



IMPROVING THE DOMESTIC PRODUCT USE POLICY FOR MINISTERIAL PROCUREMENT IN INDONESIA

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Abstract

The objective of this study is to devise an evaluative framework, encapsulated as a checklist of inquiries, aimed at refining the implementation of Domestic Product Utilization Policies (P3DN). This investigation addresses the conspicuous absence of a structured framework for evaluating the enforcement of P3DN within the context of governmental procurement activities across ministries and institutions in Indonesia. Employing a qualitative methodology, this study undertakes thematic analysis of the regulations governing the procurement of goods and services. This analysis is enriched by insights derived from interviews with procurement specialists, contributing to the framework's development. The evaluative mechanism is predicated on a "value for money" paradigm, assessing the procurement process in terms of inputs, outputs, and outcomes to anchor the framework's evaluative criteria. The research contributes to the creation of a comprehensive checklist, envisioned as a practical tool for ministries and institutions to systematically appraise the implementation of P3DN within their procurement processes. From an academic standpoint, this research advances scholarly understanding in the domain of public procurement management, contributing a novel evaluative instrument that enhances both theoretical and practical approaches to policy assessment within the public sector's procurement practices.

Keywords: Evaluation, Framework, P3DN, Public Procurement, Value for Money

Abstrak

Tujuan dari penelitian ini adalah untuk menyusun kerangka kerja evaluatif, yang dikemas dalam bentuk daftar pertanyaan, yang bertujuan untuk menyempurnakan pelaksanaan Kebijakan Peningkatan Penggunaan Produk Dalam Negeri (P3DN). Penelitian ini membahas ketiadaan kerangka kerja yang terstruktur untuk mengevaluasi pelaksanaan P3DN dalam konteks kegiatan pengadaan barang/jasa pemerintah di seluruh kementerian dan lembaga di Indonesia. Dengan menggunakan metodologi kualitatif, studi ini melakukan analisis tematik terhadap peraturan yang mengatur pengadaan barang dan jasa. Analisis ini diperkaya dengan wawasan yang diperoleh dari wawancara dengan para ahli pengadaan barang dan jasa, yang berkontribusi pada pengembangan kerangka kerja. Mekanisme evaluasi didasarkan pada paradigma "value for money", yang menilai proses pengadaan dalam hal input, output, dan outcome untuk menjangkar kriteria evaluasi kerangka kerja. Penelitian ini berkontribusi pada pembuatan daftar periksa yang komprehensif, yang diharapkan dapat menjadi alat praktis bagi kementerian dan lembaga untuk menilai secara sistematis pelaksanaan P3DN dalam proses pengadaan mereka. Dari sisi akademis, penelitian ini memajukan pemahaman ilmiah dalam bidang manajemen pengadaan barang/jasa pemerintah, dengan menyumbangkan instrumen evaluasi baru yang meningkatkan pendekatan teoritis dan praktis untuk penilaian kebijakan dalam praktik pengadaan barang/jasa di sektor publik.

Kata Kunci: Evaluasi, Kerangka Kerja, P3DN, Pengadaan Barang/Jasa, Value for Money

INTRODUCTION

The Law on Job Creation (UU Cipta Kerja) was officially promulgated by the Indonesian House of Representatives on October 5, 2020, following its introduction by President Joko Widodo in conjunction with the House on October 20, 2019 (Aziz & Febriananingsih, 2020; Kartikasari & Fauzi, 2021; Khair et al., 2022). Despite engendering significant debate across various sectors from its inception to its enactment, the regulation primarily seeks to streamline business operations within Indonesia with the aim of bolstering the national economy (Aziz & Febriananingsih, 2020; Santoso, 2021; Sitio et al., 2021). The enactment of the "UU Cipta Kerja" is grounded in the government's ambition to overhaul the framework for supporting cooperatives and micro, small, and medium enterprises (MSMEs), alongside enhancements to the investment climate, as delineated in (Wijaya et al., 2021). This legislative measure represents a pivotal effort to reform economic and business practices, reflecting a broader strategy to invigorate the Indonesian economy through regulatory simplification and systemic improvements. Article nine of the "UU Cipta Kerja" delineates the framework for Special



Allocation Funds, Legal Aid and Assistance, Procurement of Goods and Services, and the management of Bookkeeping/Financial Records alongside Incubation Systems/Applications, integral components underpinning Indonesia's public procurement system (Khair et al., 2022). Article 97 mandates the Indonesian government to earmark a minimum of 40% of its public procurement budget for the acquisition of goods and services from domestically produced Micro and Small Enterprises (MSMEs) and Cooperatives (Khair et al., 2022). Furthermore, the procurement strategy extends to incorporate products manufactured by medium and large-scale enterprises, stipulating their significant inclusion within government acquisitions conducted by Ministries/Institutions in Indonesia (Azwar, 2016; Kurniawan et al., 2019; Listiyanto, 2012).

