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Digital Governance in Public Procurement in an Archipelagic Region: The Case of Bintan Regency

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ABSTRACT

Digital transformation within the public sector has driven a shift in procurement systems from manual procedures toward electronic-based services. One manifestation of this digitalization is the adoption of the e-Catalogue system in local government procurement processes. This study aims to examine the use of the e-Catalogue in supporting the transformation of procurement governance from a digital governance perspective in the Government of Bintan Regency. A qualitative approach with a descriptive method was employed. Data were collected through interviews, observation, and documentation involving officials engaged in the local government procurement process. The findings indicate that the use of the e-Catalogue contributes to accelerating procurement administrative processes, improving access to information on products and suppliers, and enhancing transparency and oversight, as all activities are digitally recorded. The implementation of the electronic system also encourages a shift in bureaucratic work patterns toward more structured and information technology-based practices. The effectiveness of e-Catalogue implementation is influenced by system usability, officials' experience, socialization and training support from the procurement service unit (LPSE), and government policies on procurement digitalization. However, several challenges remain, including internet network disruptions, server instability, and varying levels of digital competency among officials in operating the system. The archipelagic geographic conditions further affect the quality of regional digital infrastructure. This study emphasizes that the adoption of the e-Catalogue is not merely a technical administrative innovation, but also reflects a broader transformation of governance toward a more efficient, transparent, and accountable digital government system.

Keywords: Digital Governance, e-Catalogue, Government Procurement, Digital Transformation, Archipelagic Region.

I. Introduction

The development of information technology has significantly transformed the working mechanisms of public sector bureaucracy, including public administration practices in Indonesia (Afrizal, Luthfi, et al., 2024; Afrizal & Wallang, 2021). The utilization of information and communication technologies in government is not only intended to improve the quality of public services, but also to strengthen transparency, effectiveness, and accountability in governance (Andaya et al., 2025). In this context, the concept of digital governance has emerged as an approach that positions digital technology as a central instrument in supporting administrative processes, decision-making, institutional coordination, and the relationship between government and



citizens. Digital governance views digital technology not merely as an administrative tool, but as a means to develop a more responsive, interconnected, and data-driven governance system across government institutions (Jia & Chen, 2022). One of the public sectors that has experienced significant digital transformation is government procurement of goods and services (Malau, 2022). Procurement plays a strategic role as it is directly linked to development implementation, state budget utilization, and public service delivery. However, in practice, procurement processes are often associated with various challenges, such as complex bureaucratic procedures, low administrative efficiency, limited transparency, and a high risk of irregularities in public financial management (Jenkins et al., 2024). These conditions have encouraged governments to develop electronic procurement systems as part of broader bureaucratic reform and public administration modernization. As an implementation of digital governance in the procurement sector, the Government of Indonesia, through the National Public Procurement Agency (LKPP), has developed an integrated e-procurement system combined with an electronic e-Catalogue. The e-Catalogue system enables government institutions to conduct procurement processes digitally through a platform that provides open access to supplier information, product specifications, and pricing. The presence of the e-Catalogue is not only aimed at accelerating procurement administration processes but also at fostering a more transparent, efficient, and accountable procurement governance system.

The implementation of the e-Catalogue indicates a shift in procurement administration practices from manual procedures toward digital governance. Digital recording of procurement processes allows for more systematic monitoring, as all stages are stored in a digital database. From a digital governance perspective, procurement digitalization is part of the government's effort to build a modern bureaucracy capable of leveraging technology to improve public governance quality. Digital systems also enable inter-organizational information integration, allowing administrative processes to become more effective and responsive to public service demands (Iqbal, 2020). The Indonesian government has continuously strengthened the implementation of electronic procurement through various regulatory frameworks, including Presidential Regulation No. 16 of 2018 on Government Procurement of Goods/Services and LKPP Regulation No. 9 of 2021 on online stores and electronic e-Catalogues. These policies reflect the government's commitment to accelerating bureaucratic digital transformation, particularly within the public procurement sector. Nevertheless, the implementation of digital systems at the local government level still faces various challenges, particularly related to human resource readiness, institutional capacity, and information technology infrastructure.

