

The Implementation of SIPLah Policy in Public Senior High Schools in Banyuwangi Regency a Case Study of SMAN Pesanggaran

Elis Santi^{1*}, V. Rudy Handoko², Ayun Maduwinarti³
Universitas 17 Agustus 1945 Surabaya

Corresponding Author : Elis Santi elisanti2304@gmail.com

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ABSTRACT

This study aims to analyze the implementation of the School Procurement Information System (SIPLah) policy at SMAN Pesanggaran, Banyuwangi Regency. The main problems lie in the effectiveness and efficiency of SIPLah implementation, considering the limitations in resources, institutional capacity, and the lack of technical training. This study adopts a qualitative approach with a case study design, using data collection techniques such as in-depth interviews, observations, and documentation. The results show that, normatively, SIPLah implementation complies with existing regulations. However, it remains suboptimal due to technical and administrative challenges, as well as the lack of institutional support. Strengthening technical capacity, improving supervision, and providing contextual policy support are necessary to ensure effective and sustainable implementation.

INTRODUCTION

The School Procurement Information System (SIPLah) was launched by the Indonesian Ministry of Education and Culture in June 2019 to digitize the procurement of goods and services in schools, aiming to enhance efficiency, transparency, and accountability in the use of BOS (School Operational Assistance) funds. An initial study at vocational schools (SMKs) in West Jakarta indicated that while SIPLah holds significant potential, its implementation has not been optimal due to technical constraints, limited user capacity, and burdensome administrative procedures (Puspita, A., 2025). Meanwhile, an analysis of digital policy evaluation in secondary education revealed that SIPLah improved transaction speed and facilitated reporting processes, yet still encountered obstacles such as limited regional service access and technical disruptions (Erwin, E., 2024). These conditions highlight the need for a deeper level of analysis regarding the implementation of SIPLah policy in schools, particularly in Banyuwangi Regency.

The core problems addressed in this study involve the effectiveness, efficiency, and regulatory compliance of SIPLah implementation at SMAN Pesanggaran, which is challenged by limited institutional capacity, insufficient training, and underdeveloped digital infrastructure. Preliminary observations reveal that the procurement process still encounters technical difficulties, a lack of guidance and supervision, and suboptimal utilization of SIPLah features by the school, resulting in procurement delays. The novelty of this study lies in the application of Grindle's policy implementation model, which has rarely been used in previous studies to analyze SIPLah policy. This model enables a more comprehensive analysis of policy content and context, offering a new perspective in evaluating the effectiveness, efficiency, and regulatory compliance of SIPLah implementation in secondary school settings. The research question posed is: how is the implementation of the School Procurement Information System (SIPLah) carried out in public senior high schools in Banyuwangi Regency, with a specific focus on the case of SMAN Pesanggaran.

The urgency of this study stems from the need to thoroughly understand the implementation of digital policies in procurement governance within educational institutions, particularly through SIPLah. Theoretically, this research contributes to the discourse on public policy implementation by integrating Grindle's model and Agency Theory, which are relevant for analyzing the relationships between policy actors and institutional structures. Practically, the findings are expected to provide concrete contributions to enhancing the effectiveness, efficiency, and regulatory compliance of SIPLah implementation at the school level, and to serve as a foundation for formulating more contextual and applicable policy recommendations and mentoring strategies.

LITERATURE REVIEW

Previous studies have examined the implementation of procurement policies in the education sector, particularly regarding the application of the School Procurement Information System (SIPLah). Anggraeni (2023) focused on the implementation of Probolinggo Mayor Regulation No. 115 of 2022 concerning the delegation of authority for the management of BOSDA funds at SDN Sukoharjo 3. The findings showed that planning, organizing, implementation, and supervision were carried out in accordance with management principles, although development efforts remained limited. Although the study did not directly examine SIPLah, it provides important insights into the implementation of educational budget management policies at the elementary school level.

Meanwhile, Alfian Gilang (2022) investigated the implementation of SIPLah at SMA Negeri 1 Karanganyar. The study found that SIPLah was implemented in accordance with applicable regulations, although technical challenges such as server disruptions occurred. However, these issues did not significantly hinder the procurement process. The research was descriptive in nature and did not explore the roles of policy actors or the dynamics of institutional relationships.

