



Implementation of Span Labor Policy in Papua Pegunungan Province

Elai Giban, Ika Sartika

Institut Pemerintahan Dalam Negeri, Indonesia

Email: dip.13.781@ipdn.ac.id, ika_sartika@ipdn.ac.id

Abstract

This research discusses the implementation of the policy of the National Public Service Complaint Management System – People's Online Aspiration and Complaint Service (SP4N-LAPOR) in Highland Papua Province using a qualitative method based on literature study. Nationally, SP4N-LAPOR is a one-stop, integrated mechanism for handling public service complaints, established in accordance with the mandate of Law Number 25 of 2009 concerning Public Services and Presidential Regulation Number 76 of 2013. This system applies the principle of the no wrong door policy, which ensures that every public report, regardless of its origin or type, can be effectively channeled to the authorized agencies. The results of the study show that in Mountainous Papua, the implementation of SP4N-LAPOR faces significant obstacles in administrative, geographical, socio-cultural, and technological infrastructure aspects. These challenges include the lack of complaint management teams in most districts, limited access to transportation and internet networks in mountainous areas, low intensity of socialization, low digital literacy among the community, and insufficient availability of ICT infrastructure. These conditions result in very low usage of SP4N-LAPOR in the area. The conclusions and suggestions emphasize the importance of increasing the commitment and capacity of local governments, developing internet infrastructure, adapting socialization strategies to socio-cultural contexts, and providing budgets aligned with provisions, so that SP4N-LAPOR can be optimized as a public service complaint channel in the region.

Keywords: Policy Implementation, SPAN Report, Public Services

Introduction

Quality public services are a fundamental obligation of the state to every citizen, as stipulated in Law Number 25 of 2009 concerning Public Services, which guarantees the rights of citizens to obtain services according to established standards (Mahmudi, 2019). The regulation emphasizes that the public has the right to submit complaints and obtain responses to complaints related to public services that do not meet standards, which aligns with principles of good governance and accountability (Sofyani et al., 2020). As an implementation of these provisions, the Indonesian government has built an integrated national complaint system that functions as a forum for submitting public aspirations and complaints (Dwiyanto, 2021). One of the concrete realizations of this policy is the operation of SP4N-LAPOR (People's Online Aspiration and Complaint Service), an

online-based public service complaint channel at the national level, designed to strengthen citizen participation and government responsiveness (Nurhadi & Pratama, 2021). This system was first introduced by the Presidential Staff Office in 2016 and subsequently integrated nationally through the SP4N policy, which reflects the government's commitment to bureaucratic reform and digital governance (Pratama & Herlina, 2020). Furthermore, research shows that SP4N-LAPOR has improved transparency and public trust by providing open access to complaint handling processes (Susanto & Prabowo, 2022). The integration of this platform with various ministries and institutions demonstrates the state's effort to create collaborative governance in delivering responsive and inclusive public services (Hardiansyah, 2021).

Conceptually, SP4N-LAPOR was formed as an instrument to improve the quality of public services through an effective, efficient, and targeted complaint management system, which is in line with the principles of modern e-government (Andriani & Atmadja, 2019). Referring to government policies, there are three main goals to be achieved. First, ensuring that public service providers can process complaints with a simple, responsive, targeted, thorough, and coordinated mechanism, which reflects the values of public accountability (Wicaksono & Maharani, 2020). Second, providing easy access for the public to submit complaints or aspirations, consistent with digital participation frameworks that highlight inclusivity in governance (Dwivedi et al., 2021). Third, utilizing input and complaints from the public as a basis for evaluating and improving the quality of public services, aligning with the idea that citizen feedback is a core driver of continuous service innovation (Lindgren & van Veenstra, 2018). Studies show that digital complaint systems not only strengthen government responsiveness but also enhance transparency in bureaucratic processes (Puspitasari & Yuliani, 2020). Furthermore, empirical findings highlight that systems like SP4N-LAPOR improve trust between citizens and the state when integrated with monitoring and evaluation frameworks (Kettunen & Kallio, 2020). Ultimately, complaint management platforms represent a collaborative governance approach, where technology bridges the gap between citizens and public officials in policy implementation (Susanto et al., 2021).

