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# The effectiveness of the regulation of goods and services procurement through the Electronic Procurement Service Information System (SILAPETRO) as an instrument of good university governance at Universitas Brawijaya

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## ABSTRACT

Universitas Brawijaya, a state university that previously operated as a Public Service Agency (Badan Layanan Umum), officially transformed into a Legal Entity State University (Perguruan Tinggi Negeri Berbadan Hukum, PTN-BH) in October 2021. This change in institutional status granted the university the autonomous authority to formulate and enact internal regulations, including those governing the procurement of goods and services. In exercising such authority, Universitas Brawijaya has enacted several Rector Regulations regulating the procurement of goods and services, inter alia, Rector Regulation of Universitas Brawijaya Number 98 of 2021 as amended by Rector Regulation Number 106 of 2022, as well as Rector Regulation Number 36 of 2022 concerning the Technical Guidelines for the Procurement of Goods/Services. Efforts to enhance the effectiveness and efficiency of goods and services procurement management have been pursued through the implementation of an electronic procurement system utilizing the Electronic Procurement Service Information System (Silapetro). Nevertheless, after nearly three years of implementation, various issues remain evident in terms of the regulatory framework and the practical execution of goods and services procurement at Universitas Brawijaya. Based on these circumstances, this study aims to examine and analyze the effectiveness of the regulation of goods and services procurement through Silapetro as an instrument for implementing the principles of Good University Governance at Universitas Brawijaya. This research employs a normative juridical method with a qualitative juridical approach, focusing on the analysis of primary legal materials, particularly Presidential Regulation Number 16 of 2018, as amended by Presidential Regulation Number 12 of 2021, as well as the relevant Rector Regulations governing goods and services procurement at Universitas Brawijaya.

**Keywords:** Effectiveness, Regulation of Goods and Services Procurement, Electronic Procurement Service Information System, Good University Governance, Universitas Brawijaya.

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RESEARCH & PUBLISHING



## 1. INTRODUCTION

The digitalization of goods and services procurement systems through electronic platforms constitutes a crucial instrument for mitigating the risk of corruption and enhancing the quality of administrative services within educational institutions (Bienhaus & Haddud, 2018). Over the past decade, transparency and accountability in the procurement of goods and services in Indonesian higher-education institutions have faced increasingly complex challenges. Data from the Corruption Eradication Commission (KPK) show that the education sector, including universities, accounted for 15% of the total corruption cases handled during 2019–2023, with the dominant *modus operandi* related to the procurement of goods and services (KPK, 2023). This phenomenon has become even more critical in line with the institutional transformation of state universities, particularly following the enactment of Law Number 12 of 2012 on Higher Education, which paved the way for the Perguruan Tinggi Negeri Berbadan Hukum (PTN-BH) model of state universities.

Universitas Brawijaya, as one of the PTN-BH that officially underwent this transformation in October 2021, faces a distinctive dilemma: on the one hand, it has obtained broad autonomy in financial management and procurement; on the other hand, it is required to uphold stricter public accountability, given that its funding sources still involve the APBN (Peraturan Pemerintah Nomor 26 Tahun 2015 Tentang Bentuk Dan Mekanisme Pendanaan Perguruan Tinggi Negeri Badan Hukum, n.d.). This transition has generated an urgent need for the implementation of a procurement system that is not only administratively efficient but also capable of meeting the expectations of governance.

In response to these demands, Universitas Brawijaya implemented the Sistem Informasi Layanan Pengadaan Elektronik (SILAPETRO) in 2021 as an instrument for the digitalization of goods and services procurement. Furthermore, the PTN-BH context introduces additional complexities. Unlike universities that still hold the status of Badan Layanan Umum (BLU) or regular work units, PTN-BH have the authority to formulate their own internal regulations, including those governing procurement. This authority entails consequences in the form of the need for harmonization between internal and national regulations (Perpres 16/2018 jo. Perpres 12/2021), which, in practice, often leads to legal uncertainty and confusion at the implementation level.

Pursuant to Presidential Regulation Number 12 of 2021, government procurement of goods and services encompasses the entire process of expenditure for goods and/or services carried out by ministries/agencies/regional governments, the financing of which is sourced partially or wholly from the State Budget (APBN) and/or the Regional Budget (APBD). Such procurement processes must be conducted in accordance with the prevailing legal framework, namely Presidential Regulation Number 16 of 2018 concerning the Government Procurement of Goods and Services, as amended by Presidential Regulation Number 12 of 2021. This regulatory framework is intended to ensure that the implementation of goods and services procurement is carried out effectively and efficiently while upholding the principles of fair competition, transparency, openness, and equitable and non-discriminatory treatment for all procurement actors. Accordingly, the outcomes of procurement activities are expected not only to be legally and administratively accountable, but also to be physically and financially accountable, while providing optimal benefits in supporting the effective performance of governmental functions and improving the quality of public services delivered to the community.