Elfrianto and Dongoran (2024) analyzed budget transparency through the use of SIPLah at SMA Negeri 2 Gunung Meriah. They found that SIPLah contributed to greater financial openness in schools, although it faced challenges such as high product prices, limited SIPLah vendors, delayed delivery processes, and low human resource capacity. While the study addressed technical and operational aspects, it did not delve deeply into the link between policy context and implementation realities. Moelyono and Rosmiyanti (2022) also examined the effectiveness and accountability of the SIPLah-Blibli application at SMA Negeri 1 Bandar Lampung. Their findings indicated that the system facilitated the procurement process and improved accountability due to automatic digital documentation following payment. However, the study focused more on outcomes rather than the implementation process or inter-actor relationships.

From an international perspective, Morris and Scott (2003) analyzed educational reform in Hong Kong, which often faced implementation failures due to political factors, cultural inertia, and weak bureaucratic coordination. This study serves as an important reference for understanding how policies may fail to align between normative goals and actual implementation—an issue potentially relevant to SIPLah implementation in Indonesia.

Based on the above studies, it can be concluded that there is still a gap in the theoretical approaches used. Most research has emphasized descriptive and operational-technical aspects, without comprehensively examining policy dynamics. To date, no study has explicitly applied Grindle's Policy Implementation Model in conjunction with Agency Theory to assess SIPLah implementation. This theoretical combination can explore the interaction between policy structures, implementation context, and actor relationships that influence the effectiveness and compliance of digital procurement systems.

Therefore, the novelty of this research lies in the application of a dual-theoretical approach to analyze SIPLah implementation more deeply, while contributing to the development of public policy implementation theory in the context of digital-based education governance. The policy implementation model developed by Merilee S. Grindle (2017) provides a comprehensive conceptual framework for analyzing the extent to which public policies can be effectively implemented at the operational level. Grindle posits that the success of policy implementation is determined by two main components: policy content and policy context, each comprising a set of interrelated indicators.

Policy content refers to the substance of the policy and includes the following dimensions:

1. Interests affected – the extent to which the involved actors perceive themselves as benefitting or being disadvantaged;
2. Type of benefits – whether the benefits are direct or indirect in nature;
3. Extent of change envisioned – the degree of transformation expected from the policy;
4. Site of decision-making – where key decisions are made;
5. Program implementers and their capacity; and
6. Resources committed – such as funding, human resources, and infrastructure.

Policy context, on the other hand, encompasses:

1. The power, interests, and strategies of the involved actors;
2. The institutional characteristics of the implementing agencies;
3. The level of compliance from implementers;
4. The socio-political conditions of the society; and
5. The economic conditions of the region.

Grindle's model enables a holistic analysis of the factors that support or hinder the success of policy implementation. In the context of this research, the model is highly relevant for evaluating the effectiveness, efficiency, and regulatory compliance of SIPLah policy implementation in secondary schools.

Meanwhile, Agency Theory, as elaborated by Alkausar, B., Lasmana, M. S., & Soemarsomo, P. N. (2020), is used to analyze the relationship between the principal (mandating party) and the agent (implementing party). In this study, the central government acts as the principal that formulates the SIPLah policy, while schools act as agents tasked with implementing the policy. The theory highlights the potential for conflicts of interest and information asymmetry, which may affect the effectiveness of implementation. Therefore, mechanisms such as supervision, training, and incentive systems must be considered to ensure accountability and compliance among implementers with regard to the established policy.

The integration of Grindle's Model and Agency Theory in this study is particularly relevant, as both frameworks comprehensively explain the dynamics of policy implementation. Grindle's model emphasizes the substance and context of the policy, while Agency Theory aids in analyzing the relationship between the government and schools as implementing actors, including potential conflict, non-compliance, and information asymmetry.

METHODOLOGY

This study employs a qualitative approach with a case study design, aimed at gaining an in-depth understanding of the implementation process of the School Procurement Information System (SIPLah) at SMAN Pesanggaran, Banyuwangi Regency. This approach was selected because it allows the researcher to explore contextual data related to the dynamics of policy implementation, system effectiveness and efficiency, as well as regulatory compliance within the school environment (Schoch, K., 2020).

