

Corruption Prevention Model in the Procurement of Goods and Services by the Bima District Prosecutor's Office

Arif Setia Budi¹

Universitas Muhammadiyah Bima, Nusa Tenggara Barat, Indonesia
alghifararif321@gmail.com

Syamsuddin

Universitas Muhammadiyah Bima, Nusa Tenggara Barat, Indonesia
syamsuddinbima59@gmail.com

Munir

Universitas Muhammadiyah Bima, Nusa Tenggara Barat, Indonesia
munir@umbima.ac.id

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Abstract

Ideally, preventing corruption in the procurement of goods and services requires synergy between the Prosecutor's Office, local government, and the community to establish a transparent, accountable, and technology-based system, reinforced through legal education and capacity building for law enforcement officers. However, at the Bima District Prosecutor's Office, the implementation of this ideal model is still hindered by inter-agency coordination issues, limited human resources, and insufficient funding. This study aims to analyze the corruption prevention model in goods and services procurement implemented by the Bima District Prosecutor's Office, outline the factors and challenges in prevention efforts, and propose recommendations for improvement. This article is classified as library research with a qualitative approach and a normative legal study method. The findings reveal that the procurement of goods and services is highly vulnerable to corruption due to the complexity of processes, weak oversight, and low public participation. The Bima District Prosecutor's Office applies a normative-educative legal approach through legal counseling, legal assistance, strengthening judicial intelligence, and inter-agency coordination. Although this reflects the Prosecutor's preventive role, its effectiveness remains limited by poor legal understanding,

¹ Corresponding Author

lack of e-procurement technology, and inadequate human resources, thus requiring continuous institutional, cultural, and technical strengthening.

Keywords: *Prevention Model, Corruption, Prosecutor's Office*

Abstrak

Idealnya, pencegahan tindak pidana korupsi dalam pengadaan barang dan jasa memerlukan sinergi antara Kejaksaan, pemerintah daerah, dan masyarakat untuk membangun sistem yang transparan, akuntabel, berbasis teknologi, serta diperkuat melalui edukasi hukum dan peningkatan kapasitas aparat. Namun, di Kejaksaan Negeri Bima, implementasi model ideal ini masih terkendala koordinasi antarlembaga, keterbatasan sumber daya manusia, dan minimnya anggaran. Penelitian ini bertujuan menganalisis model pencegahan korupsi pengadaan barang dan jasa yang diterapkan Kejaksaan Negeri Bima, memaparkan faktor dan tantangan pencegahan, serta menawarkan rekomendasi perbaikan. Artikel ini tergolong penelitian pustaka dengan pendekatan kualitatif dan metode studi hukum normatif. Hasil penelitian menunjukkan bahwa pengadaan barang dan jasa sangat rentan korupsi karena kompleksitas proses, lemahnya pengawasan, dan rendahnya partisipasi publik. Kejaksaan Negeri Bima menerapkan model pencegahan berbasis hukum normatif-edukatif melalui penyuluhan hukum, pendampingan, penguatan intelijen yustisial, dan koordinasi lintas lembaga. Meski mencerminkan peran preventif Kejaksaan, efektivitasnya masih terbatas oleh minimnya pemahaman hukum, kurangnya teknologi *e-procurement*, dan keterbatasan SDM, sehingga perlu penguatan berkelanjutan secara kelembagaan, kultural, dan teknis.

Kata Kunci: Model Pencegahan, Korupsi, Kejaksaan

Introduction

Corruption is an extraordinary crime that has become a common enemy of all nations in the world, including Indonesia. The impact of corruption is far-reaching, not only causing financial losses to the state but also damaging the social, economic, and political order (Guan et al., 2024). This crime hinders development, weakens democracy, and erodes public trust in the government. In Indonesia, various efforts have been made to eradicate corruption, ranging from the establishment of specialized institutions such as the Corruption Eradication Commission (KPK) to improvements in the legal system and bureaucracy (Widjaja, 2025). However, the challenges are not easy to overcome. Corruption has deeply entrenched itself in various sectors, permeating every aspect of state governance, and is often carried out through increasingly sophisticated *modus operandi*. Therefore, a comprehensive and sustainable strategy is needed, focusing not only on prosecution but also on effective prevention.

