

Alternative Public Personnel Management: Assessing The Efficacy of E-Catalog Based Office Services Procurement in Bolaang Mongondow Regency

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Abstract

The abolition of honorary workers through Law Number 20 of 2023 concerning the State Civil Apparatus has created new challenges for local governments in maintaining sustainable public administration services, particularly in managing non-ASN personnel who previously supported various operational functions. This study aimed to examine the implementation of E-Catalog-based procurement for general office services as an alternative strategy for non-ASN personnel management in the Regional Secretariat of Bolaang Mongondow Regency and to evaluate its organizational effectiveness. This research employed a descriptive qualitative method using a case study approach. Data were collected through in-depth interviews with five key informants, direct observation, and document analysis, and were analyzed using the Miles and Huberman interactive model. The findings showed that E-Catalog-based procurement had been implemented through several stages, including needs planning, vendor selection, contract execution, and performance monitoring. Based on Richard M. Steers' organizational effectiveness framework, the implementation contributed to organizational goal achievement, improved internal coordination, and strengthened institutional adaptation to national regulatory changes. However, several challenges remained, including limitations in network infrastructure, gaps in digital literacy among personnel, and the limited availability of qualified local service providers. Nevertheless, regulatory support, organizational leadership commitment, and national digital procurement infrastructure facilitated the sustainability of the system. This study concluded that E-Catalog-based procurement could serve as an alternative instrument for non-ASN personnel management by promoting transparency, accountability, and performance-oriented governance in the public sector.

INTRODUCTION

The background of this research is rooted in the ideal concept of public sector human resource management, which should be managed through an efficient, transparent, and accountable system (Olowu, 2024). Public policy implementation is a critical process that translates abstract political decisions and legislative objectives into actionable and tangible programs (Khan & Khandaker, 2017). It bridges the gap between policymakers' intentions and the actual services, regulations, or societal outcomes delivered to the public (Rassanjani & Meesonk, 2025). The policy of eliminating honorary workers through Law Number 20 of 2023 concerning the State Civil Apparatus carries both administrative dimensions and broad implications for governance. The effectiveness of public policy cannot be measured solely by

the achievement of formal objectives but also by its ability to resolve public problems without creating new and more complex challenges, which represents a central issue in policy implementation (Dunn, 2018).

The fundamental change introduced by Law Number 20 of 2023 concerning the State Civil Apparatus mandates the abolition of the honorary worker system that had existed for decades, with a transition deadline set for December 2024 (Kendi, 2024; Samsara & Firmansyah, 2024). The presence of more than 2.3 million non-ASN workers throughout Indonesia has generated significant impacts, as illustrated by the Regional Secretariat of Bolaang Mongondow Regency, which manages 91 non-ASN workers distributed across seven general office service functions. Four critical factors influencing policy implementation were identified: communication, resources, disposition, and bureaucratic structure, all of which face challenges at the regional level (Nabila et al., 2025). Furthermore, the success of policy implementation depends heavily on the availability of policy instruments that are adequate and compatible with local contexts (Handoko et al., 2026), which has encouraged the exploration of E-Catalog-based procurement as an alternative solution.

The local government's adoption of E-Catalog-based procurement reflects Rogers's concept of policy innovation, in which public organizations adopt new practices or instruments to address unresolved problems through conventional approaches. The E-Catalog functions as a technology-based policy instrument that regulates implementation mechanisms through standardized and automated procurement processes (Howlett, 2011). This instrument choice aligns with the principles of New Public Management proposed by Osborne and Gaebler (1992), which emphasize efficiency, transparency, and accountability. The advantages of E-Catalog-based procurement include legal certainty, digital transparency, and healthy competition among service providers, all of which have the potential to improve service quality at competitive costs (Ariza, 2024; Az-zahra et al., 2024).

A review of the literature reveals four significant research gaps. First, the research focus remains predominantly centered on the procurement of physical goods and construction services rather than general office services procurement, which has distinct characteristics related to service continuity, quality standardization, and monitoring complexity (Mendrofa et al., 2024; Nabila et al., 2025; Suprianto, 2019). Second, the regulatory context gap indicates that previous studies have not examined E-Catalog implementation within the post-Law Number 20 of 2023 concerning the State Civil Apparatus framework, which introduced fundamental changes through the abolition of honorary workers (Gustiono, 2025; Hardinata & Kamaludin, 2022). Third, a geographic gap exists because no previous research has been conducted in Bolaang Mongondow Regency, which has unique characteristics as a medium-sized region in North Sulawesi. Fourth, a perspective gap is identified because previous studies have generally analyzed E-Catalog systems only from the perspective of procurement efficiency without integrating them as instruments for non-ASN human resource management.

