

Analysis of Government Communication Towards the Implementation of the Sp4n Lapor Application in the Communication and Informatics Service

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Abstract. *This study examines how government communication influences the implementation of the National Public Service Complaint Management System – People’s Online Aspirations and Complaints Service (SP4N-LAPOR) at the Department of Communication and Informatics of Biak Numfor Regency. The analysis is based on George C. Edward III’s policy implementation model, focusing on four aspects: communication, resources, disposition, and bureaucratic structure. Using a descriptive qualitative method, data were gathered through interviews, observations, and documentation. The results show that while SP4N-LAPOR has been implemented, it has yet to reach optimal performance. Public outreach remains limited, inter-agency coordination is not fully effective, supporting facilities and technical training for administrators are inadequate, and the application of Standard Operating Procedures (SOPs) is inconsistent. Other obstacles include low digital literacy among the community, budget constraints, and the archipelagic geography that hinders service coverage. The study recommends enhancing public outreach, providing more training, increasing resources, and strengthening cross-agency coordination to ensure SP4N-LAPOR operates more effectively in Biak Numfor.*

Keywords: *Government Communication, SP4N-LAPOR, Policy Implementation, Public Service*

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INTRODUCTION

In the dynamics of modern governance, communication plays a crucial role as a bridge between government-designed policies and their implementation in public life (Shah et al., 2020). Communication is not merely a means of conveying messages, but also a connecting mechanism between various elements within an organizational structure and a means of public participation in public service and decision-making processes. Therefore, an understanding of the theories of organizational communication, new media, and government communication is an essential foundation for assessing the effectiveness of public policy, particularly in the context of the digitalization of public services (Lovari & Valentini, 2020; Gil-Garcia et al., 2018).

Aceto et al. (2019) and Zhang (2024) said that, the development of information and communication technology in the industry 4.0 era has given rise to the concept of new media that is digital and interactive, and allows the public to actively participate as users, rather than simply as audiences. As argued by Langlois (2013) and Russo et al. (2008), new media has become an enabler of a collaborative and participatory communication culture. This reinforces the argument that government public communication must transform to become more open, responsive, and integrated through the use of digital technology.

Information and communication technology (ICT) has brought about significant changes in government administration, particularly in the area of public services (Liu & Yuan, 2015; Ngozi et al., 2016). In today's digital era, the Indonesian government has demonstrated a strong commitment to promoting the digitalization of public services. According to Makmur (2023) and Suhendra & Santiko (2022), One such strategic effort is the implementation of an electronic-based government system, or e-government. This initial step was marked by the issuance of Presidential Instruction Number 3 of 2003 concerning the National Policy and Strategy for the Development of e-government in Indonesia.

The primary objective of e-government is to improve the quality of online governance, encourage public participation, introduce new services, and increase administrative efficiency to achieve better public services. One innovation within this framework is the National Public Service Complaint Management System, also known as the SP4N-LAPOR (People's Online Aspiration and Complaint Service) application. This application was developed by the Ministry of Administrative and Bureaucratic Reform (PAN-RB) in response to the previously fragmented and uncoordinated nature of public complaints management.

Many public complaints did not reach the appropriate agencies, resulting in inadequate resolution. Therefore, SP4N-LAPOR was created as a form of implementing the "no wrong door policy" principle in public complaints management. The development and implementation of this application are also supported by regulations, such as Presidential Regulation No. 76 of 2013 concerning Public Service Complaint Management and Ministerial Regulation No. 3 of 2015 concerning the Roadmap for Developing a National Public Service Complaint Management System.

The government has officially established SP4N-LAPOR. By utilizing this application, the public now has easier access to government communications. For example, a resident wishing to report road damage in their neighborhood can quickly upload a report along with photos through the application. This process not only expedites problem resolution but also gives the community a sense of ownership over their environment. The Biak Numfor Regency Communication and Informatics Office (Diskominfo) plays a central role in managing public information and regional communication technology.

As the spearhead, Diskominfo is responsible for managing the SP4N-LAPOR application and strategically communicating it to the public. However, the effectiveness of Diskominfo's communication strategy requires further study, particularly given the socio-cultural and geographical context of Biak Numfor, which has archipelagic characteristics and varying levels of digital literacy. Biak Numfor Regency itself has unique characteristics as an archipelago at the eastern tip of Indonesia, with a land area of approximately 2,602 km² and a population of approximately 149,480 people (BPS, 2024).

