

HUMAN RESOURCE CAPACITY IN PROCUREMENT GOVERNANCE BASED ON IMPORTANCE PERFORMANCE ANALYSIS (IPA) AT THE PROCUREMENT SERVICE UNIT OF GORONTALO PROVINCE

Rachmat Taufik Usman¹, Sri Nipsa Amrain², Azis Rachman³

Nur Fatimahtuzzahro Putri S. Kaharu⁴

⁽¹⁾PS Administrasi Pemerintahan Daerah, Universitas Bina Mandiri Gorontalo

⁽²⁾PS Administrasi Pemerintahan Daerah, Universitas Bina Mandiri Gorontalo

⁽³⁾PS Administrasi Pemerintahan Daerah, Universitas Bina Mandiri Gorontalo

⁽⁴⁾PS Administrasi Pemerintahan Daerah, Universitas Bina Mandiri Gorontalo

Email⁽¹⁾: rachmat.taufik@ubmg.ac.id

Email⁽²⁾: srinipsaamrain@gmail.com * (author's corresponding address)

Email⁽³⁾: azis.rachman@ubmg.ac.id

Email⁽⁴⁾: datumanda16@gmail.com

ABSTRACT

This study aims to analyze human resource (HR) capacity in procurement governance at the Procurement Service Unit (PBJ) of Gorontalo Province using the Importance Performance Analysis (IPA) approach within a qualitative research framework. The study is motivated by the critical role of HR in ensuring the effectiveness, efficiency, transparency, and accountability of public procurement, as well as the existing gap between the level of importance and performance across several strategic aspects. This research employs a qualitative approach with a case study design. Data were collected through in-depth interviews, observations, and documentation involving informants such as procurement officials, working groups (Pokja), and procurement administrators. Data analysis was conducted using an interactive model consisting of data reduction, data display, and conclusion drawing, which was integrated with Importance Performance Analysis (IPA) to identify gaps between perceived importance and actual performance. The findings indicate that HR capacity within the PBJ unit is generally adequate and capable of supporting procurement implementation in accordance with prevailing regulations, particularly through the utilization of e-procurement systems. However, gaps remain in terms of the number of personnel, workload distribution, and the strengthening of integrity and technical capacity. The IPA results reveal that these aspects fall within the high-priority quadrant, requiring focused policy intervention.

Keywords: Human Resource Capacity; Public Procurement; Importance Performance Analysis (IPA); Public Governance; E-Procurement

INTRODUCTION

The transformation of modern governance requires continuous improvement in the management of public resources, including in the domain of public procurement. In contemporary public administration practice, procurement has evolved from a merely administrative function into a strategic instrument that contributes to development

Human Resource Capacity in Procurement Governance based on Importance Performance Analysis (IPA)
at the Procurement Service Unit Of Gorontalo Province

effectiveness, budget efficiency, and the enhancement of public service quality [1], [2]. Within the framework of good governance, public procurement is positioned as a critical mechanism to ensure transparency, accountability, and the efficient use of state resources[3], [4]. Therefore, the quality of procurement governance has become a key indicator in assessing government performance.

In line with these developments, digitalization through e-procurement has emerged as a central approach in public procurement reform. The implementation of e-procurement has been shown to enhance transparency, efficiency, and accountability, while reducing the potential for irregularities[5], [6]. However, the effectiveness of such systems is not solely determined by technological infrastructure, but also by the capacity of human resources (HR) who operate them[7], [8]. Thus, HR capacity becomes a decisive factor in ensuring that digital transformation leads to tangible improvements in procurement governance.

The primary issue addressed in this study relates to the gap between the level of importance and the actual performance of HR capacity in procurement governance. The literature indicates that although HR plays a central role in ensuring accountability and efficiency, several limitations persist, including inadequate technical competence, insufficient training, and limited understanding of complex regulatory frameworks [7], [9]. These conditions suggest that HR capacity development has not yet fully met the demands of electronic procurement implementation.

Furthermore, structural challenges such as dual roles, unequal workload distribution, and weak inter-organizational coordination further hinder procurement performance [10], [11]. Organizational culture and resistance to change also pose significant barriers to the optimal adoption of digital systems [12]. As a result, despite the availability of policies and systems, procurement performance has not yet reached its expected level.

In general, the solutions proposed in the literature emphasize strengthening HR capacity through continuous training, professional certification, and enhanced internal control systems [6], [13]. This approach underscores the importance of investing in human capital to improve both technical competence and integrity among procurement officials. In addition, strengthening internal control systems is essential to prevent fraud and enhance accountability in procurement processes[14].

On the other hand, the development of information technology infrastructure and the integration of procurement systems are also considered crucial for improving governance quality[15], [16]. However, the effectiveness of these technological solutions largely depends on the ability of HR to utilize them effectively. Therefore, an integrated approach that combines HR development and technological advancement is essential to improving procurement performance.