The primary data sources in this study are key informants, including the school principal, BOS treasurer, SIPLah operator, goods/service providers, and officials from the Banyuwangi Regency Education Office. A purposive sampling technique was employed to select informants based on their direct involvement in the procurement process through SIPLah, in order to ensure a diversity of perspectives (Creswell, 2019).

Data were collected through semi-structured in-depth interviews, participant observation, and document analysis, including SIPLah guidelines, budget realization reports, and procurement meeting records. The interviews aimed to explore the experiences, perceptions, and both technical and administrative challenges faced during policy implementation (Flick, 2018). Observations were conducted during procurement and administrative activities at the school to capture actual practices in SIPLah usage. Data were analyzed using a thematic and interpretive approach, following the procedures of Miles and Huberman (1994), which include data reduction, data display, and conclusion drawing. Data validity was maintained through source and method triangulation, as well as member checking by requesting confirmation from informants regarding key findings (Lincoln & Guba, 1985).

To ensure data trustworthiness, the study applied prolonged engagement during field data collection, and triangulation of sources, time, and methods. These strategies were undertaken to ensure consistency, validity, and accuracy of the information, so that the research results are credible and contribute both scientifically and practically to the implementation of SIPLah policy in secondary schools (Lincoln & Guba, 1985).

RESEARCH RESULT

Grindle's Policy Implementation Model (2017) posits that the success of policy implementation is influenced by two main components: policy content and policy context. Each component consists of several interrelated indicators that collectively determine the effectiveness of policy implementation.

1. Policy Content

a. Interests Affected:

SIPLah directly impacts educational institutions, especially principals, BOS (School Operational Assistance) treasurers, and vendors. These stakeholders experience a shift toward a more systematic procurement mechanism but also face technical and administrative challenges.

- c. **Type of Benefits:**
SIPLah promises efficiency, transparency, and accountability in procurement. However, in practice, these benefits have not been fully realized due to limited training and technical capacity among implementers.
 - d. **Extent of Change Envisioned:**
SIPLah transforms a previously manual procurement system into a digital one. This shift requires significant adjustments in work culture and administrative routines within schools.
 - e. **Site of Decision Making:**
While strategic decisions are made at the central government level, implementation is carried out by schools. This decentralization demands operational autonomy, which is not always matched by adequate resources at the school level.
 - f. **Program Implementers:**
School principals and SIPLah operators serve as the main implementers. However, a lack of training and technical assistance hinders optimal implementation.
 - g. **Resources Committed:**
The implementation of SIPLah is constrained by unequal access to digital infrastructure, limited human resources, and insufficient technical support from vendors and the local education office.
2. **Policy Context**
- a. **Power, Interests, and Strategies:**
Capacity disparities among actors result in inconsistent implementation. Schools often resort to manual adaptations when the digital system encounters technical issues.
 - b. **Institutional Characteristics:**
Schools are not fully prepared to manage digital-based policies, particularly concerning regulatory compliance and reporting systems.
 - c. **Compliance:**
Schools attempt to comply with formal procedures, but the implementation tends to be administrative in nature, lacking a deeper understanding of the policy's substantive goals.
 - d. **Political and Social Conditions:**
Uneven policy socialization has resulted in limited social support from various stakeholders.
 - e. **Economic Conditions:**
Schools in low-income areas with limited infrastructure face greater difficulties in adopting and effectively implementing the policy.

Analysis Based on Agency Theory

Agency Theory clarifies the relationship between the principal (central government) and the agent (schools) in the implementation of SIPLah. In this relationship, information asymmetry is evident schools often possess more accurate field-level knowledge than policymakers. Without adequate monitoring systems, incentives, and training, this asymmetry can result in policy implementation deviating from its intended goals. Conflicts of interest may arise when implementers fulfill only administrative requirements without understanding the core policy objective namely, establishing a procurement system that is efficient and accountable. Hence, the government needs to strengthen oversight mechanisms, provide continuous training, and establish performance-based evaluation and incentive systems to ensure implementer compliance and overall policy effectiveness.

