EFFECTIVE COMMUNICATION AS A PILLAR OF PUBLIC POLICY IMPLEMENTATION AT DUKCAPIL PRIMA IN SOUTH SULAWESI

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Abstract. This research aims to analyse the application of the communication model in the implementation of the DUKCAPIL Prima policy in South Sulawesi Province, and evaluate the factors that influence the effectiveness of communication in public policy. The approach used in this research is qualitative with a case study design. Data collection was conducted through in-depth interviews with the Head of the DUKCAPIL Office of South Sulawesi Province and participatory observation related to policy communication activities. The results showed that the communication model applied consisted of one-way communication and gradual communication, which proved effective in conveying policies from the central government to the district/city level. In addition, the use of various forms of messages such as instructional, motivational, informational, and feedback as well as the utilisation of various communication media (print media, radio, television, and social media) increase the effectiveness of policy delivery to the community. The significance of this research lies in a deeper understanding of the importance of a systematic and integrative communication model in the implementation of public policies, especially in the field of population administration and civil registration. The urgency of this research, which emphasises the need to understand the optimal communication model in the digital transformation era, can be explained by the development of modern communication media that allows two-way interaction and participatory communication. Therefore, although the SMCR theory is a strong foundation in explaining the communication model applied, this research also indicates the need to develop a more dynamic and integrative communication model that accommodates two-way interaction, so that policy communication is not only a process of information dissemination but also a productive dialogue process. This is very relevant to the SMCR theory (Source, Message, Channel, Receiver) which is the theoretical basis for this research. In the SMCR framework, communication starts from the sender of the message (Source), namely the Director General of DUKCAPIL, who initiates and sends a clear and structured policy message (Message). The message is conveyed through various communication channels (Channel), such as print media, radio, television, and social media, which enable the dissemination of information widely to the recipients of the message (Receiver), namely DUKCAPIL Offices in provinces and districts/cities and the community.

Keywords: Effective Communication, Public Policy, Dukcapil Prima

INTRODUCTION

Effective public communication is a key element in successful public policy implementation (Ramadani, 2019; Rangkuti & Rangkuti, 2021; Tjilen, 2019) . One example that is interesting to study is the implementation of the Prima Population and Civil Registration Office (DUKCAPIL) policy in South Sulawesi Province. An effective communication model in order to realise public policy is essential to ensure that policy messages are well understood by the target community. In this digital era, where social media and other communication technologies are rapidly developing (Daud et al., 2021; Susanto, 2023) , new challenges arise in terms of selecting the right communication channels and how messages can be effectively delivered to the public. Effective communication processes play a role not only in policy socialisation, but also in building understanding and reducing misunderstandings that often occur in public policy (Alim, 2024; Maryam et al., 2024) .

The phenomena that arise in the implementation of public policies, especially in terms of communication, have been widely studied in various previous studies. For example, research (Malik, 2018; Varanida, 2023) on tourism communication in the implementation of policies after the COVID-19 pandemic in Singkawang City shows the importance of public communication that prioritises the pillars of tourism communication, namely consistency and clarity in message delivery. This research confirms that policy success does not only depend on technical or administrative aspects, but also on how well communication is carried out to build a common understanding between the government and the community. The same can also be applied in the context of DUKCAPIL Prima, where effective communication is the main basis for implementing the policy.

Research (Hardiyanto & Pulungan, 2019; Rangkuti & Rangkuti, 2021; Yovinus, 2018) on the role of social media, public communication, effective communication in the implementation of public information disclosure policies in Bandung City and the importance of Medan City's E-Parking programme implementation highlights the importance of social media as an effective communication channel to educate the public about public policies. In the context of DUKCAPIL Prima, the utilisation of social media and other digital platforms can be a very effective tool to reach out to the public at various levels, especially in supporting transparency and public participation. This research emphasises that technology-based communication enables broader and more inclusive interactions, which can improve the effectiveness of policy implementation

Another study by (Rachman, 2022) on the optimisation of information and communication technology in Surabaya Single Window innovation revealed that the use of digital communication technology can increase transparency and accountability of public services. This is very relevant to the DUKCAPIL Prima policy which does not only rely on one-way communication from the government, but also needs to ensure that the public has easy and fast access to understand and utilise the policy. Communication technology plays an important role in creating a more open, responsive and efficient system in public services.