This region is rich in marine resources, local culture, and historical significance as the "Land of Hot Corals" and the gateway to the Pacific. However, its archipelagic geography, transportation access, and limited digital infrastructure present challenges in efforts to equitably distribute technology-based public services. These challenges have resulted in low levels of digital literacy among some segments of the community, resulting in suboptimal utilization of the SP4N-LAPOR application.

The actual utilization of the SP4N-LAPOR application in Biak Numfor. The number of public complaints received tends to be low and fluctuates. Compared to the population of Biak Numfor Regency, which reached 149,480,000 people according to data from the Central Statistics Agency (BPS) as of June 2024, this number of complaints is considered very low.

Several previous studies used by the author include a study entitled "Implementation of the SP4N-LAPOR Application in Public Complaint Management in Solok City, West Sumatra Province in 2020" by Nurhadi et al. (2023), which shows that the implementation of the SP4N-LAPOR service in Solok City has not been optimal. This is due to various obstacles such as poor

internet network quality, low public enthusiasm for using the application, and limited outreach activities regarding SP4N-LAPOR to the public. Furthermore, a study titled "The Implementation of SP4N-LAPOR as a Means of Public Information Transparency and Public Services in the West Aceh Government in 2021" by Septian & Muzakkir (2021) found that the SP4N-LAPOR application provided public understanding, thus encouraging more open and critical participation in the governance process in West Aceh Regency.

Meanwhile, Aryati Ningsih (2023) in her study, "Implementation of SP4N-LAPOR in Public Complaint Services in North Luwu Regency, South Sulawesi Province," concluded that the online complaint system through SP4N-LAPOR has been implemented and allows people from various groups to submit reports through the website and the application. However, in practice, many residents still prefer to submit complaints directly to the relevant agencies. This is due to the perception that the SP4N-LAPOR application is difficult to use (not user-friendly) and the lack of public outreach regarding its use.

Although the use of the SP4N-LAPOR application has simplified the reporting process, several challenges remain. Some of these include a lack of outreach, resulting in low levels of digital literacy among the public, dissatisfaction with application usage, and a lack of effective coordination between agencies in handling complaints. These aspects need to be a primary focus in evaluating the effectiveness of digitalization, particularly through SP4N-LAPOR, which is expected to increase satisfaction with public service management. Based on observations in Biak Numfor Regency, many residents are still unaware of the existence and use of the SP4N-LAPOR application.

Not all residents understand that this application functions as a means to submit complaints regarding public services. This situation indicates that SP4N-LAPOR socialization activities in the region have not been carried out evenly and comprehensively. The lack of a direct approach and minimal involvement of community elements, such as students and the general public, also affect the level of public awareness in utilizing this service. This phenomenon indicates that the utilization of SP4N-LAPOR in Biak Numfor Regency has not been optimal. This is an important focus that needs to be evaluated to improve the effectiveness of public complaint management in the future.

The existence of SP4N-LAPOR is vital in supporting the implementation of regional governance and responsive public services. Therefore, the regional government and related agencies need to more intensively disseminate information to the wider community, not limited to internal government circles, so that all levels of society can learn about and use the service to report public service issues. The limited number of studies related to the implementation of SP4N-LAPOR at the Communication and Informatics Office of Biak Numfor Regency, along with the decreasing number of public reports and the low public understanding of this system, are important backgrounds for the author to conduct further research.

By referring to the George C. Edward III policy implementation model, communication is one of the four key variables for the success of public policy implementation, in addition to resources, implementer disposition, and bureaucratic structure. Therefore, this study seeks to delve deeper into how government communication can support the effectiveness of public policy implementation through SP4N-LAPOR. This research is also expected to provide input and become a consideration for related agencies in efforts to improve the management of SP4N-LAPOR services in the future.

METHODS

Research Type and Approach

This study employs a qualitative research design, which according to Hardani (2024), follows a phenomenological approach. The phenomenological orientation emphasizes describing and understanding various observed social phenomena based on the perspectives of the research subjects rather than solely from the researcher's viewpoint. In this context, the researcher focuses

on exploring events, processes, programs, and activities that represent the object of inquiry. Since SP4N-LAPOR is a public service program implemented by the government, the case study method was chosen to gain a comprehensive and in-depth understanding of its complaint-handling mechanisms and responsiveness. The descriptive qualitative approach allows the researcher to present detailed accounts and explanations of the phenomenon under study without the aim of hypothesis testing, as qualitative research primarily produces narrative data expressed in words.

