



PENGADAAN BARANG/JASA PEMERINTAH SECARA ELEKTRONIK (*E-PROCUREMENT*) DALAM PERSPEKTIF *COLLABORATIVE GOVERNANCE* DI KOTA PEKANBARU

ELECTRONIC PROCUREMENT OF GOVERNMENT GOODS/SERVICES (E-PROCUREMENT) FROM THE PERSPECTIVE OF COLLABORATIVE GOVERNANCE IN THE CITY OF PEKANBARU

Monica Patricia Br. Simanjuntak¹, Zaili Rusli²

Program Studi Administrasi Publik FISIP Universitas Riau ^{1,2}

Email: monica.patricia2461@student.unri.ac.id¹, zaili.rusli@lecturer.unri.ac.id²

*email Koresponden : monica.patricia2461@student.unri.ac.id

Abstract

This study discusses the implementation of Government Goods/Services Procurement Electronically (E-Procurement) from the perspective of Collaborative Governance in Pekanbaru City. The focus of this research is on the effectiveness of e-catalogs, the involvement of local business actors, and cooperation between local government agencies. The aim of this research is to analyze and describe the e-procurement process within a collaborative framework and to identify the obstacles faced. This research uses a descriptive qualitative approach with data collection techniques through interviews with the local UKPBJ of Pekanbaru City, the Department of Trade and Industry of Pekanbaru City, the Inspectorate of Pekanbaru dan the Department of Cooperatives and MSMEs of Pekanbaru City. The result of this study indicate that collaboration among actors is on going but not yet optimal, especially in horizontal dimensions. The involvement of local business actors is still limited due to a lack of technical assistance and information. This research recommends strengthening the role of local governments as facilitators of collaboration, enhancing the capacity of business actors, and fostering synergy between institutions to achieve participatory, transparent procurement using domestic products.

Keywords: *Electronic Procurement (E-Procurement), Collaborative Governance, Use of Domestic Products & MSMEs*

Abstrak

Penelitian ini membahas implementasi Pengadaan Barang/Jasa Pemerintah secara Elektronik (E-Procurement) dari perspektif Tata Kelola Kolaboratif di Kota Pekanbaru. Fokus penelitian ini adalah pada efektivitas katalog elektronik, keterlibatan pelaku usaha lokal, dan kerja sama antara lembaga pemerintah daerah. Tujuan penelitian ini adalah untuk menganalisis dan mendeskripsikan proses e-procurement dalam kerangka kerja kolaboratif serta mengidentifikasi hambatan yang dihadapi. Penelitian ini menggunakan pendekatan kualitatif deskriptif dengan teknik pengumpulan data melalui wawancara dengan UKPBJ Kota Pekanbaru, Dinas Perdagangan dan Industri Kota Pekanbaru, Inspektorat Kota Pekanbaru, dan Dinas Koperasi dan UMKM Kota Pekanbaru. Hasil penelitian ini menunjukkan bahwa



kolaborasi antar aktor sedang berlangsung namun belum optimal, terutama dalam dimensi horizontal. Keterlibatan pelaku usaha lokal masih terbatas akibat kurangnya bantuan teknis dan informasi. Penelitian ini merekomendasikan penguatan peran pemerintah daerah sebagai fasilitator kolaborasi, peningkatan kapasitas pelaku usaha, dan pemupukan sinergi antar lembaga untuk mencapai pengadaan partisipatif, transparan, dan penggunaan produk dalam negeri.

Kata kunci: Pengadaan Elektronik (E-Procurement), Tata Kelola Kolaboratif, Penggunaan Produk Dalam Negeri & UMKM.

1. INTRODUCTION

Government procurement of goods and services, also known as procurement of goods and services, is a type of procurement of goods and services carried out by government agencies, regional government agencies, institutions, or village governments funded by the State Budget (APBN), Regional Budget (APBD), or Village Budget (APB). According to Presidential Regulation No. 46 of 2025, procurement of goods and services is one of the main drivers of government, encompassing elements such as providing employment opportunities, facilitating the public—particularly Micro, Small, and Medium Enterprises (MSMEs)—to establish new businesses, and supporting efforts to prevent and eradicate corruption. Additionally, it is hoped that government procurement of goods and services will increase the use of domestic products, enhance the role of micro, small, and medium enterprises, and promote sustainable development. Procurement of goods and services must be effective, efficient, transparent, open, competitive, fair, and accountable.

