
Government Procurement Policy: Comparative Study between Indonesia and The United States

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Abstract. Public procurement is not just a process to obtain goods/services but can encourage and strengthen public policy. This study compared government procurement policies in Indonesia and the U.S. to prepare public procurement policies. This study uses a qualitative comparative method, a descriptive comparison of policies in Indonesia and the U.S. This study compares three variables: policy, organization, and human resources procurement. This study's results indicate many similarities in procurement policies in Indonesia and the U.S. Then, significant differences in the policy variables are in the details and substance of the policy in the organization. At the same time, the striking difference in the realm of the organization is the existence of a particular unit that deals with Small and/or Disadvantages businesses.

Keywords: Public Procurement; Public Policy; Comparative; Indonesia; United States

Abstrak. Pengadaan publik tidak sekedar proses untuk memperoleh barang/jasa tetapi memiliki kekuatan untuk mendorong dan memperkuat kebijakan publik. Penelitian ini dilakukan untuk membandingkan kebijakan pengadaan pemerintah di Indonesia dan U.S. sebagai gambaran dan masukan dalam menyusun kebijakan pengadaan publik. Penelitian ini menggunakan metode komparatif kualitatif, yaitu membandingkan secara deskriptif kebijakan di Indonesia dan U.S. Penelitian ini membandingkan tiga variabel yaitu kebijakan, organisasi dan sumber daya manusia pengadaan. Hasil dari penelitian ini menunjukkan bahwa terdapat banyak kesamaan kebijakan pengadaan di Indonesia dan U.S. Perbedaan yang signifikan pada variabel kebijakan adalah pada detail dan substansi kebijakan, sedangkan pada ranah organisasi perbedaan yang mencolok adalah adanya unit khusus yang menangani terkait Usaha Kecil dan/atau Rugi.

Kata Kunci: Pengadaan Publik; Kebijakan Publik; Komparatif; Indonesia; Amerika

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INTRODUCTION

Government procurement policy is an inseparable part of government policy as a whole. Government procurement policy should be a driving force in the success of government programs and policies in various fields (Allen, 2021). Government policies need tools to succeed, one of which is government procurement policies (Bolton, 2006). In addition, many policy agendas can be succeeded through government procurement policies related to social issues and sustainable procurement.

Public procurement is not just a process of obtaining goods/services but has the power to encourage and strengthen the public policy. In socioeconomic issues, public procurement can empower small and medium-sized businesses (Patil, 2017). A government procurement policy that pays attention to small and medium enterprises can provide fairness and opportunities for small and medium enterprises to be involved in the government procurement process. Small and medium enterprises' involvement is certainly not a trivial matter, with the development of small and medium-sized businesses important in driving economic growth (Cravo et al., 2012; Tambunan, 2008). Public procurement can also encourage a green economy, where economic development and sustainable procurement can be carried out together by integrating external goals (equity, economy, and environment) and internal goals (efficiency, maximum benefit, cost-effectiveness, fairness, and transparency) in public Procurement (Nijaki & Worrel, 2012). Apart from economic goals, which are still related to sustainability, procurement can also provide social value that the community can directly feel (Gidigah et al., 2021). Many studies show that public procurement is not just providing goods/services but beyond it.

Public procurement is inseparable from procurement management, which government procurement policies can cover. Several essential and interesting variables to discuss in a procurement management framework, including organizational design and human resource management (Dumond, 1996). Human resources management can also be part of organizational procurement capacity that affects the achievement of procurement objectives (Manu et al., 2021). The role of human resources management is undoubtedly in determining the organization's success. Public procurement is part of service to the community, so human resource management becomes critical (Schneider & Bowen, 1993). Human resources are essential in creating a public procurement that does

not only provide goods/services but can also encourage the achievement of procurement objectives and government policies. Human resources demand qualified qualifications and extensive knowledge of government processes and policies outside government procurement (Dumond, 1996).

It is crucial to conduct comparative studies for procurement policymakers to implement system reforms (Yukins, 2006). Verdeaux (2003), in his study, compares procurement in The European Union and The United States. The study carried out is a very comprehensive study so that it becomes several parts of the discussion, which generally discusses the context, legal framework, procedures, and contracts. Brammer & Walker (2011) conducted an international comparative study surveying sustainable public procurement practices in 25 countries, including the United States. The United States as a developed country is a comparison material with other countries, including procurement management.

