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ANALYSIS OF THE CONSTRUCTION TENDER PROCESS AT THE BINA MARGA PUBLIC WORKS OFFICE AND THE GOODS/SERVICES PROCUREMENT UNIT OF SIDOARJO DISTRICT USING THE ELECTRONIC PROCUREMENT PLATFORM AND THE SWOT METHOD

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ABSTRACT
The procurement of goods and services by the Government is essential for enhancing development, optimizing public services, and boosting economic growth in Indonesia, with significant expenditures reflected in the General Procurement Plan (RUP) amounting to Rp1,226.7 trillion nationally and Rp2,205 trillion in 2023. In this context, construction service providers are vital for implementing construction projects, which encompass planning, execution, and supervision across various disciplines. The electronic procurement service (LPSE) platform is one of the key platforms in the procurement process, ensuring transparency, accountability, and competition, while also identifying barriers faced by new suppliers, thereby suggesting areas for improvement in usability and accessibility. This study focuses on the implementation of road work package construction tenders in the Sidoarjo Regency area using the LPSE platform, covering the selection preparation, bid evaluation, winner determination, and work implementation processes, along with any problems encountered at each stage. The study also underscores the platform's suitability for large-scale construction project packages, reinforcing its strategic application in high-stakes environments, and utilizes up-to-date data from the 2023 and 2024 budget years.

Keywords: construction tender process, LPSE, SWOT Analysis

INTRODUCTION

The procurement of goods and services by the Government is essential for enhancing development, optimizing public services, and boosting economic growth in Indonesia, with significant expenditures reflected in the General Procurement Plan (RUP) amounting to Rp1,226.7 trillion nationally and Rp1,205 trillion in 2023. It is crucial to adhere to procurement principles such as effectiveness, transparency, efficiency, competition, fairness, and accountability as outlined in regulations (*Perpres* No.12 of 2021). Within this context, construction service providers are vital for implementing construction projects, which encompass planning, execution, and supervision across various disciplines. The procurement stage is critical for selecting high-quality and reliable service providers, directly influencing the success of infrastructure projects and contributing to improved public services and economic development at both national and regional levels.

Contractor selection is also one of the key stages in determining the successful implementation of construction projects. In this process, the prequalification stage plays a very important role because it should contain more structured and relevant selection criteria (Ardhiansyah et al., 2023). It aims to assist service users or construction project clients in identifying key factors that are considered critical to ensure project success. Some of the factors that need to be considered in the prequalification process include the ability of service

providers to provide adequate equipment, the competence of personnel who will be involved in the project, the financial stability of the company, previous work experience, project failure records, insurance application, and commitment to work safety. By considering these factors thoroughly, service users can select contractors who not only meet the technical requirements but also have the integrity and ability to complete the project properly.

Tender is a way to get work (projects) in the construction services sector. Sustainability for construction service entrepreneurs is very important by going through this process so that it can be known whether the auction process is successful or not (Renandra & Purnama, 2023). Furthermore, the most important thing is to determine the price of the auction / tender which is determined by various considerations, but also based on the instinct of a business. In this assessment, it can determine the size of the profit that the contractor is still likely to get and how big the percentage of project wins (Jubaedah & Suprastiyo, 2022).

The implementation in selecting, obtaining, determining and indicating which companies are eligible to work on the work package is carried out in a series of bidding activities called tenders. Some methods that can be used to determine the winner of the tender include the knockout method, value system and cost assessment system over the economic life (Malik, 2010). The most important stage in determining in the public auction process can be from the bid evaluation where the evaluation is carried out on all incoming bid documents both technically and cost. Selection in the provision of goods/services of a company in principle uses the public auction method (post-qualification). The process of obtaining construction goods and services is defined as a process called procurement.

The process of implementing government procurement was initially carried out conventionally, where the implementation was carried out directly by users face-to-face by the provider and the procurement committee (Firmansyah et al., 2024; Handoko et al., 2024; Roringkon et al., 2022; Saragih et al., 2023; Sitompul, 2022). It has the disadvantage that it is easy to practice Corruption, Collusion and Nepotism (KKN) which has an impact on harming the state and in the end the people get low value benefits. So that at that time there were many public complaints to the KPK, Attorney General's Office, Police and Inspectorate because of the possibility of gratuities, bribery, fraudulent acts, and abuse of authority over the procurement of goods and services. Along with the development of tender technology at this time already using an electronic system or what is called SPSE (Electronic Procurement System), of the two systems there are advantages and disadvantages of each.

