

Implementation of Government Procurement Policy for Local MSMEs in the Context of Regional Economic Stimulus of Cirebon Regency

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ABSTRACT

This study was motivated by the low involvement of local MSMEs in the Government Goods/Services Procurement (PBJP) policy in Cirebon Regency, even though national regulations—particularly Presidential Regulation No. 12 of 2021—require a minimum allocation of 40% of government spending for MSMEs. This condition shows that the implementation of the policy has not functioned optimally as an instrument of local economic empowerment. This study aims to describe and analyze the implementation of PBJP for MSMEs and examine the construction of MSME empowerment mechanisms through this policy in the context of regional economic stimulus. The method used is a qualitative approach with a descriptive design through observation, in-depth interviews, and documentation involving the Cooperative and MSME Office apparatus and MSME actors. The results of the study show that the implementation of PBJP is still not optimal, as reflected in the low level of MSME participation (around 19% of 31,054 MSMEs), limitations in supporting regional regulations, lack of policy literacy, and uneven technical assistance. However, a high level of commitment was found among the implementing officials, and there were positive impacts on the MSMEs that had been involved, such as increased turnover and expansion of market networks. The study concludes that the effectiveness of PBJP as an SME empowerment instrument requires strengthening local regulations, increasing the capacity of implementing agencies and SMEs, and expanding access to information and assistance so that the stimulus can be maximized.

Keywords: Policy Implementation, PBJP, MSMEs

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INTRODUCTION

Micro, Small, and Medium Enterprises (MSMEs) are the main pillars in the national and regional economic structure in Indonesia. MSMEs play a strategic role in job creation, equitable income distribution, and strengthening an inclusive and sustainable local economy (Dasaraju & Tambunan, 2023; Hans & Sastry, 2025). The contribution of MSMEs to the national Gross Domestic Product (GDP) and their resilience in facing economic crises make this sector an important instrument in regional economic development (Ministry of Cooperatives and SMEs, 2020).

Despite their strategic role, MSMEs still face various structural obstacles, such as limited access to financing, low managerial capacity and digital literacy, and limited access to formal markets. This condition makes it difficult for most MSMEs to integrate into the formal economic system managed by the government, including in the government's procurement mechanism for goods and services (Arifin et al., 2021; Kamal, 2019).

In the context of public policy, Government Procurement of Goods and Services (PBJP) is a strategic fiscal instrument that not only serves to meet the needs of government administration but can also be used as a tool for economic intervention to encourage the empowerment of local business actors. Through government spending sourced from the Regional Revenue and Expenditure Budget (APBD), local governments have a great

opportunity to expand MSME market access and encourage regional economic growth (Micro, 2024; Tarigan & Farida, 2025).

The Government of Indonesia has stipulated Presidential Regulation Number 12 of 2021 as an amendment to Presidential Regulation Number 16 of 2018 concerning the Procurement of Government Goods/Services, which requires the allocation of at least 40% of procurement expenditure for MSMEs and cooperatives. This regulation affirms the state's commitment to encouraging the use of domestic products and increasing the participation of MSMEs in government procurement through direct procurement mechanisms and electronic catalogs. However, various policy studies and implementation reports show that the existence of these national regulations does not automatically guarantee widespread involvement of MSMEs, especially at the local government level.

Cirebon Regency is one of the areas with significant and diverse MSME potential, especially in the culinary, trade, and creative industries sectors. Data from the Cirebon Regency Cooperatives and Small and Medium Enterprises Office shows that the number of registered MSMEs reaches more than 31,000 business units. Empirically, this condition reflects the great local economic potential and strategic opportunity for local governments to utilize PBJP policies as a means of empowering MSMEs. However, the level of involvement of Cirebon Regency MSMEs in the PBJP mechanism is still relatively low, both in terms of the number of participating business actors and the value of procurement contracts obtained.