Researcher's Role

In qualitative research, the researcher acts as the primary instrument responsible for every stage of the study from planning and data collection to analysis and reporting. As emphasized by Nurlinda (2020) and Pradipta et al. (2020), the researcher functions as a "human instrument," playing a decisive role in determining the research focus, selecting informants, collecting and assessing data quality, conducting interpretation, and drawing conclusions. This means that the researcher is not only a data collector but also an active participant and direct observer in the field, using sensory perception to capture relevant phenomena. In addition, the researcher is expected to build trust-based relationships with informants to create a comfortable interaction that encourages openness and minimizes the risk of inaccurate or manipulated data.

Research Location and Time

The study was conducted at the Office of Communication and Informatics (Department of Communication and Information) of Biak Numfor Regency, located on Jl. Sriwijaya, Brambaken, Samofa District, Papua. The site was selected because it is the researcher's professional workplace, which ensures easier administrative coordination and access. The research was carried out over a two-month.

Types and Sources of Data

The research primarily relies on qualitative data, which are descriptive in nature and presented in the form of narratives, verbal statements, or visual materials such as documents and photographs. The main emphasis is placed on meanings, interpretations, and contextual understanding of the phenomena under study. Primary data were obtained directly from informants through in-depth interviews and observations, with a focus on capturing experiences and perspectives regarding the implementation of SP4N-LAPOR. Meanwhile, secondary data served as supporting information collected indirectly from various sources, including documents, reports, archives, and online materials. These secondary sources consisted of relevant references such as the official SP4N-LAPOR website, Standard Operating Procedures (SOP), the Ministry of Administrative and Bureaucratic Reform (women) Regulation No. 62 of 2018, and annual complaint reports covering.

Informants

Informants were selected using purposive sampling based on their relevance and involvement with the SP4N-LAPOR system, followed by snowball sampling to expand the network of data sources. According to Sugiyono (2024), snowball sampling starts with a small number of participants and gradually expands through referrals. The main informants were key officials and administrators directly managing SP4N-LAPOR, supported by other stakeholders such as teachers, healthcare workers, local government staff, and citizens. Their selection was based on their direct knowledge, roles, and lived experiences with the system.

Data Collection Techniques

The study employed multiple techniques to ensure data richness and validity. Observation was carried out at the Biak Numfor Communication and Informatics Office to capture real-time practices in managing SP4N-LAPOR, including the role of human resources, complaint-handling procedures, staff attitudes, and the availability of supporting infrastructure. Semi-structured interviews were then conducted with selected informants to elicit in-depth insights into the program's implementation, guided by a predetermined framework derived from George

C. Edward III's theory. In addition, documentation served as an essential method, where relevant materials such as Standard Operating Procedures (SOPs), complaint records, official regulations, and media reports were collected to enhance the credibility of findings and provide strong supporting evidence for the analysis.

Data Analysis Techniques

Data analysis in this study followed the interactive model of Miles and Huberman as cited in Hardani et al. (2020), which consists of three interconnected stages. The first stage, data reduction, involved sorting, categorizing, and simplifying raw information to focus only on the most essential themes and patterns relevant to the research objectives. This was followed by data display, where the reduced data were systematically organized through narrative descriptions, charts, or diagrams, enabling clearer interpretation and a more comprehensive understanding of the findings. The final stage was conclusion drawing and verification, where key insights were identified and consistently checked against the collected evidence to ensure reliability, coherence, and validity of the research results.

Validity of Findings

To ensure the credibility of the findings, this study employed two key validation techniques. First, source triangulation was applied by cross-checking information gathered from multiple informants, direct observations, and relevant documents to confirm accuracy and consistency across different sources. Second, the use of reference materials such as audio recordings, photographs, and supporting documentation was integrated to substantiate verbal accounts, thereby enhancing authenticity and minimizing potential bias or subjectivity in the interpretation of the data.