In previous research by Mayasari (2020) showed the advantages and disadvantages of each system such as in terms of time and cost efficiency, Electronic Procurement is superior, compared to manual procurement, manual auctions have these procedures involve many stages, starting from the preparation of tender documents, tender announcements, bid evaluation, to contract signing. This manual process is often time-consuming, resource-intensive, and prone to fraud or corrupt practices, whereas SPSE facilitates the entire procurement process online. In SPSE, the tender process, from tender announcement to contract signing, is conducted electronically. With the exception of clarification of qualification, technical, and bidding documents, SPSE is designed to increase transparency, minimize opportunities for corrupt practices, and improve efficiency in the procurement of goods and services by government agencies.

Previous research has explored various aspects of procurement systems in Indonesia, highlighting the strengths and limitations of different approaches. Hilmy (2020) examined the tender system for ship procurement through LPSE (e-Catalog) and concluded that the conventional tender system is more suitable for the shipping industry due to the specific demands of mass-produced ships. Lestyowati (2018) analyzed e-Purchasing in procurement, finding that it helps avoid legal issues commonly faced in traditional systems, thereby enhancing transparency and accountability. Mayasari (2020) compared manual auction systems with the LPSE, showing that electronic procurement is more effective in terms of time and cost, underscoring the efficiency of electronic systems. Additionally, Kusumarukmi (2018) identified 135 problems in the public auction of construction projects, emphasizing technological and regulatory limitations, which points to the need for improvements in these areas to alleviate barriers in construction procurement.

Bidding in an auction/tender has the main problem that is often encountered, namely placing an offer price that cannot be submitted too high in the hope of a large profit, or vice versa cannot submit a price too low in the hope of getting a large tender. Situations that often occur as above with these opposing conditions that last for a long time can make it difficult for contractors to get bid prices. Increased competition can occur as a marker of contract characteristics in the construction industry (Lisa et al., 2024).

According to a report published by Indonesia Corruption Watch (ICW) in Anandya et al. (2021), the mapping of corruption cases based on the mode in 2022 includes budget misuse, mark ups and improper activities or projects, of the three fraudulent incidents often found in the case of PBJ. A total of 579 cases were disclosed, around 250 cases or 43% of them were from PBJ. Significant fraud in Indonesia today is fraud from Procurement. The Corruption Eradication Commission (KPK) has processed 1,194 cases of corruption from 2004 to 2021. Corruption in the Public Procurement sector is the most handled by the KPK, namely 266. KPK said that corruption occurred more in regency or city agencies, namely 455 cases from 2004 to 2021. Then followed by Ministries and Institutions which have 395 cases and Provincial Governments which have 158 cases. Presenting information related to PBJ corruption, state money was lost amounting to IDR 689 M (Rahmatullah & Hadi, 2022). Many voiced that PBJ corruption is caused by a closed and unaccountable procurement method, namely the PBJ process with direct procurement. This figure shows that fraud in the procurement of goods and services is still a serious problem that must be addressed seriously by the government.

This study analyzes the LPSE platform's effectiveness in the procurement of goods and services, offering a detailed examination of its features, advantages, and challenges. It highlights how the platform enhances transparency, accountability, and competition, while also identifying barriers faced by new suppliers, thereby suggesting areas for improvement in usability and accessibility. Employing a comprehensive SWOT analysis, the research assesses internal strengths and weaknesses alongside external opportunities and threats, providing a holistic view of the platform's performance (Mayasari, 2020). It emphasizes the challenges for new suppliers, which have been less explored in prior studies (Hilmy, 2020), and offers practical recommendations for targeted training and process simplification to enhance user engagement (Lestyowati, 2018). The study also underscores the platform's

suitability for large-scale construction projects, reinforcing its strategic application in high-stakes environments (Kusumarukmi, 2018), and utilizes up-to-date data from the 2023 and 2024 budget years, ensuring relevance to current procurement practices in Indonesia (Firmansyah et al., 2024).