Government procurement of goods and services constitutes a fundamental pillar of modern governance, particularly in supporting the implementation of public policies and infrastructure development. However, in practice, conventional procurement systems frequently encounter a range of complex challenges. Findings from studies conducted by the National Public Procurement Agency (Lembaga Kebijakan Pengadaan Barang/Jasa Pemerintah, LKPP) indicate that approximately 62% of government procurement issues originate from manual processes that are highly susceptible to time inefficiencies, budgetary waste and potential irregularities. This condition is further exacerbated by the lack of transparency inherent in traditional procurement processes, which is one of the root causes of public governance deficiencies (Muharram et al., 2025).

One form of e-government implementation aimed at achieving good governance is the electronic procurement of government goods and services (e-procurement). This initiative represents a response to the numerous problems that have arisen in conventional government procurement practices (Nurchana, 2014). *E-procurement* refers to a goods and services procurement system in which the implementation process is conducted electronically and web-based by utilizing information and communication technology facilities (Udoyono, 2012). The implementation of e-procurement constitutes a transformation of the national procurement mechanism, which was previously carried out through manual tendering procedures. Manual tender processes are fraught with various weaknesses that may be exploited by both tender committee officials and service providers, such as the emergence of procurement market conditions that are closed and fragmented, resulting in procurement activities being accessible only to a limited number of users and suppliers (Hapijah et al., 2011). The adoption of e-procurement by leveraging advancements in information technology offers numerous advantages from the perspective of procurement users and that of goods and services providers.

Government procurement from the user's perspective, the implementation of e-procurement, which is not constrained by limitations of space and time, enables the creation of a fairer, more open, and higher-quality competitive environment among goods and services providers. Procurement users gain broader access to a wide range of suppliers, thereby obtaining more alternative options and greater opportunities to secure more competitive pricing with better quality goods and/or services. Moreover, the electronic documentation of all stages of the procurement process enhances transparency and accountability in decision-making, thereby minimizing opportunities for subjective intervention and manipulative practices. The implementation of e-procurement also makes a significant contribution to reducing the potential occurrence of corruption, collusion, and nepotism (KKN), as supplier-selection mechanisms are carried out in a systematic, standardized, and multilayered supervisory framework. Accordingly, e-procurement functions not only as an administrative tool but also as a strategic instrument for realizing clean, effective governance oriented toward the public interest.

Pursuant to Government Regulation Number 26 of 2015 concerning the Forms and Mechanisms of Funding Patterns for Legal Entity State Universities, a Legal Entity State University (Perguruan Tinggi Negeri Berbadan Hukum, hereinafter referred to as PTN-BH) is defined as a State University (Perguruan Tinggi Negeri, hereinafter referred to as PTN) that is wholly owned by the state and may not be transferred to individuals or private entities. The legal basis for the establishment of PTN-BH emerged following the enactment of Law Number 12 of 2012 on Higher Education.

According to Article 27 paragraph (1) of Government Regulation Number 4 of 2014 concerning the Administration of Higher Education and the Management of Higher Education Institutions, there are three models of PTN management: (a) PTN applying the general state financial management model, commonly referred to as PTN Satker; (b) PTN applying the financial management model of a Public Service Agency (BLU); and (c) PTN operating as a Legal Entity.

Article 53, paragraph (3), of Law Number 20 of 2003 concerning the National Education System stipulates that an educational legal entity operates on a non-profit principle and may independently manage funds to advance the educational unit. Meanwhile, Article 65 paragraph (1) of Law Number 12 of 2012 concerning Higher Education provides that the autonomous management of higher education institutions, as referred to in Article 64, may be granted selectively, based on performance evaluations conducted by the Minister, to PTN implementing the financial management pattern of a Public Service Agency (BLU) or by establishing a PTN as a legal entity, with the objective of delivering quality education.

Furthermore, the technical provisions concerning PTN-BH are regulated in Government Regulation Number 26 of 2015 concerning the Forms and Mechanisms of Funding for PTN-BH, which stipulates that PTN-BH is an autonomous public legal entity. In this context, autonomy denotes independence, not in the sense of sovereign self-governance, but rather as an integral component of a larger unified entity, namely the state. PTN-BH is granted autonomy in both academic and nonacademic domains. The academic domain encompasses the implementation of education, as well as conducting research and community service. Meanwhile, the non-academic domain includes the administration of

organizational affairs, financial management, student affairs, human resource management, and the utilization of facilities and infrastructure.