RESULTS AND DISCUSSION

Implementation of Public Services through the SP4N-LAPOR Application at the Biak Numfor Communication and Informatics Office

Implementation is a crucial part of the overall policy process. Policy execution reflects a series of actions carried out by responsible parties with the aim of achieving the results set out in the policy. The SP4N-LAPOR application was introduced to implement the "no wrong door policy," a principle ensuring that every report or complaint from citizens, regardless of origin or form, is forwarded to the relevant public service agency authorized to follow it up. In Biak Numfor Regency, the implementation of SP4N-LAPOR began in 2021, as stated by the Head of the Communication and Informatics Office, G.A.K.:

"We started implementing SP4N-LAPOR in Biak Numfor Regency in 2021." (Interview, July 12)

This statement was supported by R.K., Head of the Organization and Governance Division, and H., the Liaison Officer Admin at the Communication and Informatics Office:

"SP4N-LAPOR was implemented in 2021 following directives from the central government through the Ministry of PAN-RB. Since then, liaison officers have been appointed in each agency." (R.K., July 1)

"We started running SP4N-LAPOR in 2021." (H., July 11)

From these statements, it can be concluded that the implementation of SP4N-LAPOR in Biak Numfor Regency began in 2021 at the initiative of the central government. The application represents a governmental innovation aimed at integrating online complaint management systems for public services. To analyze and describe the government's communication in the implementation of SP4N-LAPOR, this study adopts George C. Edward III's policy implementation theory, which emphasizes four indicators: communication, resources, disposition, and bureaucratic structure.

Communication

Communication between implementers is vital to ensure understanding and convey information to the target audience regarding the program or policy design. For SP4N-LAPOR, communication must be effective, clear, and consistent. According to Edward, three indicators determine communication success: transmission, clarity, and consistency. Transmission refers to the process of delivering information between policy implementers and target groups. The Communication and Informatics Office has made efforts in this regard, as explained by G.A.K.:

"We conducted socialization through public media, the Communication Office, and within government institutions." (July 12)

"There was also socialization through Zoom meetings." (H., July 11)

"We also created a WhatsApp group for SP4N-LAPOR in Biak Numfor." (R.K., July 1)

These efforts, however, have not fully reached the community. Citizens such as M.Y. and Y.S. remarked:

"People do not yet know the technical use of the application." (M.Y., June 12)

"I have never heard of this application." (Y.S., June 16)

As R.K. also admitted:

"Among the community, it has not been carried out. Complaints are very minimal because people do not yet understand how to use the application." (July 1)

Thus, the communication process has so far been more concentrated at the level of government agencies (OPD), while outreach to the wider public remains limited. Clarity. Policy communication must be clear and not cause confusion. Clarity in SP4N-LAPOR has been supported through technical guidance provided by the Ministry of PAN-RB. G.A.K. confirmed:

"There were trainings on minimum service standards and SOPs conducted by the Ministry of PAN-RB." (July 12)

H. added:

"There was a specific training, with Zoom meetings and WhatsApp groups." (July 11)

R.K. emphasized that 32 agencies had been involved:

"We conducted socialization and training on SP4N-LAPOR. About 32 agencies have participated so far, although not yet districts and health centers." (July 1)

This shows that while clarity has been achieved among government agencies, outreach to the broader public is still lacking. Consistency. Consistency requires adherence to regulations and procedures without change. In Biak Numfor, implementation follows the Ministry of PAN-RB Regulation No. 62 of 2018 and SOPs. G.A.K. stated:

"The SOP follows national standards from the Ministry of PAN-RB and is carried out by agency admins." (July 12)

R.K. reinforced:

"The SP4N-LAPOR SOP comes directly from the Ministry of PAN-RB." (July 1)

Hence, consistency is maintained at the regulatory and operational levels.

Resources

Resources are critical for policy implementation. Even with effective communication, inadequate resources can hinder success. This study identified four main indicators: staff, information, authority, and facilities. Staff. Human resources remain limited. As G.A.K. noted:

“For managing SP4N-LAPOR at the Communication Office, there are only two staff in charge.” (July 12)

H. added:

“There are only two of us, so when reports are many and other activities overlap, we are overwhelmed.” (July 11)

R.K. mentioned:

“We have appointed 32 liaison officers, one from each agency.” (July 1)

While staff exist at both central and agency levels, limited numbers and lack of continuous training remain issues.

Information. Information support from the Ministry of PAN-RB has been sufficient. According to G.A.K.:

“There were trainings related to minimum service standards and SOPs conducted by the Ministry.” (July 12)

H. noted:

“We also created an action plan every three months to monitor progress.” (July 11)

Authority. Authority has been clearly defined. H. explained:

“The Communication Office, as the leading sector, only forwards reports to agencies. We do not resolve them.” (July 11)

G.A.K. added:

“Agency admins are authorized to respond; we only facilitate and monitor.” (July 12)

Facilities. Facilities remain limited. H. stated:

“Facilities are still very limited because not all agencies have allocated budgets.” (July 11)

R.K. agreed:

“Some agencies do not have complete equipment and must share computers.” (July 1)

G.A.K. confirmed:

“We only have basic equipment like computers and internet at the office, but not all agencies have their own.” (July 12)

Disposition

Disposition refers to implementers' attitudes. H. expressed:

“Although there are only two of us in charge, we still monitor and ensure reports reach the relevant agency.” (July 11)

G.A.K. emphasized:

“We do not resolve the reports ourselves; we just forward them and ensure they are answered.” (July 12)

R.K. noted variation across agencies:

“Some agencies are active and respond immediately, while others need constant reminders.” (July 1)

H. added:

“Some new admins do not know what to do because they missed the initial training.” (July 11)

This shows that disposition varies significantly, with some committed and others less responsive due to lack of training or motivation.

Bureaucratic Structure

Bureaucratic structure plays a vital role in implementation. In Biak Numfor, the legal basis is Bupati Decree No. 284/2024, which designates 32 agencies with liaison officers. R.K. explained:

“There is already Bupati Decree No. 284/2024, where 32 agencies are designated as implementers, each with one liaison officer.” (July 1)

This demonstrates that the bureaucratic structure for SP4N-LAPOR implementation in Biak Numfor has been formally established and functions in line with national policy frameworks. Another crucial element is the Standard Operating Procedures (SOP). Every policy requires careful planning, including the implementation of online complaint services through SP4N-LAPOR. The SOP serves as a reference for policy implementers in carrying out their tasks to ensure smooth operations and maintain consistent performance. Furthermore, SOPs act as a guideline for performing duties and functions accurately. In the implementation of complaint management policy at the Department of Communication and Informatics of Biak Numfor Regency, SOPs are used as a reference by administrators in handling each incoming report. This aligns with the statement of G.K., Head of the Department of Communication and Informatics Biak Numfor, who explained:

“The SOP is already in accordance with the standards from the Ministry of PAN-RB and is implemented by OPD administrators.” (G.K., July 12)

In line with this, R.K., Head of the Organization and Governance Division, acknowledged certain challenges:

“The SP4N-LAPOR SOP is nationally set by the Ministry of PAN-RB, and we adjust it locally.” (R.K., July 1)

“Each OPD has been appointed, but some do not yet understand the SOP because their admins are new or have not been trained.” (R.K., July 1)

“The SOP has not been formally documented in all OPDs, but there are steps that must be followed.” (R.K., July 1)

Similarly, H., SP4N-LAPOR Liaison Officer at the Department of Communication and Informatics Biak Numfor, added:

“The SOP that is implemented is more about following steps. But sometimes the district admin responds slowly.” (H., July 11)

From these interviews, it is evident that the SOP for managing SP4N-LAPOR has been formally provided at the national level by the Ministry of PAN-RB and functions as the main guideline at the regional level. The SOP is intended to be a technical reference for administrators in consistently and promptly handling public complaints. However, despite the formal existence of the SOP, its implementation on the ground still faces several obstacles. Some OPDs have not documented the SOP in writing, and execution is often informal or based on individual understanding of the work steps. This indicates a gap between formal regulation and actual practice. Furthermore, the presence of new admins who have not received training has become a barrier to fully understanding and applying the SOP. Consequently, some public complaints are not addressed in a timely manner, and implementation varies across OPDs. The absence of regular monitoring or evaluation of SOP compliance further contributes to inconsistent application. Thus, while the SOP is formally established, its implementation requires strengthening through additional training, internal socialization, and systematic supervision to ensure that administrators not only understand but also consistently uphold service standards as prescribed.

Challenges in Implementing Public Services Through the SP4N-LAPOR Application at the Department of Communication and Informatics, Biak Numfor Regency

Limited Human Resources

The number of personnel managing SP4N-LAPOR remains highly limited, both within the Department of Communication and Informatics as the coordinating body and across OPDs as implementing units.

G.K. (Head of the Department of Communication and Informatics, July 12) stated:

“The human resources handling SP4N-LAPOR are indeed limited. At the Communication and Informatics Office, only two people are assigned as the main managers, and in other OPDs, there is only one liaison officer.”

H. (Admin, Department of Communication and Informatics, July 11) added:

“Only the two of us are responsible for SP4N-LAPOR in the Communication and Informatics Office. But we still monitor and make sure the reports reach the relevant OPD.”