Several studies have shown that the success of digital governance is not solely determined by technological availability, but also by organizational readiness and bureaucratic adaptability to digital work systems (Muharomdoni & Setyowati, 2026; Syafitri et al., 2025; Wahyiah, 2025). Public sector digital transformation is often constrained by limited digital competencies among officials, resistance to bureaucratic change, weak system integration, and disparities in digital infrastructure across regions. Therefore, the implementation of the e-Catalogue should be understood as a governance transformation process that simultaneously involves technological, organizational, and bureaucratic cultural dimensions. Bintan Regency, as one of the districts in the Riau Islands Province, has implemented the e-Catalogue system in its local government procurement processes. This implementation is part of the regional government's efforts to support digital-based bureaucratic reform and improve procurement governance effectiveness. The e-Catalogue is utilized by local government agencies to fulfill procurement needs through a faster and more integrated electronic purchasing mechanism (Erviana et al., 2026). However, the implementation also faces several challenges, particularly regarding officials' ability to operate the electronic system and the quality of internet infrastructure in an archipelagic region.

The geographical condition of Bintan Regency as an island-based area presents distinct challenges in supporting digital governance implementation. The reliance on internet connectivity in electronic procurement processes means that disruptions in digital infrastructure can significantly affect procurement effectiveness. In addition, the adaptation of government officials to digital work systems is also a key factor influencing the success of e-Catalogue implementation within local government institutions. Despite these challenges, the use of the e-Catalogue is considered to provide various benefits, such as faster administrative processes, improved work efficiency, easier access to suppliers, and strengthened transparency in regional budget management. In relation to this, existing literature shows that most previous studies have focused on the implementation and use of e-procurement and e-Catalogue systems from the perspectives of system effectiveness, administrative efficiency, and user technology acceptance (Angraini et al., 2024; Erviana et al., 2026; Iqbal, 2020; Mawarni et al., 2020; Putri, 2026; Santoso et al., 2022). However, studies that specifically position the e-Catalogue as part of digital governance transformation in archipelagic local governments remain limited. Yet, island regions face unique challenges related to digital infrastructure, organizational

readiness, and bureaucratic capacity in supporting electronic-based governance transformation. Therefore, this study seeks to examine the use of the e-Catalogue not only as an electronic administrative system, but also as part of broader changes in local government governance toward digital governance.

This phenomenon indicates that the implementation of the e-Catalogue in the Government of Bintan Regency is an important subject to be analyzed from a digital governance perspective. This study is expected to contribute to understanding how procurement digitalization is implemented within local government bureaucracy, including organizational challenges, bureaucratic readiness, and its implications for procurement governance. Furthermore, it is also expected to contribute to the academic development of digital governance studies, particularly in relation to the implementation of electronic procurement systems in archipelagic local government contexts.

II. Literature Review and Hypothesis Development

2.1. Digital Governance in Public Administration

The advancement of information technology has driven a paradigm shift in public sector governance, moving from conventional administrative systems toward digitally enabled government (Chernov, 2025). The concept of digital governance has emerged as an approach that positions digital technologies as a central instrument in supporting administrative processes, public service delivery, decision-making, and inter-agency coordination (Heuberger et al., 2022). Digital governance is not merely understood as the adoption of technology within bureaucracy, but also as a broader transformation of governance structures to become more transparent, efficient, participatory, and responsive to public needs (Hegazy, 2026). From a public administration perspective, digital governance is closely associated with bureaucratic modernization through the integration of information technology into governmental processes (Wong & Chu, 2020). The use of digital systems enables governments to improve service quality, accelerate administrative procedures, and strengthen accountability and transparency in governance. In addition, digital governance encourages data-driven decision-making and enhances the overall efficiency of public sector organizations (Elayah, 2025).

