



Enhancing Procurement Practices: A Proposed Framework for the Indonesian National Police

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Abstract

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Purpose: This article examines the procurement competency condition within the Indonesian National Police, hereafter Polri, and proposes a capacity-strengthening framework to support digital procurement governance, institutional accountability, and national resilience. The study responds to the growing regulatory demand for professional procurement human resources under the current government procurement framework, particularly after Presidential Regulation No. 46 of 2025.

Study Design/Methodology/Approach: This study uses a qualitative, document-based institutional case study. The analysis draws on government procurement regulations, Polri's internal certification and competency records as of August 2025, LKPP performance data, and scholarly literature on public procurement governance, human resource competence, digital procurement, and national resilience. Data were analysed through qualitative content analysis by comparing regulatory requirements, institutional competency distribution, and relevant theoretical perspectives.

Findings: The findings show that Polri has developed a recorded base of procurement certification, especially in the Basic/Level-1 category. However, functional competency records for PP, Pokja, and PPK roles remain more limited than basic certification records. This pattern indicates the need for role-based competency mapping, functional training, regional mentoring, digital procurement readiness, integrity-based procurement education, and institutional monitoring.

Originality/Value: This article contributes to public procurement studies by linking procurement competence in a law enforcement institution with digital governance and national resilience. The proposed framework may support policy development, institutional capacity building, and future empirical research on procurement professionalism in security-sector institutions.

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INTRODUCTION

Public procurement of goods and services is a strategic component of government expenditure because it directly affects the effectiveness of public administration, the quality of public service delivery, and the achievement of national development priorities. Public procurement should therefore not be understood merely as an administrative mechanism for purchasing goods and services, but as a public policy instrument through which the state allocates resources, strengthens institutional capacity, and creates public value. From an institutional economic perspective, government procurement performs a dual function: it fulfils the operational needs of public organisations and, at the same time, stimulates productive sectors through public demand. Bermúdez, Farias, and Torres (2020) argue that accountable and transparent acquisition procedures can strengthen public trust and improve efficiency. In a similar vein, Thai (2017) explains that public procurement is an integral part of public governance because it requires alignment between policy, institutions, procedures, and human resource competence.

The strategic significance of public procurement is also reflected in its fiscal scale. OECD data show that in 2023 public procurement expenditure across OECD countries accounted for 12.7% of gross domestic product and 29.9% of total government expenditure (Organisation for Economic Co-operation and Development, 2025). This indicates that procurement is not a marginal administrative activity, but a major public governance function that determines how public resources are translated into services, infrastructure, institutional capability, and public trust. For this reason, procurement governance must be designed not only to ensure procedural compliance, but also to support efficiency, accountability, integrity, and value for money.

For the Indonesian National Police, hereafter Polri, public procurement performs a particularly strategic function. Polri's operational readiness depends on the availability of logistics, information technology systems, infrastructure, health facilities, educational resources, communication equipment, operational vehicles, and other assets that support security services. Procurement performance within Polri is therefore closely related not only to internal organisational efficiency, but also to the effectiveness of public security functions. From the perspective of national resilience, professionally managed procurement contributes to the strengthening of the Security Gatra because logistical readiness, institutional reliability, and accountable budget management are essential for maintaining public order and national stability (Simanjuntak et al., 2024).

The governance of procurement within Polri must also be situated within Indonesia's broader legal and administrative framework. Law No. 30 of 2014 on Government Administration affirms the importance of transparent, accountable, lawful, effective, efficient, and service-oriented government administration. Law No. 14 of 2008 on Public Information Disclosure strengthens citizens' rights to access public information and to exercise public oversight over government administration. In the Polri context, Law No. 2 of 2002 concerning the Indonesian National Police requires the institution to carry out its duties and authority professionally and accountably. These principles are consistent with good governance values in organisational management, budget administration, public service delivery, and procurement governance. Basheka (2021)

also underlines that public procurement governance is a crucial anti-corruption strategy in the public sector because procurement is vulnerable to inefficiency, collusion, and misuse of authority when integrity and accountability mechanisms are weak.

Indonesia’s public procurement system has undergone significant reform through the adoption of electronic procurement, e-catalogues, and competency-based procurement governance. Presidential Regulation No. 12 of 2021 amended Presidential Regulation No. 16 of 2018 on Government Procurement of Goods and Services, while Presidential Regulation No. 46 of 2025 further strengthened the regulatory framework as the second amendment to Presidential Regulation No. 16 of 2018. This regulatory direction emphasises acceleration, value for money, institutional accountability, the use of domestic products, digital procurement mechanisms, and the professionalisation of procurement human resources. In this context, procurement officials and other personnel assigned to procurement functions are expected to possess the required competence and certification in accordance with their duties. For Polri, this requirement is particularly important because procurement functions are distributed across central and regional work units with different organisational capacities and operational demands.

The institutional data issued by the Bureau of Procurement of Goods and Services, Logistics Staff of Polri, as of August 2025 show that procurement certification and competency distribution remain uneven across central and regional work units. The data cover Mabes Polri and Polda/Kewilayahan and include Basic/Level-1 procurement certification, MOOC PPK Type C, PP competency, Pokja competency, and PPK competency. The distribution is presented in Table 1.

Table 1. Distribution of PBJ Certification and Competency Records in Polri Work Units as of August 2025

Work Category	Unit	Basic/Level-1	MOOC PPK Type C	PP Competency	Pokja Competency	PPK Competency
Mabes Polri		829	57	31	259	140
Polda/Kewilayahan		2,647	438	150	295	226
Total Mabes and Polda		3,476	495	181	554	366

Source: Bureau of Procurement of Goods and Services, Logistics Staff of Polri, August 2025.