Lack of Role Clarity and Technical Training

Another significant obstacle is the lack of comprehensive technical training for liaison officers in each OPD, especially for newly appointed admins. Without training, understanding of the system, workflow, and responsibilities as SP4N-LAPOR implementers becomes uneven. As a result, many tasks are carried out based on personal assumptions or by waiting for top-down instructions rather than initiative.

H. (Admin, Department of Communication and Informatics, July 11) shared:

“Some new admins don’t know what they are supposed to do, because they didn’t attend the initial training.”

“Some were confused when they were first asked to access the system.”

R.K. (Head of Organization and Governance Division, July 1) also highlighted:

“They are indeed appointed as admins, but not all of them attended the central training.”

“We provided initial assistance, but because admins can be rotated, not everyone received technical guidance.”

G.K. (Head of the Department of Communication and Informatics, July 12) emphasized:

“Ideally, all admins should attend training, but in reality, only a few have.”

Limited Technical Facilities

Inadequate facilities such as computers, internet access, and other work equipment hinder the ability to respond promptly to public complaints.

H. (Admin, Department of Communication and Informatics, July 11) explained:

“Facilities are still very limited, because not all OPDs allocate budgets for them.”

R.K. (Head of Organization and Governance Division, July 1) noted:

“Some OPDs still do not have complete equipment.”

G.K. (Head of the Department of Communication and Informatics, July 12) confirmed:

“Facilities are indeed very limited. We only have basic equipment like computers and internet access at the office, but not all OPDs have their own facilities.”

Inconsistent Implementation of SOPs

Although SP4N-LAPOR SOPs have been issued nationally by the Ministry of PAN-RB, their implementation is neither uniformly documented nor consistently applied across OPDs.

R.K. (Head of Organization and Governance Division, July 1) explained:

“The SP4N-LAPOR SOP comes nationally from the Ministry of PAN-RB, and we adapt it locally.”

“The SOP has not been formally documented in all OPDs, but there are steps that must be followed.”

H. (Admin, Department of Communication and Informatics, July 11) added:

“The SOP is followed more as a sequence of steps. But if the district admin responds slowly, reports may not be handled on time.”

Uneven Commitment Among Implementers

Not all liaison officers demonstrate a proactive and responsible attitude. While some are responsive, many require repeated reminders.

R.K. (Head of Organization and Governance Division, July 1) remarked:

“Some OPDs are active and respond quickly to reports. But there are others we have to chase and remind constantly in the group.”

G.K. (Head of the Department of Communication and Informatics, July 12) admitted:

“Even if they don’t respond to reports, there are no sanctions or evaluations. We only remind them.”

Insufficient Public Outreach

One of the main challenges in implementing SP4N-LAPOR in Biak Numfor Regency is the lack of direct socialization with the public. Citizens, as the end users of the application, often do not understand how to use SP4N-LAPOR, who to contact, or how the reporting and follow-up process works. Although socialization activities have been conducted by the central government, local authorities have not maximized outreach to the general public.

R.K. (Head of Organization and Governance Division, July 1) acknowledged:

“We participated in socialization from the Ministry of PAN-RB, and then continued it to local agencies, but for the general public it has not been maximized.”

G.K. (Head of the Department of Communication and Informatics, July 12) also pointed out:

“There has been no specific outreach activity for the public about SP4N-LAPOR. Usually, it is only briefly mentioned during forums or village meetings.”

O.R. (Community Member, June 12) expressed:

“I don’t know who to report to or when I will get a response. No one has explained the process.”

“Even during village events, no one ever comes to explain about SP4N-LAPOR.”

Implementation of Public Service through the SP4N-LAPOR Application at the Department of Communication and Informatics, Biak Numfor Regency

The implementation of SP4N-LAPOR reflects the commitment of the Biak Numfor Regency Government to uphold the principle of the “no wrong door policy” as a means of improving the quality of public services through citizen complaint mechanisms. To analyze this implementation, the study applies George C. Edward III’s policy implementation model, which highlights four key variables: communication, resources, disposition, and bureaucratic structure. Communication is a critical component in policy implementation. According to Edward III, information must be delivered effectively, clearly, and consistently to both implementers and beneficiaries to achieve the intended objectives. Within the context of SP4N-LAPOR,

communication determines how well the complaint procedures, the role of institutions, and service mechanisms are understood, both by government actors in Biak Numfor and by the wider community. Edward III identifies three key indicators: transmission, clarity, and consistency.