Comparative research related to procurement has been conducted by Wibowo (2017) to improve procurement law in Indonesia. This research focuses on governance and public procurement principles (Wibowo, 2017). Like Verdeaux (2003), this research also focuses on procurement procedures. A comparison of Indonesian public procurement with the United States needs to be done to complement previous studies. An overview of the overall procurement policy needs to be compared, including the organizational design and human resources. This study will then fill in the gaps of previous research by comparing procurement policies in Indonesia and the United States with a comparative focus on general procurement policies, organizational design, and human resource policies.

This study compares procurement policies in Indonesia and the United States in three aspects: procurement policy, organizational and human resources. It is essential to know the differences in procurement policies in Indonesia and the United States so that they can be used as input and an overview of improvements in formulating procurement policies, especially for Indonesia's government, a developing country. Thus, this study is expected to encourage the achievement of procurement objectives in developing countries such as Indonesia and, more broadly, assist in achieving government policy objectives related to procurement.

METHODS

This study uses a comparative method in qualitative research (Glaser, 1965). This study compares government procurement policies between the U.S. and Indonesia in the selected variables. The stages of qualitative research used are the constant comparative method approach, which consists of 4 stages: comparing incidents applicable to each category, integrating categories and their properties, delimiting the theory, and writing the theory (Glaser, 1965).

In comparing two different research objects, it is essential to define the variables/categories that will be compared. Policies can be reviewed in various aspects, for example, whether the policy supports local companies, then whether existing policies can encourage the achievement of procurement objectives, and how procurement of human resources development (i.e., training) is carried out (Brazil et al., 2016; Raymond, 2008). In his research on value-based management, Dumond (1996) used only two variables: organizational design and human resources management. To compare the Indonesian and U.S. government procurement policies in this study, the researcher chose three categories that will be compared: procurement policy, organization, and human resources.

This study uses secondary data, namely procurement regulations in the United States (U.S.) and Indonesia, and relevant articles. Procurement regulations in the U.S. and Indonesia are taken from the official websites of each country to ensure the validity of the regulations obtained. The data analysis used was descriptive qualitative analysis by presenting research data descriptively and then analyzing it with the support of relevant articles.

PROCUREMENT REGULATION/POLICY IN INDONESIA AND UNITED STATES

The United States is a country that is already very developed and mature compared to Indonesia. In terms of formulating procurement regulations, of course, it is also more detailed and accommodates the needs of the state during government from time to time. Procurement regulations in the U.S. are one of the 50 Titles of The Code of Federal Regulations. In addition, procurement regulations in the U.S. are contained in Title 48 Federal Acquisition Regulation (FAR), with the latest revision in 2020. Meanwhile, Procurement Regulations in Indonesia are regulated in a presidential regulation, which

currently applies is Presidential Regulation Number 16 of 2018 and its amendments regarding Government Procurement of Goods/Services with the latest amendments to Presidential Regulation Number 12 of 2021.

The U.S. Procurement Regulations (Title 48 Federal Acquisition Regulation) consist of primary and subsidiary regulations. Derivative regulations are specific to each institution/department/agency. This regulation explains more specific regulations according to the characteristics of institutions that have not been regulated or are different from the principal regulations in FAR. What is interesting about the procurement regulations in the U.S. is that there are no special regulations related to self-management in Indonesia. According to the author, self-management is not carried out in the U.S. because self-management procurement has been integrated with agencies' programs. A study in Ohio, one of the U.S. states, showed that implementing programs in which there is a strategy in the procurement of goods/services affects program outcomes (Blount et al., 2018).