RESEARCH METHOD

The research focuses on the implementation of road work package construction tenders in the Sidoarjo Regency area using the LPSE platform, covering the selection preparation, bid evaluation, winner determination, and work implementation processes, along with any problems encountered at each stage. It was conducted in two key agencies: the Sidoarjo Regency Bina Marga Public Works Office (DPUBM), responsible for road infrastructure, and the Goods/Services Procurement Section at the Sidoarjo Regency Regional Secretariat (UKPBJ). Data collection spans two budget years, 2023 and 2024, encompassing all stages of procurement from planning to implementation. This comparative qualitative research analyzes secondary data from DPUBM and UKPBJ regarding road work package tenders, including work package names, budget ceilings, contract values, procurement process components, election process duration, and any issues faced. The data analysis employs a qualitative SWOT analysis approach, focusing on maximizing strengths and opportunities while minimizing weaknesses and addressing potential threats.

RESULT AND DISCUSSION

Initial SWOT Analysis

This chapter presents the results of the analysis and discussion regarding the comparison of the construction tender process using the Electronic Procurement Service (LPSE) platform using the SWOT method. The focus of the analysis involves identifying internal (strengths and weaknesses) and external (opportunities and threats) factors, and then conducting a strategic discussion for each platform. SWOT analysis is a systematic identification of strategic factors to formulate strategies. Strategy is a very important tool for achieving goals or a comprehensive master plan that explains how to achieve all previously set goals. From the definition of SWOT, it will be explained as follows:

1. Identification of Internal Factors
    a. Strengths, i.e. what strengths the LPSE platform has, for example, transparency or time efficiency of the LPSE.
    b. Weaknesses are any factors that are unfavorable or detrimental to the platform, for example, technical challenges or administrative barriers.
2. Identification of External Factors
    a. Opportunities, which are all opportunities that exist as government policies, applicable regulations or national economic conditions that are considered to provide opportunities for the LPSE platform to grow and develop in the future, for example, wide adoption of technology, government policies supporting the LPSE platform.
    b. Threats, which are things that can cause harm to the LPSE platform, for example, corruption risks, user resistance to new technology.

This analysis was carried out using data collection tools, namely observation guidelines and documentation. With the following stages:

1) Categorize the data that has been obtained for processing.
2) Conduct a SWOT analysis.
3) Entering into the SWOT matrix.
4) Analyze the strategies from the SWOT matrix.
5) Recommend the strategy that has been made to the manager

Internal Factor Analysis of LPSE Platform

Strengths

1) Availability of Digital Audit Trail: Each tender process is well documented, allowing for easy evaluation and auditing to ensure accountability.
2) Process Transparency: LPSE provides open information such as tender documents, evaluation results, and tender winners, thus minimizing the risk of corrupt practices.
3) Tender Process Efficiency: With digitization, processes such as tender announcement, document collection, and price bidding are faster than conventional methods.
4) Strong Regulatory Support: The LPSE platform is covered by the Presidential Regulation on public procurement, ensuring legitimacy and uniformity of procedures.
5) Scalability: LPSE enables large-scale procurement for various sectors, including construction, with features that accommodate complex tender processes.

Weakness

1) System Complexity: The tender process in LPSE requires considerable technical knowledge, so new users or small and medium enterprises (MSMEs) may find it difficult.
2) Reliance on Network Infrastructure: The tender process in LPSE requires considerable technical knowledge, so new users or small and medium enterprises (MSMEs) may find it difficult.
3) Relatively Long Process Duration: Compared to methods such as eCatalog, the tender process in LPSE takes longer because it involves various administrative and evaluation stages.
4) Vulnerability to Administrative Error: Inappropriate uploading of documents or filling in of data may lead to disqualification of bidders.

Steps to Identify Internal Strategy Factors

1) Internal factors are divided into two main groups:
   a) Strengths: Internal aspects that give the platform an edge and add value, such as efficiency in operations, transparency in processes, or the application of advanced technology used.
   b) Weaknesses: Aspects that hinder the operation or efficiency of the platform, such as complexity in procedures or limited resources.