The low participation of MSMEs in PBJP indicates that there is a gap between normatively formulated policy objectives and implementation practices at the regional level. Some of the problems identified include the limited understanding of MSMEs regarding government procurement procedures, the lack of optimal socialization and technical assistance, weak coordination between regional apparatus, and the absence of regional regulations that specifically regulate the empowerment of MSMEs through government procurement policies. This condition shows that the implementation of the PBJP policy still faces structural and operational obstacles.

Departing from these problems, this research offers a scientific contribution through the analysis of the PBJP policy implementation as an instrument for empowering local MSMEs in order to encourage regional economic stimulus. This study uses the Van Meter and Van Horn policy implementation model to examine how policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, and social, economic, and political conditions affect the effectiveness of PBJP implementation in Cirebon Regency.

The formulation of the problem in this study is focused on the question: How is the government procurement policy implemented in Cirebon Regency in supporting the empowerment of local MSMEs as a driver of the regional economy? In line with the formulation of this problem, the purpose of this study is to analyze the implementation of the PBJP policy in Cirebon Regency and examine the construction of the mechanism for empowering MSMEs through government procurement policies in the context of regional economic stimulus.

Based on this gap, the urgency of the present study lies in the need to generate context-sensitive evidence on why the procurement policy has not yet produced optimal inclusion of local MSMEs and how the policy can be reconstructed as a more effective regional economic

stimulus mechanism. This study is therefore important not only academically but also practically, because ineffective implementation means lost opportunities for local revenue circulation, MSME scaling, job creation, and more equitable regional development. In this regard, the study's novelty lies in positioning public procurement simultaneously as a policy implementation problem and as an empowerment mechanism, analyzed through the Van Meter and Van Horn framework within the specific institutional setting of Cirebon Regency.

Accordingly, this research aims to analyze the implementation of the government procurement policy for local MSMEs in Cirebon Regency and to examine how the policy can function more effectively as an instrument of regional economic stimulus. The objectives of the study are to identify the main implementation barriers, explain the interaction between policy standards, resources, communication, institutional characteristics, and socio-economic conditions, and formulate an analytical basis for strengthening MSME empowerment through procurement. The expected contributions of this research are theoretical—by enriching the literature on policy implementation and inclusive public procurement—and practical, by providing evidence-based recommendations for local governments, procurement institutions, and MSME development agencies. Ultimately, the study is expected to benefit policymakers, implementing agencies, MSME actors, and future researchers seeking to advance more inclusive and development-oriented procurement governance.

METHOD

This study uses a qualitative approach with a descriptive design to analyze the implementation of the Government Procurement of Goods and Services (PBJP) policy in supporting the empowerment of Micro, Small, and Medium Enterprises (MSMEs) in Cirebon Regency. The qualitative approach was chosen to gain a deep understanding of the dynamics of policy implementation, inter-stakeholder interactions, and the institutional context that affect policy implementation at the regional level.

The research was carried out in Cirebon Regency, focusing on the Cooperatives and MSMEs Office as a regional apparatus organization that has a strategic role in fostering MSMEs, as well as local government work units involved in the implementation of PBJP. This research was conducted from August to November 2023, taking into account the availability of data and the intensity of local government procurement policy implementation.

The research informants were determined using purposive sampling techniques based on the criterion of direct involvement in the implementation of the PBJP policy. The number of informants was six, consisting of PBJP policy implementation apparatus and local MSME actors who have been involved or have not been involved in the government procurement mechanism for goods and services. The selection of informants was intended to obtain a comprehensive perspective from the viewpoints of policy formulators and implementers, as well as policy target groups.

Data collection was carried out through in-depth interviews, observations, and documentation studies. In-depth interviews were used to explore the perceptions, experiences, and obstacles faced by implementing apparatus and MSME actors in the implementation of PBJP. Observations were conducted to directly observe policy implementation practices, especially in the processes of socialization, technical assistance, and the use of electronic procurement systems. The documentation study included a review of policy documents,

performance reports of related agencies, MSME statistical data, and national and regional regulations relevant to the implementation of PBJP.