The promulgation of the "UU Cipta Kerja" instigated a pivotal revision of the primary public procurement regulation, transitioning from Presidential Regulation number 16 year 2018 to Presidential Regulation number 12 year 2021. This regulatory evolution introduces several amendments, notably stipulating the compulsory allocation of at least 40% of the government's procurement budget towards MSME-produced goods and services (Ismail et al., 2022; Siallagan et al., 2022). Additionally, the regulation underscores the imperative for utilizing domestic products, provided the cumulative level of domestic component (TKDN) and the corporate benefit weight (BMP) of a good or service meets or exceeds a 40% threshold (Aprilia & Johantri, 2022; Kanaidi, 2023), thereby reinforcing the commitment to bolster domestic production and enterprise within the realm of public procurement (Darmada, 2022; Fidaus et al., 2023; Kanaidi, 2023). This legislative framework posits significant ramifications for the Indonesian economy, particularly through its emphasis on prioritizing domestic products in government procurement processes (P3DN). Such a focus is anticipated to serve as a pivotal mechanism in augmenting the Gross Domestic Product (GDP) of Indonesia, thereby exerting a pro-cyclical influence on the nation's economic trajectory (Fajar et al., 2020; Kamal & Bahar, 2020; Zulmawan, 2022). Azwar (2016) elucidates in his study that a symbiotic relationship exists between the execution of government public procurement and the economic landscape of Indonesia, with each element reciprocally impacting the other. Accordingly, an escalation in budgetary allocations for the acquisition of domestically produced goods is envisaged to bolster employment opportunities and stimulate national economic expansion, propelling the economy towards sustained positive growth over the long term (Hardenta et al., 2023; Rizka et al., 2023). This strategic emphasis on domestic procurement underlines the government's commitment to fostering an environment conducive to job creation and economic resilience, highlighting the critical role of legislative and policy frameworks in shaping economic outcomes.

The aspiration to fully actualize policies promoting the use of domestic products in public procurement (P3DN) across ministries and agencies (K/L) in Indonesia remains unmet, as current practices significantly diverge from the envisioned standards (Azwar, 2016; Isnaeniah et al, 2022). Isnaeniah et al (2022) deduced that while a comprehensively implemented P3DN policy harbors the potential to indirectly enhance GDP, a substantial portion of domestic industries have yet to obtain product certification from the Ministry of Industry. This certification shortfall consequently restricts these products' eligibility for inclusion in the government procurement framework across various ministries and agencies, thereby impeding the policy's operational efficacy (Fidaus et al., 2023; Isnaeniah et al, 2022). According to Annex of Per-LKPP 12/2021, it is mandated that for participation in P3DN-focused procurement activities, evidence of product certification from national industries must be furnished by bidders (Hussaen & Sumarwan, 2022; Susanti, 2016). Absence of such certification, specifically detailing the domestic composition of the materials, detrimentally affects the assessment of bids submitted by procurement participants, relegating the evaluation process to rely predominantly on suppliers' self-declarations. This reliance on self-declaration introduces a pronounced bias in the calculation of the Domestic Component Level (TKDN), thereby



obfuscating the actual effectiveness of P3DN policy implementation within the procurement operations of ministries and institutions (Kanaidi, 2023). The inherent bias stems from TKDN estimations being based solely on unilateral assertions by procurement participants, rather than verified claims from the manufacturing sector (Akbar, 2018), highlighting a critical gap in the policy's execution framework.

The challenge of discerning bias within the implementation of the P3DN policy often eludes general stakeholders, leading to misconceptions among the public, who are the primary stakeholders, about the government's adherence to P3DN policy within ministries and institutions (Aflah et al., 2021; Alvarez & Rubicon, 2018; Ani et al., 2023; Syafar et al., 2022). Despite governmental assertions of comprehensive P3DN policy execution, the reality frequently reveals partial implementation (Albab, 2020; Ustmani et al., 2023). This discrepancy underscores the necessity for scholarly inquiry capable of establishing an evaluative framework for the assessment of P3DN policy within the public procurement domain of Indonesian ministries and institutions. Historical academic endeavors have endeavored to illuminate methodologies for scrutinizing public procurement processes in Indonesia. Usman (2017) scrutinized the procurement of governmental goods and services by Financial and Development Supervisory Board (BPKP) through a probity audit framework, affirming the audit's compliance with established guidelines. Hamidi et al. (2020) applied the Issue, Rule, Analysis, and Conclusion (IRAC) framework to appraise public procurement in Batam City's Cipta Karya and Spatial Planning Office, finding procedural adherence yet identifying a need for enhancements in procurement human resources. Wulandari (2020) employed risk management theory to evaluate the procurement system at Gadjah Mada University, indicating a medium-high risk potential in its implementation. Furthermore, studies specifically addressing P3DN include Zulmawan's (2022) "Regulatory Impact Assessment of the use of domestic products in Goods/Services Procurement", which advocated for penal sanctions to enforce P3DN regulations, and Purwanto et al. (2021), which analyzed P3DN's enactment in e-procurement within the healthcare sector, noting an increased domestic product utilization albeit with foreign products still prevalent in the e-catalog. These investigations, while focusing on P3DN within the public procurement sector, explore distinct facets of the policy's application and effectiveness.

Synthesizing the insights from the aforementioned studies reveals a discernible pattern: the initial three investigations predominantly concentrate on scrutinizing the evaluation mechanisms for Public Procurement of Goods and Services (PBJP), while subsequent inquiries into the Domestic Product Utilization Policies (P3DN) have largely been confined to the examination of regulatory frameworks and their practical applications. This analysis uncovers a notable research void the lack of an investigative focus on a structured framework for appraising the P3DN policy's execution in the procurement of goods and services across ministries and institutions in Indonesia (PBJKL). Addressing this lacuna, the current study introduces a novel scholarly contribution by proposing new evaluative indicators specifically designed to assess the efficacy of the P3DN policy within the context of PBJKL. The primary objective of this research is to formulate a comprehensive framework capable of systematically evaluating the implementation of the P3DN policy in the procurement activities of Indonesian ministries and institutions. ***Anticipated to yield a tangible practical utility, this research aims to produce an assessment checklist, a tool poised to significantly enhance the quality of PBJKL by providing stakeholders with a methodical approach to appraisal and improvement.*** From an academic perspective, the expected contribution of this study extends beyond the immediate practical applications, aiming to enrich the academic discourse in the realm of government procurement management. By introducing innovative evaluative criteria and a structured assessment framework, this research aims to advance the theoretical foundations and



methodological approaches within the field, potentially setting a precedent for future investigations and policy formulations in government procurement management and beyond.