Universitas Brawijaya, a public entity that previously operated under the Public Service Agency model, has transformed into a Legal Entity State University, commonly referred to as PTN-BH, since October 2021. As a PTN-BH, one of the authorities vested in the university is the power to formulate and enact internal regulations for its governance, including those relating to the procurement of goods and services. The funding model of PTN-BH, which includes subsidies sourced from the State Budget (APBN), reflects the State's responsibility in upholding the autonomy of PTN-BH in the administration of higher education (Hasby et al., 2024). Furthermore, a funding mechanism for PTN-BH that is flexible yet accountable embodies the autonomy granted to PTN-BH, enabling it to design a goods and services procurement system that is aligned with the specific characteristics and needs of a PTN-BH.

Pursuant to Paragraph 4 of the Explanatory Section of Government Regulation of the Republic of Indonesia Number 26 of 2015 concerning the Forms and Mechanisms of Funding for Legal Entity State Universities, the funding mechanism of PTN-BH is specifically characterized by: (a) a robust organizational structure aligned with the needs and development strategies of the Legal Entity State University; (b) each organizational unit being managed by officials whose competencies and capacities are appropriately matched to their respective positions, thereby enabling higher education management at the PTN-BH to be carried out dynamically with a high degree of innovation and creativity; (c) the qualifications of human resources appointed to positions being determined based on institutional needs and competencies that support effectiveness and efficiency within the PTN-BH; (d) the utilization of facilities and infrastructure that are commensurate with the needs of the PTN-BH; and (e) budgeting that is allocated in accordance with the priority scale of the PTN-BH.

Universitas Brawijaya has exercised such authority by enacting several Rector Regulations in the field of goods and services procurement: (a) Rector Regulation of Universitas Brawijaya Number 98 of 2021 concerning the Procurement of Goods/Services, as amended by Rector Regulation of Universitas Brawijaya Number 106 of 2022; (b) Rector Regulation of Universitas Brawijaya Number 36 of 2022 concerning the Technical Guidelines for the Procurement of Goods/Services.

Efforts to maximize the effectiveness and efficiency of government goods and services procurement management at Universitas Brawijaya have been undertaken through the implementation of an electronic procurement system by utilizing the Electronic Procurement Service Information System (Silapetro). The implementation of Silapetro constitutes a concrete manifestation of the transformation of procurement governance that is consistent with the characteristics of Universitas Brawijaya as a Legal Entity State University (PTN-BH), which requires autonomous, professional, transparent, and accountable budget management. Through this system, all stages of procurement, commencing from planning, supplier selection, to implementation and supervision, are conducted in an integrated manner based on information technology, with the objective of minimizing non-procedural interventions and enhancing legal certainty as well as administrative efficiency. Nevertheless, despite Silapetro having been implemented for nearly three years, various issues persist in practice, both normative and technical-operational in nature, such as inconsistencies in internal regulations, limitations in procurement human resources, and constraints in the optimal utilization of the system by relevant stakeholders. These conditions indicate that the mere adoption of an electronic system does not, in itself, fully guarantee the realization of effective goods and services procurement. Accordingly, a comprehensive evaluation of the effectiveness of the regulatory framework and the implementation of Silapetro is required to support the principles of Good University Governance at Universitas Brawijaya.

The literature on e-procurement in the context of the public sector has developed rapidly over the past two decades. Previous studies indicate that the implementation of e-procurement significantly enhances transparency (Neupane et al., 2014), reduces transaction costs (Teo et al., 2009), and accelerates procurement processes (Brandon-Jones & Carey, 2011). In the Indonesian context, Nurmandi and Kim (2015) identified that the success of e-procurement in Indonesia is highly dependent on leadership commitment, SDM capacity, and the quality of technological infrastructure.



However, the majority of previous research has focused on the context of general government or local government institutions, while the context of higher education institutions, particularly PTN-BH, remains very limited. The study by Cahyadi and Khairil (2024) attempted to address this gap by examining e-procurement at Universitas Tadulako; however, the study is descriptive in nature and does not employ a measurable effectiveness evaluation framework (Cahyadi & Khairil, 2024). Similarly, the study by Larasati et al. (2018) on Good University Governance in universities in Jayapura does not specifically discuss the dimension of goods and services procurement (Larasati et al., 2018).

