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Tender Winning Strategy for State-Owned Enterprises (BUMN) TIC: A SWOT Analysis Case Study for Optimizing Competitive Advantage and Effective Tender Management

Zainal Abidin
Faculty of Economics and Business, Universitas Islam Sultan Agung (UNISSULA) Semarang, Indonesia, E-mail: abidin.zainalvbt@gmail.com

Abstract. *The testing, inspection, and certification (TIC) industry in Indonesia is currently facing an increasingly competitive landscape where tender mechanisms serve as the primary determinant for business sustainability. This study aims to analyze and formulate a tender-winning strategy for the Marketing and Corporate Sales Division (PPK) of a State-Owned Enterprise (BUMN) in the TIC sector using the SWOT framework. The research is driven by a recorded decline in the company's tender win rate from 52% to 45% in 2024, despite an increase in tender participation. The research employs a qualitative approach with a single case study method. Data were collected through a survey involving 57 specialists across various technical units within 2 directorates, followed by an in-depth interview involving 5 key respondents with the most comprehensive answers in the survey, to determine the weight and rank in the internal and external factors matrices. The analysis utilized Internal Factor Analysis Summary (IFAS) and External Factor Analysis Summary (EFAS) matrices to determine the organization's strategic positioning. The findings identify that the company's core strengths lie in its strong track record and the high competence of its human resources, particularly in the natural resources sector. Conversely, uncompetitive pricing and administrative "human error" were identified as primary internal weaknesses. The matrix analysis yielded mean coordinates of (0.69; 0.55), placing the company in Quadrant I (SO Strategy – Intensive Expansion). The recommended winning strategies include leveraging institutional reputation for regulatory access, offering integrated "one-stop solution" service packages, and strengthening BUMN synergies through strategic consortiums for national projects. Furthermore, the study suggests that implementing automated document management and cost-efficiency measures is essential to mitigate administrative risks and price competition.*

Keywords: *Competitive Advantage; IFAS-EFAS Matrix; SWOT Analysis; Tender Winning Strategy; TIC BUMN.*

1. Introduction

In recent years, the national socio-economic transformation marked by accelerated digitalization, increased infrastructure spending, and openness of the service market has had a significant impact on the technical services business sector, such as State-Owned Enterprises (SOEs) in the testing, inspection, and certification (TIC) sector. This environmental change forces public sector organizations to adapt not only to regulatory and technological changes but also to respond to increasingly complex competitive dynamics. One of the most crucial forms of competition in the TIC business is the tender mechanism, where companies must be able to compete strategically to win projects in an increasingly crowded and efficiency-demanding market (Mulyana & Wahyuni, 2025).

The Corporate Marketing and Sales Division (PPK) within state-owned TIC companies plays a vital role in maintaining the sustainability of project portfolios through the tender process. The PPK spearheads the process of shaping market perceptions, designing bidding strategies, and ensuring compliance with procurement regulations. However, this division also faces real challenges, such as intense pressure from private competitors, rapid changes in e-procurement systems, and increasingly complex corporate customer expectations (Mohungoo et al., 2020). These issues drive the urgent need to formulate strategies that are not only responsive but also data-driven and reflect deeply on the organization's strengths and weaknesses.

In this context, SWOT analysis is a highly relevant approach for developing a tender winning strategy. Through SWOT, an organization can map its internal position (strengths and weaknesses) as well as the opportunities and threats faced in the external environment (Benzaghta, 2021). This framework provides an analytical foundation that enables management to develop more measurable steps in establishing a competitive strategy. Applying SWOT also serves as a way to internalize the strategic evaluation process within the marketing unit, which previously focused more on the quantity of project bids, rather than the quality of strategic planning. Several previous studies have demonstrated how SWOT can be used to formulate marketing strategies in the construction and technical services sectors. Hidayawanti & Latief (2022) in their study of a state-owned precast construction company demonstrated that a SWOT approach integrated with technology can enhance competitive advantage in large-scale tenders. However, most such studies tend to use a quantitative approach that only includes mapping SWOT factors without delving into the organization's internal processes, particularly the dynamics of the marketing team in developing a bidding strategy.