One sector highly vulnerable to corruption is government procurement of goods and services (Bahoo et al., 2021). This sector involves large budget allocations and presents opportunities for irresponsible actors to engage in corrupt practices. In the context of prevention, the Prosecutor's Office plays a strategic role as one of the law enforcement agencies (Maksum & Suparno, 2025). At the Bima District Prosecutor's Office, various efforts have been made to prevent corruption in the procurement of goods and services. This is in line with the duties and functions of the Prosecutor's Office, which include not only prosecution but also supervision and oversight of government projects. The Bima District Prosecutor's Office seeks to develop a proactive prevention model, collaborating with relevant stakeholders and providing legal assistance. The aim is to create transparency, accountability, and efficiency in every procurement process, thereby minimizing opportunities for corruption (Nurfadillah et al., 2025).

Ideally, the corruption prevention model for goods and services procurement implemented by the Bima District Prosecutor's Office should function effectively. This model should establish strict oversight mechanisms, provide comprehensive legal assistance from the planning stage, and foster anti-corruption awareness among officials and project implementers. Consequently, every procurement process in the Bima region would be free from illegal practices such as bribery, mark-ups, and collusion. Such ideal conditions illustrate the Prosecutor's role as both a law enforcer and a guardian of development operating at its optimal capacity, thereby creating a clean and integrity-based procurement environment. However, in reality, many issues persist.

Although the Bima District Prosecutor's Office has made prevention efforts, field realities indicate that corrupt practices in goods and services procurement still frequently occur. Irregularities are still found in the tender process, price mark-ups, and direct appointments that do not follow proper procedures. This creates a significant gap between the ideal prevention model and its implementation in practice. This gap is the main issue addressed in this study. The questions posed are: Why has the existing prevention model not been effective? What factors are hindering it? Are there gaps in regulations, a lack of inter-agency coordination, or internal factors such as limited human resources and infrastructure within the Bima District Prosecutor's Office?

This study aims to analyze and evaluate the Corruption Prevention Model for Goods and Services Procurement implemented by the Bima District Prosecutor's Office. Specifically, it seeks to identify the factors that hinder and support the implementation of this model, as well as to formulate recommendations for future improvements. The contribution of this research is expected to be significant for several parties. Theoretically, it will enrich the body of legal knowledge, particularly in criminal law and administrative law, by providing a deeper understanding of the effectiveness of corruption prevention models at the district prosecutor level. Practically, the findings can serve as an evaluation tool and input for the Bima District Prosecutor's Office to refine its prevention model so that it becomes more effective and targeted. Furthermore, this study may serve as a reference for local governments and project implementers in creating a more transparent and accountable procurement system, as well as for the public to better understand the role of the Prosecutor's

Office in combating corruption and to encourage active participation in development oversight.

Literature Review

Studies on the Corruption Prevention Model in the Procurement of Goods and Services by the District Prosecutor's Office are not new. Several previous researchers have discussed and published works on this topic using various methods and approaches. Endang Cahyani, in their work titled *"Pencegahan Tindak Pidana Korupsi Pengadaan Barang dan Jasa Pemerintah"*, provides an in-depth discussion of the roles, efforts, and patterns implemented by the High Prosecutor's Office of the Special Region of Yogyakarta in preventing corruption in the procurement of goods and services. Their findings indicate that the High Prosecutor's Office can play several roles in preventing corruption in government procurement, including providing outreach to relevant agencies on the definition of corruption, collaborating with relevant divisions to conduct legal education, providing legal assistance, and offering legal opinions on law enforcement and corruption prevention (Cahyani, 2022). The similarity between their research and this study lies in the use of prevention as a theoretical basis and the same research object. However, the difference is that Cahyani's research takes a more general approach to prevention, while this study specifically examines the prevention model in detail.

Inwin Saputra et al., through their article titled *"Prevention Of Corruption By The Prosecutor's Office Based On An Integrated Preventive Criminal Justice System In Indonesia"*, discuss policy directions aimed at strengthening the authority of the Prosecutor's Office in preventing corruption. They argue that this should be reinforced with regulations that clearly define the Prosecutor's authority to prevent corruption (Saputra & Budiyo, 2023). The main similarity lies in the role of the Prosecutor's Office in preventing criminal acts in Indonesia. Both explicitly highlight the Prosecutor's Office as a key actor in the criminal justice system, with not only prosecutorial authority but also a responsibility to prevent crime. However, the key difference lies in scope and focus—Saputra's research covers a much broader scope, discussing prevention of criminal acts in general by the Prosecutor's Office.

