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Analysis of Gaps in the Implementation of SP4N-LAPOR! in Supporting Public Services at the National Narcotics Agency in Lampung Province

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ABSTRACT

This study was motivated by the absence of public complaints submitted through the National Public Service Complaint Management System (SP4N-LAPOR!) at the National Narcotics Agency of Lampung Province. This condition indicates an implementation gap between the policy objectives of SP4N-LAPOR! as an electronic public complaint service and its actual implementation in practice. This study aims to analyze the implementation gap of SP4N-LAPOR! in supporting public services at the National Narcotics Agency of Lampung Province. The research employed a qualitative method with a descriptive approach through interviews, observations, and documentation. Data were analyzed using the policy implementation theory of Van Meter and Van Horn. The findings reveal that the implementation gap is influenced by the suboptimal implementation of policy standards and objectives, limited resources, ineffective interorganizational communication, inadequate characteristics of the implementing agency, social conditions characterized by low digital literacy, and the passive disposition of implementers. As a result, SP4N-LAPOR! has not functioned optimally as a public complaint service, and the public tends to submit complaints directly or through the call center instead. The study concludes that the implementation gap is caused by the lack of alignment between policy objectives and implementation conditions in the field, influenced by both internal organizational factors and external societal factors, resulting in the policy objectives of SP4N-LAPOR! in supporting public services not being achieved optimally.

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1. INTRODUCTION

Public service is one of the government's core functions in meeting public needs while fostering governance that is transparent, accountable, and responsive. The quality of public service serves as a key indicator of good governance, reflecting an agency's capacity to deliver services aligned with the needs of the people it serves [1].

Within this context, the government continues to advance bureaucratic reform by leveraging information technology to improve the effectiveness, efficiency, and transparency of public services [2], [3], [4], [5].

Progress in information technology has driven the adoption of electronic government (e-government) as part of the broader transformation of public services in Indonesia. Digital technology is intended not only to accelerate service processes but also to broaden public access to information and create channels through which citizens can voice their concerns to the government [6]. One example of e-government implementation is the National Public Service Complaint Management System, known as the Online Public Aspiration and Complaint Service (SP4N-LAPOR!) a national complaint system that integrates ministries, agencies, and local governments into a single reporting channel. Through this system, the public is meant to be able to submit reports and concerns easily, quickly, and through an integrated platform, allowing the government to respond with greater transparency and accountability [7], [8].

As a national complaint system, SP4N-LAPOR! has been rolled out across various government agencies, including the National Narcotics Agency (BNN) of Lampung Province. The system is intended to strengthen public participation in submitting complaints and sharing information related to public services and BNN's operations, thereby supporting ongoing improvements in service quality. Yet the success of policy implementation depends on more than the mere availability of a digital system; it is also shaped by the readiness of the implementing organization, the clarity of policy communication, the sufficiency of resources, and the extent of public understanding and participation as service users [9], [10].

The research findings show that SP4N-LAPOR!'s implementation at the Lampung Provincial BNN has fallen short of expectations. Although the system has been operational since September 2024 and operators have been assigned to manage complaints, as of 2026 not a single public report has come through SP4N-LAPOR!. This points to a gap between the policy's intent envisioning SP4N-LAPOR! as a platform for public service complaints and the reality of how it functions on the ground. In other words, while the system exists on paper, it has yet to be meaningfully used by the public it was designed to serve. This finding is consistent with the study's focus on identifying an implementation gap in the execution of the SP4N-LAPOR! policy within the Lampung Provincial BNN.

This pattern of unmet policy intent is not unique to SP4N-LAPOR!. Comparable gaps between formal regulation and field level practice have been documented elsewhere, such as in spatial policy implementation along the railway border in Bandar Lampung, where existing rules had not been enforced optimally despite being clearly stated in the regional spatial plan [11].

Observations, interviews, and documentation gathered for this study suggest that the limited use of SP4N-LAPOR! stems from several interconnected factors. Efforts to raise public awareness about the system have not been carried out effectively, leaving most members of the public unaware of its functions and how to use it. In addition, people tend to prefer submitting complaints in person or through call center services, viewing these methods as simpler, faster, and more familiar. Low digital literacy among certain segments of the population further contributes to the system's underuse [12]. Together, these conditions suggest that successful policy implementation hinges not only on technological readiness but also on an organization's ability to communicate effectively with the public and build public trust in the complaint mechanism it offers [13].