However, digital transformation in government is not solely dependent on technological readiness. It also requires organizational preparedness and competent human resources within the bureaucracy. (Gangadhara et al., 2025) argue that digital transformation in the public sector is an organizational change process that involves the adaptation of work culture, strengthening of administrative capacity, and transformation of service delivery mechanisms. Therefore, the success of digital governance is determined by the government's ability to integrate technology, organizational structures, and human resource capacity in a sustainable manner (Xu & Dai, 2024). In local government contexts, the implementation of digital governance presents additional challenges due to varying levels of infrastructure readiness and bureaucratic capacity across regions (Afrizal, Erlianti, *et al.*, 2024). Local governments are required to adapt to technological developments to ensure that public services and administrative processes become more effective and efficient (Pratchett, 1999). Accordingly, digital governance should be understood not only as a technological innovation, but also as an integral part of bureaucratic reform and public administration modernization (Xu & Dai, 2024).

2.2. Digitalization of Government Procurement of Goods and Services

Government procurement of goods and services is a strategic component of public administration, as it is directly linked to public expenditure, development implementation, and service delivery (Egorova et al., 2021). In practice, procurement processes are often associated with various issues, such as lengthy bureaucratic procedures, low administrative efficiency, limited transparency, and potential irregularities in public fund management (Amalia et al., 2023). To address these challenges, governments have introduced electronic procurement (e-procurement) systems as part of administrative reform initiatives. E-procurement refers to a procurement system that utilizes information and communication technology to facilitate procurement processes electronically (Putri, 2026). This system is designed to improve administrative efficiency, accelerate procurement procedures, and strengthen transparency and accountability in public procurement management. Through digital systems, all procurement activities are systematically recorded, thereby enhancing monitoring and audit processes.

In Indonesia, the implementation of e-procurement is facilitated by the National Public Procurement Agency (LKPP), particularly through the development of the electronic e-Catalogue system (Santoso et al.,

2022). The e-Catalogue is a digital platform that provides information on products, pricing, specifications, and suppliers, which government agencies can use for online procurement processes (Huzaifa et al., 2026). This system aims to simplify procurement procedures while increasing transparency in public procurement information. From a digital governance perspective, the e-Catalogue represents an important component of digital transformation in procurement management (Yuslina et al., 2026). The use of electronic systems not only accelerates administrative processes but also enhances data integration and strengthens oversight of public expenditure (Angraini et al., 2024). Digital procurement systems create a digital trace, allowing procurement activities to be tracked in a more objective and accountable manner (Sabdon et al., 2025). In addition, the adoption of the e-Catalogue contributes to changes in bureaucratic work culture toward more modern, technology-based administrative practices (Diani & Lubis, 2022). Government officials are required to adapt to digital workflows and develop competencies in operating electronic procurement systems (Mawarni et al., 2020). Therefore, the success of e-Catalogue implementation is influenced not only by technological quality but also by organizational readiness and human resource capacity within the bureaucracy (Amalia et al., 2023).

2.3. Transparency and Accountability in Digital Governance

Transparency and accountability are core principles of good governance (Ibrahim *et al.*, 2025). Transparency refers to the openness of government information to the public, while accountability refers to the government's responsibility in explaining and justifying policy implementation and outcomes (Gigler & Bailur, 2014). In contemporary public administration, digital technologies play a crucial role in strengthening both principles. Digital governance enables governments to develop more open administrative systems through the use of information technology. Digital platforms provide faster and broader access to information, allowing citizens and oversight institutions to monitor governmental processes more effectively (Bhanye & Shayamunda, 2025). In public procurement, transparency regarding prices, suppliers, and procurement procedures is essential to minimizing administrative misconduct and corruption risks (Rhamadhani & Edeh, 2024).

The use of electronic procurement systems also strengthens administrative accountability, as all procurement activities are digitally recorded and can be audited. The digital trace generated by these systems supports more systematic oversight compared to manual administrative processes. Consequently, digital systems not only improve administrative efficiency but also reinforce bureaucratic integrity (Sharma *et al.*, 2021). According to the Milakovich (2012) digital government plays a significant role in enhancing transparency, oversight, and effectiveness in public sector governance. Digital systems enable more structured, efficient, and measurable administrative management through the integration of information technology in governmental processes. Therefore, the implementation of digital systems in public procurement is a key component of bureaucratic reform and modern governance enhancement (Lindquist & Huse, 2017).