Habibi et al., in their research titled *"Efektivitas Penyidikan Tindak Pidana Korupsi di Sektor Pengadaan Barang dan Jasa Pemerintah (Studi Kasus Di Polres Poso)"*, examine the effectiveness of corruption investigations in the procurement of goods and services in the jurisdiction of the Poso Police, finding them to be less effective due to constraints such as limited investigative resources, inadequate legislation, lack of facilities and infrastructure, and limited public information (Habibi et al., 2023). The main similarity with this study lies in their focus on corruption in government procurement, with both acknowledging that this sector is vulnerable to corruption and has serious implications for state finances and development. The difference is in approach and scope—Habibi et al. focus more on the repressive or enforcement aspect, analyzing the effectiveness of investigations in uncovering and processing cases, while this study, focusing on *"Korupsi*

Pengadaan Barang dan Jasa Oleh Kejaksaan Negeri Bima", emphasizes the preventive aspect.

After reviewing the literature on corruption prevention in the government procurement sector, the author's analysis shows that previous works generally focus on the role of the Prosecutor's Office or other law enforcement agencies in a broad sense, whether in the form of outreach, legal education, legal assistance, or wide-ranging prevention policies, while others focus on enforcement or investigation aspects. In contrast, in the specific context of a corruption prevention model for goods and services procurement by the Bima District Prosecutor's Office, there has been no prior study—despite its importance for understanding how a structured and contextual preventive strategy can be effectively applied at the regional level, particularly in areas with unique social, economic, and bureaucratic characteristics. This indicates an academic gap, which this research intends to fill. The notable novelty of this study lies in its detailed and in-depth discussion of a corruption prevention model tailored to the local conditions of the Bima District Prosecutor's Office, combining normative and empirical approaches to produce practical recommendations.

Research Methodology

This article is classified as library research with a qualitative approach. The methodology used is normative legal study, which focuses on the analysis of legal norms written in laws and regulations, court decisions, legal scholars' doctrines, and relevant legal principles. Normative legal research does not rely on empirical data from the field but on literature review and juridical interpretation, aiming to identify, examine, and analyze the legal system in the context of corruption prevention in the procurement of goods and services. This approach is used to assess the conformity between the corruption prevention practices carried out by the Bima District Prosecutor's Office and the provisions of positive law, particularly within the framework of Law Number 31 of 1999, Law Number 20 of 2001 on the Eradication of Corruption, Presidential Regulation Number 16 of 2018 on the Procurement of Goods/Services, and internal legal instruments of the Attorney General's Office of the Republic of Indonesia related to corruption prevention, such as the State Attorney and the Judicial Intelligence Division. The collection of legal materials was carried out through: primary legal materials, consisting of laws and regulations related to corruption prevention, state administrative law, and procurement implementation regulations.

Secondary legal materials include academic literature, legal scientific journals, previous research results, and official publications from the Corruption Eradication Commission (KPK), the National Public Procurement Agency (LKPP), and the Attorney General's Office of the Republic of Indonesia. Tertiary legal materials include legal dictionaries, encyclopedias, glossaries, and other supporting documents to clarify the normative meaning of key concepts. The analytical technique used is normative qualitative analysis, namely systematically and comprehensively analyzing the applicable legal substance to assess the normative consistency between one regulation and another, identify legal voids or loopholes in the regulation and implementation of procurement corruption

prevention, and provide legal interpretation of good procurement principles, official integrity, and conflict-of-interest prevention based on legal doctrine and the general principles of good governance. With this method, the research is able to offer strong and solution-oriented legal arguments in developing an effective corruption prevention model in accordance with the principles of justice and legal certainty.

Causes of Corruption in Goods and Services Procurement

Corruption in the procurement of goods and services is one of the most common forms of corruption occurring in various sectors, both governmental and private. The procurement process, which should be carried out transparently and accountably, is often exploited by certain individuals for personal or group enrichment. There are several factors that cause corruption in this process to remain rampant, stemming from the system, individuals, and the socio-political environment (Ridwan et al., 2020). One of the main factors is the weakness of internal oversight and control systems in the procurement process. Many agencies or institutions lack adequate internal control systems to prevent and detect irregularities at an early stage. In addition, internal audits are often mere formalities and not conducted independently, creating opportunities for abuse of authority and document manipulation. Another equally important factor is the lack of integrity and morality among procurement implementers, whether public officials, goods and services providers, or other third parties. When procurement actors do not uphold values of honesty, transparency, and responsibility, the process becomes easily manipulated for personal gain (Hidayati & Mulyadi, 2017).