Prior studies indicate that SP4N-LAPOR!'s implementation across various regions continues to face obstacles, including limited public awareness, low community participation, weak inter-agency coordination, and inadequate policy communication [14], [15], [16], [17]. Even so, research examining SP4N-LAPOR! within vertical agencies particularly the Lampung

Provincial Office of the National Narcotics Agency remains scarce. This study therefore contributes a new perspective by examining the implementation gap of SP4N-LAPOR! within an agency whose public service mandate centers on preventing and combating drug abuse, thereby adding to the growing body of research on digital-based public service policy implementation.

This study draws on Van Meter and Van Horn's policy implementation theory, as discussed by [9], [10], [18]. The theory holds that the success of policy implementation is shaped by six key variables: policy standards and objectives, resources, inter-organizational communication, characteristics of the implementing organization, implementers' dispositions, and social, economic, and political conditions. These six variables form the analytical framework used to identify the factors behind the suboptimal implementation of SP4N-LAPOR! at the Lampung Provincial BNN. Through this approach, the study aims to shed light on the causes of the implementation gap and to offer recommendations that can help optimize the digital public service complaint system within the Lampung Provincial BNN.

2. LITERATURE REVIEW

A number of studies point to the important role SP4N-LAPOR! plays in improving public service quality, even as its implementation continues to run into difficulties. [16], for instance, examined SP4N-LAPOR!'s implementation in Sukabumi Regency and found that the complaint system was not yet functioning as intended. Among the obstacles they identified were inadequate public outreach, misclassification of reports, and reports of generally low quality. Their findings suggest that implementation success hinges not just on the system's existence, but on how well the public grasps the complaint mechanism itself.

A related study by [14], focusing on the Batam City Department of Communication and Information Technology, found that public reporting through SP4N-LAPOR! remained relatively sparse. They also noted that follow-up on submitted reports had not been well managed, which in turn undercut the system's effectiveness. By contrast, [15], studying Tangerang Regency, found that SP4N-LAPOR! had contributed positively to public service improvements, though problems persisted around inter-agency coordination, how responsive officials were, and outreach efforts. Taken together, these three studies point to policy communication, organizational coordination, and public participation as key factors shaping how well SP4N-LAPOR! gets implemented.

What these studies share, though, is a tendency to focus on the complaint system's effectiveness at the local government level. Far less attention has been paid to how SP4N-LAPOR! functions within vertical agencies particularly an office like the Lampung Provincial National Narcotics Agency (BNN). This study addresses that gap by applying Van Meter and Van Horn's policy implementation theory to examine where and why SP4N-LAPOR! has fallen short in supporting public services at the Lampung Provincial BNN.

3. RESEARCH METHODS

This study takes a qualitative approach, using a descriptive design to examine the gaps in SP4N-LAPOR!'s implementation at the National Narcotics Agency (BNN) of Lampung Province. A qualitative approach was chosen for its capacity to capture a deeper picture of the policy implementation process, along with the range of factors shaping how that process unfolds on the ground [19], [20]. The research was carried out at BNN Lampung Province, an agency that had adopted SP4N-LAPOR! as its public service complaint management system. Yet at the time of the study, not a single complaint had come through the system making it a compelling case for examining an implementation gap in practice.

The study's analytical focus rests on Van Meter and Van Horn's policy implementation theory, as outlined by [9], [10], which identifies six relevant indicators:

policy standards and objectives, resources, inter-organizational communication and implementation activities, characteristics of the implementing organization, implementers' dispositions, and social, economic, and political conditions [9], [10]. These six indicators served as the framework for identifying what has held back SP4N-LAPOR!'s implementation at the Lampung Provincial BNN.

Data for this study were gathered through observation, interviews, and documentation. Informants were selected purposively, based on their involvement in and familiarity with SP4N-LAPOR!'s implementation this included the system's administrators, officials at the Lampung Provincial BNN, and members of the public who use the service. Drawing on multiple data collection methods allowed for a fuller picture of both the policy's implementation and the realities on the ground [19], [20].

Data were analyzed using the interactive model developed by Miles, Huberman, and Saldana, which involves data reduction, data display, and conclusion drawing and verification (Miles et al., 2014). This process ran continuously alongside data collection through to the study's completion, allowing findings to be compared and checked against one another as they emerged. To strengthen the validity of the data, the study relied on both source triangulation and methodological triangulation [19], [20].