Table 1. Comparison of Indonesia and the U.S. in Procurement Policy

Comparison Variables	Indonesia	The U.S.
Procurement Policy		
Regulation	<p>Main Rules: Presidential Regulation Number 16 of 2018 and its Amendments concerning Government Procurement of Goods/Services Derivative Regulations (latest according to the latest amendments to Presidential Regulation Number 21 of 2021):</p> <ul style="list-style-type: none"> • Institutional Regulation Number 2 of 2021 concerning Guidelines for Contest/Contest • Institutional Regulation Number 3 of 2021 concerning Self-Management Guidelines • Institutional Regulation Number 4 of 2021 concerning Guidance of Business Actors for the Procurement of 	<p>Main Rules: Title 48. Federal Acquisition Regulations System (Chapter 1)</p> <p>Derivative Rules (Chapters):</p> <ul style="list-style-type: none"> • Chapter 2 - Defense Acquisition Regulations System, Department Of Defense • Chapter 3 - Health And Human Services • Chapter 4 - Department Of Agriculture • Chapter 5 - General Services Administration • Chapter 6 - Department Of State • Chapter 7 - Agency for International Development • Chapter 8 - Department Of Veterans Affairs • Chapter 9 - Department Of Energy

Comparison Variables	Indonesia	The U.S.
	<p>Government Goods/Services</p> <ul style="list-style-type: none"> • Institutional Regulation Number 5 of 2021 concerning Guidelines for the Procurement of Exempted Goods/Services in Government Procurement of Goods/Services • Institutional Regulation Number 6 of 2021 concerning Guidelines for Preparation and Management of Action Plans for Fulfillment of Procurement Managers of Goods/Services • Institutional Regulation Number 7 of 2021 concerning Human Resources for the Procurement of Goods/Services • Institutional Regulation Number 8 of 2021 concerning Procedures for Selection of Business Entity Panels and Selection of Implementing Business Entities for National Strategic Projects • Institutional Regulation Number 9 of 2021 concerning Online Stores and Electronic Catalogs in the Procurement of Government Goods/Services • Institutional Regulation Number 10 of 2021 concerning the Work Unit for the Procurement of Goods/Services • Institutional Regulation Number 11 of 2021 concerning Guidelines for Procurement of 	<ul style="list-style-type: none"> • Chapter 10 - Department Of The Treasury • Chapter 12 - Department Of Transportation • Chapter 13 - Department Of Commerce • Chapter 14 - Department Of The Interior • Chapter 15 - Environmental Protection Agency • Chapter 16 - Office Of Personnel Management Federal Employees Health Benefits Acquisition Regulation • Chapter 17 - Office Of Personnel Management • Chapter 18 - National Aeronautics And Space Administration • Chapter 19 - Broadcasting Board Of Governors • Chapter 20 - Nuclear Regulatory Commission • Chapter 21 - Office Of Personnel Management, Federal Employees Group Life Insurance Federal Acquisition Regulation • Chapter 23 - Social Security Administration • Chapter 24 - Department Of Housing And Urban Development • Chapter 25 - National Science Foundation • Chapter 28 - Department Of Justice • Chapter 29 - Department Of Labor • Chapter 30 - Department Of Homeland Security, Homeland Security Acquisition Regulation (HSAR) • Chapter 34 - Department Of Education Acquisition Regulation

Comparison Variables	Indonesia	The U.S.
	<p>Government Goods/Services</p> <ul style="list-style-type: none"> • Institutional Regulation Number 12 of 2021 concerning Guidelines for the Implementation of Government Procurement of Goods/Services Through Providers 	<ul style="list-style-type: none"> • Chapter 51 - Department Of The Army Acquisition Regulations • Chapter 52 - Department Of The Navy Acquisition Regulations • Chapter 53 - Department Of The Air Force Federal Acquisition Regulation Supplement • Chapter 54 - Defense Logistics Agency, Department of Defense • Chapter 57 - African Development Foundation • Chapter 61 - Civilian Board Of Contract Appeals, General Services Administration • Chapter 99 - Cost Accounting Standards Board, Office Of Federal Procurement Policy, Office Of Management And Budget
Regulation's Characteristic	Regulations consist of primary rules and derivative regulations. The derivative regulations explain some more technical and detailed things than the main rules.	This regulation consists of principal regulations and derivative regulations. Derivative regulations are regulations that are specific to each institution/department/agency. In addition, this regulation explains more specific regulations according to the characteristics of institutions that have not been regulated or different from the principal regulations in the FAR. However, the main regulations have explained essential things in detail.
Regulation Structure	Chapter I – General Provisions Chapter II – Objectives, Policies, Principles, and Ethics of Procurement of Goods/Services	Subchapter A—General Subchapter B—Acquisition Planning Subchapter C—Contracting Methods And Contract Types