Analytical Results

The implementation of SIPLah at SMAN Pesanggaran shows that, normatively, the policy adheres to existing regulations. However, its effectiveness remains challenged by limitations in resources, institutional capacity, and inter-actor coordination mechanisms. Grindle's model (2017) helps unravel the interconnected dynamics of policy content and context, while Agency Theory (Alkausar, Lasmana, & Soemarsomo, 2020) emphasizes the importance of oversight mechanisms and the principal-agent relationship in policy execution. Supporting these findings, Hidayanto (2024) highlights that the success of school management digitalization including the use of SIPLah is highly dependent on data-based planning, competency-based organizational structures, implementation via platforms such as ARKAS and SIPLah, and strict monitoring by principals and education authorities. This structured, collaborative, and evaluation-driven approach reinforces the critical role of institutional readiness and leadership in supporting digital policy implementation in schools.

DISCUSSION

The implementation of the School Procurement Information System (SIPLah) policy at SMAN Pesanggaran, Banyuwangi Regency, when examined through the lens of *policy content* as proposed in Grindle's (2017) policy implementation model, reveals several dynamics that either support or hinder policy execution at the school level. Policy content, as a central component of the model, comprises six key indicators: interests affected, type of benefits, extent of change envisioned, site of decision-making, program implementers, and resources committed.

1. First, the interests affected by the SIPLah policy include school principals, BOS (School Operational Assistance) treasurers, SIPLah operators, and goods/service providers. The implementation of SIPLah has brought significant changes to these stakeholders, requiring them to adapt to a new digital procurement system. Although the system is designed to improve governance and promote transparency, in practice, these actors face an increased administrative burden and technical challenges – particularly those with limited backgrounds in information technology management.

Additionally, vendors are required to navigate registration and platform operations, often hindered by technical issues such as system lag and synchronization problems with procurement regulations.

2. Second, regarding the type of benefits, SIPLah promises normative advantages such as time and cost efficiency, transparent reporting, and accountability in financial management. However, field observations and interviews reveal that these benefits have not been fully realized at the school level. Limited technical training, sudden system changes, and insufficient support from service providers have forced many schools to continue relying on manual or semi-digital processes. This indicates a gap between the normative expectations of the policy and the practical realities on the ground.
3. Third, the extent of change envisioned by SIPLah is substantial, as it mandates a shift from manual to fully digital systems for goods and services procurement. This transformation not only involves technical adaptation but also challenges the bureaucratic culture in schools, which traditionally relies on printed documentation and face-to-face processes. Such significant change demands high adaptive capacity from all implementation actors, a capacity that many rural or under-resourced schools like SMAN Pesanggaran have yet to fully develop.
4. Fourth, regarding the site of decision-making, the SIPLah policy is formulated through a top-down approach by the Ministry of Education and Culture, while its execution is delegated to individual schools. Strategic decisions remain centralized, whereas operational responsibilities rest with the schools often without adequate capacity-building support. This creates an administrative burden at the school level, which must reconcile macro-level policy expectations with micro-level realities, particularly in the context of limited human and infrastructural resources.
5. Fifth, the program implementers consist primarily of school principals and SIPLah operators, who play a key role in ensuring the smooth operation of the platform-based procurement process. However, limited technical competence, a lack of intensive training, and minimal technical assistance from the local education office have made it difficult for implementers to fulfill their roles effectively. As a result, policy implementation often becomes a matter of formal compliance rather than a strategic effort to enhance accountability and procurement efficiency.
6. Sixth, the resources committed are a critical determinant of SIPLah's successful implementation. The study finds that digital infrastructure—such as stable internet connectivity, adequate computer equipment, and qualified human resources—remains a major challenge. Furthermore, technical support from SIPLah platform providers is still suboptimal, particularly in terms of system troubleshooting response times, data updating, and the timely and accurate delivery of ordered goods.

Policy Context in the Implementation of SIPLah at SMAN Pesanggaran

In the context of implementing the School Procurement Information System (SIPLah) policy at SMAN Pesanggaran, the policy context emerges as a significant determinant of success. Based on Grindle's (2017) framework, five indicators are examined: power and strategies of actors, institutional characteristics, implementers' compliance, socio-political conditions, and local economic conditions.