4. RESULTS AND DISCUSSION

4.1 Analysis of the SP4N-LAPOR! Implementation Gap Using the Van Meter and Van Horn Framework

This study examines the implementation of SP4N-LAPOR! at the National Narcotics Agency (BNN) in Lampung Province through the lens of Van Meter and Van Horn's policy implementation theory. The theory identifies six main variables that shape how well a policy is carried out: policy standards and objectives, resources, inter organizational communication and implementation activities, characteristics of the implementing organization, social, economic, and political conditions, and the dispositions of implementers. These six variables form the analytical lens through which this study identifies what has kept SP4N-LAPOR! from being fully effective in supporting public services at BNN Lampung Province.

The findings show that SP4N-LAPOR!'s implementation has fallen short of its intended goals. The system has been running since September 2024, with complaint management procedures in place as required by regulation, yet at the time of this study, no public complaints had come through the SP4N-LAPOR! application. This points to a disconnect between the policy's aim a complaint service that is easy, fast, transparent, and participatory and what has actually happened on the ground. The system exists administratively, but the public has not yet made meaningful use of it.

4.2 Policy Standards and Objectives

Policy standards and objectives provide the guidelines that shape how SP4N-LAPOR! functions as a complaint management system. According to the findings, the Lampung Provincial BNN has followed applicable regulations by appointing operators and putting SP4N-LAPOR!'s complaint mechanisms into practice. Organizationally, then, implementation rests on a solid foundation, with implementers clear on their duties and responsibilities in handling public complaints.

Even so, the policy's underlying objectives remain unmet. At the time of this study, not a single public complaint had been filed through SP4N-LAPOR!. Interviews revealed that some members of the public simply don't know the system exists, while those who do know about it still prefer filing complaints in person or through the call center. This suggests that the goal of boosting public participation via a digital complaint channel has not played out as intended.

Viewed through Van Meter and Van Horn's theory, successful

implementation depends on both clear standards and the actual achievement of policy goals. Here, the standards were in place, but the goals went unmet because so few people were actually using SP4N-LAPOR!. This tracks with [16] findings, which attribute low utilization to insufficient public outreach leaving people unclear on what the system does and how to use it.

4.3 Resources

Resource availability is central to how well a policy gets implemented. The findings indicate that the Lampung Provincial BNN has the basic resources needed to run SP4N-LAPOR!, though several gaps still limit its implementation. A single operator handles the system alongside other duties, which means SP4N-LAPOR! management has yet to become a primary part of daily operations.

Beyond staffing constraints, the study also found no dedicated budget for outreach efforts or further development of the system. Outreach still depends on the agency's social media presence, which has not reached the public very widely. Meanwhile, people's ability to engage with digital services varies considerably, leading many to stick with complaint channels they already know.

Van Meter and Van Horn argue that implementation needs adequate human resources, funding, and supporting infrastructure. The shortage of dedicated staff, the absence of a specific budget, and low digital literacy among the public all point to resources as a persistent obstacle to SP4N-LAPOR!'s effective implementation. This echoes [14] finding that resource support plays a significant role in shaping implementation outcomes.

4.4 Interorganizational Communication

Communication matters for policy implementation because it carries information and builds coordination among the parties involved. The findings show that communication between the Lampung Provincial BNN and the agencies overseeing SP4N-LAPOR! follows established procedures, with coordination occurring in both system management and administrative reporting keeping implementation on track.

Communication with the public, however, tells a different story. Outreach about SP4N-LAPOR! has not been sustained and remains confined largely to social media. The study also found little sign of active collaboration with local governments, sub-districts, or community leaders to introduce SP4N-LAPOR! more broadly. Consequently, a large portion of the public remains unaware that the system exists or that it can be used to submit public service complaints.

From Van Meter and Van Horn's perspective, clear and consistent communication underpins successful implementation. The findings suggest internal coordination is solid, but communication reaching the intended audience the public still needs work. This aligns with [15] findings. Strengthening outreach through multiple channels and partnering with a wider range of stakeholders would likely help increase SP4N-LAPOR!'s use.

This also aligns with [21] observation that weak relational capacity marked by the absence of systemic partnerships with external stakeholders directly obstructs the whole of government and whole-of-community approaches that are essential for responsive, citizen-centered public service delivery.