There has been no research that comprehensively analyzes the effectiveness of e-procurement systems in PTN-BH while taking into account the uniqueness of their institutional status, particularly the duality between managerial autonomy and public accountability. PTN-BH possess hybrid characteristics between public entities and corporate organizations that are not found in regular government institutions; however, the implications of these characteristics for the effectiveness of e-procurement have not yet been explored. This study fills this gap by developing an effectiveness evaluation framework based on five concrete indicators: timeliness, quality, efficiency, transparency, and accountability, adapted from the principles of Good University Governance. This study aims to examine and analyze the effectiveness of the regulation of goods and services procurement through the Electronic Procurement Service Information System (Silapetro) as one of the instruments for implementing Good University Governance at Universitas Brawijaya.

## **2. RESEARCH METHOD**

This study is an empirical legal research that examines the effectiveness of goods and services procurement regulation through SILAPETRO as an instrument of Good University Governance at Universitas Brawijaya (Hutchinson & Duncan, 2012). Empirical legal research is chosen because the main focus is to analyze the operation of law in society (law in action), namely how the procurement regulations established by Universitas Brawijaya are implemented in practice and to what extent these regulations are effective in achieving their objectives. The unit of analysis of this study is the electronic goods and services procurement system (SILAPETRO), which is evaluated from two dimensions: (1) the normative dimension, namely the substance of procurement regulations issued by Universitas Brawijaya as a PTN-BH; and (2) the empirical dimension, namely the implementation and the impacts of SILAPETRO. The types of data used are secondary data consisting of: (a) primary legal materials in the form of laws and regulations and other regulatory instruments; (b) secondary legal materials in the form of journals on e-procurement and Good University Governance, textbooks, and reports; and (c) tertiary legal materials. Data collection techniques were carried out through library research for primary and secondary legal materials, documentation studies of procurement documents in the SILAPETRO system, and non-participant observation of the operation of the SILAPETRO system. The data analysis method employs qualitative analysis with a descriptive-evaluative approach.

## **3. RESULT AND DISCUSSION**

### **3.1. The Goods and Services Procurement System at Universitas Brawijaya**

The Procurement Services Unit of Universitas Brawijaya (UPT Layanan Pengadaan Universitas Brawijaya, ULP-UB) is the unit responsible for carrying out goods and services procurement processes through the Electronic Procurement Service Information System (SILAPETRO). The establishment of the Procurement Services Unit constitutes an implementation of Rector Regulation Number 98 of 2021 concerning the Procurement of Goods and Services at Universitas Brawijaya. The Procurement Services Unit functions as a technical implementing unit in the field of goods and services procurement services, covering both tender and non-tender mechanisms. The Procurement Services Unit of Universitas Brawijaya operates as an independent unit under the direct coordination of the Vice Rector for Finance and General Affairs (Vice Rector II). Its primary duty is to conduct the selection process of credible goods and services providers through the SILAPETRO system.

Procurement services at Universitas Brawijaya (UB) have long been implemented to fulfill the needs for facilities and infrastructure of the entire academic community of UB. In its development, since 2008, procurement committees were formed, largely consisting of newly appointed personnel. During the period from 2008 to 2010, procurement services were carried out manually and were fully based on Presidential Decree Number 80 of 2003. At the end of 2010, Universitas Brawijaya proposed the implementation of an electronic procurement system to the central National Public Procurement Agency (LKPP), and the system was officially launched at Universitas Brawijaya on 11 December 2010 by the Deputy of LPSE LKPP, Prof. Himawan Adinegoro, under the name Electronic Procurement Service of Universitas Brawijaya (LPSE-UB).

Starting in 2011, procurement processes were conducted entirely through the electronic procurement system, namely the Electronic Procurement System (SPSE)-LKPP, by establishing central procurement committees as well as committees within work units throughout the Universitas Brawijaya environment. In accordance with Presidential Regulation Number 54 of 2010 and its amendment, Presidential Regulation Number 70 of 2012, the Procurement Services Unit of Universitas Brawijaya (ULP-UB) was formally established in 2013, accompanied by the formation of ULP working groups at the central office of Universitas Brawijaya and in work units across all faculties and units of UB to carry out goods and services procurement services ([ulp.ub.ac.id](http://ulp.ub.ac.id)).