Table 1 indicates that Basic/Level-1 procurement certification is more widely distributed in regional police units than in central work units, with 2,647 records in Polda/Kewilayahan compared with 829 records in Mabes Polri. The same pattern appears in MOOC PPK Type C, where Polda/Kewilayahan accounts for 438 records, while Mabes Polri accounts for 57 records. However, the distribution of advanced functional competencies shows a more complex pattern. Pokja competency records are relatively balanced between Mabes Polri and Polda/Kewilayahan, with 259 and 295 records respectively. Meanwhile, PPK competency records total 366, consisting of 140 records in Mabes Polri and 226 records in Polda/Kewilayahan. These figures show that Polri has made substantial efforts to strengthen procurement competence, but they also indicate the need for a more systematic, equitable, and functionally targeted capacity development strategy across central and regional units.

The data should not be interpreted as a complete certification rate because the total number of personnel assigned to procurement functions is not provided in the available dataset. Nevertheless, the figures demonstrate the importance of expanding competency development in a more structured manner. The existence of different certification categories also suggests that procurement capacity cannot be assessed only from Basic/Level-1 certification, but must also consider functional competencies related to PP, Pokja, and PPK roles. These roles are central to the procurement cycle, including needs planning, technical specification preparation, supplier selection, bid evaluation, contract management, reporting, and accountability control. Certification is therefore not merely an administrative requirement, but an institutional mechanism for ensuring that procurement decisions are made on the basis of technical competence, regulatory understanding, ethical awareness, and performance accountability.

From the perspective of modern public management, human resource competence is a fundamental determinant of organisational performance. Spencer and Spencer (1993) define competence as a set of underlying characteristics, including knowledge, skills, motives, traits, and self-concept, that enable individuals to perform effectively in their roles. Armstrong and Taylor (2020) also emphasise that competence-based human resource management is important for aligning individual capability with organisational objectives. In procurement, competence involves not only technical knowledge of regulations and procedures, but also the ability to manage risk, use digital systems, uphold integrity, and make value-based decisions. Bermúdez, Farias, and Torres (2020) further emphasise that procurement professionalism requires mastery of technical procedures, public value orientation, and ethical integrity. When competence is insufficient, procurement decisions may become overly dependent on routine administrative practice rather than evidence-based and performance-oriented evaluation. This condition creates a competency gap between the ideal requirements of procurement governance and the actual readiness of procurement personnel within Polri.

Empirical studies also support the importance of human resource readiness in digital procurement transformation. Herold, Heller, Rozemeijer, and Mahr (2023) show that digital procurement transformation requires dynamic capabilities, including organisational adaptability, technological readiness, and the ability to integrate digital tools into procurement processes. Schmitz and Wimmer (2025), within a Governance, Risk, and Compliance framework, argue that successful public procurement reform requires alignment between regulatory requirements, organisational capacity, risk management, and technological infrastructure. In the Indonesian context, Diyan A., Subagja, and Hakim (2024) found that e-purchasing utilisation and human resource competence have a positive and significant influence on the performance of procurement employees. However, limited scholarly attention has been given to procurement competence in law enforcement institutions, particularly within Polri, where procurement is directly connected to security operations, institutional readiness, budget accountability, and national resilience.

Professionalisation of procurement within Polri has direct implications for national resilience. Effective e-procurement can improve budget certainty, enhance value for money, reduce administrative inefficiency, and strengthen public trust in state

institutions. Budget efficiency contributes to the Economic Gatra, while integrity, transparency, and accountable procurement practices strengthen the Socio-Cultural Gatra by encouraging an organisational culture based on honesty, responsibility, and professionalism. At the same time, the availability of logistics and operational support through well-managed procurement strengthens Polri's institutional capacity to perform its national security functions. Thus, procurement competence should not be treated merely as a technical administrative requirement, but as part of a broader strategy for strengthening public governance and national resilience.

Based on the theoretical literature, regulatory developments, and institutional data on procurement certification within Polri, this article identifies a gap between the policy direction of digital procurement governance and the actual distribution of procurement competence across central and regional work units. This gap is important because procurement governance in Polri affects not only budget efficiency, but also operational readiness, institutional integrity, and the strengthening of the Security Gatra within the framework of national resilience. Accordingly, this article aims to analyse the competency condition of procurement personnel within Polri and to propose a framework for strengthening procurement capacity in response to the demands of digital procurement governance under Presidential Regulation No. 46 of 2025.

LITERATURE REVIEW

Theoretical Studies

The discussion on procurement professionalisation in Polri needs to be grounded in three related bodies of literature: public procurement governance, competency-based human resource management, and national resilience. These perspectives are relevant because procurement within a security institution is not only a matter of administrative compliance. It is also connected to institutional capacity, budget accountability, operational readiness, and public trust.

Public procurement is commonly understood as a governance instrument through which public institutions translate budget allocations into goods, services, infrastructure, and operational support. Thai (2017) argues that public procurement requires a balance between rules, institutional arrangements, professional judgement, transparency, efficiency, and accountability. In this view, procurement is not limited to purchasing activity. It is a public management process that involves planning, market analysis, supplier selection, contract management, risk control, and performance evaluation. For Polri, this understanding is particularly relevant because procurement supports the availability of logistics, equipment, facilities, and technology used in public security services.