In many cases, corruption is carried out systematically involving various parties, from drafting technical specifications to selecting the winning bidder. Furthermore, political intervention is also a significant cause of procurement corruption. Pressure from interested parties, such as political elites or local authorities, often forces procurement officials to choose certain providers who do not actually meet the requirements or to give advantages to certain parties (Graycar & Sidebottom, 2012). This creates an unhealthy climate and disrupts the principle of fair competition in procurement processes. The bureaucratic culture that is permissive toward corruption further worsens the situation. In environments accustomed to practices such as gratuities, bribery, or unofficial commissions (project fees), corruption is considered normal or even necessary. Perpetrators often feel immune from sanctions due to mutual protection among offenders. As a result, corruption becomes systemic and difficult to eradicate.

From a regulatory perspective, legal loopholes or unclear procurement rules also contribute to the problem. Although Indonesia has regulations such as Presidential Regulation No. 16 of 2018 on Government Procurement of Goods and Services, implementation still faces challenges. Many implementers do not fully understand the rules or deliberately misinterpret them for personal gain. Additionally, frequent regulatory changes make procurement implementation inconsistent. Technological factors also play a role, particularly the underutilization of digital systems in procurement. Although the e-procurement system was introduced to minimize face-to-face interactions and increase

transparency, there are still opportunities for manipulation, such as secretly determining the winning bidder before the tender process begins. In some regions, electronic systems are not optimally used due to infrastructure and human resource limitations (Wardhani et al., 2021). Corruption in government procurement of goods and services is one of the most complex crimes because it involves institutional, legal, and individual moral aspects. Procurement is a strategic administrative process but highly vulnerable to legal breaches, with more than 60% of corruption cases handled originating from this sector.

The corruption case involving the procurement of wooden ships by the Bima Regency Transportation Office in 2021 serves as an important precedent that reveals the weakness of preventive functions in local-level procurement. Although the Bima District Attorney's Office holds a strategic mandate in legal guidance and safeguarding strategic projects, this case shows a gap in the implementation of its prevention model (Baskoro, 2025). Specifically, the failure of oversight in this case is evident in the lack of optimal early warning detection of potential irregularities in technical specifications and possible state financial losses (Suryani & Gaol, 2025). In fact, the existence of judicial intelligence and the function of the State Attorney (Jaksa Pengacara Negara, JPN) enable the Prosecutor's Office to be actively involved from the planning and budgeting stages of the project. However, in practice, proactive legal assistance has not comprehensively covered strategically valuable projects, such as this ship procurement.

Two other crucial factors that often trigger corruption in the procurement of goods and services are the lack of legal education and low public transparency. A poor understanding of applicable regulations and legal consequences often leads perpetrators, both from the government and providers, to feel free to engage in illegal practices. They may not fully realize that acts such as collusion, price mark-ups, or bribery are serious offenses that can lead to severe criminal sanctions. This lack of legal education occurs not only among decision-makers but also among lower-level staff directly involved in procurement processes, thereby widening opportunities for irregularities. In line with this, low public transparency further exacerbates the situation (Gunawan & Laksana, 2023).

When information related to the procurement process—from planning, provider selection, to implementation and reporting—is not easily and openly accessible to the public, the potential for corruption increases drastically. This secrecy enables irresponsible actors to hide irregularities, manipulate data, or arrange tenders in a closed manner. Without public oversight, accountability becomes extremely low, and opportunities for corrupt practices, such as appointing unqualified winners or setting prices far above market standards, become virtually unlimited (Cahyani, 2022). Therefore, improving legal education and enforcing public transparency are fundamental steps to minimizing the risk of corruption in the procurement of goods and services.