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Another study by Taris and Wandebori (2023) shows that state-owned construction consulting firms require a tender-winning strategy based on partnerships and cost efficiency. However, this strategy does not adequately explain the strategy-making process at the functional unit level, such as the marketing division. In a study conducted by Assydik (2023), SWOT analysis was used as a decision-making tool at the managerial level, but without in-depth exploration of qualitative factors, such as inter-unit relationships, personal experience in tenders, and responsiveness to previous failures. A clear gap in the literature is the lack of exploration of qualitative aspects that influence the effectiveness of tender-winning strategies, particularly from the perspective of the internal marketing unit of a state-owned enterprise (SOE). Yet, many important dynamics in the tender process can only be fully understood through qualitative approaches, such as in-depth interviews or observations of teamwork practices. This is the primary contribution of this study: filling the conceptual and practical gaps in the study of tender-winning strategies through SWOT analysis in the SOE TIC environment.

2. Research Methods

This research uses a qualitative approach with a case study method. This approach was chosen because it allows researchers to delve deeply into the phenomenon of tender winning strategies at a state-owned TIC company through an exploratory and interpretive process.

Case studies are considered appropriate for answering the questions of "how" and "why" certain strategies are implemented in specific organizational contexts, while also understanding the internal and external dynamics that influence the tender process (Fadilla, 2022).

As a single case study, this research focuses on one state-owned TIC company that has undergone various tender processes for testing, inspection, and certification service projects, with a varied historical record of success and failure in recent years.

3. Results and Discussion

3.1. Strategy Formulation Stages

According to David (2011), strategy formulation is the initial stage, followed by implementation and evaluation of the strategy. This first stage consists of five steps, including:

1. Developing Vision and Mission Formulation;

2. Conducting External Audits to produce EFAS (External Factor Analysis Summary) or EFE (External Factor Evaluation) matrix;
3. Conduct Internal Audits to produce IFAS (Internal Factor Analysis Summary) or IFE (Internal Factor Evaluation) matrix;
4. Setting Long-Term Goals; and
5. Developing, Evaluating, and Determining Strategy.

3.1.1. Developing Vision and Mission Formulation

The formulation of the vision and mission of the State-Owned Enterprise TIC (BUMN TIC) has been outlined in Chapter IV. In short, the vision is to become a trusted, superior, and integrated TIC services company at the regional level by providing international standard services to support the quality of national products, encourage innovation, and implement professional governance.

3.1.2. Conducting External Audits

The next step is to conduct an external audit to determine objectives and strategies to remain oriented towards the company's vision and mission. According to David (2011), an external audit consists of five general factors, namely: (1) economic; (2) social, cultural, demographic & environmental; (3) political, government & legal; (4) technology; and (5) competition. These five external factors were identified by survey respondents as Opportunities and Threats.

The implementation of external audits should involve as many managers and related staff as possible, with emphasis on the following aspects:

a. long-term (annual) goals;
b. measurable indicators;
c. applies to all TIC companies (without exception); and
d. hierarchy of impact applicability, namely on the entire company or certain work units only.

Then, an EFE matrix is compiled through the following steps:

1. List the 10 factors with the highest frequency from the survey results for each Opportunity and Threat.
2. Determining weight or weight (B), namely the important value for each factor in the TIC industry with Total Weight (JB) = 1. For each factor, an Urgency (U) score can be given between 1–4, with the following provisions: 4 = very important, 3 = important, 2 = less important, and 1 = not important. Next, all scores are added up and the weight is calculated using the formula: B = U / JU;

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3. Assigns a Performance (K) rating between 1–4 as an indication of the effectiveness of the company's current strategy and performance in responding to each factor compared to competitors. The provisions for Opportunities include: 4 = better; 3 = equal; 2 = worse; 1 = much worse. As for Threats, the scoring order is reversed, namely: -1 = better, -2 = equal, -3 = worse, and -4 = much worse.
4. Calculate the Score (S) with the formula: S = B × K; and
5. Calculate the Sum Score (JS) for each Opportunity (JSO) and Threat (JST), then calculate y = JSO + JST. This value becomes the ordinate component on the y-axis for the company's position in the SWOT quadrant.