Comparison Variables	Indonesia	The U.S.
	<p>Chapter III – Actors of Procurement of Goods/Services</p> <p>Chapter IV – Procurement Planning</p> <p>Chapter V – Procurement Preparation</p> <p>Chapter VI – Implementation of Procurement through Swakelola</p> <p>Chapter VII – Implementation of Procurement Through Providers</p> <p>Chapter VIII – Special Procurement</p> <p>Chapter IX – Small Business, Domestic Products, and Sustainable Procurement</p> <p>Chapter X – Electronic Procurement of Goods/Services</p> <p>Chapter XI – Human Resources and Institutions</p> <p>Chapter XII – Supervision, Complaints, Sanctions, and Legal Services</p> <p>Chapter XIII – Miscellaneous Provisions</p> <p>Chapter XIV – Transitional Provisions</p>	<p>Subchapter D—Socioeconomic Programs</p> <p>Subchapter E—General Contracting Requirements</p> <p>Subchapter F—Special Categories Of Contracting</p> <p>Subchapter G—Contract Management</p>
General Regulation	<p>Consists of several themes:</p> <ul style="list-style-type: none"> Definitions of words and terms Scope of application Types of Procurement of Goods/Services How to Procurement of Goods/Services 	<p>Consists of several themes:</p> <ul style="list-style-type: none"> Federal Acquisition Regulations System Definitions of words and terms Improper business practices and personal conflicts of interest Administrative and information matters
Process Regulation	<p>There are two ways of Procurement, namely Procurement through providers and self-management. The procurement stage consists of the planning, preparation, and implementation stages procurement.</p>	<p>Procurement that is regulated is procurement through a provider. The procurement process is regulated in 2 Subchapters: "Acquisition Planning" and "Contracting Methods and Contract Types".</p>

Comparison Variables	Indonesia	The U.S.
Special/Other Issues	Chapter IX Small Business, Domestic Products, and Sustainable Procurement: Small Business Participation Use of Domestic Products Sustainable Procurement	Sub Chapter D: Socioeconomic Programs : Small business programs Application of labor laws to Government acquisitions Environment, energy and water efficiency, renewable energy technologies, occupational safety, and drug-free workplace Protection of privacy and freedom of information

Sources: Title 48-Federal Acquisition Regulations System, 2020 and President Regulation of the Republic of Indonesia Number 16 the Year 2018 regarding Goods and Services Public Procurement, 2018

The differences between Indonesian and U.S. Procurement in General Regulation are about the details. The procurement regulations in Indonesia in Chapters I, II, and III regulate the definition, scope, type, and method of procurement, actors and objectives, policies, principles, and procurement ethics. Meanwhile, in the U.S. procurement regulations, general matters such as definition, scope, human resources, implementation, applicability, administration, and deviation are contained in the “General” sub-chapter. What distinguishes these two rules are:

1. The procurement regulations in the U.S. purpose are explained in more detail and technically. Procurement policies are delivered technically and are equipped with performance standards and acquisition teams. The regulation also explains that defining this team is to identify the participants in the activity and communicate well to achieve the goal. In Indonesia, very technical and detailed regulations like this are returned to the procurement unit in each institution. This result shows that organizational units may have a relatively high and even maturity in the U.S. so that detailed rules can be applied nationally. Organizations with a high level of maturity have predictive policies (Oliveira et al., 2013). That means that regulations made by mature organizations can anticipate things that might happen.
2. Furthermore, the difference and prominence is the rules' deviation, which is also discussed in the FAR. Therefore, this section discusses the characteristics of deviations in the existing regulations and the steps to take.

There are similarities in the regulations related to the procurement process in general, both in the U.S. and Indonesia. Both these are stages of planning and preparation for procurement, including identification of needs, bidding, and contract policies as part of the stages of preparation for procurement. Furthermore, in the implementation of procurement, there is the implementation of bidding and contract management. However, procedures and policies in the U.S. tend to be more detailed and concerned with issues than stages. For example, the planning will discuss everything, including Publicizing contract actions, Competition requirements, Acquisition planning, Required sources of supplies and services, Contractor qualifications, Market research, Describing agency needs, and Acquisition of commercial items. Items that are government priorities are also regulated in this section. Furthermore, the chapter on contracting methods and contract types discusses acquisition procedures and Sealed bidding, which are also closely related to contracts. Meanwhile, arrangements related to contract requirements and special categories of contracts are also discussed in U.S. procurement regulations.