Corruption Prevention Model

The Bima District Prosecutor's Office, as part of the regional law enforcement apparatus, holds a strategic mandate in carrying out preventive functions against corruption, as stipulated in Law No. 16 of 2004 in conjunction

with Law No. 11 of 2021 on the Prosecutor's Office of the Republic of Indonesia. In the context of goods and services procurement, the Prosecutor's Office is not only tasked with enforcement but also authorized to provide guidance and safeguard strategic projects through the functions of the State Attorney (Jaksa Pengacara Negara, JPN) and judicial intelligence. In general, the corruption prevention model implemented by the Bima District Prosecutor's Office can be grouped into four main strategies. *First*, Legal Education and Outreach to Officials and the Public. Legal outreach is an educational effort carried out periodically to raise legal awareness among stakeholders, particularly procurement officials, treasurers, and heads of work units. The Bima District Prosecutor's Office organizes these activities in the form of socialization programs, legal dialogues, and technical guidance. These activities aim to foster an anti-corruption legal culture within local government environments. In line with Roscoe Pound's theory of law as a tool of social engineering, the law is used as a means of directing social change, including shaping anti-corruption behavior through preventive legal understanding (Mudakh et al., 2025).

Second, Legal Assistance in the Procurement Process. The Bima District Prosecutor's Office provides legal assistance to local governments and regional work units (SKPD) throughout the procurement process. Third, Assistance is carried out from the planning, budgeting, and preparation of tender documents to the signing of contracts. This approach is an implementation of the State Attorney's function under Article 30 paragraph (2) of the Prosecutor's Law, namely to provide legal opinions to government institutions. The goal is to prevent potential administrative and criminal violations in the procurement process while strengthening legal certainty. This assistance also represents a form of proactive and preventive, rather than repressive, law enforcement. Fourth, Strengthening Judicial Intelligence Functions and Early Detection. Through its intelligence division, the Prosecutor's Office develops an early warning system for potentially problematic projects, particularly those of strategic value. Judicial intelligence is tasked with gathering information, conducting legal risk analyses, and recommending preventive measures before project implementation begins. This function strengthens the Prosecutor's role as an active overseer rather than merely a post-violation enforcer. In practice, judicial intelligence often serves as a bridge between technical, financial, and legal data to identify red flags for potential corruption (Farida et al., 2024).

Lastly, Interagency Coordination and Synergy. The Bima District Prosecutor's Office collaborates with the Regional Inspectorate, the Financial and Development Supervisory Agency (BPKP), and the Procurement Services Unit (UKPBJ) to establish an integrated prevention mechanism. This coordination serves to: ensure regulatory compliance standards, avoid overlapping supervisory authority, and collectively formulate recommendations for system improvement. This collaborative approach aligns with the principle of multi-actor governance in corruption eradication, which places state institutions in a synergistic rather than sectoral role. The Bima District Prosecutor's Office has implemented a multi-dimensional approach in preventing corruption in the procurement of goods and services, including public and internal education, interagency collaboration, integrity culture campaigns, tender monitoring, law enforcement, and state asset

management. However, to be more effective, there is room to sharpen its role in overseeing budget plans (RAB) and utilizing e-procurement technology, while continuously strengthening synergy with government internal supervisory bodies. By doing so, potential procurement loopholes can be significantly reduced, making the procurement system in Bima cleaner, more accountable, and corruption-free.

One of the main strategies applied is continuous education and outreach to all relevant parties, from commitment-making officials (PPK), procurement committees, and goods/services providers to the general public. This outreach includes an in-depth understanding of laws and regulations related to goods and services procurement, indicators of corruption risk, and legal consequences for offenders. In addition, the Bima District Prosecutor's Office actively promotes the implementation of a transparent and accountable electronic procurement system (e-procurement) and encourages the use of effective public complaint reporting systems. Collaboration with the Regional Inspectorate and other relevant agencies is also strengthened through information exchange and coordination for early detection of potential irregularities (Handoyo & Antoni, 2021). These efforts are expected to create a clean, transparent, and integrity-driven procurement environment, thereby minimizing opportunities for corruption and ultimately realizing good governance in the Bima region.