The governance dimension of procurement is also closely related to the principles of good government administration. Law No. 30 of 2014 on Government Administration places transparency, accountability, legal certainty, effectiveness, efficiency, and public service orientation as important principles in the conduct of public institutions. Law No. 14 of 2008 on Public Information Disclosure strengthens public access to information and

supports public oversight over government activities. In the case of Polri, Law No. 2 of 2002 concerning the Indonesian National Police requires the institution to perform its duties professionally and accountably. These legal foundations show that procurement governance in Polri cannot be separated from broader public accountability and institutional integrity.

The professionalisation of procurement also depends on the competence of the personnel who manage procurement functions. Spencer and Spencer (1993) define competence as a set of underlying characteristics that influence effective performance, including knowledge, skills, motives, traits, and self-concept. This definition is useful for analysing procurement because procurement work requires more than procedural knowledge. It also requires analytical ability, ethical judgement, regulatory literacy, digital skills, and the capacity to manage risk. Armstrong and Taylor (2020) similarly explain that competency-based human resource management helps organisations align individual capability with institutional objectives. In the procurement context, this means that personnel assigned to procurement functions need to be prepared not only to understand regulations, but also to make responsible decisions throughout the procurement cycle.

Human Capital Theory provides another basis for understanding why procurement competence matters. Becker (1993) views education, training, and skills development as investments that increase individual and organisational productivity. Applied to procurement, certification and technical training can be seen as institutional investment in better budget management, lower procedural error, and stronger accountability. The Resource-Based View also supports this argument. Barney (1991) states that organisational resources that are valuable, rare, difficult to imitate, and well organised can become sources of institutional advantage. In Polri, procurement competence may function as such a resource because it supports the institution's ability to manage public funds, maintain operational readiness, and reduce governance risks.

The shift towards electronic procurement gives further weight to the issue of competence. Presidential Regulation No. 12 of 2021 and Presidential Regulation No. 46 of 2025 strengthen the regulatory basis for government procurement reform in Indonesia. These regulations place greater emphasis on value for money, accountability, use of domestic products, institutional strengthening, and professional procurement human resources. Digital procurement systems may improve transparency and efficiency, but they also require personnel who are able to operate digital platforms, read procurement data, understand compliance requirements, and respond to administrative and technological risks. Without adequate competence, digital procurement may become a procedural formality rather than a tool for improving governance.

In the framework of national resilience, procurement competence within Polri has broader implications. Simanjuntak et al. (2024) explain that national resilience must be understood through the interaction of several dimensions, including security, economy, socio-cultural life, and institutional strength. Procurement supports the Security Gatra by ensuring that Polri has the logistical and operational resources needed to perform its security functions. It also contributes to the Economic Gatra when public funds are

managed efficiently, and to the Socio-Cultural Gatra when integrity, transparency, and accountability become part of institutional culture. For this reason, procurement professionalisation in Polri should be read not only as an internal administrative agenda, but also as part of strengthening institutional resilience.

Empirical Studies

Previous studies show that the success of digital procurement depends heavily on the readiness of human resources and institutional systems. Herold, Heller, Rozemeijer, and Mahr (2023) found that digital procurement transformation requires dynamic capabilities, including organisational adaptability, technological readiness, and the ability to integrate digital tools into procurement processes. Their findings suggest that technology alone does not automatically improve procurement performance. Digital systems need to be supported by personnel who understand procurement logic, data flows, risk management, and institutional procedures.

Schmitz and Wimmer (2025) make a similar point through the Governance, Risk, and Compliance perspective. They argue that procurement reform requires a connection between regulatory requirements, organisational capacity, risk control, and technological infrastructure. This argument is relevant to the Polri context because procurement in law enforcement institutions operates under strict administrative, legal, and operational demands. A digital system can help improve transparency, but it will not be effective if procurement personnel do not have sufficient competence to interpret rules, manage compliance, and handle procurement risks.

In the Indonesian context, Diyan A., Subagja, and Hakim (2024) found that e-purchasing utilisation and human resource competence have a positive influence on the performance of procurement employees. Their study supports the view that digital procurement reform needs to be accompanied by competence development. The finding is useful for this article because it shows that procurement performance is shaped by the interaction between technology and human capability. In other words, e-procurement should not be treated only as a technical system, but as an organisational practice that requires competent users.

Studies on procurement governance also underline the role of integrity and accountability. Basheka (2021) argues that public procurement governance can become an anti-corruption mechanism when it is supported by transparent procedures, accountable institutions, and ethical personnel. This argument is important for Polri because procurement activities often involve large budgets, complex specifications, and high public scrutiny. Weak competence may increase the risk of administrative error, inefficient spending, or non-compliance. Strong competence, on the other hand, can support better decision-making and reduce the space for misuse of authority.

The institutional data from the Bureau of Procurement of Goods and Services, Logistics Staff of Polri, as of August 2025, show that procurement certification and competency records are not evenly distributed across central and regional work units. The data record 3,476 Basic/Level-1 certifications, 495 MOOC PPK Type C records, 181 PP competency records, 554 Pokja competency records, and 366 PPK competency records

across Mabes Polri and Polda/Kewilayahan. These figures indicate that Polri has developed a procurement competency base, but the distribution of functional competence still needs to be strengthened, especially because procurement responsibilities are spread across different levels of the organisation.

