

**How to Cite:**

Hatta, H., Ibrahim, M. A., Badu, B., & Abdullah, M. T. (2022). Transparency of commitment making officials (PPK) in the Implementation of auctions of goods and services in the health sector in South Sulawesi Province. *International Journal of Health Sciences*, 6(S1), 2937–2947.  
<https://doi.org/10.53730/ijhs.v6nS1.5090>

# **Transparency of Commitment Making Officials (PPK) in the Implementation of Auctions of Goods and Services in the Health Sector in South Sulawesi Province**

**Hatta**

Public Administration Study Program, Faculty of Social and Political Sciences, Hasanuddin University, Makassar

**Muh. Akmal Ibrahim**

Public Administration Study Program, Faculty of Social and Political Sciences, Hasanuddin University, Makassar

**Badu**

Public Administration Study Program, Faculty of Social and Political Sciences, Hasanuddin University, Makassar

**Muh. Tang Abdullah**

Public Administration Study Program, Faculty of Social and Political Sciences, Hasanuddin University, Makassar

**Abstract**---Transparency in the management of auctions for the construction of hospitals and medical devices is important, there are still many indications of fraud committed by irresponsible persons making the auction process unaccountable, therefore the purpose of this research is to see the transparency of the implementation of the duties of the commitment makers (PPK) in the implementation of Goods and Services Auction in South Sulawesi Province, especially in the health sector. Data collection techniques used in the form of interviews, literature study, observation, and documentation, data analysis consists of data collection, data reduction, data presentation and drawing conclusions. The results showed that the implementation of the duties of the Commitment Making Officer (PPK) in the auction of goods and services in the health sector in South Sulawesi Province was not optimal, because even though information on each stage of the auction process was available on the LPSE website, the availability and accessibility of documents for evaluation was still a formality, it was still weak. public trust in the openness of the process due to the strong assumption that the winner of the tender has been determined

beforehand and the absence of a technical regulatory framework in the form of a Standard Operating Procedure (SOP) which is specifically made for the management of confidential documents so as to prevent information leakage.

**Keywords**---Accountability, Corruption, Transparency.

## Introduction

In a democratic country like Indonesia, public organizations are required to be accountable for all their actions. One of the reasons is because corruption is an acute disease of the bureaucracy caused by the low accountability of bureaucratic management. One dimension of accountability that demands bureaucratic reform is transparency.

Koppel (2005) explains that accountability has a number of dimensions, including: First, transparency which refers to the ease of access to information related to the functions and performance of the organization. Second, accountability refers to the practice of ensuring individuals and or organizations are held accountable for their actions and activities, punishing wrongdoing and rewarding good performance. The third is control, which refers to the situation that the organization does exactly what it is commanded to do. The fourth is the responsibility, which refers to the organization should be limited by the applicable law. Fifth, is responsiveness which refers to the organization's interest and efforts to meet the substantive expectations of stakeholders in the form of articulation of requests and needs.

Public sector accountability in Indonesia so far has not been optimal. This is in line with research conducted by Kristian Widya Wicaksono (2015) which shows that the accountability of public sector organizations in Indonesia is still not optimal. Therefore, in the future, public sector organizations need to prioritize attention to accountability. Because, in a democratic country like Indonesia, public organizations are required to be accountable for all their actions. The dimensions of accountability can be used as a basis for public organizations in managing various activities carried out starting from inputs, processes, outputs, and results, as well as how the environment responds to these results.

The current administration of government has entered the era of bureaucratic reform, where the government is obliged to apply the basic principles of good governance, including transparency, participation, accountability and freedom from corruption, collusion and nepotism. The procurement of goods/services which are partially or wholly financed from the APBN/APBD implementation refers to Presidential Regulation Number 12 of 2021 concerning Amendments to Presidential Regulation Number 16 of 2018 concerning Government Procurement of Goods/Services. The purpose of the enactment of this Presidential Regulation is so that the implementation of the procurement of goods/services is carried out efficiently, effectively, transparently, openly, competitively, fairly/non-discriminatory, and accountable.