LITERATURE REVIEW

The evaluation stage is a crucial part of the theory of the public policy cycle. To conduct an accurate evaluation of a policy, a structured framework is needed to ensure that the evaluation is performed on the intended object (Banha et al., 2022; Howard, 2005; Skok, 1995). One of the paradigms that can be used to develop an evaluative framework for P3DN policy implementation is the value for money approach (Chikwere et al., 2023; Matto et al., 2021; Siemiatycki & Farooqi, 2012). By delving into the input, output, and outcome dimensions, a framework can be constructed to determine whether the policy has successfully achieved its objectives, to understand the impact of the policy on P3DN subjects, and to identify any problems or obstacles encountered during implementation (Maryanti & Munandar, 2021; Stojčić et al., 2020). The evaluation framework provides valuable results that can be used to improve policy direction and make adjustments based on practical conditions.

This research aims to create a framework for evaluating the procurement process related to the implementation of P3DN policies. The framework will cover all stages of the procurement process, from planning and preparation to implementation, with the goal of improving the achievement of the established goals of PBJP (Febriani, 2021). In a study conducted by Kamal and Bahar in 2020, it was found that there is a correlation between procurement policies and the objectives of Government Procurement of Goods and Services as stated in Presidential Regulation 16/2018. The researchers then adjusted their comparison to the PBJP rules in PR 12/2021, in accordance with Table 1.

Febriani (2021) explains in general that the procurement process starts from procurement planning, procurement preparation, to procurement implementation. Activities include identifying needs, conducting market analysis, assessing the qualifications of providers, conducting tenders/selections, evaluating providers, determining winners, implementing contracts and handing over work results. Regarding procurement policies, Kamal and Bahar (2020) revealed that there is a correlation between procurement policies and procurement policies. in their research revealed that there is a correlation between the and the Government's Public Procurement Objectives in Perpres 16/2018. After adjustments have been made by researchers, the following are the policy directions and objectives of PBJP which is regulated in Perpres 12/21.

The policies and objectives of the Proud to be Made in Indonesia (Gernas BBI) movement are aligned with the implementation of the P3DN policy by the PBJP. This alignment has been formalized through Presidential Instruction Number 2 of 2022, which aims to support the Gernas BBI movement in the implementation of government procurement (Pratama, 2022). The key goals of the Gernas BBI movement are: (1) to accelerate the post-pandemic economic recovery and purchasing power, (2) to strengthen the sustainability of micro, small, and medium enterprises (MSMEs), (3) to foster a sense of pride in Indonesian products, (4) to encourage national branding, create new industries, and promote economic growth, and (5) to increase the number of craftsmen units to 30 million. Research related to organisational performance evaluation is indeed very much with various methods used. Researchers conducted a literature search through Google Scholar with the keywords "value for money performance evaluation" and found 28,000 literature results.

Table 1. Policies and Objectives Relationship of Public Procurement

PBJP Policy	PBJP Objectives
	increase the use of domestic products



Encouraging the use of domestic goods/services and Indonesian National Standard (SNI);	increasing the role of national business actors
Provide opportunities to Micro, Small, and Medium Enterprises;	increase the participation of micro, small, and cooperative enterprises
Encourage the implementation of research and creative industries; and	support the implementation of research and the utilisation of research goods/services increasing the participation of creative industries
Carry out Sustainable Procurement.	Realising economic equality and providing expansion of business opportunities improve sustainable procurement.

Source: Kamal and Bahar (2020)

When researchers narrowed down the keywords "performance evaluation of procurement of goods/services value for money" there were at least 4,930 search results, however, not all results represented the indicators sought. In addition, researchers also conducted a search on the same search engine with the keywords "P3DN Procurement of Goods/Services" and found only 32 literature references, and not all of them discussed the procurement of goods/services. Diansyah et al. (2022) explained that in the procurement of government goods/services, Perpres 16/2018 has emphasised the application of value for money in its implementation. Value for money is a calculation based on the 3E principles (economical, efficient, and effective) by minimising inputs to get the highest output and outcome (Mardiasmo in Maryanti & Munandar, 2021). This is supported by Kamal & Bahar (2020) related to the source of procurement law which states that the direction of the public procurement policy is the achievement of government outputs and outcomes and economic improvement. Regarding the legal basis used in P3DN on procurement of goods/services, if the existing rules are implemented properly, it will encourage the achievement of outputs and outcomes. it will encourage the achievement of outputs and outcomes. One of them example is that it has a positive impact on local business income and increases competitiveness (Pratama, 2022). However, in implementation, there are still some obstacles. Darmada (2022) revealed that there are still some information and thecnology (IT) products that have not been produced domestically. Meanwhile, Isnaeniah et al (2022) concluded that the P3DN policy still has shortcomings. concluded that the P3DN policy still has shortcomings, especially not many companies have certified their products to the Ministry of Industry.

METHOD

Aligned with the interpretive paradigm that guides this investigation, a qualitative methodology is employed. As articulated by Rumata (2017), qualitative research attempts to decipher the meanings construed and experienced by individuals from a multiplicity of perspectives. The hallmarks of qualitative inquiry are characterized by the elucidation of meaning, primacy of data analysis, an inductive reasoning approach, and a descriptive emphasis (Qadri et al., 2020; Teruni et al., 2022). This study adopts a case study methodology as a means to thoroughly investigate the subject matter through the examination of a broad spectrum of extant information (Qadri, 2019a; Qadri & Jauhari, 2020; Raco, 2018). Creswell (2009) describes the case study method as a detailed examination of a specific instance, distinguished by its inherent singularity and the unique insights it offers to observers (Hidayat & Qadri, 2020; Wasantari & Qadri, 2021). This methodological approach facilitates a deeper comprehension of the research subjects, enhancing the understanding of historical events and contributing to



the anticipation of future phenomena (Adhasara et al., 2022; Prastyawan et al., 2022; Qadri et al., 2023).