The available literature has discussed procurement governance, digital procurement, competence, and public sector accountability. However, there remains limited discussion on how these issues operate within a law enforcement institution such as Polri. This gap is important because procurement in Polri is directly linked to security operations, logistical readiness, institutional integrity, and national resilience. Based on this gap, the present article examines procurement competence within Polri and develops a framework for strengthening procurement capacity in response to the demands of digital procurement governance under Presidential Regulation No. 46 of 2025.

METHODS

This study uses a qualitative, document-based institutional case study. The case examined in this article is the procurement competency condition within the Indonesian National Police, particularly in relation to digital procurement governance and the certification requirements under the current government procurement regulations. A case study approach is appropriate because the issue is embedded in a specific institutional setting, namely Polri, and cannot be separated from its regulatory environment, organisational structure, procurement functions, and national security mandate (Yin, 2018).

The study is designed as a document-based inquiry rather than field research involving interviews or direct observation. This design was chosen because the available evidence consists of regulations, institutional certification data, internal procurement records, and published academic literature. Document analysis is relevant for this type of research because official documents, institutional records, and policy texts can be treated as sources of qualitative evidence when they are systematically reviewed, interpreted, and connected to the research problem (Bowen, 2009). In this article, the documents are used to understand how procurement competence is regulated, how certification records are distributed, and how these conditions reflect the broader challenge of procurement professionalisation in Polri.

The unit of analysis is the institutional capacity of Polri in managing procurement competence. The analysis focuses on the distribution of procurement certification and functional competency records across Mabes Polri and Polda/Kewilayahan. The study does not seek to measure individual procurement performance statistically. Instead, it interprets the available institutional data to identify competency patterns, regulatory demands, and areas that require capacity strengthening.

The data used in this study consist of three main groups. The first group consists of regulatory documents, including Law No. 2 of 2002 on the Indonesian National Police, Law No. 14 of 2008 on Public Information Disclosure, Law No. 30 of 2014 on Government Administration, Presidential Regulation No. 12 of 2021, and Presidential

Regulation No. 46 of 2025 concerning the second amendment to Presidential Regulation No. 16 of 2018 on Government Procurement of Goods and Services. These regulations were examined to identify the legal and institutional requirements related to professionalism, accountability, digital procurement, and procurement competence. Presidential Regulation No. 46 of 2025 is officially recorded as the second amendment to Presidential Regulation No. 16 of 2018 on Government Procurement of Goods and Services.

The second group consists of institutional data from the Bureau of Procurement of Goods and Services, Logistics Staff of Polri, as of August 2025. The data include Basic/Level-1 procurement certification, MOOC PPK Type C, PP competency, Pokja competency, and PPK competency records in Mabes Polri and Polda/Kewilayahan. These data provide the empirical basis for describing the distribution of procurement competence within Polri. The third group consists of academic literature on public procurement governance, human resource competence, digital procurement transformation, institutional capability, and national resilience.

The data were collected through purposive document selection. Documents were selected based on their direct relevance to four themes: procurement regulation, procurement competence, digital procurement governance, and Polri's institutional capacity. Regulatory documents were used to establish the formal requirements of procurement governance. Institutional data were used to describe the distribution of certification and competency records. Academic literature was used to interpret the findings and to build the conceptual basis for the proposed capacity-strengthening framework.

The data were analysed using qualitative content analysis. Content analysis is suitable for examining texts, documents, and institutional records because it allows the researcher to classify information into meaningful categories and interpret their relation to the research problem (Krippendorff, 2018). The analysis followed the interactive model of Miles, Huberman, and Saldaña (2014), which consists of data condensation, data display, and conclusion drawing.

In the data condensation stage, information from regulations, institutional data, and literature was selected and organised according to four analytical categories: regulatory requirements, certification distribution, competency gaps, and capacity-strengthening strategies. In the data display stage, the certification and competency records were arranged in tabular form to show the distribution between Mabes Polri and Polda/Kewilayahan. In the conclusion drawing stage, the displayed data were interpreted in relation to public procurement governance, competency-based human resource management, digital procurement readiness, and national resilience.

The credibility of the analysis was strengthened through source triangulation. The study compared the formal requirements found in regulations, the actual distribution shown in Polri's institutional data, and the theoretical explanations found in academic literature. This procedure helped ensure that the analysis was not based on a single document or one-sided interpretation. In addition, the study avoided unsupported percentage claims because the available dataset does not provide the total number of

personnel assigned to procurement functions across all Polri work units. For this reason, the analysis focuses on distribution patterns and institutional implications rather than statistical certification rates.

This study has several limitations. Since it relies on documentary and institutional data, it does not capture the lived experiences, perceptions, or daily practices of procurement officials through interviews or direct observation. It also does not measure the direct effect of competence on procurement performance. The findings should therefore be understood as an institutional and conceptual analysis of procurement competency distribution, not as a quantitative evaluation of individual performance. Future studies may expand this research by using interviews, surveys, or mixed methods to examine the relationship between procurement competence, digital readiness, integrity, and procurement performance within Polri.

RESULTS AND DISCUSSION

National Context of Procurement Competency and Digital Reform

The analysis of procurement competence in Polri needs to be placed within the wider reform of public procurement in Indonesia. Public procurement is no longer treated only as a procedural mechanism for spending public funds. It is increasingly understood as a strategic governance function that connects public expenditure, institutional performance, service delivery, market participation, integrity, and value for money (Thai, 2017; Patrucco, Luzzini, and Ronchi, 2017; Organisation for Economic Co-operation and Development, 2025). Presidential Regulation No. 46 of 2025, as the second amendment to Presidential Regulation No. 16 of 2018 on Government Procurement of Goods and Services, confirms this direction by strengthening the use of domestic products, accelerating procurement implementation, and optimising the benefits of government expenditure (Indonesia, 2025). This policy direction is consistent with wider international literature which shows that public procurement reform requires not only legal compliance, but also capable personnel, reliable procedures, digital readiness, risk control, and accountable institutional arrangements (Vaidya, Sajeew, and Callender, 2006; Croom and Brandon-Jones, 2007; Organisation for Economic Co-operation and Development, 2023).