At the national level, *SP4N-LAPOR* has been established as a national public service complaint system through Presidential Regulation Number 76 of 2013 (Diachuk et al., 2023). This regulation emphasizes the importance of an integrated complaint channel that is easily accessible and effective as a means of resolving public complaints. Furthermore, PANRB Ministerial Regulation Number 62 of 2018 provides guidelines for the implementation of *SP4N-LAPOR* for all government agencies, including the obligation for agency leaders to allocate a budget for the management and socialization of complaints. In addition, Presidential Regulation Number 95 of 2018 concerning the Electronic-Based Government System (SPBE) stipulates *LAPOR!* as a shared application that must be used by central and regional agencies as an integrated official complaint channel. With this regulatory framework, formally all local governments are required to adopt and integrate their complaint mechanisms into *SP4N-LAPOR*.

Although a national policy framework is in place, its implementation on the ground is still far from optimal. Data shows that the level of utilization of *SP4N-LAPOR* by the community is relatively low and varies between regions. Until 2024, around 2.1 million reports have been recorded through *SP4N-LAPOR* since the system was operated nationally in 2018. This figure appears significant, but when compared to Indonesia's total

population of approximately 277 million, only about 0.76% of the population uses this complaint channel. In several regions, the number of reports is very small. For example, in Riau Islands Province, only 569 public complaints were recorded through *SP4N-LAPOR* throughout 2023. Similar or even lower usage is expected in 3T areas (frontier, outermost, disadvantaged), such as the interior of Papua.

Previous studies, such as Wulandari (2023), entitled "Peningkatan kualitas pelayanan publik melalui aplikasi pengaduan *SP4N-LAPOR*!" (Improving the Quality of Public Services through the *SP4N-LAPOR* Complaint Application), discuss the general benefits and effectiveness of *SP4N-LAPOR* at the national level, focusing on areas with adequate infrastructure. Another study by Pattiro (2024), "LAPOR Mas Wapres: Solusi atau Sekadar Simbol" (LAPOR Mas Wapres: Solution or Mere Symbol), critically highlights the gap between the system's ideal design and its practical implementation, including issues of responsiveness and follow-up on reports in several regions.

However, these previous studies have not specifically and deeply addressed the implementation of *SP4N-LAPOR* in the context of New Autonomous Regions (DOB), especially in eastern Indonesia with extreme geographical, socio-cultural, and infrastructural challenges like those in *Papua Pegunungan*. There is a lack of comprehensive analysis regarding the combination of administrative, geographical, socio-cultural, and technological factors that simultaneously hinder policy implementation in these specific areas.

The novelty of this research lies in its specific focus on analyzing the early stages of implementing the mandatory national policy (*SP4N-LAPOR*) in the newest province, *Papua Pegunungan*, which is also a 3T region. This study offers a holistic perspective by integrating four key dimensions of constraints—administrative, geographical, socio-cultural, and technological—that are particularly acute in this context, providing a more nuanced understanding of policy implementation challenges in disadvantaged and newly formed regions.

The objectives of this research are: 1) to analyze the initial conditions and level of implementation of the *SP4N-LAPOR* policy in *Papua Pegunungan Province*; 2) to identify and analyze the inhibiting factors (administrative, geographical, socio-cultural, and technological) in the implementation of *SP4N-LAPOR* in the region. The benefits of this research include: 1) serving as academic material to enrich the study of public policy, especially electronic-based policy implementation in 3T regions; 2) providing input and evaluation material for the central government, the Provincial Government of *Papua Pegunungan*, and related ministries (KemenPANRB, Kemendagri, Kominfo) to formulate more contextual and effective strategies for implementing *SP4N-LAPOR* in regions with characteristics like *Papua Pegunungan*; 3) contributing to efforts to reduce disparities in public service quality and increase community participation in oversight through accessible complaint channels.