Data analysis was carried out using the Miles and Huberman interactive analysis model, which included the stages of data reduction, data presentation, and conclusion drawing. The analysis process was conducted simultaneously from the data collection stage to the interpretation of results, allowing researchers to identify patterns, themes, and relationships between variables relevant to the implementation of the PBJP policy. The validity of the data was ensured through triangulation of sources and methods to increase the credibility and consistency of research findings.

In the framework of analysis, this study uses the Van Meter and Van Horn policy implementation model as an analytical perspective to examine the factors that affect the effectiveness of PBJP implementation. The model includes variables for policy standards and objectives, resources, interorganizational communication, characteristics of implementing agencies, social, economic, and political conditions, and implementing dispositions. The framework is used to interpret empirical findings regarding the level of MSME participation, the mechanism for implementing PBJP, and structural and operational obstacles in empowering MSMEs through government procurement policies.

RESULTS AND DISCUSSION

Cirebon Regency has significant and diverse MSME potential, including the agriculture, fisheries, livestock, creative industries (such as batik and convection), as well as culinary and tourism. The existence of these MSME centers reflects the strength of the local economy which plays an important role in supporting the regional economy. However, this potential has not been fully integrated in the government's procurement policy of goods and services as an instrument of economic empowerment.

Based on data from the Cirebon Regency Cooperatives and Small and Medium Enterprises Office, the number of registered MSMEs reached 31,054 business units, with the dominance in the food and trade sectors. Empirically, the large number of MSMEs shows a strategic opportunity for local governments to utilize the PBJP policy as a means of expanding market access and increasing business capacity. However, until November 2025, only 888 MSMEs are recorded as being involved in the procurement of government goods and services through electronic catalogs (INAPROC), which means that the MSME participation rate is still below 3% of the total existing MSMEs.

The low participation rate indicates that the PBJP policy has not been optimally utilized by local MSME actors. This condition shows that there is a gap between the potential of available MSMEs and the actual level of involvement in the government procurement system. In fact, normatively, the PBJP policy is designed to open wider market access for MSMEs and encourage inclusive regional economic growth.

Table 1
Micro Business Data of Cirebon Regency

Types of MSMEs	Quantity
Food	18069
Trade	10287
Convection	737
Services	1379

Agriculture	48
Fisheries	1
Farm	11
Batik	400
Rattan	18
Furniture	12
Pottery	0
Crafts	88
Fruit preparations	1
Processed agricultural products	3
Total	31.054

Source: Cirebon Regency Cooperatives and MSMEs Office, 2018

The implementation of the PBJP policy in Cirebon Regency can also be seen from the achievement of local government spending allocation to MSMEs. Presidential Regulation Number 12 of 2021 expressly stipulates an allocation obligation of at least 40% of government procurement expenditure for MSMEs and cooperatives. However, implementation data shows that until 2025, the value of procurement contracts involving MSMEs in Cirebon Regency will only reach around 18.52% of the total procurement value of local governments. Meanwhile, according to the number of MSMEs in Cirebon Regency, only 888 MSME actors have followed the PBJP policy.

This achievement shows that national policy targets have not been optimally achieved at the regional level. This condition not only reflects the limited participation of MSMEs as providers, but also indicates obstacles in the planning and implementation mechanism for the procurement of goods and services within local governments. In other words, the PBJP policy has not fully functioned as a fiscal instrument that is able to drive the local economic turnaround significantly.