In the derivative regulations related to the procurement of goods/services through internal providers, Regulation of Indonesian Public Procurement Agency Number 12 the Year 2012 about Guidelines for The Procurement of Goods/Services through Providers many contract formats that can be used are discussed. Whereas FAR 48 in the U.S. does not focus on format but on what needs to be regulated in contracts in certain situations or procurement, and what is not in procurement regulations in Indonesia is about contract management policies, which is undoubtedly very important in the success of procurement. Goods/services.

Part of the policy variables discussed are related to other issues. In this section, the issues raised are related to socioeconomic aspects. The similarity of procurement policies in the U.S. and Indonesia is the existence of arrangements related to small businesses and sustainable procurement. Although domestic products in the U.S. are not explicitly regulated, regulations related to the preferences of local firms and organizations are specifically for disaster and emergency conditions.

Although they both regulate small businesses and sustainable procurement, the scope and character of the policies are different. Like other policies, policies in Indonesia are more general, while those in the U.S. are more technical and detailed. The U.S. has significantly different policies for small businesses compared to Indonesia. In the small

business policy, several small business preferences are not regulated in Indonesia, namely veteran-owned small business, service-disabled veteran-owned small business, Historically Underutilized Business Zone small business, small disadvantaged business, and women-owned minor business concerns. The U.S. also regulates the specific programs about cooperation with small businesses, set aside, subcontracting, and contracting.

Meanwhile, in sustainable procurement in the U.S., more detailed procurement policies support government policies regarding Environment, Energy and Water Efficiency, Renewable Energy Technologies, Occupational Safety, and Drug-Free Workplace. The program has technically accommodated sustainable procurement principles, namely social, economic, and environmental. This finding is very different compared to policies in Indonesia, which are currently still being developed (Regulation of The Minister of Environment And Forestry Republic of Indonesia Number P.5/MENLHK/Setjen/Kum.1/2/2019 Concerning Procedures For Application of Environmentally Friendly Labels for Procurement of Environmentally Friendly Goods and Services, 2019)

PROCUREMENT ORGANIZATIONS IN INDONESIA AND UNITED STATES

Based on The FAR in part 1.103 about Authority, US FAR is prepared, issued, and maintained. The FAR System is prescribed jointly by the Secretary of Defense, the Administrator of General Services, and the National Aeronautics and Space Administration under several statutory authorities. In Indonesia specifically, an agency leads the procurement regulation preparation and arrangement. The National Public Procurement Agency of the Republic of Indonesia involves the other ministry for policy formulation.

In Indonesia and the U.S., a unit or office especially manages the procurement services. Based on Regulation of National Public Procurement Agency of The Republic of Indonesia Number 10 the Year 2021 Concerning Goods/Services Procurement Work Units is known that in Indonesia, there are goods/services procurement units located in each ministry/institution/regional government in Indonesia. It also exists in the U.S., as noted in 1 the FAM 210 Bureau Of Administration (A) that there is The Office of the Procurement Executive in every U.S. Department. In Indonesia and the U.S., the procurement unit provides procurement management direction, internal procurement policy, procurement assistance, and the full range of acquisitions and assistance management services.

What distinguishes the U.S. and Indonesian procurement organizations is a unit that explicitly handles procurement for small businesses in the U.S. called the Office of Small and/or Disadvantaged Business Utilization. This unit is specifically designed to maximize procurement policies for small and/or disadvantaged businesses.

PROCUREMENT'S HUMAN RESOURCES IN INDONESIA AND THE UNITED STATES

In the procurement of human resources, there are similarities between Indonesia and the U.S. both have Contracting officers, or in Indonesia, they are called Commitment Making Officers. The only specific mention in the U.S. Federal Acquisition Regulation is Contracting Officer. In other Rules in Title 41 USC 1702 - Chief Acquisition Officers and Senior Procurement Executives also mentioned the roles of the Chief Acquisition Officer and the Senior Procurement Executive. The primary duty of a Chief Acquisition Officer is acquisition management, while The senior procurement executive has responsibilities for the management direction of the procurement system of the executive agency. In this case, the Chief Acquisition Officer and Senior Procurement executive play a more role in the procurement organization. In Indonesia, procurement management officials and heads of procurement organizations have similar characteristics to the Chief Acquisition Officer and Senior Procurement Executive. Based on the results of this study, what the researcher has not found in the procurement actor who does the bidding, whether it is also a contracting officer or there are other procurement actors.