2) Each factor identified will be assigned a weight that reflects the extent to which it affects platform performance. These weights are given on a scale of 0.0 to 1.0, with the total weight of all factors summing to 1.0.
   a) Key Factors: Factors that are considered highly influential will be given a higher weight.
   b) Minor Factors: Factors with less impact on platform performance will be given a lower weight.
3) Each factor will also be assessed based on the platform's ability to capitalize on existing strengths or overcome weaknesses. Ratings are given on a scale of 1 to 4, where:
   a) 1: Very bad
   b) 2: Bad
   c) 3: Good
   d) 4: Excellent
4) To get the score for each factor, the predetermined weight will be multiplied by the value assigned to that factor. The formula used is: Score = Weight × Rating
5) The total score for platform strengths and weaknesses is calculated by summing the scores of each factor. This total score gives an idea of how much strength or weakness the platform has, as well as how significantly it affects the platform's overall performance.

Table 2. Calculation of Internal Factor Analysis of the LPSE platform

No.	**Aspects**	**Internal Analysis**	**Category Included** (S)/(W)	**Weight**	**Rating**	**Score**
(1)	*(2)*	*(3)*	*(4)*	*(5)*	*(6)*	*(7) = (5)x(6)*
1	Time Efficiency	Longer, more complex process	(W)	0,20	2	0,40
2	Transparency	High, as the entire process is documented	(S)	0,25	4	1,00
3	Scalability	Suitable for large and complex projects	(S)	0,10	3	0,30
4	MSME Accessibility	Relatively difficult	(W)	0,10	1	0,10
5	Price Competition	Competitive, through tender evaluation	(S)	0,20	3	0,60
6	Regulation	Perpres-backed and very strict	(S)	0,15	4	0,60
			Total	**1,00**		**3,00**
		Consists of:	**Total**	**(S)**		**2,50**
				(W)		**0,50**

The total strength score of the LPSE platform (2.50) is higher than the weakness (0.50), so this platform has good internal potential to be optimized.

External Factor Analysis of the LPSE Platform

Opportunities

1) Regularization and Government Policy: Government Support for Digitalization. The government actively encourages digital transformation in public procurement through regulations such as Presidential Regulations (Perpres) and LKPP rules. This creates an ecosystem that supports the growth of LPSEs.
2) Technology Development: Adoption of New Technologies. Technologies such as artificial intelligence (AI) and blockchain can improve transparency, security and efficiency in procurement.
3) MSME Growth: MSME Involvement in Government Projects. The government supports the empowerment of MSMEs by facilitating LPSE, which opens up greater opportunities for local goods/services providers to participate. This provides opportunities for MSME players to be involved in government procurement.
4) Awareness of Transparency and Accountability: Demand for Public Transparency. Increased public awareness of the importance of transparency in government procurement processes is driving the need for platforms like LPSE.

Threat

1) External Competition: Emergence of New Platforms. The potential emergence of new digital procurement platforms, both domestic and foreign, could threaten LPSE's dominance.
2) Cyber Security Risks: Cyber Attacks. The threat of hacking, data theft, or sabotage can disrupt operations and damage the reputation of the platform.
3) Regulatory Changes: Policy Uncertainty. Sudden changes in government regulations may affect the platform's operational sustainability.
4) Uneven Infrastructure: Technology Limitations in Remote Areas. Remote areas with minimal technological infrastructure face difficulties in accessing LPSE.
5) Vendor Dependency: Uneven Vendor Quality. Not all vendors registered with LPSE have consistent service quality, which can reduce user trust.