However, although many studies have discussed the role of communication in public policy implementation, there is still a gap in terms of the communication model used by DUKCAPIL at the provincial and district/city levels. Previous research has focused more on the application of communication in a more general context or other sectors such as tourism and public information disclosure. Therefore, it is

necessary to conduct more in-depth research related to the application of communication in the context of the Dukcapil Prima policy, especially in the aspect of the role of communication in accelerating the population administration and civil registration process which is the priority of this policy.

As a novelty of this research, the main focus will be given on analysing the communication model applied in the implementation of the DUKCAPIL Prima policy. This research will investigate how various forms of communication, ranging from one-way, staged communication, to technology-based communication, contribute to the effectiveness of this policy implementation. Through a case study of DUKCAPIL Prima in South Sulawesi, this research aims to dig deeper into the communication strategies used, both in the planning stage and in the implementation process, as well as to evaluate the influence of communication on public understanding and participation.

The main objective of this research is to identify and analyse the role of effective communication in the implementation of the DUKCAPIL Prima public policy. This research will delve deeper into how communication is implemented at various levels, from the centre to the regions, and how effective it is in increasing public understanding and acceptance of the policy. In addition, this research also aims to provide practical recommendations for local governments and related agencies in designing and implementing more communicative and participatory policies.

Through a qualitative approach, this research is expected to make a significant contribution to the development of public communication theory and public policy. This research is also expected to be a reference for similar policies to be implemented in other regions in Indonesia,

by providing a more comprehensive picture of how public communication can be a key pillar in supporting the effectiveness of government policies. Thus, this research will fill the knowledge gap related to communication models that can be used in public policy, especially in the context of population administration and civil registration.

METHOD

This research uses a qualitative approach with a case study research type, which aims to explore in depth and comprehensively the application of the communication model in the implementation of DUKCAPIL Prima public policy in South Sulawesi Province. The qualitative approach was chosen because it allows researchers to understand in more detail the role of communication in the context of public policy, as well as identify factors that influence the effectiveness of the policy implementation. This research relies on descriptive data, where researchers will explore the meaning behind each communication process that occurs between the central government, provincial government, and the community, and explore the impact of communication on policy understanding and acceptance.

The main data sources in this research are key informants who are directly involved in the implementation of the DUKCAPIL Prima policy, namely the Head of the DUKCAPIL Office of South Sulawesi Province. Data collection techniques were conducted through in-depth interviews and participatory observation. In-depth interviews will allow researchers to explore informants' views, experiences and perspectives on how this policy is communicated and received by the community. Participatory observation will be conducted by following direct communication activities between the

government and the community, including meetings, trainings, and interactions through social media and other digital platforms. Data from these two sources will provide a more holistic and in-depth picture of the communication dynamics in policy implementation.

The data analysis techniques used in this research are thematic analysis and narrative text. Thematic analysis will be used to identify communication patterns that emerge in the process of implementing the DUKCAPIL Prima policy (Adelliani et al., 2023), focusing on certain categories such as types of communication, communication channels, and factors that influence the effectiveness of communication. Meanwhile, narrative text analysis will help to understand the social and cultural context behind each communication interaction and how these narratives shape people's understanding and acceptance of the policy. By using these two analytical techniques, this research is expected to produce rich and in-depth findings on the role of communication in facilitating public policy implementation in Indonesia.

RESULTS AND DISCUSSION

The results of this study reveal that the implementation of the DUKCAPIL Prima policy in South Sulawesi Province is strongly influenced by the communication model applied. The two dominant communication models found in this study are one-way communication and gradual communication. One-way communication, which starts with the delivery of the policy from the Director General of DUKCAPIL to the Provincial DUKCAPIL Office, has proven to be effective in providing clear instructions on the tasks to be carried out. However, this one-way communication has limitations in creating space for feedback from the community, which is important to ensure

active participation in policy implementation. In contrast, phased communication that involves passing information from the central government to the province, and then to the district/city level, strengthens the understanding and engagement of various parties at different levels of government. Nonetheless, while this phased model helps in the delivery of policies in a structured manner, more open two-way communication channels are also needed to enhance community engagement.

In addition, the research findings show that the successful implementation of the DUKCAPIL Prima policy relies heavily on the use of various forms of communication messages and media. The messages delivered include instructions, motivation, information, and feedback, which are tailored to the characteristics of different audiences. The use of various types of media, ranging from print, radio, television, to social media, has proven effective in reaching various segments of the community, both those accustomed to conventional media and those who are more active in the digital world. The selection of credible sources, clear and precise message formulation, and appropriate audience segmentation are also key determining factors in the effectiveness of policy communication. This research confirms that effective and technology-based communication, which combines various channels and types of messages, is crucial in ensuring the successful implementation of public policies, particularly in the DUKCAPIL Prima programme in South Sulawesi.