Mountainous Papua Province is one of the New Autonomous Regions (DOB) created at the end of 2022 (based on Law No. 16 of 2022). This region includes eight districts in the central mountains of Papua (Jayawijaya, Yahukimo, Pegunungan Bintang, Nduga, Lanny Jaya, Tolikara, Central Mamberamo, and Yalimo). In terms of characteristics, Highland Papua faces severe geographical challenges: rugged mountain landscapes, with many areas accessible only by air transport or limited road access. Socio-culturally, the population is dispersed across remote villages with relatively low literacy

levels and limited mastery of information technology compared to the national average. Information and communication technology (ICT) infrastructure in this region is minimal; internet and telecommunications access is uneven and often unstable. These conditions significantly impact the implementation of the *SP4N-LAPOR* policy, which is based on digital technology and requires administrative capacity to follow up on reports quickly.

Method

This research used a descriptive qualitative method with literature review techniques. The data sources were secondary and obtained from official government documents, regulations, institutional reports, scientific journal articles, and credible mass media relevant to public service complaints and *SP4N-LAPOR*. The main sources included laws and regulations (such as the Public Service Law, Presidential Regulations, and PANRB Ministerial Regulations related to *SP4N-LAPOR*), reports from the Ministry of PANRB and the Ministry of Home Affairs on complaint management, publications by the Ombudsman of the Republic of Indonesia, academic research on *SP4N-LAPOR*, and media coverage about the implementation of *LAPOR!* in Papua.

Data were collected through targeted searches of official agency portals and verified sources. The analysis was qualitative, involving data reduction, thematic narrative presentation, and conclusion drawing. During data reduction, information was categorized based on the study focus: (1) the implementation of *SP4N-LAPOR* in Mountainous Papua, and (2) constraint factors (administrative, geographical, socio-cultural, and technological). Findings were cross-checked for credibility by comparing complaint statistics with media reports and other sources. Data were presented as narrative descriptions with citations to maintain objectivity.

As a literature study, the research did not involve primary data collection such as interviews or field observations. However, an interpretive approach was applied by referring to public administration theory on service complaints and concepts of electronic governance in remote areas. The analysis results were formulated into a comprehensive discussion, concluding with policy recommendations.

Results and Discussion

Implementation of SP4N-LAPOR in Mountainous Papua Province

Initial Conditions and Preparatory Steps: The Mountainous Papua Province was officially formed at the end of 2022. As a DOB, during its transition period this province was led by the Acting Governor and was building a government structure from scratch. One of the aspects that needs to be built is the service system, including public complaints. Normatively, because *SP4N-LAPOR* is already mandatory for all local governments, the Provincial Government of Papua Pegunungan must immediately prepare a public service complaint management unit. Usually, according to practice in other provinces, the governor will issue a Decree (Decree) for the establishment of the provincial *SP4N-LAPOR* Management Team, which involves the Communication and Information Service, the Organization Bureau, the Inspectorate, and related OPDs. This kind of decree is important as the legal basis for the appointment of *LAPOR* admins and liaison officials in each OPD.

Until mid-2023, the implementation of SP4N-LAPOR in Mountainous Papua is still in its early stages. Based on data from the Ministry of Home Affairs and the Ministry of PANRB (before the expansion), the district area that now includes Mountainous Papua is already connected to the LAPOR! technically, however, most do not have adequate institutional infrastructure. The SP4N-LAPOR connectivity table in 2022 shows that 8 districts in the central mountains of Papua have joined LAPOR! but does not have a management decree and has not received a complaint report at all. For example, Jayawijaya Regency is recorded to have issued a Regent's Decree (No. 801 of 2019) and is connected to LAPOR!, but the number of incoming reports until 2022 is still nil. Other districts such as Yahukimo, Pegunungan Bintang, Nduga, Lanny Jaya, Tolikara, Yalimo, Central Mamberamo – all of them do not have a complaint team decree, even though it is technically included in the system, and no community reports have been recorded. This condition indicates that in the field, SP4N-LAPOR has not been actively running at the district level. The public most likely does not know about the LAPOR! channel, and the local government has not been proactive in encouraging its citizens to report through the system.