Steps to Identify External Strategy Factors

1) Internal factors are divided into two categories:
   a) Opportunities (O): Factors that can be utilized to improve the platform's performance or competitiveness, such as regulatory support or technological developments.
   b) Threats (A): External factors that may hinder performance or create risks, such as policy changes or cyber attacks.
2) Each factor was weighted based on its importance to the success of the platform on a scale of 0.0-1.0 (total weight of all factors = 1.0).
   a) Critical factor: Highly weighted.
   b) Less Significant Factor: Given low weight**.**

3) Give a score or rating to each factor based on the degree of success of the platform in capitalizing on opportunities or dealing with threats. Use a scale of 1-4:
   a) 1 : Very poor (Unable to take advantage of opportunities/overcome threats)
   b) 2 : Bad
   c) 3 : Okay
   d) 4 : Excellent (Very able to take advantage of opportunities/overcome threats)
4) The score is obtained by multiplying the weight by the value/rating for each factor. Formula : Score = Weight × Rating
5) Add up the scores of all the opportunities to get the total opportunity score, and do the same for threats. The total score indicates how much external potential (opportunities) and external risk (threats) affect the platform.

Table 3. Calculation of External Factor Analysis of the LPSE Platform

No	Aspects	External Analysis	Category Included (O)/(A)	Weight	Rating	Score
(1)	*(2)*	*(3)*	*(4)*	*(5)*	*(6)*	*(7) = (5)x(6)*
1	Government Regulation	Strongly supported by formal tender policy	(O)	0,15	3	0,45
2	Technology Adoption	Dependent on security system upgrades	(A)	0,15	2	0,30
3	MSME involvement	Limited to eligible actors	(A)	0,15	3	0,30
4	Provider Competition	Highly competitive due to full tender process	(O)	0,25	4	1,00
5	Data Security	High risk due to large amount of sensitive data	(A)	0,20	2	0,40
6	Technology Infrastructure	Highly dependent on internet stability	(A)	0,10	3	0,30
			Total	**1,00**		**2,75**
		Consists of:	**Total**	**(O)**		**1,45**
				(A)		**1,30**

The total score of opportunities for the LPSE platform (1.45) is greater than the total score of threats (1.30), so this platform has good external prospects.

SWOT Matrix

The SWOT matrix consists of four quadrants that include strengths, weaknesses, opportunities and threats. You need to put internal factors into the strength (S) and weakness (W) quadrants based on the analysis.

Internal and External Strategy Factors of the LPSE platform:

1) Strength (S): High transparency as the entire process is documented;
2) Weakness (W): Time efficiency is low as the process is longer and more complex;

3) Opportunities (O): Provider Competition is high as it is highly competitive with a full tender process;
4) Threat (A): Data security is at high risk due to the amount of sensitive data.

Table 4. SWOT Matrix of LPSE Platform

External / Internal	**Opportunity (O)** Provider Competition	**Threat (T)** Data security
Strength (S) High transparency	SO Strategy: Utilize high transparency to increase supplier competition.	ST Strategy Utilize data transparency to maintain data security.
Weakness (W) Time efficiency	WO Strategy Use supplier competition to reduce the speed of the tendering process.	WT Strategy Improve data security to speed up the tender process.

SWOT Matrix Strategy

After the internal and external factors are integrated into the SWOT matrix above, several alternative strategies for the LPSE platform can be summarized, including:

1) SO (Strenght - Opportunity) Strategy: Utilize high transparency to attract more suppliers to create more competition with rigid procurement regulations.
2) ST strategy (Strenght - Threats): Utilize high transparency to improve data security in the competition process so that participants are more interested and able to improve their ability to participate in the tender.
3) WO (Weakness - Opportunity) Strategy: Utilize provider competition to the maximum extent and transparently, so as to create healthy and clean competition, so as to reduce the time of the tender process.
4) WT (Weakness - Threats) Strategy: Improve data security in the tender process so as to reduce time and ensure data security for participants.

CONCLUSION

The research concludes that the LPSE platform excels in transparency and accountability, making it ideal for competitive procurements, particularly in large construction projects where strict supervision is necessary. However, its complexity poses challenges for new suppliers unfamiliar with its technicalities. To address these issues, extensive training and socialization efforts are recommended to improve user understanding and engagement. The study suggests the LPSE platform should be utilized for larger, more complex construction packages requiring transparent competition. It also calls for clearer guidelines from the government and stakeholders to enhance user comprehension of the platform. Future research should evaluate the effectiveness of training initiatives and explore the experiences of smaller firms navigating the LPSE, aiming to identify barriers and develop strategies to improve usability and inclusivity in the procurement process.

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