1. First, the power and strategies of actors influence how the policy is executed. In this case, there is a clear capacity imbalance among key actors: the government as the policymaker, the local education department as the supervisor, and the school as the implementer. This imbalance affects the consistency of SIPLah implementation strategies. When technical issues arise such as server delays or slow platform access – school implementers often resort to manual adaptation strategies, such as delaying transactions or recording procurement manually before entering it into the system. This indicates that operational-level implementation strategies still rely heavily on individual initiative and have not fully transitioned to the prescribed digital system.
2. Second, regarding institutional characteristics, SMAN Pesanggaran is not yet fully equipped to manage a digital policy effectively. Institutional readiness includes internal systems availability, regulatory understanding, reporting structures, and inter-unit integration. Observations indicate a gap between the demands of digital procurement policies and the school's actual capacity to fulfill them. Not all departments within the school have reliable internet access or adequate training in using SIPLah, resulting in uneven and slow digital procurement processes across work units.
3. Third, implementers' compliance reveals that the school seeks to fulfill the formal requirements stipulated in Ministerial Regulation No. 14 of 2020. However, compliance tends to be administrative rather than substantive. In practice, implementers complete required procedures without fully understanding the core goals of the policy, such as efficiency, transparency, and accountability. For instance, procurement reports are generated in the prescribed format but lack real needs assessment or post-procurement evaluation.
4. Fourth, the political and social conditions also influence policy outcomes. Policy dissemination regarding SIPLah has not been evenly distributed among school actors or the surrounding community. Internal stakeholders – such as teachers and administrative staff – still lack sufficient knowledge of the policy. Likewise, many local suppliers have not been integrated into the SIPLah system, which limits procurement options and reduces competition. This lack of understanding and engagement weakens social support for the policy and results in passive implementation.

5. Fifth, local economic conditions reflect structural barriers faced by the school. SMAN Pesanggaran operates in a region with underdeveloped information technology infrastructure. Budget limitations, lack of supporting technical resources, and high costs of digital equipment and services pose significant challenges. This makes it difficult to implement a digital-based policy when supporting facilities such as internet networks, computer devices, and IT-literate personnel are still scarce.

SIPLah Implementation Analysis Based on Agency Theory

In the implementation of SIPLah, Agency Theory provides a valuable framework to understand the relationship between the central government (as the principal) and schools (as the agents). While the government formulates and mandates digital procurement policy through SIPLah, operational execution is fully delegated to schools. Information asymmetry arises because schools possess greater knowledge of on-the-ground realities—such as technical limitations, human resource constraints, and infrastructural shortcomings—compared to policymakers. This imbalance can lead to inefficiencies in policy execution unless it is balanced with adequate oversight and support from the principal.

Findings at SMAN Pesanggaran show that implementation tends to be administrative in nature rather than grounded in an understanding of the policy's normative goals. Agents (schools) tend to fulfill reporting obligations without necessarily ensuring the quality and effectiveness of the procurement process. To achieve policy effectiveness, there must be sustained oversight mechanisms, regular technical training, and performance-based incentives for schools. In this way, SIPLah can be implemented not only in a procedural sense but also in a substantive and accountable manner.

CONCLUSION AND RECOMMENDATIONS

Give Based on the findings of this study, it can be concluded that the implementation of the SIPLah policy at SMAN Pesanggaran has normatively complied with existing regulations. However, its effectiveness in practice continues to face several challenges, particularly regarding limited resources, low institutional capacity, and suboptimal coordination among implementing actors. Utilizing Grindle's theoretical framework, it becomes clear that policy implementation success is significantly influenced by the interrelation between policy content and policy context. Meanwhile, Agency Theory emphasizes the importance of oversight and the relational dynamics between the principal (government) and the agent (school). The integration of these two theories highlights that the success of policy implementation depends not only on regulatory compliance but also on the technical readiness and institutional capacity at the school level.

First, it is necessary to enhance both technical and institutional capacities through continuous training for school principals, BOS treasurers, and SIPLah operators, to ensure they are capable of understanding and operating the system optimally.

Second, local governments and education offices are advised to strengthen coordination and supervision mechanisms through performance-based monitoring and evaluation, as well as to provide technical support and incentives for schools that demonstrate compliance and effective implementation of SIPLah. These two recommendations are expected to improve the overall quality and sustainability of policy implementation in educational institutions.

FURTHER RESEARCH

First, future research may employ a mixed methods approach to more comprehensively assess the levels of effectiveness, efficiency, and regulatory compliance in SIPLah implementation, by involving a larger number of respondents from various public schools in Banyuwangi Regency. Second, it is recommended to conduct comparative studies across regions or schools with different accreditation categories to examine variations in implementation based on institutional readiness and the availability of digital infrastructure.

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