This research offers novelty in three aspects. Conceptually, it develops the idea of E-Catalog-based procurement of general office services as an alternative mechanism for managing non-ASN workers. Contextually, it examines implementation within the post-enactment era of the 2023 State Civil Apparatus Law through a case study in Bolaang Mongondow Regency. Methodologically, it constructs an effectiveness analysis framework

that evaluates not only technical procurement aspects but also organizational performance and governance impacts. This effectiveness evaluation framework is based on Dunn's (2018) perspective, which distinguishes between technical effectiveness, economic effectiveness, and social effectiveness.

This research has strategic urgency as a reference for determining the sustainability of E-Catalog-based procurement or the transition toward alternative mechanisms, such as third-party outsourcing. Within the perspective of public choice theory, comparative evaluation of alternative public service delivery mechanisms is essential, whether through market-based mechanisms (Nemčok et al., 2026), long-term third-party contracts, or hybrid arrangements. The findings of this research provide an empirical basis for policymakers in selecting the most effective, efficient, and sustainable model for managing non-ASN workers. The appropriateness of policy instrument selection will determine not only short-term operational effectiveness but also the long-term sustainability of public service quality and regional budget optimization. Furthermore, this research contributes to filling existing literature gaps and provides theoretical and practical insights into the development of public sector human resource management in the era of digital transformation and bureaucratic reform.

METHOD

Bolaang Mongondow Regency was selected as the research location because it was the only regency in North Sulawesi that had implemented E-Catalog-based procurement for non-ASN workers. The availability of adequate and verifiable data supported the validity of the research.

This study employed a descriptive qualitative method (Sugiyono, 2019), which was appropriate for exploring social phenomena, understanding participants' experiences, and providing a systematic description of E-Catalog implementation. This approach enabled the researcher to examine empirical realities in the field and develop a comprehensive and contextual understanding of the phenomenon (Ussif et al., 2020).

Qualitative data were collected from two sources: primary data obtained through in-depth interviews with five key informants (Creswell & Creswell, 2018) and secondary data collected from official documents, regulations, reports, and relevant literature (Sugiyono, 2019). The integration of these sources strengthened the analysis by enriching the understanding of the research context and verifying the consistency of information across different sources (A. Ahmed et al., 2024).

Data collection was conducted through in-depth interviews, direct observation, and documentation. Informants were selected using purposive sampling based on their direct involvement in the procurement process, including Procurement Officials, the Head of the General Affairs Division, technical staff, and service providers (Rahman, 2025). Data collection continued until saturation was achieved, indicating that additional information no longer provided significant new insights (Saunders et al., 2018).

The trustworthiness of the data was ensured through three forms of triangulation: source triangulation among informants, technique triangulation through interviews, observation, and documentation, and time triangulation through verification conducted at different periods (Solano, 2020). This approach aligned with the qualitative research quality criteria of credibility, transferability, dependability, and confirmability, in which triangulation

plays an important role in ensuring accurate interpretation and strengthening research findings (Johnson et al., 2020).

Data analysis was conducted using the interactive model consisting of three stages: data reduction, data display, and conclusion drawing/verification. These stages were conducted simultaneously and iteratively to ensure that conclusions were derived from empirical evidence rather than researcher assumptions. The analysis process involved continuous interpretation, critical reflection, and identification of meaningful patterns within the collected data to produce a comprehensive understanding of the research findings (Ahmed et al., 2025).

RESULTS & DISCUSSION

The analysis integrates the empirical findings with relevant theories, concepts, and prior studies to provide a more profound understanding of the implementation of the E-Catalog based procurement system for office general services within the Regional Secretariat of Bolaang Mongondow Regency.

The discussion focuses on three core dimensions, the implementation of the E-Catalog-based general service procurement, its efficacy through the lens of organizational effectiveness theory, and the supporting and inhibiting factors influencing its execution. Consequently, this analysis aims to offer a comprehensive overview of how E-Catalog based procurement serves as a strategic regional government mechanism to fulfill organizational service needs amidst the structural transition of non-civil servant personnel policies.