Furthermore, the results of research by Alwahidi and Darwanis (2019) in 224 regencies/cities in Indonesia, show that the TPAD rate of district/city governments through their official website is 10.85 percent. Then, Nuryani and Firmansyah (2020) found that the level of financial transparency of district/city governments in Java was 24.76. Adriana and Ritonga (2018) explained that the TPAD rate for district governments in Java was 19.59 percent. Likewise, Syamsul and Ritonga (2016) show that the level of transparency in the regional financial management of the provincial government (Pemprov) is 17.24 percent. Likewise, Nurlailah & Syamsul (2021) showed the average TPAD index in Indonesia was 24.36 percent. Simply put, the findings of this study inform that the level of TPAD in Indonesia is still low, it can be said that local government financial management is carried out in a non-transparent manner.

Transparency is very necessary in the procurement of goods/services. This is because the procurement of goods and services is one sector that is very prone to corruption. Based on the KPK for the past 12 years, the most cases of corruption after bribery were the procurement of goods and services.

The implementation of the procurement of goods/services was initially carried out conventionally, namely carried out directly by the users of goods/services or the committee (Purwosusilo, 2014: 33). However, in practice, there are many deviations from the principles and provisions of government procurement of goods/services. These deviations are in the form of administrative irregularities as well as acts of corruption that are detrimental to state finances (Agung Djojosoekarto (ed), 2008, 44).

In conventional auctions, it is carried out openly for a tender. So, considering that the providers of goods/services have met before or at least know who wants to make bids in the auction, the providers can communicate at another time and place to design a social gathering for tenders. Arisan tenders are collusion between business actors to create pseudo competition among bidders (Adrian Sutedi, 2009, 120).

To ensure that the implementation of the procurement of Government Goods/Services (PBJP) runs according to the provisions and applicable laws and regulations, general guidelines are made as stated in Presidential Regulation Number 12 of 2021 Article 8 which regulates the Actors of the Procurement of Goods/Services including PA, KPA, PPK, Procurement Officer, Election Working Group, Procurement Agent, Swakelola Organizer and Provider. One of the 9 actors in the auction of goods and services is the Commitment Making Officer (PPK). Article 1 Number 10 of the Regulation explains that what is meant by the Commitment Making Officer (PPK) is an official who is authorized by the Budget User (PA)/Budget User Authority (KPA) to make decisions and/or take actions that may result in the expenditure of the state budget/budget. regional shopping.

In the past, KDP was better known as the Project Leader (Pimpro) or Project Section Leader (Pimbagpro), a position that seemed to have great authority in determining project implementation. It is not surprising that in the past this position invited the desire of many parties with an interest in project activities to intervene. However, in line with the continuous improvement of government

management and development as an important part of Bureaucratic Reform, the position of KDP is sought to be more professional and free from the intervention of various interests. There is no government agency that can enter into an engagement/agreement with other parties that may result in the expenditure of the State Revenue and Expenditure Budget/Regional Revenue and Expenditure Budget without going through PPK. As a result, it must be admitted that the work of KDP is quite vulnerable to legal problems related to contract execution.

## **Literature review**

### **Public accountability**

In an organization that is accountable and transparent and democratic accompanied by freedom of expression, it is in this kind of environment that accountability can live, grow and develop. The importance and accountability as one of the main elements in Good Governance can be seen from the extent to which the use of the system, organizational structure and staff who carry out their duties and responsibilities, as well as bureaucratic behavior and the work culture created, can run in accordance with the control mechanisms that have been regulated. Because the government was formed with the intention of building civilization and maintaining a system of social order so that people can live their lives naturally in the context of state life.