Moreover, perception-based evaluative approaches are increasingly important for understanding HR capacity in a comprehensive manner. Importance Performance Analysis (IPA) is widely used to identify gaps between the perceived importance and performance of service or organizational attributes [17]. In the public sector context,

Human Resource Capacity in Procurement Governance based on Importance Performance Analysis (IPA) at the Procurement Service Unit Of Gorontalo Province

IPA enables the identification of priority areas for improvement based on stakeholder perceptions.

However, most previous studies have employed quantitative approaches and have rarely integrated IPA within a qualitative analytical framework capable of capturing local contextual dynamics. Furthermore, studies specifically examining HR capacity in procurement at the provincial government level, particularly within PBJ units, remain limited[1]. This gap highlights the need for more context-sensitive and empirically grounded research.

Therefore, this study aims to analyze HR capacity in procurement governance at the PBJ Unit of Gorontalo Province using the Importance Performance Analysis (IPA) approach within a qualitative research framework. The novelty of this study lies in the integration of qualitative methods with IPA to identify gaps between importance and performance in a contextualized manner. The scope of the study focuses on HR capacity attributes, stakeholder perceptions, and policy implications for improving procurement governance at the regional level.

METHOD AND ANALYSIS

This study employs a qualitative approach with a case study design to analyze human resource (HR) capacity in procurement governance at the Procurement Service Unit (PBJ) of Gorontalo Province. The qualitative approach is selected due to its ability to provide an in-depth understanding of complex phenomena, particularly those related to actor interactions, organizational dynamics, and policy implementation within real-world contexts[11], [18]. The case study design enables a contextual exploration of procurement governance practices, including how regulations, e-procurement systems, and HR capacity interact in daily operational settings [19].

The research was conducted at the PBJ Unit of Gorontalo Province, which serves as the unit of analysis representing public procurement implementation at the regional government level. The selection of this site is based on policy relevance, data availability, and institutional characteristics that allow for a comprehensive examination of HR capacity and procurement governance practices. In this context, the PBJ Unit plays a central role in ensuring the effective implementation of e-procurement and good governance principles in public procurement.

Informants were selected using purposive sampling, focusing on individuals directly involved in procurement processes. These include commitment-making officials (PPK), working group members (Pokja), procurement officers, and LPSE administrators. This selection aims to obtain rich and relevant data regarding experiences, perceptions, and challenges encountered in implementing electronic procurement systems[14], [19].

Data collection techniques consist of in-depth interviews, observation, and documentation. Semi-structured interviews were conducted to explore informants' perceptions, experiences, and interpretations of HR capacity and procurement practices.

Human Resource Capacity in Procurement Governance based on Importance Performance Analysis (IPA) at the Procurement Service Unit Of Gorontalo Province

This method allows for a deeper understanding of aspects that cannot be captured through quantitative data, such as operational constraints, training needs, and organizational dynamics[11], [18].

Observations were carried out to directly examine procurement processes, interactions among actors, and the implementation of standard operating procedures (SOPs) in practice. This technique is essential for assessing the alignment between policy and actual implementation, as well as identifying potential gaps between formal procedures and real practices[10], [14].

Documentation analysis was conducted to complement the data through the examination of official documents, including procurement regulations, SOPs, performance reports, and planning and budgeting documents. This approach enables the researcher to trace policy implementation, evaluate compliance with regulations, and identify discrepancies between policy and practice[1], [20].

Data analysis in this study follows an interactive model consisting of data reduction, data display, and conclusion drawing. Data reduction involves simplifying and categorizing data based on themes relevant to the research focus. Data display is conducted through descriptive narratives and matrices to facilitate interpretation. Conclusion drawing is carried out iteratively by linking empirical findings with theoretical frameworks[18].

This study integrates Importance Performance Analysis (IPA) as an analytical tool to identify gaps between the importance and performance of HR capacity. IPA is applied by transforming qualitative data into analytical categories that represent informants' perceptions of key attributes in procurement governance, such as technical competence, regulatory compliance, transparency, and accountability[13], [17].

The implementation of IPA begins with identifying HR capacity attributes based on literature and interview findings. These attributes are then categorized according to their perceived importance and performance. The categorized data are subsequently mapped into an IPA matrix to identify priority areas for improvement, areas to be maintained, and areas of lower priority[21].

The use of IPA within a qualitative framework allows for a more focused analysis in identifying gaps between expectations and actual HR performance. Furthermore, IPA supports the formulation of more specific and evidence-based policy recommendations, particularly in strengthening HR capacity and improving procurement governance[17].

To ensure data validity and reliability, this study applies triangulation techniques, including source triangulation, method triangulation, and time triangulation. Source triangulation is conducted by comparing data from multiple informants, while method triangulation involves cross-checking findings from interviews, observations, and documentation. Time triangulation is used to examine data consistency across different periods[18], [19].

Human Resource Capacity in Procurement Governance based on Importance Performance Analysis (IPA) at the Procurement Service Unit Of Gorontalo Province

Additionally, member checking is employed to ensure that the interpretation of data aligns with the perspectives of the informants. This process involves confirming interview results with participants to enhance the credibility of the findings.