Implementation of E-Catalog-Based Procurement for Office General Services in the Regional Secretariat of Bolaang Mongondow Regency

The implementation of the E-Catalog based procurement system for office general services within the Regional Secretariat of Bolaang Mongondow Regency represents a profound governance transformation enacted in response to the national restructuring of non-civil servant personnel. Prior to this statutory mandate, the Secretariat's operational continuity heavily relied on non-ASN personnel across various essential service roles, ranging from sanitation and driving to technical maintenance and cultural reception. Faced with the central government's directive to phase out these temporary positions, the Regional Secretariat adopted E-Catalog procurement as an adaptive policy instrument to bridge the gap between organizational operational demands and statutory civil service limitations. Empirical findings indicate that this procurement process operates through a highly systematic lifecycle encompassing demand identification, budgetary planning, vendor selection via the national platform, contractual execution, and performance oversight (Huang & Li, 2024). This paradigm shift replaces the highly personalized and conventional hiring of honorary workers with a formalized framework anchored in objective standards, explicit service level specifications, and rigorous performance-based contracts.

This restructured mechanism aligns with the World Bank's (2016) conceptualization of public procurement as a strategic tool for securing essential services economically, effectively, transparently, and accountably. Within this framework, the E-Catalog system functions not merely as an electronic transactional platform, but as a critical public policy instrument enabling regional authorities to secure vital support staff without generating conflicting employment statuses (Tania, 2025). Analytically, this implementation exemplifies

the OECD's, Digital Government Policy Framework across three dimensions, it embodies digital by design principles by digitizing the entire procurement workflow, it utilizes a data driven public sector approach through the systemic use of vendor data, pricing, and specifications for informed decision making, and it operationalizes government as a platform by leveraging the centralized National Public Procurement Agency (LKPP) system rather than building fragmented local infrastructure. Furthermore, through De Vries, Bekkers, and Tummers' (2016) public sector innovation typology, this shift simultaneously represents administrative, process, and technological innovations. Corroborating findings on how electronic procurement enhances procedural compliance Suprianto, (2019) and reinforcing emphasis on institutional human resource management (Nabila et al., 2025), this study demonstrates that digital public procurement acts as an adaptive institutional solution, transitioning support staff management from conventional administrative routines into a highly transparent, measurable, and contractually accountable regime.

The Effectiveness of E-Catalog-Based Office General Services Procurement in the Regional Secretariat of Bolaang Mongondow Regency

The institutional efficacy of the E-Catalog-based procurement system for office general services within the Regional Secretariat of Bolaang Mongondow Regency is evaluated through Organizational Effectiveness Theory (Hall, 1980), which measures performance across three dimensions; goal attainment, internal integration, and external adaptation. Regarding goal attainment, an organization is effective when it optimally deploys available resources to achieve predetermined objectives (Ananyi & Prince, 2023). The primary objective of this digital initiative was to secure operational and administrative continuity within the Secretariat following the central government's mandate to phase out non-civil servant personnel a workforce segment previously vital for auxiliary operations including sanitation, transport, maintenance, and security. Empirical evidence reveals that despite early transitional friction such as administrative delays, payment mechanism realignments, and initial staff unfamiliarity with the electronic platform the core objective was successfully realized (Hossain et al., 2025). Government administrative activities, executive support, and facilities management proceeded uninterrupted under contractually bound service providers, corroborating assertion that organizational effectiveness hinges on meeting strategic targets while simultaneously sustaining public service delivery (Yudoko, 2024).

Internal integration, the second metric in Steers' framework, emphasizes the alignment, coordination, and collaborative synergy across distinct organizational units executing a policy. The deployment of the E-Catalog system restructured internal institutional dynamics by establishing a formalized, interdependent workflow involving the General Affairs Division (demand identification), Procurement Officers (vendor selection), the Commitment-Making Officer and private vendors (operational execution). This electronic framework enhanced transparency and minimized inter-departmental miscommunications by centralizing all documentation digitally. However, findings indicate that internal integration faced distinct optimization challenges, primarily arising from varying levels of digital literacy among staff, structural shifts in operational workflows, and infrastructural dependencies like internet connectivity. These bottlenecks demonstrate that the primary barrier to seamless integration is not regulatory, but rather the behavioral and procedural adaptation of personnel to a digitized work environment. Public sector innovation relies heavily on human resource

readiness and change management thus, while the system effectively formalized cross-unit coordination, continuous capacity-building remains vital for peak integration (Vries et al., 2015).