The Department of Communication and Informatics (Diskominfo) of Biak Numfor has utilized various channels such as Zoom meetings, videotrons, WhatsApp groups, and videos circulated among government offices (OPD) to transmit information. However, outreach to the general public remains limited. Interviews revealed that many community members, particularly in remote islands, are unaware of SP4N-LAPOR. Limited internet access and inadequate local outreach hinder effective communication transmission. For example, videotron campaigns attracted public attention but often lacked explanatory content on how to use the platform. Similarly, WhatsApp groups effectively connected administrators but excluded the wider community. This shows that transmission efforts, while varied, have not yet achieved broad coverage. The Ministry of Administrative and Bureaucratic Reform (PAN-RB) has provided national technical guidance on SP4N-LAPOR, followed by training sessions for Diskominfo Biak Numfor staff. While these sessions were clear and structured, not all OPD administrators were able to attend.

This led to uneven understanding of complaint procedures. For instance, staff in urban health centers who attended training managed reports efficiently through the platform, while staff in more remote districts relied on manual logs, resulting in data loss and delays. The findings suggest that clarity at the center does not always translate into uniform understanding at the local level. The implementation of SOPs, based on PAN-RB Regulation No. 62 of 2018 and adapted through a Biak Numfor Regent Decree, has not been fully consistent. Some OPDs lack written SOPs, relying instead on individual interpretations of procedures. This inconsistency undermines service quality, as variations in practice across OPDs lead to differing outcomes for citizens. For example, one OPD may strictly follow procedures, while another improvises, creating confusion and dissatisfaction. Regular training and internal audits are needed to ensure SOP compliance and build organizational consistency.

Diskominfo Biak Numfor currently relies on only two core administrators, while each OPD has one liaison officer. This staffing level is inadequate given the volume of incoming complaints. Staff rotation and the absence of systematic succession planning disrupt continuity. For example, when experienced administrators are reassigned without trained replacements, complaint handling slows, diminishing public trust. A structured training program and staff expansion are essential to strengthen operational capacity. Training and coordination from the central government are crucial to equipping local administrators with the knowledge to manage SP4N-LAPOR effectively. Nonetheless, not all administrators have participated, leading to uneven dissemination of information. Biak Numfor has attempted to address this gap through quarterly action plans, but these require full participation and shared understanding. Without it, variations in information management persist, which undermines the accuracy and reliability of public communication.

Formally, Diskominfo Biak Numfor serves as the lead sector, forwarding complaints to relevant OPDs. However, a mismatch often occurs between authority and capacity. Some OPDs receive complaints but lack the resources or expertise to act effectively, resulting in public dissatisfaction. Strengthening collaboration between Diskominfo and OPDs, and ensuring transparency in complaint follow-up, is necessary to align authority with responsibility. Technical facilities remain a major obstacle. Many OPDs lack dedicated equipment and rely on shared or even personal computers, raising efficiency and data security concerns. Limited budget allocation prevents infrastructure upgrades, such as adequate servers or specialized software. Without investment in digital infrastructure, SP4N-LAPOR cannot operate optimally. Expanding technical resources and training staff in ICT use are therefore critical priorities.

Implementers' attitudes (dispositions) significantly influence the effectiveness of SP4N-LAPOR. Diskominfo staff often demonstrate strong commitment, working overtime to handle high

complaint volumes despite resource constraints. In contrast, some OPD liaison officers show weak responsiveness, requiring repeated reminders to act on complaints. Newly appointed admins also struggle due to insufficient training, leaving them unprepared to manage reports. Additionally, the absence of incentives or sanctions weakens motivation. A balanced system of rewards, continuous training, and accountability measures would improve staff dispositions and enhance service quality. The Regent's Decree No. 284 of 2024 formally designated 32 OPDs to manage SP4N-LAPOR, providing a clear bureaucratic framework. However, structural fragmentation still hampers efficiency. Although national SOPs exist, their adoption at the local level is inconsistent, with many OPDs relying on informal or ad hoc practices. Weak monitoring further exacerbates the problem, allowing mistakes to persist unchecked. Standardized training, stronger supervision, and periodic evaluations are needed to harmonize practices across OPDs.

Barriers in the Implementation of Public Services through the SP4N-LAPOR Application at the Department of Communication and Informatics, Biak Numfor Regency

Based on field findings, the implementation of SP4N-LAPOR in Biak Numfor Regency still encounters a range of complex challenges. From the perspective of human resources, the number of administrators remains very limited. They have not received continuous training, which hinders the optimal development of their skills. This situation is further aggravated by staff rotations that are not accompanied by proper regeneration processes, creating vacancies in key positions that should ensure the system's continuity. In addition, many administrators in government agencies (OPD) do not fully understand the technical aspects of the application. Most have never participated in formal training, meaning their tasks are carried out merely based on personal assumptions. Consequently, workflows often lack consistency due to the absence of clear technical guidelines.