This national reform is also reflected in LKPP's 2024 performance data. LKPP reported that 264 ministries, agencies, and local governments had competent procurement human resources in 2024, exceeding the target of 155. In the same performance framework, competent procurement human resources were measured by combining the fulfilment of JF PPBJ and competent PPK, with a minimum fulfilment threshold of 50%. LKPP also used 24,000 as the national PPK requirement in its calculation (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). These figures show that procurement competence has become a measurable public-sector agenda. This point is important because procurement capacity should not be reduced to the possession of a basic certificate. It must be linked to professional roles, functional responsibility, performance expectations, and institutional maturity (Armstrong and Taylor, 2020; Filipon and Simionescu, 2024; Mwagike, 2025).

The same LKPP report shows that procurement professionalisation is supported by a growing training and certification ecosystem. In 2024, 8,734 procurement human resources participated in competency certification, 23,122 participants joined functional and technical procurement training, 6,615 participants joined thematic technical procurement training, and 15,806 procurement function resources passed competency certification (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). These data support the argument that procurement professionalisation requires continuous learning rather than one-time certification. Studies on procurement competence also show that training, role clarity, regulatory understanding, and career development influence the performance of procurement personnel (Diyan A., Subagja, and Hakim, 2024; Mwangike, 2025; Sa'adah, 2025). In this sense, Polri's procurement capacity should be read as part of a wider national effort to professionalise procurement human resources.

Digital procurement has also become more complex. LKPP recorded 10,018,312 domestic products listed in the electronic catalogue in 2024, exceeding the national target of 10,000,000 products. Of these products, 8,109,296, or 80.94%, did not yet have TKDN certificates, while 1,909,016, or 19.06%, already had TKDN certificates (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). This scale requires procurement personnel to understand product information, domestic product policy, supplier selection, TKDN status, digital documentation, and compliance risk. Earlier studies on e-procurement also show that successful digital procurement depends on system readiness, organisational preparation, management support, user capability, and changes in procurement governance (Davila, Gupta, and Palmer, 2003; Panayiotou, Gayialis, and Tatsiopoulos, 2004; Vaidya et al., 2006; Croom and Brandon-Jones, 2007; Walker and Brammer, 2012).

The expansion of e-purchasing creates new operational risks as well. LKPP reported that the integrated e-purchasing system reached its 2024 target, but it also identified data connectivity problems related to product permit information, security vulnerabilities in the electronic catalogue and e-purchasing system, misuse of inactive user accounts, and delays in payment integration (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). These findings are consistent with digital procurement literature which argues that technology does not automatically improve procurement performance unless it is supported by organisational capability, data governance, risk management, compliance control, and trained users (Mélou and Spruk, 2020; Herold, Heller, Rozemeijer, and Mahr, 2023; Schmitz and Wimmer, 2025). For this reason, digital procurement competence should include system literacy, account security, data awareness, audit trails, compliance risk management, and ethical decision-making.

Polri-Specific Regulatory Setting

The procurement governance of Polri is not only regulated by general public procurement rules. It also has a specific institutional basis through Police Regulation No. 15 of 2024 concerning the Procurement of Goods and Services within the Indonesian National Police. This regulation covers procurement actors, general procurement, special procurement, domestic and foreign products, supervision and sanctions, and procurement discretion (Kepolisian Negara Republik Indonesia, 2024). Its existence confirms that

procurement in Polri has institutional characteristics that require specific governance arrangements. This is relevant because public procurement in security institutions often carries higher operational, financial, reputational, and legal risks than ordinary administrative procurement (Basheka, 2021; Williams-Elegbe, 2018; Organisation for Economic Co-operation and Development, 2023).

As a law enforcement institution, Polri manages procurement not only for general administrative needs, but also for logistical, operational, technological, and security-related functions. Procurement therefore has implications for operational readiness, budget accountability, institutional integrity, and public trust. Public procurement scholars have long argued that accountability in procurement involves traceable decisions, transparent procedures, defensible documentation, ethical conduct, and the ability to justify the use of public funds (Diggs and Roman, 2012; Atkinson, 2022; Bergman, 2023). In Polri, these requirements become more sensitive because the institution’s procurement performance is connected to its public security mandate.

Peraturan LKPP No. 7 of 2021 on Procurement Human Resources also provides a relevant regulatory basis for analysing the competency issue. This regulation governs procurement human resources and provides the foundation for competency development, certification, and professional management of procurement personnel (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2021). In the Polri context, this regulation supports the need to distinguish between basic procurement knowledge and functional procurement competence. Basic/Level-1 certification may provide an entry point, but PP, Pokja, and PPK roles require more specific competence in procurement planning, supplier selection, contract preparation, reporting, risk control, and accountability (Spencer and Spencer, 1993; Armstrong and Taylor, 2020; Boyatzis, 1982).

Distribution of Procurement Certification and Competency Records in Polri

The institutional data from the Bureau of Procurement of Goods and Services, Logistics Staff of Polri, as of August 2025, show that procurement certification and competency records are distributed across Mabes Polri and Polda/Kewilayahan. The data include Basic/Level-1 procurement certification, MOOC PPK Type C, PP competency, Pokja competency, and PPK competency. The distribution is presented in Table 2.