Finally, external adaptation assesses the institution's capacity to navigate external shocks, macro-level policy shifts, and technological disruptions. The transition to E-Catalog procurement represents a definitive manifestation of the Regional Secretariat's adaptive capacity to accommodate national civil service reform. Rather than clinging to conventional administrative paradigms, the Secretariat engineered a governance transformation by integrating digital systems, aligning with the OECD's (2020) Digital Government Policy Framework by moving toward digital by design processes and a data driven public sector. Although initial execution encountered infrastructural constraints and operational bottlenecks, the organization successfully mitigated these issues through institutional learning and iterative staff upskilling (Afriyie, 2019). Synthesis of all three dimensions confirms that the implementation of the E-Catalog based general service procurement system has been thoroughly effective. While operational friction persists, the system successfully resolved the labor crisis induced by the non-ASN phase out, effectively replacing conventional administrative dependencies with a highly modern, transparent, and contractually accountable governance model.

Drivers and Barriers in the Implementation of E-Catalog-Based Office General Services Procurement within the Regional Secretariat of Bolaang Mongondow Regency

The implementation of the E-Catalog-based procurement system for office general services within the Regional Secretariat of Bolaang Mongondow Regency represents a pivotal institutional transformation designed to navigate national shifts in non-civil servant personnel policies. As a modern public sector innovation, its overall success is determined not merely by the presence of an electronic platform, but by a complex interplay of systemic drivers and barriers emerging throughout the policy execution phase. Analytically, this dynamic aligns with public sector innovation framework, which attributes implementation outcomes to organizational, environmental, technological, and human resource determinants (Vries et al., 2015). Furthermore, this aligns with the OECD's (2020) digital government transformation tenets, which posit that successful digitalization depends heavily on institutional readiness, human capital capacity, leadership support, data governance, and system integration. Grounded in these theoretical frameworks, the supporting factors influencing the implementation of E-Catalog-based office general services procurement within the Regional Secretariat can be systematically delineated across institutional, technological, and behavioral dimensions (Yuslina et al., 2026).

1) Regulatory Alignment and National Policy Support

The central government's statutory mandates regarding non-civil servant (non-ASN) restructuring, coupled with standardized electronic procurement frameworks, provided critical legal certainty and operational guidelines for both the regional administration and third-party vendors. In public sector innovation theory, such regulatory frameworks act as vital external environmental catalysts, as observe, public institutions adopt innovations more readily when external policy pressures mandate structural transformation over subjective local interpretation (Vries et al., 2015).

2) Executive Commitment and Digital Leadership

Strong institutional commitment from regional and departmental leadership served as a cornerstone for transitioning auxiliary staffing from conventional honorary hiring to a formalized service procurement model. This executive backing provided the necessary administrative legitimacy to reshape organizational work culture and mitigate institutional inertia. This dynamic operationalizes the OECD's (2020) concept of *digital leadership*, which posits that visionary executive commitment is a key determinant in overcoming resistance to change and accelerating digital policy adaptation.

3) Centralized Infrastructure via the LKPP E-Catalog Platform

The integrated national electronic catalog platform developed by the National Public Procurement Agency greatly streamlined the vendor selection process by centralizing verified data on service specifications, pricing, and compliance documentation. By embedding end-to-end transparency and digital auditability into the procurement lifecycle, the platform effectively minimized administrative malfeasance, illustrating the OECD's (2020) government as a platform principle where shared national infrastructure drives local public efficiency.

4) Acute Operational Demand and Problem-Driven Innovation

The continuous institutional necessity for general office services such as sanitation, security, and logistics acted as a powerful internal driver. Despite restrictive civil service reforms, the critical need to maintain uninterrupted public service delivery forced the Regional Secretariat to rapidly seek viable operational alternatives. This systemic pressure triggered what public sector literature defines as problem driven innovation, where an urgent institutional bottleneck compels an organization to bypass bureaucratic inertia and adopt digitized, contractually accountable solutions.