The Procurement Services Unit is committed to delivering Electronic Goods and Services Procurement services with due diligence in order to: (a) provide procurement services that are prompt and timely in accordance with established service standards; (b) facilitate ease of access to electronic goods procurement services; (c) deliver procurement services in a courteous, responsive, and optimal manner; (d) respond promptly to requests for information and objections concerning electronic procurement processes, whether submitted directly or through media channels; (e) prepare ULP human resources who are dedicated and service-oriented; and (f) conduct internal supervision and performance evaluation of implementing personnel.

Meanwhile, the service pledge of the Procurement Services Unit of Universitas Brawijaya states its commitment to “implementing an integrated work system in order to provide procurement services that are fast and timely in accordance with Universitas Brawijaya service standards as part of the delivery of excellent service.” The objectives of the Procurement Services Unit (ULP) of Universitas Brawijaya are to develop a goods and services procurement system that is effective, efficient, open, transparent, and accountable, as well as to enhance procurement service processes within Universitas Brawijaya based on e-procurement. The vision of ULP UB is to become a credible Procurement Services Unit that operates in accordance with prevailing regulations and provides benefits to the academic community and the public. The missions of ULP UB include: implementing credible procurement services based on applicable regulations so that all stakeholders, the academic community, and the public may obtain optimal benefits; and conducting the development and dissemination of knowledge on government goods and services procurement in order to foster professional and law-abiding human resources.

### **3.2. The Implementation of Good University Governance in Government Goods and Services Procurement at Universitas Brawijaya**

Good University Governance (hereinafter referred to as GUG) is a higher education governance concept that has developed as a derivative of the concept of Good Corporate Governance (hereinafter referred to as GCG). The concept of GCG is essentially employed as a framework for corporate management to enable organizations to grow, compete, and generate sustainable value added over the long term. Although universities are not profit-oriented entities, higher education institutions nonetheless possess a corporate dimension in their management, particularly with regard to the management of resources, funding, and managerial systems ([Suyatman, 2012](#)). In line with this view, sound university governance is governance that is capable of adaptively adopting the principles of corporate management without eliminating the non-profit characteristics inherent in educational institutions ([Satryo et al., 2025](#)).

The fundamental difference between corporations and universities lies in the ultimate objectives they seek to achieve. Corporations are oriented toward the generation of financial profit, whereas

universities are directed toward the attainment of educational quality, the advancement of knowledge, and community service. Nevertheless, in the context of global competition and the limitations of state funding, universities are increasingly required to adopt governance practices that are professional, efficient, and competitive. Accordingly, the concept of GUG becomes relevant as both a normative and operational foundation for establishing a higher education governance system that is transparent, accountable, and characterized by integrity. Conceptually, GCG is understood as the structure, systems, and processes utilized by organizational organs to create sustainable value added; these principles are subsequently adapted into the higher education context through GUG. (Cahyadi & Khairil, 2024).

According to Wijatno, the implementation of Good University Governance in Indonesia encompasses several fundamental principles, namely (Yuniarti & Gatot Wahyu Nugroho, 2024) : (a) The Principle of Transparency. The principle of transparency requires openness of information in all aspects of university governance, ranging from vision and mission, management strategies, organizational structure, financial management, decision-making processes, to institutional performance. Such openness of information may be realized through various means, including official university websites, periodic publications, annual reports, and open communication forums. Transparency constitutes a fundamental prerequisite for building public trust, enhancing accountability, and encouraging the active participation of stakeholders; (b) The Principle of Accountability. The principle of accountability requires that every policy and action in the administration of higher education institutions be openly accountable to affected parties (Larasati et al., 2018). This accountability encompasses responsibility toward internal stakeholders, such as lecturers, educational staff, and students, as well as external stakeholders, including the government, the public, and the business sector. Concrete manifestations of accountability include the preparation of financial statements and performance reports, as well as the implementation of oversight mechanisms through periodic reviews, audits, monitoring, and evaluation. Accountability serves as an essential instrument for maintaining public trust, ensuring the effective and efficient use of resources, and promoting institutional performance improvement; (c) The Principle of Responsibility. The principle of responsibility emphasizes the willingness of every element within a university to be accountable for the consequences of decisions and actions taken, whether positive or negative in nature. This principle attaches to university leaders, senates, structural officials, lecturers, educational staff, and students in accordance with their respective roles and authorities. The application of the principle of responsibility contributes to the development of a professional, ethical, and integrity-based work culture, while encouraging decision-making that is oriented toward institutional and public interests; (d) The Principle of Independence. The principle of independence is understood as the freedom of higher education institutions from the influence of certain parties that may undermine objectivity in decision-making. Independence is closely linked to the concept of university autonomy, particularly in the context of PTNBH, which is granted authority to manage academic and non-academic affairs independently. The implementation of independence is reflected, inter alia, in a clear organizational structure, effective checks and balances mechanisms, as well as the application and enforcement of codes of ethics. Independence is crucial to ensuring objectivity, fairness, and the prevention of abuse of authority; (e) The Principle of Fairness. The principle of fairness requires equal and non-discriminatory treatment of all stakeholders, without distinction based on ethnicity, religion, race, gender, or any particular group (Faturohman et al., 2024). The application of this principle is evident in various policies and systems, such as student admission systems, academic services, human resources management, and mechanisms for awarding incentives and imposing sanctions. Fairness plays an important role in creating an inclusive, conducive, and participatory campus environment.