4.5 Characteristics of the Implementing Agency

The findings show that the Lampung Provincial BNN has set up a clear organizational structure and division of labor for managing SP4N-LAPOR!, with operators assigned to receive and process reports. Institutionally, the mechanisms are there: once a report comes in, follow-up can proceed according to standard

procedure. That said, SP4N-LAPOR! has not become a central priority within the organization system management remains an add-on task for operators, leaving little room for focused attention on service development. The study also found no dedicated evaluation of SP4N-LAPOR!'s implementation that could help identify obstacles or shape corrective action.

Van Meter and Van Horn note that an organization's structure, distribution of authority, and working patterns all shape implementation outcomes. Here, the organizational structure supports implementation, but this has not translated into stronger organizational capacity through evaluation or program development. This matches [15] observation that effective implementation of SP4N-LAPOR! requires organizational backing capable of sustaining coordination, evaluation, and ongoing improvements in service quality.

This finding is also consistent with [21] institutional capacity framework, which distinguishes technical, managerial, and relational capacity as interrelated dimensions of institutional performance. As in their study of inclusive schools in Samarinda, the Lampung Provincial BNN shows a similar pattern: formal structures and assigned duties exist, yet the institution lacks the evaluative and developmental capacity needed to translate structure into substantive outcomes.

4.6 Social, Economic, and Political Conditions

SP4N-LAPOR!'s implementation is shaped not just by internal organizational factors but also by the broader environment in which the policy operates. The findings point to social factors as among the most significant contributors to low utilization at the Lampung Provincial BNN. Many people still prefer filing complaints directly with officials or through the call center, finding these methods simpler and quicker than the app. Comfort with digital technology also varies widely differing levels of digital literacy mean not everyone feels at ease using an electronic complaint service. Support from local governments and community groups in raising awareness of SP4N-LAPOR! has likewise fallen short, leaving information about the system unable to reach every segment of the population.

Van Meter and Van Horn's theory frames social, economic, and political conditions as an external environment that can either help or hinder implementation. Here, social factors appear to carry more weight than the others, driven mainly by limited technology adoption and a lasting preference for in-person complaint channels.

4.7 Implementers' Disposition

The findings show that staff at the Lampung Provincial BNN hold a favorable view of SP4N-LAPOR!'s implementation. Operators recognize the system as part of a broader effort to improve public service quality and continue carrying out their assigned duties accordingly meaning there is no internal resistance to the policy. Even so, implementation still leans passive: system management centers on waiting for reports to arrive rather than actively working to boost their numbers. The study also found no regular monitoring or evaluation specifically tracking SP4N-LAPOR!'s progress, which means obstacles that do arise haven't been addressed through any planned effort at improvement.

Van Meter and Van Horn hold that policy implementation success depends on the attitudes and commitment of those tasked with carrying it out. This study's findings suggest that while a positive attitude among implementers is valuable, it isn't enough on its own without initiative, evaluation, and innovation woven into how the policy is executed.

Strengthening organizational commitment, then, calls for regular monitoring and evaluation so that SP4N-LAPOR!'s implementation can move closer to fulfilling its intended objectives.

A similar dynamic is evident in [11] study, where the persistence of illegal settlements along the railway border was attributed partly to negligence and insufficient oversight from the responsible institution illustrating how a passive implementing role can undermine policy objectives even when the regulation itself is clear.

5. CONCLUSION

The implementation of SP4N-LAPOR! at the National Narcotics Agency (BNN) in Lampung Province has yet to reach its full potential. While the system has been rolled out in line with national policy and backed by clear management procedures, the goal of boosting public participation in filing complaints remains unmet. Drawing on Van Meter and Van Horn's theory, this outcome can be traced to several interrelated factors: policy objectives that have not been fully achieved, constraints on resources, communication that still falls short, organizational characteristics unsupported by ongoing evaluation, and an implementation approach that tends toward passivity. Together, these factors help explain the gap between what the policy set out to do and how it has actually played out on the ground.

These findings suggest that SP4N-LAPOR!'s success depends on more than simply having a digital platform in place it also requires organizational support, effective communication, and active public participation. Moving forward, the Lampung Provincial BNN would benefit from strengthening public outreach, improving coordination with stakeholders, and carrying out regular monitoring and evaluation. Doing so could help increase SP4N-LAPOR!'s use and bring the agency closer to delivering public services that are transparent, responsive, and genuinely participatory.

As [21] suggest, drawing on Bovaird and Loeffler (2012), collaboration among government, community, and non-state actors tends to produce more sustainable public service innovation a principle equally relevant to strengthening SP4N-LAPOR!'s outreach and stakeholder engagement going forward.

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