2.4. Organizational Readiness and Infrastructure in Government Digital Transformation

The success of digital governance implementation is not determined solely by technological advancement but is also highly dependent on organizational readiness and digital infrastructure. Organizational readiness includes bureaucratic capacity to manage change, human resource preparedness, institutional support, and the ability to sustainably adopt digital technologies (Murdhani, 2025). Digital transformation requires government officials to possess adequate skills in operating electronic systems and understanding digital-based administrative procedures (Abdussamad et al., 2024). Variations in technological competencies among civil servants often become a major challenge in implementing digital systems in the public sector. Therefore, training, socialization, and technical assistance are essential factors in supporting successful implementation of e-government systems (Hildawati *et al.*, 2026).

In addition to human resource readiness, digital infrastructure quality is a fundamental element of digital governance. Internet stability, server capacity, and access to information technology significantly influence the effectiveness of electronic systems in public administration. Afrizal *et al.* (2023) highlights that digital infrastructure disparities remain a major challenge in digital government implementation, particularly in geographically constrained regions. In archipelagic local government contexts, digital infrastructure challenges are more complex due to uneven internet connectivity and limited technological access. These conditions may affect the effectiveness of electronic systems in public service delivery and administrative processes (Sakir, 2025). Therefore, successful local government digital transformation requires adequate

digital infrastructure support alongside continuous strengthening of bureaucratic capacity. Based on the theoretical review above, the use of the e-Catalogue in government procurement can be understood as part of broader digital governance transformation in the public sector. The implementation of electronic procurement systems is not only related to technological adoption, but also involves changes in organizational governance, administrative transparency, bureaucratic efficiency, human resource readiness, and regional digital infrastructure capacity. Accordingly, this study focuses on analyzing how the implementation of the e-Catalogue shapes procurement governance transformation in Bintan Regency from a digital governance perspective.

III. Research Method

This study employs a qualitative approach with a descriptive-analytical design. The approach is used to explore in depth the implementation of the e-Catalogue system in government procurement within Bintan Regency. The object of this study is the implementation of the e-Catalogue in government procurement, focusing on key actors directly involved in the process. These include Commitment Making Officers (PPK), Procurement Officers, Procurement Working Groups (POKJA), and LPSE/UKPBJ administrators. The location was selected due to the active implementation of electronic procurement and the presence of contextual challenges typical of archipelagic regions. This study uses both primary and secondary data sources. Primary data were obtained through interviews and field observations involving procurement officials engaged in the e-Catalogue system during the 2022–2025 period. Secondary data were collected from official government documents, procurement reports, and relevant regulations related to electronic procurement practices in Bintan Regency. Informants in this study were selected purposively based on their direct involvement in procurement activities. They include officials from the Procurement Division, LPSE, as well as PPK and Procurement Officers from several regional apparatus organizations.

Data collection techniques include observation, interviews, and documentation (Setiawan *et al.*, 2024). Observation was conducted to examine procurement practices in real settings, while semi-structured interviews were used to capture the experiences and perspectives of procurement actors (Pandey, 2015). Documentation was utilized to support and validate findings through official records, reports, and relevant policy documents. Data analysis followed the interactive model proposed by Miles and Huberman, consisting of data reduction, data display, and conclusion drawing (Miles & Matthew, 2014). Data reduction involved selecting and organizing relevant information related to e-Catalogue implementation. Data display was carried out by presenting findings in thematic narratives, while conclusion drawing was used to interpret the role of e-Catalogue in procurement governance transformation. To ensure data validity, triangulation of sources and methods was applied by comparing interview results, observations, and documentary evidence.

IV. Results and Discussion

4.1. Digital Transformation in Government Procurement Governance

The findings of this study indicate that the implementation of the e-Catalogue in Bintan Regency has driven a significant digital transformation in local government procurement governance. This transformation is reflected in the shift from conventional, manual procurement procedures to a more integrated, faster, and data-driven electronic system. The use of the e-Catalogue not only changes administrative procurement procedures but also reshapes bureaucratic work patterns in the daily execution of procurement activities. Based on interview data, informants stated that procurement processes have become significantly easier since all information related to products, specifications, pricing, and suppliers is available within a single digital platform. Government officials no longer need lengthy administrative procedures to identify suppliers or manually compare product prices. This condition demonstrates that procurement digitalization has simplified bureaucratic procedures in local government procurement practices.