Through this methodological approach, the study is expected to produce valid, reliable, and contextually grounded findings regarding HR capacity in procurement governance. The integration of qualitative methods with IPA provides a methodological contribution to public administration studies, particularly in evaluating HR performance based on perception and contextual analysis.

RESULT AND DISCUSSION

4.1 Research Findings

The findings indicate that human resource (HR) capacity at the Procurement Service Unit (PBJ) of Gorontalo Province plays a critical role in supporting procurement governance. Based on in-depth interviews with key informants, HR competence is perceived as the primary determinant of effectiveness, efficiency, transparency, and accountability in procurement processes. This confirms that HR serves as the central pillar in ensuring that all procurement stages are conducted in accordance with prevailing regulations.

From a performance perspective, most informants reported that PBJ personnel have generally complied with regulatory requirements and demonstrated relatively good performance. This is reflected in the effective implementation of digital procurement systems (e-procurement), which has contributed to improved transparency in procurement processes. These findings are consistent with previous studies indicating that e-procurement enhances efficiency and accountability in public procurement [5], [6].

However, several constraints affecting HR performance were identified, particularly related to the limited number of personnel and the high workload due to the large volume of procurement packages. These conditions negatively affect both the timeliness and quality of procurement services. In addition, external challenges such as delays from suppliers, contract changes, and risks of fraud also influence overall procurement performance.

Based on the Importance Performance Analysis (IPA), several attributes categorized as highly important but underperforming include HR capacity development, workforce adequacy, and the strengthening of integrity and ethical standards. Meanwhile, attributes that demonstrate strong performance and should be maintained include procurement digitalization, process transparency, and the promotion of domestic products and micro, small, and medium enterprises (MSMEs).

Another key finding highlights integrity as the most strategic factor in procurement governance. Informants emphasized that strong integrity reduces corruption risks and enhances public trust in government. This suggests that HR capacity encompasses not only technical competence but also ethical and moral dimensions in executing procurement responsibilities.

4.2 Discussion

The findings reinforce the human resource capacity theory, which posits that competence, training, and regulatory understanding are key determinants of public procurement performance. Previous studies have shown that technical proficiency in operating e-procurement systems significantly affects the effectiveness of digital procurement implementation [7], [8], [9]. In this context, while HR capacity in the Gorontalo PBJ Unit is generally adequate, improvements are still required in terms of personnel quantity and workload distribution.

From a good governance perspective, HR capacity is closely linked to the quality of procurement governance. Competent and ethical personnel ensure transparency, accountability, and efficiency in procurement processes. This aligns with studies suggesting that e-procurement supported by capable HR enhances public trust and reduces fraud risks [3], [14], [21].

The findings are also consistent with prior research on the application of IPA in the public sector. IPA has proven effective as a diagnostic tool for identifying gaps between importance and performance, thereby guiding priority areas for improvement. In this study, HR capacity and integrity are positioned within the high-priority quadrant, indicating the need for targeted policy interventions [13], [17].

Furthermore, the policy implications highlight the necessity of comprehensive HR development strategies, including continuous training, improved employee welfare, and the strengthening of integrity values. Organizational restructuring and better workload distribution are also required to reduce excessive work pressure. These findings support the literature emphasizing a holistic approach to procurement performance improvement, integrating HR, technology, and institutional factor [1], [6].

Overall, the integration of qualitative approaches with IPA provides a more context-sensitive and evidence-based framework for identifying priority improvements in procurement governance.

CONCLUSION

This study demonstrates that provider satisfaction with the performance of government procurement services in Gorontalo Province is determined by the degree of alignment between aspects considered important by providers and the actual performance of services experienced in practice. The findings identify transparency and accountability as the most critical factors in building provider trust, followed by service responsiveness, timeliness of processes, and the integrity and competence of human resources.

Although the overall performance of procurement services is generally perceived as satisfactory, particularly in terms of the implementation of e-procurement systems that enhance efficiency and accessibility, gaps remain in several service attributes. These gaps are primarily found in service responsiveness, timeliness, and human resource capacity, indicating that current service performance has not fully met the level of importance expected by providers.

Human Resource Capacity in Procurement Governance based on Importance Performance Analysis (IPA) at the Procurement Service Unit Of Gorontalo Province

The findings emphasize that the success of procurement services is not solely determined by the existence of digital systems, but also by the quality of service implementation and the supporting institutional capacity. Therefore, improving provider satisfaction requires a comprehensive approach that includes strengthening transparency and accountability, enhancing human resource competencies, and improving the quality of service interactions.

From a practical perspective, this study recommends that local governments prioritize improvements in service attributes that are highly important but underperforming. This includes enhancing service responsiveness, strengthening standard operating procedures, and optimizing information technology infrastructure support. In addition, strengthening communication mechanisms and feedback channels with providers is essential to ensure more responsive and adaptive procurement services.

Overall, this study contributes to a deeper understanding of provider satisfaction in the context of local government procurement and provides an empirical basis for developing policies that are more oriented toward service quality and good governance principles.

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