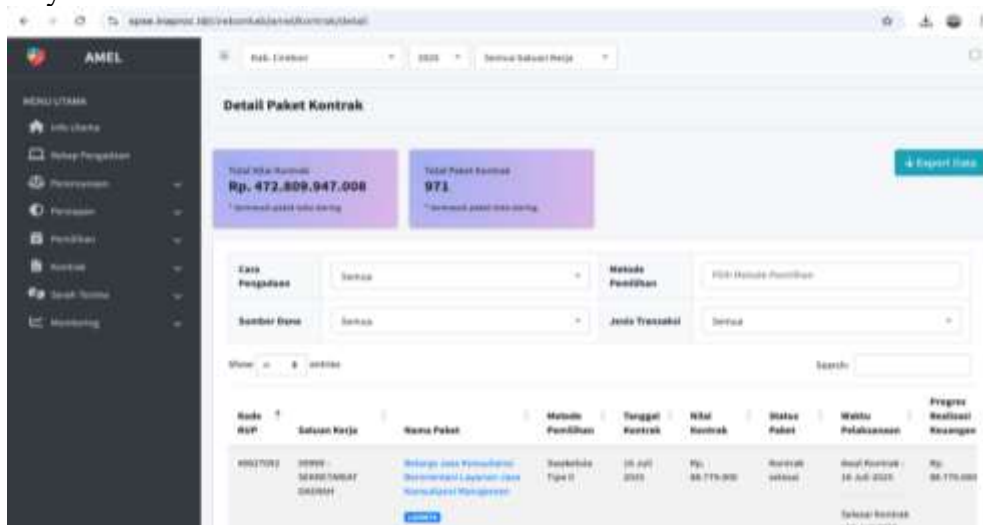


Figure 1 Data on MSMEs involved in contracts in the INAPROC system in 2025

To further understand the factors that affect the low involvement of MSMEs in PBJP, this study examines the standard operating procedures (SOPs) for the procurement of goods and services through electronic catalogs. Based on Presidential Regulation Number 12 of 2021

and LKPP Regulation Number 9 of 2021, the PBJP mechanism involves MSMEs as providers and government agencies as procurement officials (PPK), with stages that include business licensing, electronic system registration, product verification, and contract implementation.

The results of the study show that only about 19% of the MSMEs involved are able to complete all stages of SOPs independently. The main obstacle faced by MSMEs lies in the digitalization and product verification process, where around 65% of MSMEs have difficulty accessing and operating the INAPROC version 6 system. This condition indicates that the complexity of procurement procedures is still a significant obstacle for most local MSMEs.

The findings show that although the PBJP procedural framework has been systematically prepared, the readiness of MSMEs to adapt to digital procurement mechanisms is still limited. These limitations are not only related to technical capabilities, but also reflect the lack of ongoing assistance and policy support at the regional level.



Figure 2 Data on MSMEs involved in procurement by the Cirebon Regency government

The implementation of government procurement of goods and services for the empowerment of MSMEs in Cirebon Regency not only has an impact on the capacity of MSMEs, but also correlates with Regional Original Revenue (PAD). The participation of local MSMEs in government procurement has the potential to accelerate the local economic turnaround, which in turn supports the growth of PAD through tax contributions, levies, and increased economic activity in the area. However, the limitation of Regional Original Revenue is also one of the factors that affect the effectiveness of the implementation of the Procurement of Goods and Services policy. Limited regional budget allocations result in suboptimal support for MSME assistance, including access to capital and procurement administration training. This condition reflects a reciprocal relationship: PAD can increase the capacity and participation of MSMEs, while the involvement of MSMEs in government procurement contributes to the growth of PAD. Therefore, strengthening coordination between local governments, procurement implementers, and financial institutions, as well as prioritizing the use of PAD for MSME empowerment programs, is a strategic step to increase the effectiveness of PBJ policy implementation while strengthening regional sources of revenue.

Overall, the results of this study show that the implementation of the PBJP policy in Cirebon Regency still faces various structural and operational obstacles. The low level of MSME participation, the lack of procurement expenditure allocation targets, and the complexity of procurement procedures are indicators that the PBJP policy has not been fully effective as an instrument for empowering MSMEs and stimulating regional economies.

