector collaboration. In fact, the involvement of various external stakeholders can strengthen policy implementation capacity and improve the quality of public services (Puspitasari & Rodiyah, 2022).

Overall, the research results indicate that the organization of BOSARA policy implementation has been quite successful, characterized by a clear organizational structure, functional division of tasks, and strong regulatory support. However, from a discussion perspective, several obstacles remain that require serious attention. Limited human resources, limited information technology infrastructure capacity, and suboptimal external engagement are factors that can hamper the policy's effectiveness.

Table 1. Organizing synthesis of Bosara Implementation

Dimensions	Enabling Factors	Strategic Challenges (Strategic Constraints)
Institutional	Clear organizational structure and the existence of a leading sector	Dependence on one main actor
HR	Structured training and role allocation are available.	The number of human resources is still limited
Policy	Supported by strong formal regulations	Implementation is not yet completely even

Infrastructure	System and budget support available	Server and network capacity is not optimal
Collaboration	Coordination between OPDs is running effectively	Minimal involvement of external parties

In the context of policy implementation theory, these findings reinforce the view that successful implementation is determined not only by a clear organizational structure, but also by resource readiness and the ability to adapt to technological developments. Previous studies have shown that a shortage of experts and limited training can reduce the effectiveness of policy implementation (Smith & Jones, 2021). In addition, limited technological infrastructure also has the potential to hinder the process of digitalizing public services (Lestari & Sutrisno, 2023).

Furthermore, strengthening organizational capacity is a necessary strategic step. This includes improving human resource competency through ongoing training, strengthening organizational structures, and developing an adaptive work culture (Wu et al., 2015) emphasized that organizational capacity is a crucial factor in addressing the complexities of public policy implementation. On the other hand, adequate budgetary support is also a key prerequisite for policy sustainability, particularly in the development of technological infrastructure (Sapta et al., 2021).

Finally, developing cross-sectoral collaboration is an important strategy for increasing the effectiveness of BOSARA policy implementation. Collaboration between the government, private sector, and communities can create synergies that strengthen resources and policy innovation. As stated by (Garcia & Martinez, 2023). The success of public policy is largely determined by the level of collaboration between stakeholders. Therefore, strengthening cross-sector partnerships is a strategic step to improve the quality and sustainability of BOSARA policy implementation in the future.

CONCLUSION AND RECOMMENDATION

This study shows that the implementation of the BOSARA Application policy in Southeast Sulawesi Province, particularly in its organizational aspects, has been quite effective, supported by a clear institutional structure, functional division of tasks, and strong regulatory legitimacy. The existence of the Goods/Services Procurement Bureau as the primary entity responsible and supported by a dedicated technical team is a crucial factor in maintaining consistent implementation. However, the effectiveness of the policy still faces challenges in the form of limited human resources, information technology infrastructure capacity, and suboptimal cross-sector collaboration. Furthermore, the still-informal coordination pattern indicates the need for more systematic strengthening of organizational governance.

The novelty of this research lies in the finding that in the implementation of digital-based policies at the regional level, organizational aspects are not only determined by bureaucratic structure and division of tasks, but also heavily dependent on technological readiness and the ability to build cross-sector

collaboration. Thus, this research enriches the perspective of policy implementation by integrating the dimensions of classic bureaucracy and the demands of digital transformation in a local context.

Based on these findings, it is recommended that local governments strengthen human resource capacity through ongoing training and the addition of technical personnel, as well as improving technological infrastructure support to ensure system stability and sustainability. Furthermore, a more formal and structured coordination mechanism is needed to improve the effectiveness of inter-agency work. Developing partnerships with external parties, such as universities and the private sector, is also a strategic step to encourage innovation and expand support for policy implementation. With these efforts, BOSARA implementation is expected to be not only effective but also adaptive and sustainable in supporting the digital transformation of procurement and the empowerment of MSMEs in the regions.

ADVANCED RESEARCH

This study demonstrates that the implementation of the BOSARA Application policy in Southeast Sulawesi Province exhibits a relatively high degree of organizational effectiveness, as evidenced by a well-defined institutional framework, clear functional division of labor, and strong regulatory legitimacy anchored in the central role of the Goods/Services Procurement Bureau and its supporting technical team. Nevertheless, persistent constraints – including limited human resource capacity, inadequate information technology infrastructure, and suboptimal cross-sector collaboration – continue to hinder the policy's full operational potential, further compounded by predominantly informal coordination mechanisms that signal gaps in institutionalized governance. The study's novelty lies in its assertion that the success of digital-based policy implementation at the subnational level is not solely contingent upon classical bureaucratic variables, but is increasingly shaped by technological readiness and the capacity to foster integrative, cross-sectoral collaboration. In this regard, the research advances the policy implementation discourse by bridging traditional administrative paradigms with the imperatives of digital transformation within a localized governance context. Accordingly, it recommends a strategic policy recalibration encompassing sustained human capital development, enhancement of technological infrastructure, formalization of inter-agency coordination frameworks, and the cultivation of multi-stakeholder partnerships with academia and the private sector, thereby ensuring that BOSARA implementation evolves into a more adaptive, innovative, and sustainable instrument for advancing digital procurement systems and empowering regional MSMEs.

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