The procedural trajectory of the case study method encompasses three critical phases: data collection, case development, and the composition of the final report, each integral to the methodological rigor and analytical depth of the study (Patton, 2005; Raco, 2018). Data collection involves the accumulation of both primary and secondary data sources. Sunyoto (2013) defines primary data as original information gathered directly by the researcher, serving as a pivotal resource for addressing the research questions posited. Secondary data, as defined by Umar (2013), consists of information that originates from the processing of primary data by external entities, typically presented in formats such as tables or diagrams. The methodology of data collection in this investigation is bifurcated into two distinct phases: firstly, a comprehensive review of literature pertaining to the P3DN, drawing from statutory and regulatory sources; and secondly, the acquisition of data through the elicitation of expert insights. The latter entails conducting structured interviews with key informants, specifically procurement professionals actively engaged in the P3DN initiatives within the Ministry of Finance, to gather nuanced interpretations and firsthand perspectives on the subject matter.

The methodological approach of this study employs thematic analysis, a technique that involves the organization and classification of information into distinct themes, as delineated by Ibrahim (2012). Thematic analysis is predicated on the identification of recurrent themes and behavioral patterns within the data set. The application of this analytical method entails several procedural steps, beginning with a comprehensive review of relevant legislation and regulations to extract themes pertinent to the framework under development. This step aligns with the research's primary objectives of formulating a framework and a checklist of questions designed to assess the efficacy of the P3DN within the Ministry of Finance. Prior to the literature review, the research premise is anchored in the concept of 'value for money' as a metric for evaluating P3DN performance. The analytical process extends beyond legal documents to incorporate insights from experts, who serve as critical informants, thereby enriching the research with experiential knowledge.

Table 2. Informant List

Informant Code	Interview Date	Title/Position	Interview Duration	Reason for Selection
ZS	January 12, 2023	Junior Public Procurement Manager	90 minutes	She is an active member of the selection working group at the Ministry of Finance's (MoF) procurement unit (UKPBJ);
FW	March 31, 2023	Head of Procurement Management Subdivision I	35 minutes	He has structural authority in the MoF's UKPBJ; serves as a member of the MoF's P3DN monitoring and evaluation team.
AJ	April 3, 2023	Middle Public Procurement Manager	25 minutes	He is an active selection working group member of the Ministry of Finance's UKPBJ.

Data collection from these informants was conducted through structured yet flexible interviews, allowing for the incorporation of informants' perspectives on the P3DN's implementation by the Ministry of Finance. Interview outcomes were organized according to emergent themes derived from the legislative and regulatory analysis, following the methodological guidance of Aronson (1995). The synthesis of interview findings with



regulatory frameworks and additional sources culminates in the creation of a question checklist aimed at scrutinizing the P3DN's implementation. The formulation of this checklist was influenced by the methodologies outlined in the Organisation for Economic Co-operation and Development (OCDC) Development Assistance Committee (DAC) paper, specifically regarding the development of questionnaires to facilitate the application of blended funds.

RESULT AND DISCUSSION

Researchers have conducted a literature review of several regulations related to government procurement. As explained in the research objectives that focus on building a framework for evaluation, the regulations that are the object are parsed and classified into general themes and subthemes (Qadri, 2019b). Researchers used four P3DN basic rules that set targets in national public procurement as the object of the rules under study. The general theme is based on the theory of value for money which consists of: (1) Input; (2) Output; (3) Outcome.

Theme 1: Inputs

As part of the implementation of public procurement carried out by the government, input is the main resource as a foundation that will support the public procurement framework, especially in the Ministry of Finance. From several regulations used as research objects, several inputs related to the implementation of P3DN were filtered out, including the budget and human resources (HR).

Subtheme 1: Budget

Based on the results of thematic analysis, it is found that inputs in the form of budgets come from the national budget (APBN), regional budget (APBD), or other legal and non-binding sources in the form of foreign loans or foreign grants. The APBN as an instrument of fiscal policy has an important role in the source of state spending, one of which is through PBJ, as well as the APBD in each region. The APBN essentially has functions: (a) instrument of State expenditure and revenue; (b) instrument of economic growth; (c) instrument of economic stability and determinant of development priorities in general (Wawan Mulyawan & Alia, 2020).

“Funding to accelerate the increase in the use of domestic products in the implementation of Government Procurement of Goods/Services is borne by the State Budget, Regional Budget, and/or other legal sources.” - PP 29/2018

The above article is one example of the budget as an input to the public procurement in addition to many other articles that explain the main source of the budget, which comes from the APBN, especially the central government. Then, what is the current position of the Ministry of Finance? Confirmation of the MoF's PBJ budget was conducted through interviews with informant AJ to find out the Ministry of Finance's PBJ budget position.

“In terms of the budget, 18% of it is for non-domestic product (PDN), while the remaining 82% is for PDN. But this figure does not meet the national target of 95%, so more adjustments must be made later” - Transcript of interview AJ, April 3, 2023.

We further confirm the informant's statement above based on data from the Ministry of Finance. If we dive deeper into the Ministry of Finance's data as of March 27, 2023, the PBJ budget reserved for the Ministry of Finance's domestic product expenditure is 6.7 trillion or 82% of the total budget with a total of 37,093 procurement packages. The information provided by the informant above makes it clear that in the preparation stage of the budget work plan carried out t-1, the Ministry of Finance has taken into account the P3DN element in each planned procurement.