In Pekanbaru City, the local government is intensively implementing an electronic government procurement policy (*e-procurement*). The implementation of this system is considered important to simplify the procurement process and increase transparency. Pursuant to the Mayor of Pekanbaru's Instruction No. 36 of 2022, all Heads of Regional Government Work Units (SKPDs) are required to allocate and implement government procurement expenditures sourced from the Pekanbaru City Regional Budget (APBD) using domestically produced goods, micro businesses, small businesses, and cooperatives with a minimum domestic content level (TKDN) of 40%. Furthermore, through Presidential Regulation No. 46 of 2025, the requirement for the use of domestic products was set at a minimum TKDN of 25%.

However, based on data from the INAPROC system regarding “Local Governments with procurement and domestic product expenditure realization below 60% in 2024,” Pekanbaru City is ranked 436th among local governments with domestic product expenditure realization below 60%. This phenomenon requires collaborative governance, especially since Pekanbaru City has established a Domestic Product Utilization Enhancement Team (P3DN) as stipulated in the Mayor of Pekanbaru's Decision No. 687 of 2022 on the Second Decision on the Mayor of Pekanbaru's Decision No. 492 of 2022.

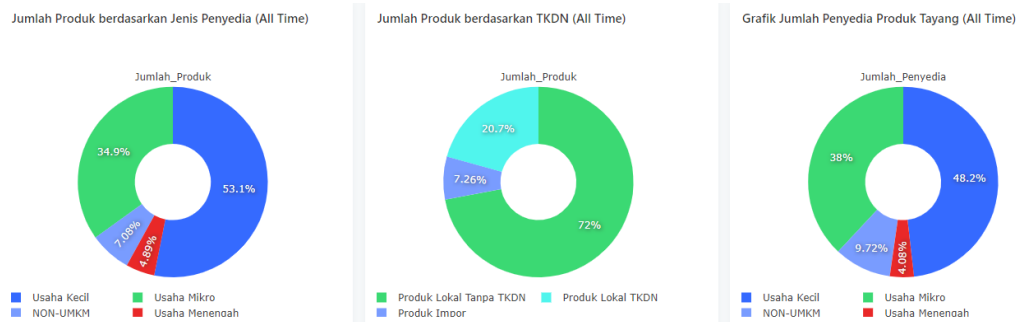


Figure 1.1 Total Domestic Products All Time in Pekanbaru City

Source: Government Goods/Services E-Catalog Website LKPP

In Figure 1.1, based on the graph data of *all time* product providers, small businesses with a total of 555 local providers with 12,342 products or 53.1% are dominated by small business actors. Micro enterprises have a total of 438 suppliers with 8,103 products, accounting for 34.9%. Medium-sized enterprises have 47 suppliers with a total of 1,136 products, representing 4.89%. The non-SME category has 112 suppliers with a total of 1,644 products, or 7.08%. Figure 1.1 also shows data on the number of products registered in Pekanbaru City based on the Domestic Component Level (TKDN), with local products without TKDN dominating with 16,729 products, or 72%.

Meanwhile, local products without TKDN were recorded at 4,810 products or 20.7%, and imported products totaled 1,686 products or 3.49%. The gap between the number of domestically produced products with TKDN certification and those without poses a challenge requiring collaborative government management. This is important considering that the purpose of procurement is to produce goods/services that are appropriate for the money spent, measured in terms of quality, quantity, time, cost, location, and supplier.

Based on the Pekanbaru Mayor's Decree No. 687 of 2023 concerning the Team for Increasing the Use of Domestic Products in the City of Pekanbaru, an organizational structure for the team has been established, involving various regional agencies. The Government Procurement Unit (UKPBJ) of Pekanbaru City was appointed as secretary, the Department of Trade and Industry of Pekanbaru City as the executive chairman, the Department of Cooperatives and SMEs of Pekanbaru City as the deputy coordinator, and the Inspectorate of Pekanbaru City as the deputy chairman II. Through the formation of this cross-sectoral team, this study applies the theory of *Collaborative Governance* by Weber, Lovrinch, and Gaffney, which emphasizes three main dimensions, namely the vertical dimension (relationships between levels of government), the horizontal dimension (cooperation between agencies), and the partnership dimension (involvement of non-governmental sectors) in the process of joint governance.