At the level of Mountainous Papua Province, the challenges faced have similarities with other regions. Prior to the expansion, its parent province, Papua Province, had operated LAPOR! since 2017 with the support of the Presidential Staff Office. At that time, the Papua Provincial Government had even organized technical guidance and launched a local online complaint service that integrated SAPA (Ministry of Home Affairs' Complaint System) with LAPOR!. However, after the expansion of the region into several new provinces, the Provincial Government of Mountainous Papua needs to rebuild the capacity and infrastructure for managing these complaints.

Factors Hindering the Implementation of SP4N-LAPOR in Mountainous Papua Province

1. Administrative Constraints

The first major challenge in the implementation of SP4N-LAPOR in Mountainous Papua lies in the administrative aspect. As a new autonomous region, Highland Papua has limited apparatus resources, especially skilled personnel in the field of information and communication technology (ICT) and public services. The appointment of LAPOR administrators in each regional apparatus organization (OPD) requires training and commitment, while the high frequency of position mutations that prevalent in the early phase of DOB formation has the potential to disrupt the continuity of complaint management.

The commitment of regional leaders is a determining factor for success. If the Acting Governor, Regional Secretary, and heads of agencies do not pay serious attention to the complaint system, its implementation at the operational level tends to be stalled. On the contrary, full support from the leadership can speed up the integration process. In comparison, Riau Islands Province has managed to achieve a report completion rate of up to 85%, which is assessed as a result of leadership commitment and good management coordination, a good practice that is relevant for mountainous Papua to emulate.

Another administrative obstacle is the lack of a special budget. Given its status as a new province, the Mountainous Papua Regional Budget is still limited and is mostly allocated for basic infrastructure development. In fact, PANRB Ministerial Regulation

Number 62 of 2018 has stipulated that each agency is obliged to allocate a budget for complaint management, including public socialization activities. If this budget post is not included in the planning, then the socialization and operational activities of LAPOR! Such as administrator training and cross-district coordination will not run optimally. Thus, the success of SP4N-LAPOR integration is highly dependent on the priorities given in regional policies and planning.

2. Geographical Constraints

Mountainous Papua has extreme mountainous topography characteristics. Many district capitals, such as Wamena in Jayawijaya Regency, are located in valleys surrounded by high mountains. This condition is exacerbated by the limitations of land transportation infrastructure between districts. Although some sections of the Trans-Papua Road have helped reduce isolation, much of the region is still only accessible by pioneer flights or days-long walks. For comparison, in Arfak Mountainous Regency (West Papua), which is also a mountainous area, poor road access causes high transportation costs and hinders economic activities and population mobility. The situation in Papua Mountains is similar or even more complex; For example, the connecting road between Jayawijaya-Yalimo or the Bintang Mountains is not fully connected, so the movement of people is very limited.

This geographical condition has a direct impact on the implementation of SP4N-LAPOR. In remote villages, the internet is generally unavailable, and even telephone signals are often absent. It is unlikely that the public will travel long distances to provincial or district government offices just to file minor complaints, given the high distance and cost. Without adequate transportation and communication infrastructure support, the implementation of SP4N-LAPOR, which relies on online reporting channels, faces significant physical barriers.

This geographical obstacle also makes it difficult for officers to follow up. For example, if there are complaints about health services in rural villages, administrators at the district level must coordinate with relevant agencies to conduct field verification. This investigation process has the potential to take a long time due to difficult terrain, so the completion of the report can exceed the standard deadline (60 days). A possible solution is to utilize the network of the village government or local community leaders to collect initial information before direct verification is carried out.

3. Socio-Cultural Constraints

Social and cultural factors have a significant influence on the effectiveness of the implementation of SP4N-LAPOR in Mountainous Papua. First, the level of literacy and education of the community is relatively low compared to other regions in Indonesia. The Human Development Index (HDI) in the mountainous region of Papua is the lowest nationally, reflecting limited educational attainment and access to information. Many villagers are not familiar with formal grievance mechanisms, as local culture prefers resolving problems through customary deliberation or submitting complaints to community leaders, such as chiefs or village chiefs, rather than channeling them to the official bureaucracy. Therefore, the introduction of SP4N-LAPOR as a new reporting channel requires a culturally sensitive approach.