On the other hand, national data compiled from National Procurement Board's (LKPP) procurement planning information system (SIRUP) for fiscal year 2023 shows that the total national budget planned for public procurement is 530.3 T or 19.5% of the total initial state



budget of 2,714 T. The budget does not include transfers to regions that will also be used in public procurement in the regions. Meanwhile, SIRUP LKPP also explained that the budget reserve for domestic products reached 377.7 T or 85% of the total procurement budget. Still related to budget execution, Muhajir (2019) explains that in accordance with the State Finance Law (UUKN), state financial management must be carried out in a results-oriented accountability manner. One form of state financial management is PBJ, whose budget source is indeed from the APBN. Therefore, the management of P3DN in PBJ must be carried out in accordance with the rules of state financial management.

Subtheme 2: Human Resources and Regulation

The subject of procurement that plays a direct active role in the implementation of the National P3DN is regulated through Presidential Decree of the Republic of Indonesia Number 24 of 2018 concerning the National Team for Increasing the Use of Domestic Products chaired by the Minister of Communication and Culture. The national team consisting of the Heads of Ministries/Institutions/Regions (K/L/D) does have a special task. However, in the institutional organization, K/L/D have the same role to support and implement P3DN policies in each procurement package. One of the figures who plays a big role in PBJ at the first level is the Commitment Making Officer. Within the scope of PBJ, Commitment-Making Officer (PPK) is tasked by the Authorized Budget User (KPA) to carry out budget expenditure actions, in this case procurement expenditures, and enter into agreements with other parties (Perpres 12/2021). Simply put, PPK is the party responsible for carrying out procurement related to state expenditures.

The role of PPK is not just enough there. Regarding P3DN, PPK is required to know a lot about the goods that are the responsibility of the procurement. This is an urgency because it is the PPK who will compile documents related to P3DN in PBJ up to the input of TKDN components in the specified application. In the end, it is necessary to increase P3DN competence for all procurement actors, especially PPK. Furthermore, confirmation is carried out through interviews to find out whether or not there is a need for increased competence aimed at PPK at the Ministry of Finance. The informant gave the following statement,

"There is no training because this kind of thing also does not need training, at most we are given an understanding of the rules. For example, yesterday there was a unit that proposed to buy imported carpets because the quality was good, but we suggested that only local products and the quality was lowered a little, so that the P3DN target could be achieved" - Transcript of interview AJ, April 3, 2023.

According to the informant's statement, formal training related to the implementation of P3DN in PBJP is not carried out. However, if there is a new policy, what is done is to provide understanding to PPK to implement the policy properly. In this case, the question is the competence and readiness of PPK in implementing new rules and policies. However, the thing that is hampering is the P3DN rules that are not yet clear. According to the informant *"There are no new rules regarding the implementation of P3DN. There are also no rules for using the budgeting information system (SAKTI) application"* - Transcript of interview AJ, April 3, 2023. The absence of clear rules regarding the implementation of the new P3DN policy on a national scale can lead to misperceptions among procurement actors, especially PPK.

Tabel 3. Input Theme Question Checklist

No	Optimised Budget Utilisation
1	Has the budget preparation taken into account P3DN in the procurement that will be carried out?
2	Is budget management in accordance with applicable regulations?
3	Are there any obstacles in the implementation of the budget regarding the Implementation of P3DN PBJ?



4	Does the mismatch between the nominal plan and realisation of PDN expenditure on PBJ affect organisational performance?
No	Human Resources and Regulation
5	Does the PPK know the philosophy of implementing the P3DN policy?
6	Has PPK mastered the application of P3DN policy in each procurement package implemented?
7	Does PPK still have difficulty determining the value of PDN in each procurement package?
8	Has the training/workshop/development activities carried out by the Ministry of Finance been effective in improving the capabilities of human resources in the implementation of P3DN?
9	Has the P3DN team of the Ministry of Finance played an active role in achieving the outputs and outcomes of P3DN implementation?
10	Do the current laws and regulations related to P3DN accommodate the achievement of goals?
11	Are the rules and technical guidelines for P3DN calculation easy to understand?
12	Have the rules protected procurement actors from the risks posed by the implementation of P3DN?

However, the Ministry of Finance through the State Asset Management and Procurement Bureau does not remain silent. One form of competency improvement for procurement actors is organizing a workshop on Increasing the Use of Domestic Products in Government Procurement of Goods/Services in 2023. Based on the results of the interview with informant AJ, we also revalidated AJ's statement with applicable data and PBJP regulations. Based on this, we formulated 12 indicators that can be used to measure the application of P3DN in KL PBJ from the outcome context.

The twelve indicators are divided into two subthemes, namely optimal budget use and competent human resources. In the first subtheme, indicators that are the subject of evaluation include: (1) budget preparation; (2) budget management; (3) problems; and (4) the effect of conformity of budget plan and realization. Meanwhile, the second subtheme evaluates matters related to: (1) PPK knowledge of the policy basis; (2) PPK competence; (3) training effectiveness; (4) the role of the P3DN team; and (5) application of P3DN rules. All of these indicators are summarized in table 3 below.

Theme 2: Output

Output can be defined as a result to be achieved for the program or policy implemented (Sari et al., 2022). Output is the result of managing inputs. The thematic analysis conducted on the PBJ regulations resulted in two subthemes related to output, namely documentation of the procurement process and the number and package of procurements.