Clark (2012) explores the talent management strategies in public procurement organizations. Procurement professionals, including those in the United States, must be certified and meet public procurement professional competencies (Clark, 2012). The required competencies define acquisition processes and procedures, contract competencies, ethics, and conflicts of interest. Based on this research, it is also known that the United States is the most attractive talent country. This study also shows that the competition to become a procurement professional in the United States is relatively high.

As in the United States, based on the website of the Indonesian National Public Procurement Agency (NPPA) (lkpp.go.id), it is known that in Indonesia, competence is also required for public procurement managers. The required competencies are related to planning, provider selection, contracts, and self-management. When compared with professional procurement in the U.S., it can be seen that the scope of competence in

Indonesia is extensive. In the U.S., contractual competence is a critical competency similar to that in Indonesia. Procedures and ethics in Indonesia are already included in primary or general competencies called level 1 competencies for public procurement managers.

DISCUSSION AND ANALYSIS

Public procurement policy development in a country can be influenced by various factors (El-Gayed, 2013). Factors from each country, of course, can be different. Problems become part of policymaking, where problem structuring to get the best solution is part of policy analysis (Dunn, 2017). The problems faced by one country are undoubtedly different from other countries, and the policy cycle passed is undoubtedly different from one country to another. The different problems faced make policies in a country unique and interesting to compare with each other. Developing countries such as Indonesia can learn from developed countries such as the U.S., which have taken longer and are more mature in formulating policies.

Procurement policies in the U.S. are more detailed, substantive, and focus on issues in procuring goods/services. At the same time, Procurement in Indonesia is not very detailed and tends to focus more on the stages and formal regulations such as format, form, type, and type in the procurement process. A study found that policy development passed the maturity stage (Storm et al., 2014). In this case, the U.S., as a developed country, has undoubtedly experienced a continuous process of development so that it has more technical policies as well as Indonesia, which is currently still in the process of moving towards an ideal procurement policy that may later be more detailed and technical to answer specific needs. In the current condition, the existing regulations may be the most suitable policy because more detailed policies are submitted to each procurement organization according to the maturity of the procurement organization, which is still not at the same level in Indonesia.

Advances in various aspects in both the private and public sectors further encourage procurement actors to take them to a more strategic realm (Brazil et al., 2016). As a result, procurement began to develop from a tactical nature to a strategic one. In addition to strategic practices in Procurement, Procurement can be a tool in pushing government strategic goals. For example, public Procurement in European Union countries is set to

promote strategic goals, such as encouraging innovation and sustainability (Glas et al., 2017).

Public procurement requires strategic considerations in implementation and becomes essential in achieving the strategic goals of a country. Proper procurement decisions are essential in achieving competitive success (Rajagopal & Bernard, 1993). Procurement decisions or policies emerge from the procurement organization. Therefore, to achieve the goal of procurement that has a strategic function and implementation, it is essential to formulate a procurement organization that follows these needs. In his research Glass (2017) also found differences in the focus on strategic goals in Germany's centralized and decentralized (local) procurement organizations. Centralized organizations focus more on innovation, transparency, and sustainability as a high-priority goals. In contrast, decentralized ones focus more on regional development and Small and Medium-sized Enterprises Support (S.M.E.s support). The characteristics of a different organization also have a different focus.

In terms of organizations in Indonesia and the U.S., there are similarities. A significant difference is a unique organization for procurement involving Small and/or Disadvantage Business in the U.S. This uniqueness shows a high focus from the U.S. procurement organization on procurement practices involving Small and/or Disadvantage Business. Policies to encourage small businesses in Indonesia are also carried out. Although in Indonesia, there is already a Ministry of Cooperatives and Small and Medium Enterprises that specifically develops programs for small and medium enterprises, from the procurement side, it may also be possible to form a unique work team that encourages the practice of procurement policies for small businesses in every agency.