As one of the elements in the state, the government has the function of formulating, expressing, realizing the wishes of the people through various functions, but it is often encountered by government officials in carrying out government functions that disappoint the people. Various bad bureaucratic practices encountered such as illegal levies, discriminatory treatment, convoluted and time-consuming services, as well as neglect of the rights and dignity of citizens, are examples of cases that are often encountered in public institutions. This condition occurs, according to Dwiyanto (2006) more due to the lack of transparency and accountability in the implementation of public services.

Transparency and accountability are closely related to each other. Transparency refers to the freedom to obtain information, while accountability is a form of accountability to the wider community for all activities that have been carried out. The realization of accountability is one of the main objectives of reform in the public sector. Based on this objective, public accountability is a must for institutions in the public sector to emphasize their accountability not only vertically but especially horizontally. An important aspect contained in the notion of accountability here is that the public has the right to know all forms of policies taken by those they trust. Accountability comes from the Latin *accomptare* which means to be responsible, the basic form of the word *computare* (to take into account) and also comes from the word *rotary* which means to make calculations. (World Bank, 2000). The word accountability is often associated with the terms and expressions of openness, transparency, accessibility, and reconnecting with the public. There are also those who link the word accountability synonymously with concepts such as being accountable (responsibility), or also being able to be questioned (answerability) which can be blamed (blameworthiness) and having liability.

### ***Dimensions of Accountability by Koppel (2005)***

The five dimensions of accountability offered are transparency, obligation, control, responsibility, and responsiveness. These categories are not mutually exclusive—that is, the organization may be responsible for more than one reason. For each dimension of accountability, critical questions are articulated. This question is a practical extension of the concept. That is, for each dimension of accountability there are questions that must be asked of the organization or individual to determine its accountability in that sense.

<b>Accountability Concept</b>	<b>Determinant Key</b>
Transparency	Does the organization disclose the facts of its performance?
Obligation	Does the organization face consequences for its performance?
Control	Does the organization do what the leader wants?
Responsibility	Does the organization follow the rules?
Responsiveness	Does the organization meet substantive expectations (demands/needs)?

Source: Koppel (2005)

### **Transparency**

Transparency is most important as an instrument for assessing organizational performance, a key requirement for all other dimensions of accountability. Thus, transparency is an important tool. It is also an end in itself. The belief in government openness to routine inspections is deeply ingrained in our collective awareness that transparency has an innate value.

In practice, transparency requires bureaucrats to be subject to regular review and questioning. Alleged faults or perceived failures should be investigated and explained. A transparent public organization provides access to the public, the press, interest groups and other parties with an interest in the organization's activities. In the American context, transparency has been institutionalized in the form of requirements of the Freedom of Information Act, the Sunshine Act, and other regulations that open government processes to review.

Private sector organizations are subject to similar requirements, especially those that are open to the public for trading or issuing securities. Transparency here requires the presentation of correct information to stakeholders, creditors, analysts, customers, and regulators in the required reports, prospectuses, and submissions. The critical question for evaluating organizational accountability along the dimensions of transparency is simple: Does the organization disclose the facts of its performance.

Lalolo (2003:13) transparency is a principle that guarantees access or freedom for everyone to obtain information about the administration of government, namely information about policies, the process of making and the results achieved. Mustopa Didjaja (2003:261) transparency is the government's openness in

making policies so that it can be known by the public. Transparency will ultimately create accountability between the government and the people. Meanwhile, according to Kristianten (2006:31), transparency will have a positive impact on governance. Transparency will increase the accountability of policy makers so that public control over policy-making authorities will run effectively. Kristianten (2006:73) describes the criteria for openness that in the realm of transparency it is measured through several indicators, such as: (1) document availability and accessibility, (2) clarity and completeness of information, (3) process openness, (4) regulatory framework that ensures transparency.