The determination of Performance Weights and ratings in steps 2 and 3 was conducted through in-depth interviews with five specialist respondents selected for both clusters. Discussion on EFAS.

3.1.3. Conducting Internal Audits

Based on the Resource-Based View (RBV) theory, internal factors are generally divided into three categories, namely: (1) physical resources (equipment, location, technology, materials); (2) human resources (employees, training, experience, intelligence, knowledge, skills, abilities); and (3) organizational resources (structure, planning processes, information systems, patents, brands, intellectual property, etc.). The RBV theory explains that resources help companies take advantage of opportunities and overcome threats. Resources are considered valuable if: (1) they are rare; (2) they are difficult to imitate; and (3) they are not easily substituted.

These internal factors were identified by survey respondents as Strengths and Weaknesses. Other internal factors considered important include culture, management, marketing, finance, production/operations, research and development, management information systems, and Value Chain Analysis (VCA).

Then, an IFE matrix is compiled through the following steps:

1. List the 10 factors with the highest frequency from the survey results for each Strengths and Weaknesses, as presented in Table 4.5 and Table 4.6;
2. Determine the weight (B), with the Total Weight (JB), Urgency score (U), and the same formula as the EFE matrix;
3. Provides Performance (K) ratings with the same details as the EFE matrix;
4. Calculate the Score (S) with the same formula as the EFE matrix;
5. Calculate the Total Score (JS) for each Strengths (JSS) and Weaknesses (JSW), then calculate x = JSS + JSW. This value becomes the abscissa component on the x-axis for the company's position in the SWOT quadrant.

Determination of Performance Weight and Rating in steps 2 & 3 is also done through in-depth interviews as in the EFE matrix. IFAS Discussion.

3.1.4. Setting Long-Term Goals

A company's long-term (5-year) goals determine the type of strategy it will pursue to achieve them. Generally, there are four types of strategies, including:

a. Integration Strategy (forward, backward, and horizontal integration): correlates with WO strategy;
b. Intensive Strategy (market penetration, market development, product development): correlates with SO strategy;
c. Diversification Strategy (related diversification, unrelated diversification): correlated with ST strategy; and
d. Defensive Strategy (retrenchment, divestiture, liquidation): correlates with WT strategy.

The long-term goals of BUMN TIC are in line with its vision and mission, so that the company can utilize intensive strategy types.

3.1.5. Compile,Evaluate and Determine Strategy

There are three stages in developing a strategy, including:

1. Input factors (preparation of EFE/EFAS and IFE/IFAS matrices);
2. Factor matching (SWOT matrix preparation); and
3. Strategy determination (based on position in the SWOT quadrant).

Step 1 was explained in sections 3.1.2 and 3.1.3, which generated the (x,y) coordinates. Next, the second step matched the results of the respondent survey. Finally, the third step used the coordinate results from Step 1 to determine the company's position in the SWOT quadrant. Based on this quadrant position, the most appropriate strategic option was determined based on the results of Step 2.

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3.2. Recommended Tender Winning Strategies

<table>
<tr><th>Implementation Timeframe & Schedule</th><th>Recommendations for Winning Strategies for BUMN TIC Tenders Based on SWOT Analysis</th><th>Indicators of Strategy Implementation Success</th></tr>
<tr><td>Short (2026)</td><td>SO1 Leverage reputation and branch network for policy access

SO2 Offers an integrated, experience-based service package

SO3 Strengthening BUMN synergy with complete capabilities & consortium formation

SO4 Expansion of services to new areas through branch network

SO6 Promote technical and human resource excellence in the network

SO10 Offers innovative solutions based on experience data</td><td rowspan="3">EXTERNAL

a. Outcome:

1. Increased pass rate of administrative and technical evaluations

2. Increased chances of winning tenders

3. Strengthening the company's reputation in the eyes of clients & tender organizers

b. Output:

4. Accuracy and profitability of bid prices

5. Improving the quality and competitiveness of proposals from both technical and administrative perspectives

INTERNAL</td></tr>
<tr><td>Intermediate (2026-2028)</td><td>SO5 Building credibility-based strategic partnerships