DISCUSSION

These empirical findings are an important basis for further analysis of the factors for the implementation of the PBJP policy. Therefore, the next discussion will focus on the construction of the implementation of the government's procurement policy for local MSMEs using the Van Meter and Van Horn policy implementation model framework, in order to identify key variables that affect the effectiveness of the policy at the regional level. Analysis based on six variables by Van Meter and Van Horn (1977) yielded the following scientific findings:

1) Policy Objectives and Standards

Clarity of policy objectives and standards is the main prerequisite for the successful implementation of public policies. The findings of this study show that although PBJP policy standards and objectives have been firmly established at the national level through Presidential Regulation Number 12 of 2021, the absence of derivative regulations at the regional level causes these standards to not be optimally operationalized. This condition results in the implementation of policies running without measurable performance indicators and is difficult to evaluate systematically.

The findings are in line with the policy implementation model of Van Meter and Van Horn (1977) which affirmed that policy standards and objectives must be translated clearly and consistently at the implementation level in order to guide the actions of implementers. Without operational guidelines at the regional level, policy implementation tends to depend on the subjective interpretation of the apparatus, so it has the potential to cause variations in implementation and inconsistency in achievements. In this context, the absence of regional regulations weakens the binding power of national policies in encouraging the involvement of MSMEs widely.

The results of this study also strengthen the findings of Nugroho (2019) and Sari (2020) which show that the effectiveness of government procurement policies is highly determined by the ability of local governments to formulate contextual supporting regulations. Thus, it can be concluded that the weak formulation of policy standards at the regional level is a key factor that hinders the optimization of PBJP as an instrument of regional economic stimulus in Cirebon Regency.

2) Resources

The availability and quality of resources are determinants in supporting the effectiveness of policy implementation. This study found that limited resources, especially in the aspect of digital infrastructure and MSME capacity, are the main obstacles to MSME participation in PBJP. Most MSMEs still face difficulties in accessing and utilizing electronic procurement systems, while capital support and technical assistance have not reached all business actors.

These findings are consistent with the view of Pfeffer and Salancik (1978) regarding the organization's dependence on resources, where limited access to strategic resources will limit the ability of actors to respond to policies. In the context of PBJP, reliance on the national system without local infrastructure support weakens the capacity of MSMEs to adapt to complex digital procurement mechanisms.

This research also strengthens the results of studies by Putri (2023) and Wibowo (2021) which show that the availability of support systems and access to capital has a significant effect on the participation of MSMEs in government procurement. Thus, the limited resources in Cirebon Regency are not only technical, but also structural, so that it has a direct impact on the low effectiveness of PBJP as a regional economic stimulus.

3) Communication and Coordination

Communication and coordination between organizations is an important element in ensuring that policies can be understood and implemented consistently by all stakeholders. The results of the study show that coordination between regional apparatus related to PBJP in

Cirebon Regency is relatively ongoing, but the policy communication mechanism to MSMEs is still limited and uneven. Policy information tends to be delivered through limited forums, so it does not reach most MSME actors.

This condition is in line with the concept of "communication breakdown" put forward by Ouchi (1980), where weak formal communication channels can lead to information distortion and a low level of understanding of policy target actors. In the context of PBJP, limited communication results in MSMEs not obtaining adequate information about government procurement procedures, benefits, and opportunities.

These findings support the research results of Rahayu (2022) and Suryanto (2020) who emphasized that the effectiveness of public policies is greatly influenced by inclusive and sustainable communication strategies. Therefore, the low intensity and reach of policy communication is a significant inhibiting factor in increasing MSME participation and the effectiveness of PBJP in Cirebon Regency.

4) Characteristics of the Implementing Agency

The characteristics of the implementing organization play an important role in determining the institutional ability to implement policies. This study found that although the organizational structure of PBJP implementers in Cirebon Regency has been formed with a clear division of duties, the operational authority of the apparatus is still limited because it is not supported by binding regional regulations. As a result, policy implementation is more dependent on individual initiatives and commitments.