The implementation of GUG does not merely remain at the conceptual level, but requires firm commitment and concrete implementation from all stakeholders. Several strategic measures that may be undertaken include: (a) formulating university statutes and regulations that are transparent and accountable; (b) establishing a university senate that is independent and representative; (c) conducting periodic financial and performance audits; (d) involving students, lecturers, and staff in decision-making processes; (e) implementing information and communication systems that are open and easily accessible; (f) carrying out dissemination and educational initiatives on Good University Governance for all



stakeholders; and (g) fostering an academic culture that upholds the values of transparency, accountability, responsibility, independence, and fairness.

Universitas Brawijaya, as a Legal Entity State University (PTN-BH), has implemented the principles of Good University Governance, particularly in the field of goods and services procurement, through the establishment and enforcement of various Rector Regulations. Such regulations include, *inter alia*: (a) Rector Regulation Number 98 of 2021 concerning the Procurement of Goods/Services (Universitas Brawijaya Gazette of 2021 Number 132); (b) Rector Regulation Number 36 of 2022 concerning the Technical Guidelines for the Procurement of Goods and Services (Universitas Brawijaya Gazette of 2022 Number 37); (c) Rector Regulation Number 106 of 2022 concerning the Amendment to Rector Regulation Number 98 of 2021 concerning the Procurement of Goods/Services (Universitas Brawijaya Gazette of 2022 Number 124); and (d) Rector Regulation Number 90 of 2024 concerning the Second Amendment to Rector Regulation Number 98 of 2021 concerning the Procurement of Goods and Services (Universitas Brawijaya Gazette of 2022 Number 110).

The implementation of GUG principles is expected to enhance the efficiency and effectiveness of budget utilization, particularly in the expenditure for goods and services procurement, which generally consumes a relatively large portion of the budget in any public organization, including universities. Budgetary efficiency is measured not only in terms of cost savings but also by the institution's ability to allocate resources accurately and in alignment with the strategic needs of the institution. Furthermore, the implementation of sound governance is expected to ensure the quality of goods and services procured, thereby achieving procurement outcomes that adhere to the principles of right quality, right time, right cost, and right function. Accordingly, the procurement process is not solely based on preferences or specific interests but on the institution's actual needs, which are determined objectively and measurably. GUG functions as an instrument to prevent practices of corruption, collusion, and nepotism (KKN) through the implementation of a procurement system that is transparent, standardized, and subject to multilayered oversight. In addition, the application of these principles aims to enhance accountability and transparency at every stage of goods and services procurement, ensuring that all processes and decisions made are legally, administratively, and publicly accountable.

In practice, the implementation of Good University Governance in goods and services procurement at universities can be realized through several concrete measures, namely: First, Formulation of Clear, Systematic, and Transparent Procurement Guidelines and Procedures. Universitas Brawijaya, as a Legal Entity State University (PTN-BH), has established internal normative instruments through various Rector Regulations governing goods and services procurement, including Rector Regulation Number 98 of 2021 concerning the Procurement of Goods/Services, as amended by Rector Regulation Number 106 of 2022, and Rector Regulation Number 36 of 2022 concerning the Technical Guidelines for the Procurement of Goods/Services. The existence of these internal regulations provides a juridical foundation to ensure legal certainty, policy consistency, and uniformity of procurement procedures within the university.

Second, Establishment of an Independent and Professional Procurement Implementation Unit to Separate the Functions of Budget Users and Procurement Executors. The Procurement Services Unit of Universitas Brawijaya (ULP-UB) is a specialized unit responsible for carrying out the procurement of goods and services through the Electronic Procurement Service Information System (SILAPETRO). In executing its duties, ULP-UB is supported by the Selection Working Group (POKJA), which holds strategic authority, including preparing and conducting supplier selection processes through tenders, selection procedures, or electronic catalogs, and determining the winner of the procurement in accordance with the budget ceiling limits as stipulated in the Rector Regulations. This institutional structure reflects the application of the principles of independence, objectivity, and professionalism in goods and services procurement.