The vertical dimension describes the relationship between the central government and local governments, which in the context of this study involves the Government Procurement Policy Agency (LKPP) and the City of Pekanbaru Procurement Unit (UKPBJ). The horizontal dimension reflects the relationships between relevant local government agencies, namely the UKPBJ of Pekanbaru City, the Trade and Industry Department of Pekanbaru City, the Cooperatives and SMEs Department of Pekanbaru City, and the Inspectorate of Pekanbaru City. Meanwhile, the partnership dimension covers the relationship between the central government, local government, and the private sector, which in this case involves suppliers who are members of the HVS paper procurement consolidation in Pekanbaru City. Private



parties that play a role in increasing the use of domestic products in the procurement of goods/services by the Pekanbaru City Government include CV Berdikari Jaya Offset Kota Pekanbaru and CV Restu. Based on the phenomena that occurred, the author conducted further research on “Electronic Procurement of Goods/Services (*E-Procurement*) in the Perspective of *Collaborative Governance*”.

2. RESEARCH METHODS

The author chose to use qualitative methods, which are research and understanding processes based on methodologies that investigate social phenomena and human problems (Creswell in Murdiyanto, 2020). The main objective of qualitative research is to understand social phenomena or symptoms with a greater emphasis on a complete picture of the phenomenon being studied rather than breaking it down into interrelated variables. Data collection techniques include observation, interviews, and documentation. Data analysis employs the interactive model developed by Miles, Huberman, and Saldana (2014), which is a qualitative data analysis process that is ongoing and interconnected between data collection, data reduction, data presentation, and drawing conclusions.

3. RESULT AND DISCUSSION

The discussion on Electronic Government Procurement (*E-Procurement*) in the Perspective of *Collaborative Governance* in Pekanbaru City is divided into two parts. The first part discusses how electronic government procurement (*e-procurement*) is implemented in the perspective of *collaborative governance* in Pekanbaru City. The second part discusses the obstacles faced in electronic procurement of goods and services (*e-procurement*) in the perspective of *collaborative governance* in Pekanbaru City.

a. Electronic Procurement of Government Goods and Services (*E-Procurement*) in the Perspective of *Collaborative Governance* in Pekanbaru City

This study explains how electronic procurement of government goods and services (*e-procurement*) is carried out from the perspective of *collaborative governance* in Pekanbaru City. The author emphasizes how collaborative governance is necessary in the process of electronic procurement of government goods and services (*e-procurement*) in Pekanbaru City. The procurement of government goods and services plays an important role in the implementation of national development for the improvement of public services and the development of the national and regional economy. There needs to be regulations that provide maximum value for money and contribute to increasing the use of domestic products, enhancing the role of small and medium enterprises, and promoting sustainable development.

The author uses the theory of collaborative governance by Weber, Lovrinch, and Gaffney, which argues that collaboration can be successful when it emphasizes integration of functions. This integration includes bureaucratic functions, cross-policy areas, levels of government, and citizen involvement. The community and non-governmental organizations are involved in problem-solving and implementation (Weber et al., 2005, in A. Astuti et al., 2020). There are three indicators in this theoretical concept, namely:

1) Vertical Dimension

According to Weber, Lovrinch, and Gaffney in *Assessing Collaborative Capacity in a Multidimensional World*, 2007, the vertical capacity dimension focuses on legal authority and government program objectives implemented by high-ranking officials. Several regulations regarding government procurement of goods/services at the central level are: Law Number 11 of 2020, Presidential Regulation Number 16 of 2018, Presidential Regulation Number 12 of



2021, Presidential Regulation Number 46 of 2025, and Presidential Instruction Number 2 of 2022. The vertical dimension in *Collaborative Governance* according to Weber, Lovrinch, and Gaffney emphasizes the relationship between local actors and higher-level authorities, such as the relationship between the Local Government (UKPBJ, City Inspectorate of Pekanbaru, Department of Trade and Industry, and Department of Cooperatives and SMEs of Pekanbaru City) with central agencies such as the Government Procurement Policy Agency (LKPP), the Ministry of Trade and Industry, the Ministry of Cooperatives and SMEs, as well as the State Audit Agency (BPKP) and the Corruption Eradication Commission (KPK). In the context of electronic procurement (*e-procurement*), this dimension describes the flow of policy, technical guidance, monitoring and evaluation from the top down, as well as the capacity of local actors to implement it.