Subtheme 1: Documentation of Procurement Process

Procurement documents are related to the entire procurement process, because each stage produces output in the form of documents. Before the output is formed, the PBJ contained in the PDN component goes through several processes. Each process has an output document as a printed history of the PBJ process. Documentation output is not only in physical form, but can also be recorded in electronic information systems. Currently, there are various information systems in the form of web-based applications related to public procurement. The Ministry of Finance in this case has SAKTI, SIMPeL Kemenkeu, and procurement plan (RUP) of Kemenkeu. These applications do not include LKPP's which are more numerous. We then confirmed the procurement process through an interview with ZS to find out more about how the output can be produced. ZS explained the P3DN planning process on procurement as follows



"PPK identifies the need, he searches for the need on the Ministry of Industry website to see if there are goods/services whose TKDN plus BMP value is > 40%. If there is, it must be used. If not, then you still have to look at TKDN + BMP even though it is less than 40%, but it is not mandatory. If not, you may not use TKDN. Then input the package to RUP with TKDN tagging. Actually, in SIRUP there is no special menu that announces TKDN. Usually TKDN appears in the Technical Spec". - Transcript of interview ZS, January 12, 2023

In accordance with the informant's explanation, in the planning stage the PPK identifies needs by determining the TKDN of a good/service that will be procured. Furthermore, PPK input the general procurement plan in the SIRUP application and tagging TKDN. Regarding the determination of TKDN, the informant explained the order of determination the processes as follows,

"So, the order of determining TKDN is first a certificate from the Ministry of Industry, the second is the calculation of the TKDN team, the third is self-declaration from the provider, the fourth level is self-declaration from PPK" - Transcript of interview ZS, January 12, 2022

In accordance with the facts told by the informant and connected to the research gap of this study, the limited knowledge of PPK regarding goods that do not have self-declaration from the provider can be a scourge if the PPK is wrong in determining the weight of the PDN contained in the goods/services. Therefore, an evaluation needs to be carried out to achieve an effective business process from the PPK perspective. The process of determining outputs at the ministerial and national levels also has its own obstacles. We then confirmed this statement to Informant FW to find out how the process of P3DN output can be produced. The informant is one of the P3DN team members who plays an active role in P3DN management at the Ministry of Finance and revealed the following statement.

"All ministries/institutions experience technical problems recording the realization of PDN, including the Ministry of Finance. Currently there is no system that captures procurement realization, actually LKPP has but only takes data from SPSE. All ministries/institutions also experience technical problems recording the realization, that's why the Ministry of Finance makes its own calculations which include direct procurement". - Transcript of interview FW, March 31, 2023.

What was expressed by informant FW is one form of the lack of maturity in implementing the P3DN policy. The absence of a definite output measurement tool can lead to misperceptions between K/L and the national P3DN team so that the efforts that have been made by K/L will not achieve the set goals.

Subtheme 2: Number and Value of Packages

President Joko Widodo's ambition in 2022 was then realized through Presidential Instruction 2/2022 which set public sector procurement expenditure for PDN at 400 trillion. With regard to the output targeted by the Ministry of Finance, the informant provided an explanation:

"The 10 ministries/institutions with the largest procurement are challenged to set high targets, because they cover most of the procurement. Well, we (Ministry of Finance) set a 70% commitment, which is quite challenging. 70% can be obtained from the ceiling of the K/L's budget minus the ceiling that does not enter the procurement account. - Transcript of interview FW, March 31, 2023.

The 70% target committed by the Ministry of Finance was realized and based on internal calculations it is known that the Ministry of Finance contributed to the realization of PDN in the public procurement amounting to 6.3 trillion with a total package that has a domestic component of more than 25 thousand packages as shown in Table 4. Based on Table 3, the



realization value is reflected in each echelon I unit and Public Service Agency in the Ministry of Finance. The largest realization value was generated by the Directorate General of Taxes (DJP) with a realization of PDN of 2.174 billion because DJP is a large unit and has the most work units.

However, when viewed from the proportion, the highest percentage of the PDN value was achieved by the Fiscal Policy Agency. The difference in procurement characteristics in each Echelon I is indeed one of the factors determining the realization of P3DN. One example is that Directorate General of Customs and Excise (DJBC) has ship assets, some of which components must be imported because they are not produced domestically. In addition, some imported goods in 2022 that are of concern to the Ministry of Finance to be reduced in 2023 include: (1) IT components (hardware and software); (2) Ship machinery and equipment; and (3) Mechanical/Electrical in Construction Works (Ministry of Finance P3DN Workshop, 2023). Nevertheless, the Ministry of Finance's calculation claim on the achievement of PDN realization is not matched by the agreement of the national P3DN team. The realization recognized by the national P3DN team is the report from LKPP according to the interviewees:

"The calculation of PDN realization between the Ministry of Finance and LKPP is different. LKPP only takes data from SPSE and they also admit that the data only covers 40% of total procurement. That's why the Ministry of Finance has its own calculations that are not captured by LKPP, such as direct procurement, direct appointment, and e-purchasing. Well, we finally took data from Monsakti then calculated and assumed 85%, the data makes more sense than LKPP data. But Kemenko Marves uses data from LKPP whose realization is only 46% so the bias is really high". - Transcript of interview ZS, January 12, 2023

Based on the informant's explanation, the unclear mechanism for calculating the realization of PDN at the national level is a problem in itself. This will harm ministries/institutions that have made efforts to support the P3DN program. One of the causes is the lack of mature rules and technical instructions for calculations so that it is possible that the data collected by K/L and the P3DN Team can be doubted. In addition to these conditions, there were national policies that changed but not as planned in the previous year. This is in line with the statement conveyed by the informant,

"President Jokowi target P3DN 95% of PBJP, while if we look at our 2023 RUP (Ministry of Finance) it is only 82%. Well, it needs a strategy to achieve the target. It is possible to use a substitution mechanism, for example, what was previously procured through purchase is changed to rent. For example, the photocopier is not a domestic product. If the procurement is replaced by leasing the company, the personnel, the technicians, are all from within the country. So later you can change the tagging in SAKTI to domestic products". - Transcript of interview ZS, January 12, 2023

In accordance with the informant's statement above, the P3DN policy, which is increasingly tightened at the national level, has become a scourge for K/L to strategize in order to achieve the target mandated by the president. Although not impossible, the 95% P3DN target is certainly not easy to realize for K/L which should have to change internal policies related to this program. The Ministry of Finance as one of the Ministries/Institutions that has many vertical offices certainly has homework to be able to internalize the policy to all procurement officials and PPK, because it is the person who will then record and input the realization of P3DN in the SAKTI application. Based on the results of interviews with informants ZS and FW, we also revalidated the statement with the applicable PBJP regulations. Next, we formulated eight indicators that can be used to measure the application of P3DN in K/L PBJP from the output context which is divided into two subthemes.