Table 2. Distribution of PBJ Certification and Competency Records in Polri Work Units as of August 2025

Work Category	Unit	Basic/Level-1	MOOC PPK Type C	PP Competency	Pokja Competency	PPK Competency
Mabes Polri		829	57	31	259	140
Polda/Kewilayahan		2,647	438	150	295	226
Total		3,476	495	181	554	366

Source: Bureau of Procurement of Goods and Services, Logistics Staff of Polri, August 2025.

The data show that Basic/Level-1 certification has the largest recorded number, with 3,476 records across Mabes Polri and Polda/Kewilayahan. This indicates that Polri has developed a basic procurement competency base. However, the number of functional competency records is lower: 181 for PP competency, 554 for Pokja competency, and

366 for PPK competency. This pattern does not prove that procurement personnel are unqualified, nor does it allow a calculation of uncertified personnel. It does, however, show that the recorded competency structure is stronger at the basic certification level than at the level of specific procurement functions. This finding is consistent with competency-based human resource theory, which argues that institutional effectiveness depends not only on general capability, but also on the fit between competence, task complexity, role responsibility, and organisational objectives (Spencer and Spencer, 1993; Becker, 1993; Barney, 1991; Armstrong and Taylor, 2020).

The distribution between Mabes Polri and Polda/Kewilayahan also requires careful interpretation. Polda/Kewilayahan records higher numbers in Basic/Level-1 certification and MOOC PPK Type C than Mabes Polri. This is reasonable because regional units are broader in number and geographical coverage. Pokja competency records are relatively balanced, with 259 records in Mabes Polri and 295 in Polda/Kewilayahan. PPK competency records are also present at both levels, with 140 in Mabes Polri and 226 in Polda/Kewilayahan. The data therefore suggest that procurement competence exists across central and regional work units, but that functional competency development needs to be deepened and managed more systematically. Public procurement research also suggests that institutional capacity is shaped by the distribution of professional expertise, organisational learning, role clarity, and the ability to translate procurement rules into consistent practice (Patrucco et al., 2017; Fadlila, 2024; Filipon and Simionescu, 2024).

The available dataset does not provide the total number of personnel assigned to procurement functions within Polri. For this reason, this study does not claim the percentage of certified or non-certified procurement personnel. The valid conclusion is more limited but still important: Polri has a documented base of procurement certification, but the development of functional competence for PP, Pokja, and PPK roles remains an area that requires institutional attention. This interpretation is more defensible than using unsupported percentage claims, because the data only allow analysis of recorded certification and competency distribution.

Reading Polri's Data against National PBJ Human Resource Standards

The Polri data become more meaningful when compared with the national direction of PBJ human resource reform. LKPP's performance framework does not treat procurement competence simply as possession of a basic certificate. It measures competent procurement human resources through the fulfilment of JF PPBJ and competent PPK, with a minimum fulfilment threshold (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). This confirms that procurement capacity should be understood in relation to role-based competence and functional responsibility, rather than basic certification alone. This interpretation is also supported by studies showing that procurement competence affects job performance when combined with regulatory compliance, technical capability, and institutional support (Diyan A. et al., 2024; Mwangike, 2025; Sa'adah, 2025).

This point is relevant for Polri because Basic/Level-1 certification cannot automatically substitute for functional competence. PP, Pokja, and PPK roles carry

different responsibilities in the procurement cycle. PPK is closely related to procurement planning, technical specifications, contract preparation, owner estimates, contract control, and accountability reporting. Pokja is related to supplier selection and evaluation. PP is related to procurement implementation within its authority. Each role requires a different competency pathway. Procurement studies show that complex procurement functions require not only rule-based knowledge, but also analytical judgement, market knowledge, risk awareness, supplier management, documentation discipline, and ethical accountability (Thai, 2017; Diggs and Roman, 2012; Anin, Essuman, and Sarpong, 2024; Bergman, 2023).

National data also show that institutional procurement maturity has become an important policy direction. LKPP reported that 439 out of 628 UKPBJ, or 69.90%, had reached at least Level 3 maturity in 2024 (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). This indicates that procurement reform in Indonesia is moving towards institutional maturity, not merely individual certification. For Polri, this means that procurement competence should be connected to institutional governance: competency mapping, role assignment, digital workflow, supervision, reporting, audit readiness, and continuous professional development. Similar arguments appear in public procurement scholarship, which emphasises that procurement performance improves when institutional structures, buyer capabilities, strategic objectives, and accountability mechanisms are aligned (Santos and Cabral, 2021; Tammi, 2025; Selviaridis et al., 2023).

Institutional Challenges in Strengthening Procurement Capacity

The documentary analysis shows several institutional challenges that should be considered in strengthening procurement competence within Polri. The first challenge is the relationship between certification records and actual functional placement. The Polri data show several competency categories, but the available dataset does not explain whether certified personnel are currently assigned to roles that match their competence. Without role-based mapping, certification data may remain an administrative record rather than a tool for workforce planning. Competency-based HRM literature suggests that competence becomes useful only when it is integrated into role design, training, placement, performance management, and career development (Boyatzis, 1982; Spencer and Spencer, 1993; Armstrong and Taylor, 2020).