Third, Utilization of Information Technology as a Key Instrument to Enhance Efficiency and Transparency in Procurement Processes. The Electronic Procurement Service System of Universitas Brawijaya (SILAPETRO UB) is an electronically-based system for goods and services procurement supported by information technology. The implementation of e-procurement, particularly through e-

tendering mechanisms, enhances the supplier selection process that was previously conducted manually, thereby improving transparency, accountability, effectiveness, and efficiency. Additionally, the electronic system enables the creation of an open procurement market, increases access and healthy competition, facilitates monitoring and auditing processes, and provides real-time information for stakeholders.

Fourth, Continuous Dissemination and Education on GUG Principles for All Stakeholders Involved in Procurement. Dissemination and education are essential to establish a uniform understanding, enhance compliance with regulations, and cultivate a culture of integrity and accountability at every stage of procurement. Thus, the implementation of Good University Governance in goods and services procurement is not only structural and procedural but also cultural, thereby supporting the realization of sustainable and integrity-based university governance.

### **3.3. The Effectiveness of the Goods and Services Procurement System as a Form of Good University Governance Implementation at Universitas Brawijaya**

The implementation of an effective goods and services procurement system represents a concrete manifestation of the application of GUG principles in universities, particularly in the management of institutional finances and assets. From an administrative law perspective, goods and services procurement constitutes a form of governmental administrative action (*bestuursdaad*) that must be conducted based on the principles of legality, accountability, and transparency (Pane, 2017). Accordingly, the effectiveness of a procurement system is measured not only by the technical success of its implementation but also by the extent to which the system is capable of realizing good governance principles in a sustainable manner.

The effectiveness of the goods and services procurement system as an instrument for implementing Good University Governance at Universitas Brawijaya can be measured through several indicators, namely:

#### **a. Timeliness of Procurement Implementation**

With the implementation of the Electronic Procurement Service Information System (SILAPETRO), all stages of goods and services procurement are designed and integrated systematically within a single electronic platform, ensuring that each process has clear, measurable deadlines that can be monitored in real time. Timeliness embodies the principle of legal certainty (*rechtszekerheid*), as all parties involved gain clarity regarding the stages, schedules, and legal consequences of each procurement process. This integration, both normatively and technically, is expected to minimize delays and enhance certainty in the procurement process.

#### **b. Quality Aspect**

This is reflected in the level of user satisfaction with the goods and services procured. Quality is not only defined in terms of compliance with technical specifications but also includes the usefulness of goods and services for the execution of the university's functions and responsibilities. From a GUG perspective, high-quality procurement demonstrates that the principles of professionalism and objectivity have been consistently applied, ensuring that procurement decisions are based on rational and measurable institutional needs rather than subjective preferences. Thus, procurement quality serves as an indicator of the system's success in bridging budget planning with the fulfillment of actual institutional requirements.

#### **c. Efficiency Aspect**

Efficiency can be measured through the percentage of budget savings achieved from the procurement process. Theoretically, efficiency is one of the primary objectives of electronic procurement, aligning with the principle of value for money in public financial management. Budget efficiency is a logical consequence of implementing an electronic procurement system that fosters healthy competition among suppliers, allowing the university to obtain reasonable prices with optimal quality.

#### **d. Transparency**

Transparency is realized through open access to procurement information for both internal and external stakeholders. The electronic system enables all procurement processes and documents to be systematically documented and accessible in accordance with applicable regulations. Transparency

functions as a mechanism to prevent abuse of authority (*détournement de pouvoir*) and serves as a tool for public oversight of university actions.

e. Accountability

This aspect is reflected in the level of compliance with procurement regulations and procedures. Accountability in procurement constitutes a legal obligation (*rechtsplicht*) for every procurement actor to justify each administrative decision and action taken, both internally and externally. The implementation of an electronic system strengthens the audit trail, enabling objective and measurable supervision and examination.

The effectiveness of the goods and services procurement system is influenced by various factors. One of the primary factors is the commitment of university leadership to consistently apply GUG principles. Leadership commitment encompasses both juridical and managerial dimensions, as it serves as the basis for policy legitimacy while simultaneously determining the direction of procurement norm implementation at the operational level. Another key factor is the quality of human resources. Although the procurement system is electronically based, the role of humans as decision-makers and implementers remains predominant. Therefore, the competence and integrity of procurement actors constitute an absolute prerequisite for system effectiveness.