This phenomenon is in line with the concept of "bureaucratic inertia" put forward by Weber (1947), where a bureaucratic structure that is not accompanied by adequate authority and rules tends to produce less than optimal performance. Without regulatory legitimacy at the regional level, implementing apparatus faces limitations in making strategic decisions to expand the involvement of MSMEs.

The results of this study reinforce the findings of Haryanto (2021) and Kusuma (2019) which show that the clarity of authority and support of regional regulations has a significant effect on the effectiveness of procurement policy implementation. Thus, the characteristics of implementing bodies that have not been fully supported by the regulatory framework are one of the causes of the low achievement of PBJP as an instrument of regional economic stimulus.

5) Social, Economic, and Political Environment

The social, economic, and political environment are external contexts that influence actors' responses to public policies. The findings of the study show that most MSMEs in Cirebon Regency still have limited social capital and digital literacy, which has an impact on their low readiness to be involved in PBJP. These socio-economic conditions have not been fully balanced with adaptive policy support.

These findings are relevant to the concept of social capital put forward by Putnam (1993), which emphasizes that networks, trusts, and social capacities affect the ability of economic actors to take advantage of policy opportunities. The low social capital and adaptive capacity of MSMEs cause the PBJP policy to not be optimally utilized as an instrument of economic empowerment.

This research is in line with the findings of Widodo (2023) and Lestari (2021) which show that a weak socio-economic environment can hinder the effectiveness of regional development policies. Therefore, external environmental factors are important variables that explain the low participation of MSMEs and the limited economic impact of PBJP in Cirebon Regency.

6) Implementing Disposition

The disposition or attitude of policy implementers is an internal factor that affects the level of commitment and consistency of policy implementation. The results of the study show that the PBJP implementing apparatus in Cirebon Regency has a relatively positive attitude,

reflected in initiative and responsiveness in supporting MSMEs. However, such positive dispositions have not been fully followed by structured evaluation and incentive mechanisms.

These findings are in line with the intrinsic motivation theory of Deci and Ryan (1985) which states that individual commitment can drive performance even under conditions of structural limitations. In the context of PBJP, the commitment of the apparatus plays a role as a temporary support factor for the weak regulatory and resource support.

The results of this study support the findings of Sari et al. (2022) and Adi (2020) which show that the disposition of implementers has a positive effect on policy effectiveness, but cannot stand alone without systemic support. Thus, although the implementation disposition in Cirebon Regency is relatively good, structural limitations remain the main obstacle in making PBJP an effective regional economic stimulus instrument.

CONCLUSION

This study concludes that the implementation of the Government Procurement of Goods and Services (PBJP) policy in supporting the empowerment of local MSMEs in Cirebon Regency has not been running optimally as an instrument of regional economic stimulus. Although Presidential Regulation Number 12 of 2021 stipulates an obligation to allocate at least 40% of procurement expenditure for MSMEs, the achievement of implementation at the regional level is still low, both in terms of the level of MSME participation and the value of contracts obtained. This gap is influenced by the absence of supporting regional regulations, limited MSME resources—especially in digital literacy and capital—and uneven socialization and technical assistance for policies.

Based on the analysis using the Van Meter and Van Horn policy implementation model, variables for policy standards and objectives, resources, and the socio-economic environment are the dominant factors hindering the effectiveness of PBJP in Cirebon Regency. However, this study also found a positive disposition and commitment from the implementing apparatus, as well as economic impacts felt by the MSMEs that have been involved, showing that PBJP has great potential as an instrument for local economic empowerment if implemented consistently and structured.

The policy implications of this study emphasize the importance of strengthening the regulatory framework at the regional level through the preparation of regional head regulations that specifically regulate the empowerment of MSMEs in PBJP. In addition, local governments need to increase institutional capacity and human resources, develop support systems such as local e-catalogs, and expand socialization and sustainable assistance for MSMEs. These measures are expected to increase MSME participation in government procurement and make PBJP an effective and sustainable regional economic stimulus instrument.

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