SO7 Exploit competitor weaknesses with superior solutions

SO8 Optimizing BUMN status to achieve strategic projects

SO9 Initiate development of new standards with regulators</td></tr>
<tr><td>Long (2026-2030)</td><td>WT1 Implementation of a centralized and automated document management system

WT2 Forms a special team to monitor regulations and risks</td></tr>
</table>

Implementation Timeframe & Schedule	Recommendations for Winning Strategies for BUMN TIC Tenders Based on SWOT Analysis	Indicators of Strategy Implementation Success
	WT3 Implement more competitive cost and pricing strategies WT4 Build a database & roster of verified experts and subcontractors WT5 Develop strict protocols and checklists for each tender stage WT6 Diversification of revenue sources and service portfolio WT7 Invest in cross-functional training and gradual technology upgrades WT8 Implements a strict "go/no-go" policy in tender selection. WT9 Building long-term partnership and alliance schemes WT10 Strengthen the culture of integrity and whistleblowing system	*Process*: 6. Efficient use of resources and internal processes 7. Improved collaboration & communication between teams 8. Formation of a culture of continuous learning

Source: Results of matrix analysis and position in the SWOT quadrant and observations in the PPK Division, 2026

Table 3.2 shows that the successful implementation of a tender strategy can be measured through a number of measurable and sustainable performance indicators. External indicators (outcomes and outputs) are important benchmarks in assessing the effectiveness of the Expansion-Intensive (SO) strategy implemented in the short (1 year) and medium (3 years) term.

Meanwhile, internal (process) indicators are a crucial element in measuring the success of the Defensive-Consolidation strategy. Meeting these indicator targets will ensure the strategy remains relevant, adaptive, and delivers optimal results in the long term (five years).

Furthermore, the target achievement for each indicator should be determined in accordance with the Company's Work Plan and Budget (RKAP). The achievement of all indicator targets can be measured through systematic and ongoing periodic monitoring and evaluation ('monev'). This monitoring and evaluation is part of the continuous quality management cycle, aimed at providing a significant positive impact for all stakeholders.

4. Conclusion

Analysis of the Success of State-Owned Enterprises' Tender Winning Strategies. State-Owned Enterprises' TICs have implemented several strategic analyses, including SWOT analysis, win/loss analysis, pricing analysis, and risk mitigation, among others. However, they have not yet succeeded in overcoming the accumulation of systemic weaknesses that have led to their tender losses. Therefore, a more comprehensive analysis is needed to formulate an effective tender winning strategy. Identification of Internal and External Strategic Factors

a. Strengths: The main internal factors that the company has are strong experience and track record, high HR competency in the natural resources sector, and complete legality and international accreditation.
b. Weaknesses: The most significant internal constraints are excessively high prices, limited availability of certain experts, and the risk of human error in preparing administrative documents.
c. Opportunities: The company has great opportunities through the support of government regulations and policies, the expansion of strategic partnership networks, and the potential for synergy between state-owned enterprises.
d. Threats: The main external challenges include increasingly fierce market competition, fluctuations in tender policies, and low-price strategies from more agile foreign competitors. Company Strategic Position. Through the analysis of the IFAS and EFAS matrices, the average coordinates of the company's position were obtained, namely at [0.69; 0.55]. This position places the company in Quadrant I (SO Strategy; Expansion-Intensive), which is a favorable condition for utilizing internal strengths to seize competitive market opportunities. Tender Winning Strategy Recommendations. Considering the company's position is in Quadrant I, the main recommended strategy is the SO (Strengths-Opportunities) strategy in the short (1 year) and medium (3 years) term, especially:
a. Proactively leverage reputation and branch network to approach regulators and become a key partner in implementing new policies.
b. Developing an integrated service package (one-stop solution) based on experience and technological innovation to address increasingly complex customer needs.
c. Strengthening state-owned enterprise synergy through the formation of consortiums to win national strategic projects by leveraging strong financial and legal capabilities.

However, companies also need to consider the WT (Weaknesses-Threats) or Consolidation-Defensive strategy in their long-term (5-year) work plan, as some of the data fall into

Quadrant III. The recommended WT strategy involves document automation and cost efficiency to mitigate the risk of losing tenders due to price factors and administrative errors.

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