### **Goods and Services Auction**

Procurement of goods/services according to Sutedi (2012, p.7) which includes an explanation of the entire process from the beginning of planning, preparation, licensing, determining the winner of the auction to the implementation stage and administrative processes in the procurement of goods, work or services such as technical consulting services, services financial consulting, legal consulting services or other services.

### **Commitment-making officials**

In Presidential Regulation Number 16 of 2018 as amended by Presidential Regulation Number 12 of 2021 concerning Government Procurement of Goods/Services (hereinafter referred to as Presidential Decree No. 12 of 2021), article 1 number 1 states, procurement of goods/services is the activity of procuring goods/services by the ministry. Regional/institutional/departmental apparatus financed by ABPN/APBD whose process starts from identification of needs until handover of work results. Meanwhile, in Article 8 of Presidential Regulation No. 12 of 2021, it is stated that the actors in the procurement of goods/services consist of:

1. Budget User (PA);
2. Budget User Power (KPA)
3. Commitment Making Officer (PPK)

In Presidential Regulation 54 of 2010 article 12 paragraph 2, the requirements to become a KDP are expressed unequivocally:

1. have integrity;
2. have high discipline;
3. have the responsibility and technical and managerial qualifications to carry out tasks;
4. able to make decisions, act decisively and have transparency in behavior and never get involved in KKN;
5. sign an Integrity Pact;
6. not serving as a financial manager; and
7. have a Certificate of Expertise in Procurement of Goods / Services.

The duties of the Commitment Making Officer (PPK) according to Presidential Regulation of the Republic of Indonesia Number 12 of 2021 concerning Changes

to Presidential Regulation Number 16 of 2018 concerning Procurement of Government Goods / Services Article 11 are:

1. drawing up procurement planning
2. carrying out Consolidated Procurement barang / Services
3. establish technical specifications /Framework of Reference (KAK)
4. establish a draft contract
5. set your own Estimated Price (HPS)
6. determine the amount of the down payment' to be paid to the Provider;
7. propose changes to the activity schedule
8. carrying out E-purchasing for a value of at least above Rp200,000,000.00 (two hundred million rupiah);
9. controlling kontrak
10. storing and maintaining the integrity of all activity documents
11. report the implementation and completion of activities to pa / KPA
12. submit the results of the work on the implementation of activities to the PA / KPA with the news of the handover event;
13. assess the performance of the Provider;
14. establish a support team;
15. establish a team of experts or experts; and
16. establishing a Letter of Appointment of The Provider of Goods / Services.

## **Methods**

This research is a type of descriptive research supported by qualitative data which in this study seeks to reveal the facts of a social phenomenon that occurs as it is and provide an objective picture of the circumstances or problems that may be faced naturally.

The data collection technique was carried out through the interview method and the interviewees were selected through a purposive sampling technique, namely by taking several people involved or knowing about the collaboration that was carried out. The data validity test used is source triangulation technique and technique triangulation. Meanwhile, the data analysis technique uses the data analysis model of Miles and Huberman (1992) which consists of data collection, data reduction, data presentation and drawing conclusions.

## **Results and Discussion**

Transparency in the implementation of the duties of Commitment Making Officials (PPK) in the auction of goods and services in the construction of hospitals and procurement of medical devices in South Sulawesi was analyzed based on the indicators of Christian transparency (2006:31), including:

### **Document availability and accessibility**

Commitment making officials (PPK) have the responsibility to organize auctions of goods and services. The budget user (PA) delegates this authority to the PPK and is then carried out technically by the goods and services auction work unit (UKBJ). In the implementation with the online system, all processes are carried

out through an e-procurement system called SPSE (Electronic Procurement System) by the Electronic Procurement Service (LPSE).

The provision of information since 2010 has been carried out through the LPSE website which previously was carried out through print media. In providing information, PPK is the provider of information starting from the planning of the auction, technical specifications/Terms of Reference (KAK), the amount of the contract and the schedule of activities. So that all information can be accessed through the LPSE website.