The second challenge is functional depth. The largest number in the Polri dataset is Basic/Level-1 certification, while PP, Pokja, and PPK competency records are smaller. This suggests the need for a staged capacity-development model. Basic certification should be treated as the starting point, while functional procurement roles require further certification, technical training, mentoring, and performance monitoring. Studies on procurement professionalisation show that public procurement competence needs to be developed through structured frameworks, professional standards, practical learning, and institutional support (Filipon and Simionescu, 2024; Sa'adah, 2025; Taheriruh et al., 2025).

The third challenge is central-regional capacity distribution. Because Polda/Kewilayahan covers wider geographical and operational areas, capacity

strengthening cannot rely only on centralised training. It needs a regional mechanism that can support procurement personnel closer to the operational level. This may include online certification access, regional mentoring, periodic competency mapping, and technical assistance for units with more limited access to procurement training. Research on public procurement capability shows that decentralised institutions require not only formal rules, but also local capability, organisational learning, and sustained managerial support (Vaidya et al., 2006; Croom and Brandon-Jones, 2007; Santos and Cabral, 2021).

The fourth challenge is common to many government institutions. LKPP’s 2024 report identified several obstacles in fulfilling JF PPBJ, including incomplete appointment of eligible candidates, the fact that JF PPBJ Jenjang Pertama fulfilment was only 39.38% of total recommendations as of 31 December 2024, limited leadership commitment in some institutions, mutation and promotion from JF PPBJ to structural positions, and low interest among civil servants due to perceptions of high legal risk and insufficient incentives or protection (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). Although these data are national and not Polri-specific, they provide a valid benchmark showing that procurement human resource development is affected by organisational commitment, career structure, legal-risk perception, and personnel policy. These issues are consistent with studies showing that top management commitment, audit mechanisms, legal risk, and professional incentives affect procurement quality and compliance (Anin et al., 2024; Bergman, 2023; Mwangi, 2025).

The fifth challenge is digital readiness. The national procurement system is increasingly integrated and data-driven, but LKPP’s report also shows that digital systems face operational and security risks (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, 2025). For Polri, this means procurement competence must include not only knowledge of procurement stages, but also practical ability to operate e-procurement systems, maintain account security, verify procurement data, and prepare accountable digital documentation. Digital procurement literature shows that the benefits of e-procurement depend on the interaction between technology, human capability, organisational governance, and risk management (Davila et al., 2003; Panayiotou et al., 2004; Walker and Brammer, 2012; Herold et al., 2023; Schmitz and Wimmer, 2025).

Proposed Framework for Strengthening Procurement Capacity in Polri

Based on the institutional data, regulatory framework, and national procurement reform context, the strengthening of procurement capacity in Polri should be designed as a role-based and institutionally monitored framework. The framework is presented in Table 3.

Table 3. Proposed Framework for Strengthening Procurement Capacity in Polri

Analytical Dimension	Evidence Base		Interpretation	Proposed Direction
Basic procurement competence	Polri	records 3,476 Basic/Level-1 certifications	Basic procurement knowledge has been developed across central and regional units	Maintain Basic/Level-1 certification as an entry point for procurement capacity development

Functional procurement competence	Polri records 181 PP, 554 Pokja, and 366 PPK competency records	Functional competence is more limited than basic certification	Develop role-based training and certification pathways for PP, Pokja, and PPK functions
Central-regional distribution	Polda/Kewilayahan records higher Basic/Level-1 and MOOC PPK Type C numbers than Mabes Polri	Regional units need accessible and continuous capacity support	Establish regional training access, mentoring, and periodic competency monitoring
National PBJ standard	LKPP measures competent SDM PBJ through JF PPBJ and competent PPK	Competence should be tied to procurement roles, not only basic certification	Align Polri's competency mapping with national PBJ human resource standards
Digital procurement readiness	LKPP data show rapid e-catalogue growth and e-purchasing integration	Digital procurement requires data, system, and compliance literacy	Strengthen training on e-catalogue, e-purchasing, account security, data verification, and digital documentation
Governance and integrity	Procurement is vulnerable to legal, financial, and administrative risks	Competence must include integrity and accountability awareness	Integrate ethics, conflict-of-interest prevention, audit readiness, and accountability control into training
Institutional resilience	Procurement supports logistics, operational readiness, and public trust	Procurement capacity is linked to the Security Gatra and institutional resilience	Connect procurement indicators with operational readiness, budget efficiency, and national resilience

The first priority is competency mapping. Polri needs to identify personnel who perform or support PP, Pokja, and PPK functions, and then compare their actual assignments with existing certification and competency records. This step is necessary because the value of certification data depends on whether it supports accurate role placement. Procurement professionalisation literature shows that competency frameworks are most useful when they guide recruitment, placement, training, assessment, and career development (Armstrong and Taylor, 2020; Filipon and Simionescu, 2024; Sa'adah, 2025).

The second priority is functional training. Basic/Level-1 certification should not be treated as the final indicator of procurement readiness. Personnel involved in PPK functions need stronger competence in procurement planning, technical specification preparation, owner estimates, contract drafting, contract control, and accountability reporting. Personnel involved in Pokja functions need competence in supplier selection, bid evaluation, procurement ethics, and documentation. Personnel involved in PP functions need practical competence in procurement execution, compliance, value for money, and reporting. This role-based approach is in line with studies showing that procurement competence must be connected to specific tasks and performance expectations rather than treated as a generic administrative qualification (Spencer and Spencer, 1993; Boyatzis, 1982; Mwangike, 2025).