**Table 4. Realization of PDN in 2022's PBJ**

No	Units	PBJ Realization		PDN Realization		% of Value
		Number of Package	Value (Rp)	Number of Package	Value (Rp)	
1	SETJEN	2,211	2,200.19	2,140	1,293.97	58.81%
2	ITJEN	194	11.44	193	8.94	78.20%
3	DJA	391	18.83	391	16.37	86.92%
4	DJP	9,699	2,751.13	9,675	2,174	79.02%
5	DJBC	3,043	2,415.25	3,026	2,021.96	83.72%
6	DJPK	353	18.32	353	15.52	84.72%
7	DJPPR	242	40.97	241	34.81	84.98%
8	DJPB	5,441	537.54	5,415	353.61	65.78%
9	DJKN	2,269	109.62	2,261	88.37	80.62%
10	BPPK	1,094	141.52	1,094	119.27	84.28%
11	BKF	290	166.02	290	154.94	93.32%
12	LNSW	79	57.31	78	40.76	71.13%
	KEMENKEU	25,304	8,468.10	25,155	6,322.51	74.66%

Tabel 5. Output Theme Question Checklist

No	Procurement Documentation
1	In the planning stage, has the RUP inputted in SIRUP used the PDN element?
2	If so, have the inputted components been looked over in advance about their TKDN weight?
3	In the implementation stage, has the PPK ever done a self-declaration in determining TKDN?
4	Does the PPK find it difficult to determine the TKDN weight?
5	In procurement through tenders, have providers fulfilled the technical requirements related to TKDN?
No	Number and Value of Procurement Packages
6	Does the PPK know the target number and value of procurement packages at the Ministry of Finance and National level?
7	Is the number of procurement packages implemented in accordance with what was planned?
8	Does the PPK develop a strategy for achieving the specified output?

Table 6. Percentage of P3DN Realisation

Objects	Value	PDN Realisation in %
PBJ realisation	8,468.10	74.66%
PDN Target	6,291.36	100.50%
PDN realisation	6,322.51	100.00%

In the procurement documentation subtheme, the indicators to be evaluated include: (1) The existence of PDN elements in the RUP input by PPK; (2) TKDN research by PPK; (3) Self-declaration policy; (4) Obstacles to determining TKDN; and (5) Technical requirements when



procurement is carried out by the tender method. Meanwhile, in the sub-theme of the number and value of procurement packages, the indicators to be evaluated include: (1) PPK's understanding of K/L output targets; (2) PPK's strategy in achieving outputs; (3) Achievement of the number and value of procurement packages. All of these indicators are summarized in Table 5.

Theme 3: Outcome

The Ministry of Finance set a target for the realization of PDN in the procurement of goods/services of 70% and the results were met and even exceeded the target. More interestingly, the Ministry of Finance also set targets for each type of procurement expenditure. Goods expenditure is set at a minimum of 65% because there are still imported goods such as ships and their spare parts, IT technology that has not been produced domestically and has a large value of both hardware and software. Construction expenditure is set at a minimum of 75% because there are still types of construction materials and equipment that do not yet exist in the country so they must be imported from other countries. Expenditure on consulting and other services is set at 80% because a small portion still uses imported products for licensing and maintenance of information and communication technology.

Table 6 shows that the realization of PDN from the procurement of goods/services reached 74.66%. Meanwhile, when compared to the PDN target itself, the achievement is 100.5%. These two achievements become the outcome of the implementation of the P3DN policy when the figures produced truly represent the use of PDN in the procurement of goods/services. However, with regard to the practices that have been carried out, researchers tried to confirm with ZS,

“The current system cannot capture the real TKDN value of goods or services and it is difficult to calculate the TKDN percentage of goods or services for goods that are not in the Ministry of Industry certificate” – Transcript of interview ZS, January 12, 2023

Based on the statement of informant ZS, it is found that the current realization does not reflect the real TKDN value due to system constraints. In fact, if the implementation of P3DN is well implemented, the 74.66% figure can improve the national economy, the implications of which are reflected in: (1) Increased sense of nationalism in the use of domestic products; (2) Increased empowerment of domestic industries; (3) strengthening the domestic industrial structure and; (4) optimizing domestic products in government procurement of goods/services (Zulmawan, 2022). To be able to unravel the problems of P3DN implementation, Informant ZS explained a thought related to how the P3DN business process should be carried out, according to the following interview excerpt. The solution offered by the resource person is quite challenging for our leaders to overhaul the entire policy, but if implemented, it will facilitate implementation down to the PPK level.

“If I personally think so, we don't need to bother about TKDN, how much is it? The Ministry of Industry should set policies and insist on manufacturers that their goods must be TKDN, instead of PPK being told to choose products with TKDN. Or the Ministry of Industry should stipulate procurement only for certain products, for example like a laptop must be zyrex. Although the Ministry of Finance already has a provision of MoF (KMK) for laptop procurement” – Transcript of interview ZS, January 12, 2023.

ZS explained the solution offered as follows. The idea does need to be studied more deeply. However, if the results of the study related to the solution are indeed considered easy and more effective, then why not use the solution? Moreover, this application uses the state budget and involves public procurement actors throughout Indonesia who actually need bureaucratic convenience. Based on the results of the interview with informant ZS, we also revalidated ZS's statement with the applicable PBJP regulations. Furthermore, we formulated five indicators that can be used to measure the application of P3DN in K/L PBJ from the



outcome context. These indicators are generally used to determine the extent of PPK's awareness of the targets set and the outcomes resulting from the P3DN policy. All of these indicators are summarized in table 7 below.