Information on the procurement of goods and services auctions can be readily available and easily accessible by the public through the website. However, there is still limited information related to the evaluation of the auction. The obstacle related to information was when the PPK leaked the technical specifications of the HPS before the auction. This is because there is no standard operating procedure related to document and information management in each unit of auction of goods and services.

### **Clarity and Completeness of Information**

Information published on the LPSE website is sourced from the Commitment Making Officer (PPK) who handles the health project being auctioned off. Commitment officials in planning and setting their own prices (HPS) involve consultants to maintain the quality of the products. In addition, before the information is published, the PPK conducts a comparative survey first. This is done to ensure that the information shared with the bidders for the Health project being handled is accurate. Even so, the clarity of information related to the self-estimated price (HPS) is still often in the spotlight for providers.

Information that often gets the spotlight is the clarity of companies that are blacklisted. Where the PPK is responsible for controlling the contract. In several cases of auctions for goods and services in the Health sector in South Sulawesi, it is still found that the winning bidders are the same person even though they use different companies. So that the indication of information on participants participating in the auction is not clear, which makes it difficult to identify people who have cheated in the auction process for goods and services.

To avoid lack of clarity of information, the Makassar City UKBJ formulated the SOP and implemented it in the form of a pre-tender application. Where the documents that have been made by the PPK are submitted to the ULP through a direct upload system and then the LPSE will provide a notification. However, this kind of process has only been implemented by the city of Makassar, for other districts not yet.

The clarity and completeness of this information is checked in stages. After being made by the PPK, it is then checked by the budget user, in this case the Health Service. then submitted to ULP for publication through a website that can be accessed by all parties.



## **Process Disclosure**

The auction process for Health projects, both the construction of hospital buildings and the procurement of medical equipment, begins with the determination of the procurement plan until the submission of results by PPK to budget users. Of all these stages, KDP has the responsibility to ensure that the process is open and in accordance with existing regulations. Regarding preparation, KDP involves providers in arranging what procurement plans are needed according to the needs of hospitals and the health office. To determine HPS, it involves consultants who are specialists in their fields.

The problem that occurs in the auction process is that the PPK is not optimal in storing and maintaining the integrity of all activity documents. This is because there are frequent leaks of technical specifications/Terms of Reference (KAK) and Self-Estimated Prices (HPS) before the time of the auction process so that the provider who will be won can provide the requirements from the start. The affirmation of this confidential HPS rule is regulated in article 26 point (3) of the Presidential Regulation of the Republic of Indonesia Number 12 of 2021 which states that the HPS details are confidential. This allows later stages to be easy to set up in favor of a particular company.

This fraud model causes public confidence in the transparency of the auction process for goods and services. Even the organizers, providers and non-governmental organizations have a level of trust in the auction process that runs transparently only about 50%. This is because in general, although it is done online, the winner of the tender can still be predicted from the start. This is because although it has been regulated in the Law regarding transparency, publications such as the results of the evaluation of the auction process are still only a formality and the use of other companies with the same person is not published.

## **Regulatory Framework that Guarantees Transparency of auctions of goods and services**

Regulations related to information that must be published and kept confidential are contained in Presidential Regulation Number 12 of 2021 concerning Government Procurement of Goods/Services. This provision regulates the publication of information distributed in electronic catalogs managed by UKPBJ in accordance with article 72. The auction for the procurement of hospitals and medical devices has been published through the LPSE website. In fact, the problem in its implementation is the leakage of information carried out by PPK onkum to providers. Even though the Perpes has regulated information that is published and kept confidential, there are still frequent leaks of information that can interfere with an accountable auction process.

PPK as the person in charge of preparing procurement planning and setting specifications should have standard operating procedures in the management and storage of data and information. This is important so that confidential documents are not leaked. In the current implementation there is no standard so that document management is still often leaked. In addition, the PPK also has the

responsibility to make implementation and evaluation reports to budget users (PA), in this case the director of the hospital and the health office.