The third priority is regional capacity strengthening. Since Polda/Kewilayahan has a wider operational spread, Polri needs a training and mentoring model that is not fully dependent on central access. Regional mentoring, online certification support, and

periodic technical assistance can help reduce the gap between central policy and regional implementation. E-procurement implementation studies show that organisational support, user training, implementation management, and local adaptation influence whether digital procurement systems are actually used effectively (Vaidya et al., 2006; Croom and Brandon-Jones, 2007; Panayiotou et al., 2004).

The fourth priority is digital procurement readiness. Training should not be limited to platform operation. It should include how procurement decisions are documented in digital systems, how procurement data are verified, how account security is maintained, and how audit trails are prepared. This is necessary because digital procurement creates both efficiency opportunities and new forms of risk. Studies on digital procurement transformation show that technological adoption must be accompanied by dynamic capabilities, data literacy, governance controls, and compliance management (Herold et al., 2023; Schmitz and Wimmer, 2025; Mélon and Spruk, 2020).

The fifth priority is integrity-based procurement competence. Procurement errors may arise from weak technical knowledge, but they may also arise from poor documentation, weak risk awareness, conflicts of interest, or insufficient accountability control. For this reason, procurement training in Polri should integrate integrity, conflict-of-interest prevention, audit readiness, and ethical decision-making. Public procurement governance literature shows that transparency, accountability, audit, and integrity mechanisms are central to preventing procurement abuse and strengthening institutional trust (Basheka, 2021; Williams-Elegbe, 2018; Suardi et al., 2024; Bergman, 2023; Anin et al., 2024).

The sixth priority is institutional monitoring. Polri should develop a procurement competency dashboard that records certification status, functional assignment, training history, competency expiry or renewal needs, and regional distribution. Such a system would make procurement human resource development more evidence-based and would prevent certification data from being treated merely as archival information. This recommendation is consistent with performance-oriented procurement approaches that emphasise measurement, data use, compliance monitoring, and institutional learning (Organisation for Economic Co-operation and Development, 2023; Fadlila, 2024; Patrucco et al., 2017).

Procurement Capacity and National Resilience

The professionalisation of procurement in Polri has implications beyond internal administrative reform. Procurement supports the availability of logistics, equipment, technology, infrastructure, and other operational resources needed by the police institution. When procurement is managed by competent personnel, Polri is better positioned to ensure timely, accountable, and efficient resource delivery. Public procurement literature shows that procurement quality is shaped by the ability of institutions to combine planning, competence, compliance, audit, supplier management, and leadership commitment (Diggs and Roman, 2012; Anin et al., 2024; Bergman, 2023; Mwangike, 2025).

This has a direct connection to national resilience. In the Asta Gatra framework, procurement capacity contributes to the Security Gatra by supporting operational readiness. It contributes to the Economic Gatra through better use of public funds and value for money. It also contributes to the Socio-Cultural Gatra by strengthening integrity, accountability, and public trust in state institutions (Simanjuntak et al., 2024). In this sense, procurement competence in Polri should not be viewed only as a technical requirement, but as part of institutional resilience and public governance. Strategic public procurement research also shows that procurement can create broader public value when it is linked to institutional capability, social value, innovation, and accountable public management (Selviaridis et al., 2023; Tammi, 2025; Taheriruh et al., 2025).

The results therefore show that Polri already has a recorded base of procurement certification and competence, particularly at the Basic/Level-1 level. The next institutional task is to deepen functional competence, align certification with procurement roles, strengthen digital readiness, improve central-regional capacity support, and connect procurement governance with operational readiness and national resilience. This conclusion is deliberately limited to what the available data can prove. The data support an analysis of certification and competency distribution, but they do not support claims about the exact percentage of uncertified procurement personnel or the personal performance of individual officers.

CONCLUSION

This article examined how procurement competence within Polri can be strengthened in response to digital procurement governance and the current regulatory framework for government procurement. The analysis shows that Polri already has a recorded base of procurement certification, especially in the Basic/Level-1 category. However, functional competency records for PP, Pokja, and PPK roles remain more limited than basic certification records. Since the available data do not provide the total number of personnel assigned to procurement functions, this study does not calculate the percentage of certified and non-certified personnel. The main finding is therefore best understood as an institutional competency pattern, showing the need to align certification, functional assignment, and procurement responsibility.

Procurement capacity in Polri should be strengthened through a more role-based and institutionally monitored approach. Basic/Level-1 certification needs to be followed by functional training for PP, Pokja, and PPK duties, particularly in procurement planning, supplier selection, contract preparation, digital documentation, compliance control, and accountability reporting. Regional work units also need wider access to training, mentoring, and technical assistance because procurement responsibilities are spread across Mabes Polri and Polda/Kewilayahan. In addition, digital procurement competence should include data verification, account security, electronic documentation, compliance risk awareness, integrity, conflict-of-interest prevention, and audit readiness. A procurement competency dashboard may help Polri monitor certification status, role placement, training history, and regional distribution more systematically.

The professionalisation of procurement in Polri has implications beyond internal administration. Competent procurement personnel can support more efficient budget use, timely logistical fulfilment, stronger accountability, and better operational readiness. In the framework of national resilience, this contributes to the Security Gatra, the Economic Gatra, and the Socio-Cultural Gatra through stronger institutional reliability, budget efficiency, integrity, and public trust. This study is limited because it relies on documentary and institutional data and does not examine the personal experiences or daily practices of procurement personnel. Future research may use surveys, interviews, or mixed methods to examine how procurement competence, digital readiness, integrity, and organisational support influence procurement performance within Polri.

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