The evaluative framework in the form of a list of questions through analysis based on themes provides an overview of how the implementation of one of the stages of the public policy cycle is structured. The concept of "Value for Money" provides the foundation for developing evaluative questions on input, output, and outcome themes (Chikwere et al., 2023; Matto et al., 2021; Sari et al., 2022; Siemiatycki & Farooqi, 2012). The results of the input theme analysis produced twelve evaluative questions on the main inputs of P3DN policy, which are budget and human resources. The first theme consist of budgeting and human resource capabilities, emphasizing the necessity of aligning budget preparations with P3DN considerations and ensuring regulatory compliance. Challenges in budget implementation and discrepancies in P3DN expenditure highlight the critical impact on organizational performance, underscoring the importance of accurate budget management. On the human resources front, the emphasis is on the procurement officials' understanding and application of P3DN policies, the effectiveness of training provided by the regulator, and the role of current laws and regulations in supporting P3DN objectives. These aspects collectively highlight the need for clear guidelines, thorough training, and a strong regulatory framework to facilitate successful P3DN implementation. Ultimately, the questions underscore the importance of strategic alignment between budget management, human resource development, and P3DN policy adherence to enhance procurement practices and achieve organizational goals.

Second theme particularly concerning the adherence to local content requirements and the strategic management of procurement packages. They reveal a keen focus on ensuring that the RUP within the SIRUP incorporates the PDN element and that components' TKDN weights are pre-evaluated for compliance. Furthermore, they highlight challenges faced by PPK in self-declaring TKDN weights and in aligning the implementation of procurement packages with planned targets and strategies.

Table 7. Outcome Theme Question Checklist

No	P3DN Achievement
1	Does the PPK know the percentage of the P3DN target set?
2	In your opinion, does the PDN value in the current recapitulation report reflect the real value?
3	Does the PPK know the expected impact of the P3DN policy?
4	Has the P3DN implementation in the PPK work unit achieved the specified target?
5	Has the PPK work unit achieved the expected outcome?

The emphasis on both the procedural rigour in the documentation phase and strategic execution during procurement package implementation points to a broader goal of achieving transparency, regulatory compliance, and efficiency in procurement activities. This dual focus ensures that procurement processes not only meet local content guidelines but also align with organizational objectives and national procurement standards. Last, examination of the P3DN policy's success from the perspective of PPK units underscores the critical need for transparency and accuracy in reporting the absorption of domestic products in procurement processes. It highlights the necessity for PPKs to be fully aware of the P3DN targets and to critically assess whether the reported values truly reflect the policy's achievements. Questions about the implementation and outcomes of P3DN policies in PPK work units emphasize the importance of meeting specified targets and realizing the expected impacts, including the enhancement of domestic product usage. This evaluation is vital for verifying the effectiveness of P3DN



policies, ensuring that the goals of supporting domestic industries and achieving policy objectives are met. Ultimately, these concerns advocate for a comprehensive assessment of P3DN achievements, marking it as a crucial aspect of policy success and procurement effectiveness.

Developing an evaluation framework requires a comprehensive and systematic approach to ensure that every aspect of the policy can be assessed for effectiveness and efficiency (Abraham & Tarekegn, 2020; Jumarni et al., 2018). If this evaluative framework is implemented, the resulting output should provide an overview of the current P3DN policy conditions so that corrective actions can be taken appropriately (Ani et al., 2023; Patrucco et al., 2017). Integrating this evaluation framework into the public policy cycle, starting from formulation, implementation, monitoring, to evaluation, is the key to achieving the desired outcomes in the PBJKL process. This research is expected to support the theory of the public policy cycle which emphasizes the importance of feedback loops and continuous learning in improving the quality and relevance of public policies, especially in PBJKL.

CONCLUSION AND SUGGESTION

This study addresses a research gap identified in the development of an evaluative framework and the formulation of a comprehensive checklist for assessing the performance of P3DN in the procurement of goods and services by government ministries and institutions. The research commenced with an exhaustive review of literature, leading to the identification of universal themes pertinent to the evaluation of value for money performance, specifically: input, output, and outcome. Subsequent thematic analysis of four pivotal laws and regulations, guided by these universal themes, yielded a set of specific themes. Within the input theme, budget and human resources emerged as significant subthemes. The output theme was foundational in identifying documentation as a subtheme, alongside the enumeration and valuation of procurement packages. Conversely, the outcome theme was solely focused on delineating the achievements of P3DN in governmental procurement processes. Following the thematic analysis, interviews were conducted to further explore the identified themes. The interpretation of interview findings was enriched by the researcher's analysis, drawing upon a diverse range of data sources including pertinent legislation and regulations, prior research, and secondary data from the Bureau of State Property Management and Procurement. The culmination of this investigative process is the creation of a detailed checklist designed to facilitate the evaluation of P3DN policy implementation in the procurement of goods and services within government ministries and institutions.

This study is confined to the conceptual development of an evaluation framework for P3DN at the ministerial level and does not encompass empirical research outcomes. Nonetheless, the checklist of critical questions generated through this research serves as a foundational tool for assessing the efficacy of P3DN implementation within the Ministry of Finance. It is proposed that the Bureau of State Property Management and Procurement, alongside practitioners and scholars, consider the application of quantitative methodologies such as Data Envelopment Analysis (DEA) or Stochastic Frontier Analysis (SFA) in future studies to rigorously evaluate the implementation of P3DN policies at the Ministry of Finance. This approach would enable a more nuanced understanding of P3DN policy performance, contributing to the enhancement of policy effectiveness and operational efficiency.

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