From a digital governance perspective, public sector digital transformation is not merely the adoption of technology in administrative systems, but a broader process of restructuring governance toward a more adaptive, integrated, and citizen-responsive system. The use of the e-Catalogue in Bintan Regency illustrates how digital technologies have become a key instrument in supporting the modernization of procurement bureaucracy. The findings further reveal that the e-Catalogue has begun to shape a more technology-oriented bureaucratic work culture. Government officials are increasingly accustomed to using electronic systems in procurement activities, resulting in more systematic and digitally documented

workflows. This shift indicates a broader transformation in administrative culture, from conventional practices toward electronic-based governance. In public administration, changes in bureaucratic work culture represent a critical indicator of successful digital transformation.

In addition, digital transformation through the e-Catalogue has improved the integration of local procurement administration systems. All procurement activities are recorded electronically, enabling better coordination, monitoring, and control of procurement processes. The digital system establishes a more measurable governance mechanism compared to manual procedures, which previously relied heavily on physical documentation. Thus, the implementation of the e-Catalogue not only enhances administrative efficiency but also strengthens the capacity of digitally based procurement governance. These findings are consistent with Kitsios *et al.* (2023) who argue that public sector digital transformation is essentially an organizational change process that simultaneously involves technology adoption, human resource adaptation, and bureaucratic restructuring. In the context of Bintan Regency, the implementation of the e-Catalogue demonstrates that procurement digitalization has become an integral part of local bureaucratic reform toward a more modern and integrated governance system.

4.2. Transparency and Accountability in e-Catalogue-Based Procurement

The findings of this study also show that the implementation of the e-Catalogue significantly contributes to strengthening transparency and accountability in government procurement processes in Bintan Regency. The electronic system enables open access to information regarding product prices, specifications, and supplier identities through a digital platform. This condition creates a more transparent procurement process compared to previous manual systems, which had limited information accessibility. Based on interview results, informants explained that product prices from various suppliers can be directly accessed within the system and used as a basis for comparison during procurement decision-making. In addition, all procurement activities can be traced and audited through the electronic system. These findings indicate that the e-Catalogue has established an open-information mechanism in local procurement governance.

From a digital governance perspective, the use of digital technologies in public administration plays an important role in strengthening government transparency by improving access to information and enhancing administrative oversight (Bhanye & Shayamunda, 2025). Digital systems enable more objective governance processes, as all administrative activities are electronically recorded and can be traced. The implementation of the e-Catalogue in Bintan Regency demonstrates that procurement digitalization supports a more structured and auditable monitoring system. In addition to transparency, the findings also reveal strengthened accountability in local government procurement. All procurement activities conducted through the e-Catalogue leave a digital trace, which can be used for auditing and administrative evaluation. This condition reinforces bureaucratic accountability mechanisms, as each stage of procurement can be systematically tracked. In public administration, accountability is a fundamental principle of good governance. Electronic procurement systems help reduce the risk of administrative manipulation because all procurement processes are automatically documented within the digital system. Therefore, the use of the e-Catalogue not only improves bureaucratic efficiency but also strengthens the integrity of local procurement governance.

This study also finds that digital transparency enhances officials' trust in the electronic procurement system. Users perceive procurement processes as more objective because information is openly available and can be directly verified through the system. This indicates that procurement digitalization strengthens administrative legitimacy through improved transparency and technology-based oversight. These findings align with the Sakir (2025) which emphasizes that digital government plays a crucial role in improving transparency, accountability, and effectiveness in public administration through the integration of digital systems. In the context of Bintan Regency, the implementation of the e-Catalogue demonstrates that procurement digitalization has become an important instrument in strengthening more open and accountable governance.