Another obstacle arises from technical facilities. In several agencies, computers and internet access are still far from adequate. Furthermore, there is no dedicated budget allocation for SP4N-LAPOR operations. This situation inevitably slows down report management and diminishes its effectiveness. Issues are also evident in the application of Standard Operating Procedures (SOPs). Although SOPs have been established, they have not been fully disseminated. Not all agencies possess written SOPs, and in some cases, standard procedures for handling public complaints are not followed. In terms of implementer commitment, significant variation exists across agencies. Some OPDs respond quickly to public reports, while others are notably slow. Unfortunately, there is no evaluation system or sanction mechanism in place to ensure that all agencies adhere to the same standards.

Finally, public outreach remains highly limited. Many citizens are still unaware that SP4N-LAPOR can be used to submit complaints regarding public services. Socialization activities have so far been confined to small-scale forums without any dedicated programs targeting the wider public. As a result, community participation levels remain low. In terms of social constraints and community participation, this study shows that in Biak Numfor, challenges persist in the dissemination of SP4N-LAPOR, which hinders citizens from fully utilizing it. This aligns with the findings of Aryati Ningsih (2023) in North Luwu Regency, which reported low application usage due to minimal outreach and a preference for direct, face-to-face complaints. Similarly, Harahap (2022) in Pekanbaru found that community participation was low because of limited understanding and awareness of the application.

Regarding infrastructure and human resource limitations, this study highlights that one of the key obstacles in Biak Numfor is the shortage of personnel and technological facilities within the Department of Communication and Informatics. This is consistent with the findings of Santia & Mauliansyah (2023) in Southwest Aceh, which revealed that SP4N-LAPOR implementation was not yet optimal due to limited human resources, policies, budget, and infrastructure. Likewise, Saptana et al. (2023) in Solok City identified unstable internet connectivity and insufficient technological facilities as the primary challenges.

On the aspect of public service effectiveness, this study suggests that SP4N-LAPOR has the potential to promote service transparency, although its implementation has not yet reached maximum effectiveness. This is in line with the research of Wildhani et al. (2023), which found that the complaint management system through SP4N-LAPOR was not fully effective, particularly due to unclear standards for report categorization and the continuing need for broader outreach. Similarly, Febriani et al. (2024) emphasized that the effectiveness of SP4N-LAPOR depends heavily on improvements in system quality, staffing levels, and socialization efforts. Finally, regarding its role in promoting information transparency, this study finds that SP4N-LAPOR in Biak Numfor has begun to provide space for citizens to voice their complaints, though its reach remains limited. This supports the findings of Alzi Rukma & Sofyan (2023) in West Aceh, who showed that SP4N-LAPOR functions as a medium for public information disclosure and has encouraged citizens to become more critical of government policies

CONCLUSION

The findings of this study demonstrate that the implementation of SP4N-LAPOR in Biak Numfor Regency still faces significant obstacles that limit its effectiveness as a public complaint-handling system. Infrastructure and technological constraints, such as limited access to computers, internet connectivity, and supporting facilities, have hindered the optimal utilization of the application. In parallel, the availability of competent human resources remains inadequate. The lack of systematic training and the uneven distribution of technical capacity among operators have led to inconsistencies in service delivery, delays in report follow-up, and an overall inability to meet expected service standards. Beyond these internal challenges, external factors also play a decisive role. Outreach to the public remains minimal, leaving many citizens unaware of the application or uncertain about its procedures. This has translated into low levels of community participation, with only a small proportion of complaints being channeled through SP4N-LAPOR. Furthermore, the lack of inter-agency coordination has weakened the system's responsiveness, as reports are often delayed due to weak follow-up mechanisms and the absence of strong monitoring or sanctioning frameworks. Taken together, these findings highlight that while SP4N-LAPOR has the potential to strengthen accountability, transparency, and responsiveness in public service delivery, its current implementation in Biak Numfor has not yet realized these goals. Moving forward, improvement strategies must prioritize investments in infrastructure, structured training for administrators, extensive public outreach campaigns, and enhanced inter-agency collaboration. Only through these efforts can SP4N-LAPOR evolve into a truly effective instrument for participatory governance and improved public service performance.

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