Table 1. Tabulation of Interview Data with Key Informants

Informant	Statements	Thematic Coding	Narrative Text
Head of DUKC	"As a policy,	One-way Communi	Communication is

APIL of South Sulawesi Province	the communication model is one-way from the sender (Director General of Dukcapil) to the receiver (Dinas Dukcapil)."	cation Model	conducted from the centre to the regions with a one-way approach, from the Director General of Dukcapil to the Provincial Dukcapil Office and so on.
Head of DUKCAPIL of South Sulawesi Province	"The communication model carried out in the context of implementing policies at the Population and Civil Registration Office of South Sulawesi Province is carried out in stages."	Phased Communication Model	The communication process was carried out in stages from the Ministry through the Director General of Dukcapil, to the heads of provincial and district/city Dukcapil Offices.
Head of DUKCAPIL of South Sulawesi Province	"The delivery of messages in the context of policy implementation to realise Dukcapil Prima emphasises three things: reliable resource persons, message formulation, and audience segmentation."	Message Delivery Strategy	Focus on selecting credible sources, crafting the right message, and segmenting the appropriate audience for message reception.
Head of DUKCAPIL of South Sulawesi Province	"The message conveyed by the centre, in this case the Director General of Dukcapil, focuses on providing clear instructions or directions on tasks	Instructional Message	The message given by the Dukcapil Director General focused on clear instructions regarding the implementation of Dukcapil Prima tasks.

Informant	Statement	Concept	Description
	or projects to be carried out."		
Head of DUKCAPIL of South Sulawesi Province	"The communication model takes into account many things in order to achieve the goal, namely the source, the formulation of the message, the community as the target, the media and the effects that will or may occur."	Integrated Communication Model	Policy implementation considers various factors: message source, message formulation, target audience, media, and communication effects.
	"Information in the form of policies related to Dukcapil Prima initially coincided with the launch of the Dukcapil Prima programme, all heads of Provincial Dukcapil Offices were briefed directly by the Director General of Dukcapil."	First Stage Policy Delivery	At the beginning of the launch of Dukcapil Prima, information was delivered directly by the Director General of Dukcapil to the head of the Provincial Dukcapil Office.
	"In order to succeed and streamline the Dukcapil Prima policy delivered to the community, various forms of messages are used, such as: written messages, visual messages, digital	Type of Message Used	Use different forms of messages: written, visual, digital, verbal and audio-visual to achieve effectiveness in communication of the Dukcapil Prima policy.

messages, verbal messages and audio-visual messages. "		print media, radio, television, and online media." dissemina te Dukcapil Prima policies.
"The forms of messages used in implementing the Dukcapil Prima programme are instructional, motivational, informational and feedback. "	Message Type	Messages include instructions, motivation, information and feedback that support the achievement of Dukcapil Prima goals.
"The media used in order to disseminate programme policies related to Dukcapil Prima utilise various media, such as	Message Delivery Media	Use of various media such as print, radio, television, and online media (YouTube, Instagram, Facebook, etc.) to

Source: Results of Researcher Data Processing, 2025

The interview data tabulation table that has been compiled provides an overall picture of the application of the communication model in implementing the DUKCAPIL Prima policy in South Sulawesi Province. Data from the Head of the DUKCAPIL Office of South Sulawesi Province revealed that the communication model applied in this policy is one-way and gradual. One-way communication starts from the Director General of DUKCAPIL who gives directions to the Provincial DUKCAPIL Office, which is then forwarded to the Head of the DUKCAPIL Office at the district/city level. This shows a clear structure in policy delivery, where instructions are delivered directly from the central government to the regions, ensuring a uniform understanding at each level of government. While effective in the delivery of directives, this one-way model provides less space for feedback from the community, which can be an obstacle in achieving active participation from citizens.

In addition, the research also identified the use of a phased communication model that begins with the delivery of the policy from the Director General of DUKCAPIL to the Head of the Provincial DUKCAPIL Office, which is then forwarded to the district/city level. This gradual communication model is expected to strengthen the understanding and involvement of related parties at various

levels of government, so that the policy can be implemented properly. In implementing the DUKCAPIL Prima policy, the Head of the South Sulawesi Provincial DUKCAPIL Office also emphasised the importance of three things in delivering messages: selection of credible sources, clear and precise message formulation, and appropriate audience segmentation. These three aspects form the basis of policy communication effectiveness, ensuring that policy messages are well understood and received by the community.