The relationship between the central and local governments is structured hierarchically through regulations. Procurement regulations established by the central government, such as laws, presidential regulations, and LKPP policies, serve as the primary basis that must be implemented at the local level. The Goods/Services Procurement Activity Unit (UKPBJ) of Pekanbaru City acts as a center of action that drives and connects central government policies with local businesses. In addition, the Trade and Industry Office of Pekanbaru City and the Cooperatives and SMEs Office of Pekanbaru City serve as liaisons between central government policies and local businesses. The UKPBJ actively coordinates with the LKPP, particularly through the designated LPSE administrator, to communicate directly with the central government. This collaboration includes the implementation of the latest policies, such as the consolidation of the INAPROC e-catalog version 6, as well as the provision of technical guidance by the LKPP team in Pekanbaru.

Thus, the vertical dimension of electronic government procurement (*e-procurement*) in the context of *collaborative governance* in Pekanbaru City demonstrates the existence of strong top-down policies, with collaborative implementation carried out through coordination, facilitation, and guidance from the central government to local governments regarding regulations or policies. However, the success of e-procurement is not only determined by central regulations but also by the capacity and commitment of local governments in implementing, monitoring, and empowering local actors and businesses to support national policy objectives.

2) Horizontal Dimension

According to Weber, Lovrinch and Gaffney in *Assesing Collaborative Capacity in a Multidimensional World*, 2007, the second dimension of the capacity framework stems from the understanding that effective problem solving for difficult and complex problems forces institutions to depend on each other, whose collaboration is essential for problem management. Therefore, long-term problem-solving capacity requires continuous interaction with community-based partners who have power—the horizontal dimension. The horizontal analysis in this study focuses on interactions and collaboration between agencies at the local level in the implementation of electronic procurement of goods and services in Pekanbaru City. In accordance with the theoretical framework of *collaborative governance* by Weber, Lovrinch, and Gaffney, the horizontal dimension includes synergy, communication, and coordination between actors who have equal standing at the local level, such as the Pekanbaru City UKPBJ, the Pekanbaru City Inspectorate, the Pekanbaru City Trade and Industry Office, and the Pekanbaru City Cooperative and SME Office.



"Coordination between WhatsApp groups between the UKPBJ and other OPDs. The coordination covers everything from procurement planning, SOPs, to procurement implementation. We have many groups. There are two ways of coordinating. The first is through workshops. This means that UKPB personnel are invited to the OPD, and we bring our team along. This team provides socialization or guidance to the OPDs conducting the procurement process. The second method is for the OPDs to directly come to the Secretary of the City Government's procurement division, where they can directly state their issues, and we will follow up, guide them, and resolve them immediately. If the issue is related to IT, we will directly communicate it to the LPSE administrator for resolution." **(Interview with Mr. Muhammad Gustinurrohim, S.T., First Expert Functional Officer for Goods/Services Procurement, on March 20, 2025).**

Based on the interview results, it appears that coordination between the UKPBJ and OPDs is not only carried out formally, but also utilizes informal communication tools such as WhatsApp groups. This medium facilitates the exchange of information from the planning stage, SOP development, to the implementation of procurement. Additionally, coordination is also conducted through workshops and direct mentoring, either by visiting OPDs or receiving OPDs who wish to consult at the Regional Secretariat. This coordination pattern reflects flexibility and openness among actors, enabling technical and administrative issues to be addressed promptly. This is in line with the principle of *collaborative governance*, which emphasizes the importance of intensive communication, mentoring, and mutual support in achieving common goals.

3) Partnership Dimension

The partnership dimension in *collaborative governance* emphasizes the importance of mutually beneficial relationships between the government and non-governmental actors such as business actors, MSMEs, and the community. In the context of electronic procurement of goods/services in Pekanbaru City, this partnership is realized through government efforts to involve local suppliers, MSMEs, and cooperatives in the e-catalog, e-purchasing, and procurement consolidation systems. This study uses qualitative data from in-depth interviews and official documents to understand the extent to which these partnerships have been formed and function collaboratively.

The Pekanbaru City Cooperative and SME Office has a strategic role in strengthening the partnership dimension. One form of implementation is through direct guidance to MSME actors, such as socialization of the local e-catalog, explanation of the procedures for entering the procurement system, introduction to the e-purchasing system and SPSE, as well as counseling on the importance of business legality and document completeness, such as NIB, NPWP, and halal certification and TKDN.