4.3. Administrative Efficiency and Bureaucratic Productivity in Digital Procurement

The findings of this study indicate that the implementation of the e-Catalogue has a positive impact on improving administrative efficiency and the work productivity of government officials in Bintan Regency. The electronic system accelerates procurement processes as supplier information, product specifications, and pricing are readily available within a single integrated digital platform. This condition enables government officials to complete procurement administration more quickly compared to previous conventional

procedures. Based on interview results, informants explained that the e-Catalogue significantly speeds up procurement processes and improves time efficiency. In some cases, officials are able to complete multiple procurement contracts within a single day because administrative procedures have become simpler and more structured. These findings demonstrate that procurement digitalization has enhanced bureaucratic effectiveness in managing government procurement administration.

From a digital governance perspective, digital technologies are utilized to strengthen bureaucratic capacity in delivering more effective and efficient public services. Digital systems enable the simplification of administrative procedures, allowing bureaucratic processes to operate more quickly and respond more effectively to organizational needs (Elayah, 2025). The use of the e-Catalogue in Bintan Regency illustrates how digital technology reduces lengthy administrative procedures that previously required multiple stages and considerable processing time. In addition to improving administrative efficiency, the e-Catalogue also contributes to increased bureaucratic productivity. Government officials no longer need to spend substantial time searching for suppliers, manually verifying prices, or handling procurement documentation through conventional methods. The digital system streamlines workflow processes, enabling officials to focus more on monitoring and ensuring the quality of procurement outcomes.

This increase in productivity indicates that the adoption of the e-Catalogue has contributed to a shift in bureaucratic work patterns toward more technology- and data-driven practices. Within the context of public administration reform, this represents an important indicator of bureaucratic modernization through the use of information technology. However, this study also finds that the effectiveness of the e-Catalogue is still influenced by regional digital infrastructure conditions. Server disruptions and unstable internet connectivity occasionally cause delays in procurement administration processes. This suggests that the success of bureaucratic digitalization is not solely determined by the quality of the application system, but also depends on the availability of reliable supporting information technology infrastructure for sustainable implementation. These findings reinforce the argument of the Abdussamad *et al.* (2024) which emphasizes that the success of digital government is highly dependent on the integration of digital technology, organizational capacity, and infrastructure readiness. In the context of Bintan Regency, the implementation of the e-Catalogue has contributed to improving administrative efficiency and bureaucratic productivity, although further strengthening of digital infrastructure is still required to optimize system effectiveness.

V. Conclusion

This study demonstrates that the implementation of the e-Catalogue in Bintan Regency represents an essential component of the digital transformation of government procurement governance. The system not only alters the technical aspects of administrative procedures but also drives changes in bureaucratic work patterns toward a more modern, integrated, and digitally based system. The e-Catalogue has been proven to simplify procurement processes, accelerate administrative procedures, and improve officials' access to information on products, prices, and suppliers in a more open and efficient manner. The findings also indicate that the e-Catalogue strengthens the principles of digital governance by enhancing transparency and accountability. All procurement activities recorded within the digital system enable more objective monitoring, traceability, and auditing processes. In addition, the system contributes to improved administrative efficiency and increased bureaucratic productivity in completing procurement tasks.

The success of its implementation is supported by system usability, officials' experience, socialization and technical assistance provided by the Procurement Service Unit (LPSE), and government policies promoting procurement digitalization. However, several challenges remain, including limited digital infrastructure, server disruptions, the geographic characteristics of an archipelagic region, and varying levels of digital competence among officials. These conditions highlight the need for continuous human resource capacity development. The findings further emphasize that the e-Catalogue should not be viewed merely as an administrative application, but as part of a broader digital governance transformation encompassing organizational change, work culture, bureaucratic capacity, and digital infrastructure development. In archipelagic regions, infrastructure quality plays a critical role in determining implementation success. Therefore, local governments need to strengthen digital infrastructure, enhance officials' competencies through continuous training, and improve institutional coordination to ensure that electronic procurement systems operate effectively and sustainably. This study has several limitations, as it was conducted only in Bintan Regency and focuses on the perspective of government officials using a qualitative approach. Future research is recommended to expand the geographical scope, involve additional stakeholders such as

suppliers and the public, and employ quantitative or mixed-method approaches to provide a more comprehensive assessment of system effectiveness.

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