## Conclusion

The transparency of the implementation of the duties of the Commitment Making Officer (PPK) in the auction of goods and services in the Health sector in South Sulawesi Province has not been optimal because the availability and accessibility of documents is still a formality in the evaluation, although information on each stage of the auction process is available on the LPSE website, public trust is still weak. for the openness of the process due to the strong assumption that the winner of the tender has been determined beforehand and the absence of a technical regulatory framework in the form of Standard Operating Procedures (SOP) for managing confidential documents so as not to be known by outsiders.

## References

- Adrian Sutedi, 2009, Metode Penelitian Hukum, Sinar Grafika, Jakarta
- Adriana & Ritonga, 2018. Analysis of Local Financial Management Transparency Based on Websites on Local Government in Java. *Jurnal Dinamika Akuntansi*, 10(1), 13–26.
- Alwahidi, Muhammad & Sari, Darwanis. (2019). Pengukuran Transparansi Keuangan Daerah Berbasis Website Pada Kabupaten/Kota Di Indonesia. *Jurnal Ilmiah Mahasiswa Ekonomi Akuntansi*. 4. 153. 10.24815/jimeka.v4i1.10806.
- Didjaja, Mustofa. 2003. *Transparansi Pemerintah*. Jakarta: Rineka Cipta
- Djojosoekarto, Agung, et al. *Menjadi Wakil Rakyat dalam Tata Demokrasi Baru*. Jakarta: Sekretariat Nasional ADEKSI-Konrad Adenauer Stiftung, 2004.
- Dwiyanto, Agus. 2006. “Transparansi Pelayanan Publik”, dalam Agus Dwiyanto, ed. 2006. *Mewujudkan Good Governance Melalui Pelayanan Publik*. Yogyakarta: Gadjah Mada University Press; Wibawa
- Firmansyah & Nuryani (2020) *Transparansi Pengelolaan Keuangan Daerah Berdasarkan Karakteristik Pemerintah Daerah dan Tingkat Kesejahteraan Masyarakat Penulis*. Penerbit Adab. Jawa Barat
- Koppel, J. GS. 2005, *Pathologies of Accountability : ICANN and The Challenge of Multiple Accountabilities Disorder*, *Public Administration Review*, Vol.65 No.1
- Kristianten. 2006. *Transparansi Anggaran Pemerintah*. Jakarta: Rineka Cipta
- Miles, B. Mathew dan Michael Huberman. 1992. *Analisis Data Kualitatif* Buku Sumber Tentang Metode-metode Baru. Jakarta: UIP.
- Nurlailah & Syamsul (2021). Indeks Transparansi Pengelolaan Anggaran Daerah: Bagaimana Perkembangannya? *Jurnal Akuntansi dan Bisnis: Jurnal Program Studi Akuntansi*, 7(2), 180-195.
- P. Loina Lalolo. K. 2003. *Indikator dan Alat Ukur Prinsip Akuntabilitas, Transparansi dan Partisipasi*. Jakarta.
- Purwosusilo, 2014, *Aspek Hukum Pengadaan Barang dan Jasa*, Jakarta: Pranadamedia Group.
- Ritonga, Irwan & Syahrir, Syamsul. (2016). Mengukur transparansi pengelolaan keuangan daerah di Indonesia: berbasis website. *Jurnal Akuntansi & Auditing Indonesia*. 20. 110-126. 10.20885/jaai.vol20.iss2.art4.

- Sutedi, Adrian. (2012). *Aspek Hukum Pengadaan Barang & Jasa dan Berbagai Permasalahannya*. Ed. 2. Jakarta, Sinar Grafika.
- Wicaksono, Kristian. (2015). Akuntabilitas Organisasi Sektor Publik. JKAP (Jurnal Kebijakan dan Administrasi Publik). 19. 17. 10.22146/jkap.7523.