The Trade and Industry Department of Pekanbaru City plays a crucial role as an intermediary between the government and local businesses (IKM). Based on interviews with the Trade and Industry Department of Pekanbaru City, they actively conduct product curation. This product curation is carried out through activities such as data collection and training for potential local IKM actors, followed by technical education on the requirements for listing products in the local e-catalog, then providing assistance to complete administrative and technical documents (specification photos, HET, legal documents), and finally coordinating with the UKPBJ and LKPP regarding product eligibility assessment.



The UKPBJ initiated the consolidation of electronic procurement for HVS paper involving 70 local suppliers through an online forum. This is a form of strategic partnership to reduce prices and standardize procurement. The suppliers were invited online by the LPSE to participate in the consolidation forum. They were asked to prepare TKDN documents from the manufacturer and follow an open selection mechanism.

b. Constraints in Electronic Procurement of Goods/Services (*E-Procurement*) in the Perspective of *Collaborative Governance* in Pekanbaru City

1) Constraints in the Vertical Dimension

The Inspectorate acknowledged that frequent changes in regulations from the central government require local governments to continuously adapt. However, training and dissemination of information from the central government have not reached all procurement personnel in the regions.

Many procurement officials do not have adequate understanding of TKDN, local product specifications, or digital-based reporting systems. This makes the implementation of P3DN merely a formality and not substantial.

2) Horizontal Constraints

The Pekanbaru City Cooperative and SME Office stated that meetings with the UKPBJ are often hampered by the busy schedules of each OPD, making it difficult to schedule regular meetings. The UKPBJ mentioned that despite the dissemination of the latest regulations, many OPDs still use the old regulations. This slows down the harmonization of procurement policies between OPDs. Many procurement personnel in OPDs do not fully understand or are not accustomed to using the latest versions of the LPSE, SIRUP, and E-Catalog applications. This has resulted in delays in RUP input and inaccurate reporting.

3) Constraints in the Partnership Dimension

Many MSMEs do not yet have TKDN certificates or an understanding of the e-catalog mechanism. The Cooperative Office stated that most MSMEs are also unaware that they can now participate in electronic procurement. The risk of delayed payments from government agencies remains a concern for local businesses, especially when local government funds are scarce. This discourages them from participating in consolidation or entering the catalog. E-catalog consolidation is deemed unprofitable due to low margins, thin profit margins, and uncertain purchase volumes. This results in low participation from local suppliers.

4. CONCLUSION

Based on the results of the study, it can be concluded that the implementation of electronic government procurement (*e-procurement*) in the perspective of *collaborative governance* in Pekanbaru City has been carried out but is not yet optimal. The implementation of *e-procurement* in Pekanbaru City has followed national regulations and utilized electronic procurement systems (spse) such as LPSE, SiRUP, SIKAP, INAPROC, etc. The local government, through the UKPBJ of Pekanbaru City, has carried out its procurement functions and established good communication with various cross-sectoral actors. However, collaboration remains administrative in nature and has not been directly implemented with the P3DN team in Pekanbaru City based on the Mayor of Pekanbaru's Decision No. 687. In the vertical dimension, the relationship between the National Procurement Agency (LKPP) and the UKPBJ of Pekanbaru City is functioning well between the central and local governments. However, in the horizontal dimension, coordination between the UKPBJ and Local Government Agencies (OPD) is still carried out independently. Inter-regional collaboration needs to be strengthened considering that the realization of PDN in Pekanbaru City has been



declining every year. In terms of partnership, local businesses have begun to get involved, but their participation is still low. The lack of understanding of the e-procurement system and the lack of widespread and equitable technical guidance are obstacles that must be overcome together. The obstacles faced in electronic government procurement (*e-procurement*) from a *collaborative governance* perspective in Pekanbaru City are, in the vertical dimension, regulations that are inconsistent or change every year, so that each regional apparatus organization (OPD) must frequently align their understanding of policies. then in the horizontal dimension, differences in policy perceptions, lack of knowledge about the electronic procurement system, and limited time to coordinate with the regional procurement unit (UKPJB) in the preparation of the RUP and the implementation of government procurement of goods and services are the main obstacles across regional actors. Furthermore, in the partnership dimension, the lack of capacity in competitiveness between local businesses and other regions, the lack of literature on electronic catalogs, and fear of delayed payments are obstacles in the electronic procurement (e-procurement) process in the collaborative governance perspective in Pekanbaru City.

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