Second, the language and communication aspects are challenges in themselves. Not all residents have adequate Indonesian language skills, let alone to write reports online. The diversity of local languages, such as Lani, Dani, and Yali, requires that

socialization activities be carried out using languages that are understood by the community. This may require the assignment of an officer who is fluent in the local language or the preparation of socialization materials in the local language.

Third, the trust and public perception factors also affect participation. The public needs to be convinced that submitting complaints through LAPOR! will result in real follow-up. Without this confidence, they tend to be reluctant to report. In some areas, complaints are even considered futile or risk causing problems, such as the fear of being scolded by the authorities if they submit complaints. Negative stigma can also be found among the apparatus, where some employees see public reports as a threat or a form of supervision, so they are less cooperative in handling them.

Changes in organizational culture within the local government environment are important so that the apparatus is more responsive and views complaints as constructive feedback. The Ombudsman and the Ministry of PANRB themselves emphasized that complaints should be treated as an early warning system to improve the quality of service, not as a cornering instrument. In mountainous Papua, internalizing this mindset requires time, consistency, and example from regional leaders.

4. Technological Infrastructure Constraints

The most prominent challenge in the implementation of SP4N-LAPOR in Mountainous Papua lies in the limitations of information and communication technology (ICT) infrastructure. Considering that SP4N-LAPOR is an internet-based system, the lack of network access is a fundamental obstacle. Data from the Indonesian Internet Service Providers Association (APJII) in 2023 shows that provinces in Papua have the lowest internet penetration rates in Indonesia, with mountainous areas facing greater connectivity barriers than coastal areas.

Efforts to develop infrastructure have been carried out by the central government through BAKTI Kominfo, including by building a number of Base Transceiver Stations (BTS) and installing satellite internet facilities (VSAT) at various points in the 3T area in Papua. Until 2025, the Ministry of Communication and Informatics reports that around 1,705 public facilities in the Land of Papua, including schools and health centers in new provinces, have been connected to digital networks. However, the coverage still needs to be significantly expanded. As long as the internet distribution is not evenly distributed, SP4N-LAPOR must take advantage of alternative channels such as the SMS 1708 service. Although it can be a solution in areas with a 2G phone signal but the internet is weak, the SMS mechanism has limitations, namely the complaint message must be short and the administrator needs to enter it manually into the system.

Other infrastructure challenges include the availability of electricity and supporting devices. Most villages in the mountains of Papua have not enjoyed 24-hour electricity; Some only rely on generators that operate a few hours per day. In addition, the ownership of smartphones or computers among the public is still low. With this condition, the pattern of use of SP4N-LAPOR in Mountainous Papua is likely to be different from in developed regions such as Java where the role of active users is more taken over by village officials or community assistants who have better technological literacy.

To overcome these limitations, local governments can provide offline complaint posts, for example at district offices or regents' offices, which are equipped with a LAPOR! so that officers can help residents enter reports into the system. On the other

hand, coordination with the central government needs to be strengthened so that Mountainous Papua becomes a priority in the program to accelerate digital infrastructure development, including the expansion of the East Palapa Ring network and the implementation of the SATRIA project for the provision of satellite-based internet.

CONCLUSION

The implementation of the *SP4N-LAPOR* policy in Mountainous Papua Province remains in its early stages and faces multiple challenges. Although nationally the system is well-established by law to ensure public access to complaint mechanisms, the unique characteristics of Mountainous Papua as a 3T New Autonomous Region (DOB) complicate its effective adoption. Literature shows that until 2022, despite registration of districts in the system, actual complaint management was minimal or absent, hindered by administrative issues (limited human resources and weak coordination), difficult geography, socio-cultural factors (low literacy and preference for informal complaint processes), and inadequate technological infrastructure. This reveals a significant gap between the national policy framework and local implementation, highlighting the need for coordinated, multi-stakeholder interventions tailored to local contexts. Future research should explore practical, community-based strategies and technological innovations that can overcome these barriers, as well as the impact of such interventions on complaint system utilization and public service improvements in remote regions like Mountainous Papua.

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