Managing and empowering human resources is the primary driver of procurement performance (Jayaram & Vickery, 1998). Human resources are vital in the procurement of goods/services. The professionalism of procurement practitioners affects procurement compliance; Ethical behavior is the mediating effect of professionalism, familiarity, enforcement, and resistance to political pressure on procurement compliance (Ibrahim Sarawa & Mas, 2019). The role of human resources is critical so that in formulating the role and managing it also requires a mature policy.

Discussions related to human resources cannot be separated from the procurement organization. In this study, the discussion of human resources has not yet reached the

human resource management policy, but it still highlights the actors involved in government procurement. More in-depth research to compare the practice of human resource management policies in the U.S. and Indonesia can be carried out in the future to see more clearly the differences and best practices that may be imitated from the two countries.

In this study, human resources procurement in the U.S. and Indonesia have similarities. There are human resources in procurement organization management, and some procurement actors play a role in managing the procurement process. The managerial competence of procurement actors is crucial in a public procurement organization (McKevitt et al., 2012). Therefore, there are competencies that Procurement human resources must meet in organizational management and procurement process management. Indonesia and the U.S. both have competency standards for human resource procurement, but it is not explicitly discussed related to human resources competency in this study.

The three focused categories taken in the research, both in terms of policy, organization, and human resources, have provided an overview of public procurement policy in Indonesia and the U.S. In general, there are many similarities in the process, organization, and procurement actors. Policies are made through several stages that are passed, starting with the agenda-setting, in which in this stage, three streams may influence policy: problem, policy, and politics (Kingdon & Stano, 1984). These streams can shape the different policies of each country. Therefore, the comparison of policies carried out in this study shows the differences in public procurement policies in developed and developing countries.

Procurement practices can be approached with procurement maturity models to measure maturity levels in implementing procurement policies (Concha et al., 2011). However, aspects that have not been discussed much are procurement policy maturity and organization maturity. This issue becomes interesting because, based on the findings in this study, it is clear that the difference between U.S. and Indonesian procurement policies is related to the details and technical procurement that are discussed more comprehensively in U.S. public procurement.

From this research, we can take the significance that public procurement needs to be continuously improved and move from traditional to strategic procurement. The existing

policies in the U.S. and Indonesia have both moved from traditional procurement to strategic ones. Procurement is not just getting certain goods/services at a specific time but has a strategic function and implementation. The strategic function here means that procurement carries a particular mission in the success of government strategic goals. In Procurement in Indonesia and the U.S., this can be seen from procurement policies that carry the Socioeconomic program, for example, programs for small businesses and sustainable procurement, to make government programs successful in these two aspects.

Furthermore, related to strategic implementation, the procurement process is not just procuring goods for now, but there is a strategic aspect to continuous procurement. A provider database in Indonesia is called the Provider Performance Information System (SIKAP). The contracting officer in the U.S. must report the provider's performance in the Federal Procurement Data System (FPDS).

This study has its main limitations related to data and discussion of human resource categories. Data and discussions related to human resources in this study still involve secondary data either through documents, websites and literature and do not conduct surveys or direct observations involving the two countries. Research related to human resources can be more comprehensive if it involves related actors. Further in-depth research may need to be conducted using surveys and direct observations to compare human resource management in the United States and Indonesia and their impact on the performance or implementation of public procurement policies.

CONCLUSION AND RECOMMENDATION

This research has captured government procurement policies in the U.S. and Indonesia. Procurement policies are taken from valid regulatory references and carried out on three variables: policy, organization, and Procurement human resources. Based on the data collected, it is known that there are many similarities between the three variables in general. The difference in procurement policy is that the procurement policy in the U.S. is more detailed, substantive, and focuses on issues that occur in procuring goods/services. At the same time, Procurement in Indonesia is not very detailed and tends to focus more on stages and formal regulations. The difference related to procurement organization is that a procurement organization specifically handles socioeconomic programs in the U.S., especially in small and/or disadvantaged businesses.

Regarding procurement's human resources, the two countries have something in common, namely the existence of procurement actors in the realm of organizational management and management of the procurement process. In general, procurement in both countries has led to strategic procurement, including strategic function and implementation. Therefore, the procurement carried out not only focuses on the routine practice of procuring goods/services but also accommodates long-term needs and becomes a means of achieving the government's strategic goals. However, this study has several limitations, including the lack of data related to human resources involved in the bidding process in the U.S.

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