Conversely, despite these institutional drivers, the implementation of the E-Catalog-based procurement system for office general services within the Regional Secretariat of Bolaang Mongondow Regency also encountered several critical inhibiting factors, which can be systematically delineated below.

1) Systemic Technical Constraints and Network Infrastructure

As a fully digitized procurement framework, the efficacy of the E-Catalog relies heavily on stable internet connectivity and server accessibility. Network disruptions and platform downtime frequently caused operational bottlenecks during data entry, document verification, and transactional finalization. This underscores the OECD's (2020) digital government framework, which identifies infrastructural deficits as a primary structural barrier for regional administrations transitioning toward electronic governance structures.

2) Asymmetry in Human Resource Capacity

Empirical findings reveal a marked disparity in digital literacy and technical competency among administrative staff. During the initial rollout, personnel struggled with system navigation, electronic procedural protocols, and behavioral adjustments to the digitized workflow. This aligns with De Vries, who posit that human capital capacity is a critical internal determinant of public sector innovation (Vries et al., 2015), meaning that sophisticated digital systems remain sub-optimal without synchronized upskilling programs.

3) Lag in Administrative Integration and Financial Mechanisms

Transitional friction occurred due to misalignments between the digital procurement platform and localized financial architectures. Delays in executing banking partnerships and restructuring municipal payment workflows slowed contract execution timelines during the early implementation phases. Analytically, this underscores the OECD's (2020) emphasis on institutional integration, demonstrating that successful digitalization requires the synchronization of external budgetary and administrative support systems, not just isolated platform readiness.

4) Scarcity of Qualified Third-Party Service Providers

The local procurement ecosystem faced a limited pool of registered vendors capable of meeting the specific operational standards required by the Regional Secretariat. This marketplace scarcity reduced competitive selection alternatives within the E-Catalog system, potentially limiting institutional flexibility and extending procurement timelines as administrative officers spent additional time vetting viable external suppliers.

In summary, the analytical findings demonstrate that the implementation of the E-Catalog based office general services procurement system within the Regional Secretariat of Bolaang Mongondow Regency is governed by a dynamic interplay of interconnected determinants. The primary institutional drivers encompass strong regulatory alignment, unwavering executive commitment, the availability of the centralized national E-Catalog platform, and acute operational demands for auxiliary personnel. Conversely, the system's execution was constrained by systemic technical vulnerabilities, asymmetries in human resource capacity, operational lags in administrative and financial integration, and a scarce pool of qualified local vendors within the marketplace. Nevertheless, despite these multi-dimensional barriers, the organization's strategic drivers ultimately proved dominant. Consequently, the E-Catalog based procurement framework was successfully sustained, effectively safeguarding the continuity of public service delivery and safeguarding administrative governance within the Regional Secretariat of Bolaang Mongondow Regency.

CONCLUSION

In conclusion, the empirical evaluation demonstrated that the E-Catalog-based procurement system for general office services within the Regional Secretariat of Bolaang Mongondow Regency had been systematically operationalized throughout its lifecycle, encompassing demand planning, vendor selection, contract execution, and performance monitoring in compliance with national public procurement regulations. This digital transformation represented a strategic adaptation to the central government's mandate to phase out non-ASN personnel under Law Number 20 of 2023 concerning the State Civil Apparatus. Through the utilization of this electronic procurement framework, the Regional Secretariat successfully addressed the gap between operational service requirements and statutory limitations on civil service employment arrangements, ensuring the continuity of essential general office services without creating unauthorized or non-compliant employment structures.

Analytically, the implementation of this E-Catalog-based procurement model proved effective when assessed using Richard M. Steers' organizational effectiveness framework. In

terms of goal attainment, the system maintained administrative and operational continuity; in terms of internal integration, it strengthened coordination among organizational units; and in terms of external adaptation, it demonstrated institutional capacity to respond to regulatory changes and digital governance transformation. Although implementation was supported by key drivers, including regulatory support, strong executive leadership, national digital procurement infrastructure, and urgent operational requirements, several challenges remained, such as network infrastructure limitations, gaps in digital literacy among personnel, budgetary adjustments, and limited availability of qualified local vendors. Nevertheless, these constraints were mitigated through institutional commitment and strategic adaptation, demonstrating that E-Catalog-based procurement functioned not only as a technical procurement mechanism but also as a sustainable and accountable alternative instrument for public personnel management in the era of bureaucratic reform.

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