Prosecutor's Office Challenges

Although the Bima District Prosecutor's Office has implemented various strategies to prevent corruption in the procurement of goods and services, the implementation of these strategies has not been free from structural, cultural, and technical obstacles that undermine their effectiveness. These challenges require academic analysis to provide a critical evaluation of the effectiveness of the prevention model that has been applied. *The first challenge* is the limited understanding of procurement administrative law among procurement officials. One of the main obstacles is the low level of knowledge of government procurement law among regional civil servants (ASN). In fact, the procurement of goods and services in the public sector is strictly regulated under Presidential Regulation No. 16 of 2018 and its derivative regulations, including LKPP regulations and technical circulars. A lack of legal understanding often results in administrative irregularities that may lead to criminal consequences (Adnantara, 2025). Theoretically, this can be explained through Hans Kelsen's view that legal norms are not only descriptive but also prescriptive, requiring actors to comply with the prevailing structure of norms. The inability of officials to interpret these norms leads to errors in decision-making and opens the door to corruption, whether intentional or due to negligence.

The second challenge concerns the low level of public participation in budget oversight. Public participation in monitoring procurement is a key pillar of the principle of transparency in public information as stipulated in Law No. 14 of 2008. However, in many regions, including Bima, mechanisms for community participation remain highly limited. The public often lacks access to procurement information or does not understand the processes and their rights in exercising oversight. From a good governance perspective, public participation serves as an

indicator of transparency and accountability. When access to information is restricted or not user-friendly, the public loses its capacity to exert control, and law enforcement agencies such as the Prosecutor's Office lose valuable social support in detecting potential corruption at an early stage.

The third challenge is the lack of a transparent technology-based procurement system (e-procurement). Although the government has mandated the use of electronic procurement systems through Presidential Instruction No. 1 of 2013 and Presidential Regulation No. 16 of 2018, their implementation at the regional level has not been fully optimal. Many work units fail to utilize technology effectively or treat it merely as a formality. The absence of integration between e-procurement systems and prosecutorial oversight systems prevents law enforcement from monitoring procurement activities in real time. This poses both a technical and structural challenge that hampers the effectiveness of data- and technology-based prevention systems.

The fourth challenge is the limited human resources (HR) within the Prosecutor's Office. Regional Prosecutor's Offices often face HR shortages in terms of both quantity and quality. Oversight of the entire procurement process across various institutions requires prosecutors, intelligence staff, and State Attorney Civil Servants (JPN) who possess not only expertise in criminal law but also in administrative law and highly technical procurement regulations. According to Luhmann's systems theory in law, the effectiveness of law enforcement depends on the adequacy of the structural capacity of its implementing institutions. Without sufficient HR, the preventive function of the Prosecutor's Office becomes symbolic and suboptimal (Mudakh et al., 2025).

The number of prosecutors with specialized expertise in procurement and digital forensics remains inadequate. Likewise, the availability of integrated technology and information systems for large-scale procurement data analysis is often limited, hindering the Prosecutor's ability to proactively monitor and analyze potential irregularities. Another challenge lies in the lack of transparency and accountability in the procurement process itself. Some government agencies have yet to fully implement openness principles, creating opportunities for corrupt practices (Tauhid & Ishaka, 2020). The Prosecutor's Office frequently faces difficulties in accessing comprehensive and accurate information regarding all stages of procurement, from planning to implementation and reporting.

Finally, the lack of active participation from the public and non-governmental organizations (NGOs) in overseeing procurement activities further limits the effectiveness of preventive measures. While the Prosecutor's Office plays an important role, effective corruption prevention requires synergy and collaboration among various stakeholders. Public awareness and the courage to report indications of corruption must be strengthened, along with stronger protections for whistleblowers. Addressing these challenges calls for a comprehensive strategy that includes strengthening the capacity of the Prosecutor's Office, enhancing transparency, and fostering closer multi-stakeholder collaboration.

Conclusion

This study shows that the procurement of goods and services is a sector highly vulnerable to corruption due to the complexity of the process, weak oversight, low integrity of officials, and the lack of transparency and public participation. The Bima District Prosecutor's Office has developed a prevention model based on a normative and educational legal approach, through four main strategies: legal counseling, legal assistance, strengthening judicial intelligence, and inter-agency coordination. These strategies reflect a shift in the Prosecutor's role from merely a law enforcer to a preventive actor in building clean and accountable governance. However, the effectiveness of this prevention model still faces several challenges, including a lack of legal understanding among procurement officials, low public participation in budget oversight, limited utilization of e-procurement technology, and a shortage of human resources within the Prosecutor's Office. Therefore, prevention efforts need to be continuously strengthened institutionally, culturally, and technically to ensure that the public procurement system in the region can be sustainably free from corruption.

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