Additionally, the availability of adequate infrastructure is a critical supporting factor in the operation of SILAPETRO, including hardware, network, and technical support. Regulatory clarity is also a determining factor, given that the electronic procurement system is built upon a legal normative framework that must be clear, consistent, and easily implementable. This normative infrastructure functions as a juridical foundation, providing legal certainty as well as guidance for all procurement processes. Optimal utilization of information technology also plays a significant role in enhancing the efficiency, transparency, and accountability of goods and services procurement.

To enhance the effectiveness of the goods and services procurement system, a series of strategic and sustainable efforts are required. These efforts include: (a) Formulation and refinement of clear, transparent, accountable, and practical rules, guidelines, and technical procurement procedures; (b) Institutional strengthening through the establishment of an independent and professional Procurement Services Unit as a manifestation of the principles of functional separation and internal control; (c) Improvement of human resource competence and integrity, particularly among procurement actors, through continuous education, training, and certification programs; (d) Optimization of information technology utilization to support efficiency and transparency in the procurement process; (e) Periodic monitoring and evaluation of the procurement system and its implementation. At Universitas Brawijaya, one form of monitoring and evaluation is conducted by the Internal Supervisory Unit (SPI) through review and audit activities, which produce recommendations for the improvement and development of the SILAPETRO system; (f) Enforcement of strict and consistent sanctions for any violations of procurement regulations and procedures as a means of upholding accountability and legal certainty.

Overall, the effectiveness of the goods and services procurement system requires commitment and collaboration from all stakeholders within the university environment. With the consistent and sustainable application of GUG principles, the university's procurement system is expected to serve as a strategic instrument in achieving governance that is effective, efficient, transparent, and accountable, while simultaneously supporting the enhancement of higher education quality and the management of public funds in the education sector.

The findings of this study have direct relevance to several fundamental social issues that are of public concern in the context of higher education governance in Indonesia, particularly with regard to public governance and trust in educational institutions. The effectiveness of procurement systems in higher education institutions, especially PTN-BH that manage large amounts of public funds, has a direct impact on the social legitimacy of higher education institutions. The implementation of SILAPETRO, which achieves a high level of transparency by making all procurement documents available electronically, has the potential to reverse this negative trend by providing concrete evidence that universities are capable of managing public funds in an accountable manner. This openness of information not only fulfills legal

obligations, but also functions as a mechanism to rebuild trust between higher education institutions and the taxpaying public, which in turn strengthens the social contract between universities and society.

Furthermore, the implementation of SILAPETRO contributes to corruption prevention and to combating the culture of KKN (korupsi, kolusi, dan nepotisme) in the education sector. The transparency and accountability established through the electronic system create a complete and verifiable audit trail, thereby minimizing the space for deviant practices. Every stage of procurement, from planning and provider selection to contract implementation, can be digitally documented and accessed by relevant stakeholders, including both internal and external auditors. This mechanism is consistent with the principle of sunshine regulation in good governance theory, whereby transparency functions as a disinfectant against corrupt practices.

#### **4. CONCLUSION**

The implementation of the Electronic Procurement Service Information System (SILAPETRO) represents a concrete embodiment of the Good University Governance principles in goods and services procurement at Universitas Brawijaya as a Legal Entity State University (PTN-BH). Based on the effectiveness indicators examined, the implementation of SILAPETRO has not yet reached full optimization, particularly regarding timeliness and the quality of procurement outcomes. However, in terms of transparency and accountability, SILAPETRO has demonstrated positive developments through enhanced information openness and compliance with procurement regulations and procedures. This indicates that the electronic system plays a crucial role in strengthening orderly and accountable procurement governance. The effectiveness of the goods and services procurement system is determined not only by technological aspects but also by leadership commitment, human resource quality, regulatory clarity, and the synergy of all stakeholders. Therefore, the consistent and sustainable application of Good University Governance principles is a fundamental prerequisite for ensuring that the procurement system at Universitas Brawijaya operates more effectively, efficiently, transparently, and accountably, thereby supporting the enhancement of institutional performance and the quality of higher education.

#### **Ethical Approval**

Not Applicable

#### **Informed Consent Statement**

Not Applicable.

#### **Authors' Contributions**

Conceptualization, SR; methodology, SR; validation, SR; formal analysis, SR; resources, SR.; writing – original draft preparation, SR; writing – review and editing, ZMA.

#### **Disclosure Statement**

No potential conflict of interest was reported by the author(s).

#### **Data Availability Statement**

The data presented in this study are available on request from the corresponding author due to privacy reasons.



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