The diversity in the forms of messages used in this policy is also one of the important points found in the research. The Head of the Provincial DUKCAPIL Office stated that the form of messages delivered included instructional, motivational, informative and feedback messages. Each form of message is tailored to the needs of different audiences, with the main objective of providing a clear understanding and motivating the community to be more active in participating in the DUKCAPIL Prima programme. In addition, the use of various media, including print, radio, television, and social media platforms such as Instagram, Facebook, YouTube, and TikTok, also played a role in ensuring that policy messages could be reached by a wider audience. By utilising these various communication channels, DUKCAPIL Prima's policies are expected to reach people at various levels, both those who are familiar with conventional media and those who are more familiar with digital technology. This research shows that a communication strategy that utilises multiple forms of messages and diverse communication channels is key in improving the effectiveness of the implementation of the DUKCAPIL Prima policy in South Sulawesi.

One-way and Gradual Communication Model in Prima DUKCAPIL Policy

Implementation. One of the main results of this research is an understanding of the application of one-way and gradual communication models in the implementation of the DUKCAPIL Prima policy in South Sulawesi Province. Based on interviews with the Head of the DUKCAPIL Office, it was revealed that this policy was initially delivered in a one-way manner from the Director General of DUKCAPIL to the Provincial DUKCAPIL Office and then continued to the district/city level. This one-way communication is more instructional in nature, where the Director General of DUKCAPIL provides clear directions regarding the tasks and projects that must be carried out by each Dinas DUKCAPIL at the provincial and district/city levels. This communication model facilitates the delivery of structured information and avoids confusion among policy recipients.

However, in addition to one-way communication, the policy implementation process also involves gradual communication, which starts with the delivery of information from the Director General of DUKCAPIL to the Head of the Provincial DUKCAPIL Office, then forwarded to the district/city level. This gradual process is expected to increase the understanding and involvement of related parties at each level of government in the DUKCAPIL Prima policy. The results of this study show that the one-way and gradual communication model is quite effective in conveying policy information from the centre to the local level. However, the weakness of this model is the lack of direct feedback from the community to the government, which can reduce active participation and oversight of ongoing policies.

This research found that the DUKCAPIL Prima policy in South Sulawesi Province implements a communication model that is mostly one-way and gradual. One-way communication starting from the

Director General of DUKCAPIL to the Provincial DUKCAPIL Office and then to the district/city level proved effective in providing clear instructions regarding the implementation of policy tasks. This model is consistent with the concept of one-way communication described in David Berlo's SMCR (Source, Message, Channel, Receiver) communication theory, which prioritises the delivery of information from source to receiver without immediate feedback.(Fatmawati & Hariyanto, 2023; Jarusawat, 2023; Maniago, 2007).

This research found that the implementation of DUKCAPIL Prima's policy uses a one-way and gradual communication model, which is conceptually very relevant to David Berlo's SMCR (Source, Message, Channel, Receiver) theory. In the SMCR model (Fatmawati & Hariyanto, 2023), communication starts from the Sender or message sender, who is responsible for initiating and sending the message to the receiver. In the context of DUKCAPIL Prima, the Director General of DUKCAPIL acts as the main sender who sends instructions and policies to the Provincial DUKCAPIL Office and then to the district/city level. The sender of this message has a crucial role because the effectiveness of communication is highly dependent on the credibility, communication skills, and reputation of the sender. This is in line with the explanation that a credible and reputable sender will strengthen the validation of the message so that it is better received by the recipient. Furthermore, the Message component in SMCR is the core of the message conveyed, which can be in the form of instructions, information, education, or motivation, both verbally and nonverbally. In the research findings, the message delivered by the Director General of DUKCAPIL is a clear and structured instruction, which is in accordance with the characteristics of the message in SMCR

theory that requires the message to be directed and communicative so that it is easily understood. However, because this communication model tends to be one-way, the messages received by the lower level are more passive acceptance without a direct feedback process.

The Channel component or communication channel is also implemented variably, ranging from face-to-face communication, print media, radio, television, to social media. In accordance with SMCR theory, the selection of communication channels must consider the senses of the recipient so that the message can be received optimally. In the context of DUKCAPIL Prima, these diverse channels indicate an effort to maximise the reach of the message to a wide and diverse audience. However, in practice, these channels are still used more for one-way message delivery rather than as a means of two-way interaction that allows for dialogue or feedback. Receiver in SMCR is the recipient of the message which is also influenced by communication skills, attitudes, knowledge, and social and cultural factors. In this study, the recipients are the DUKCAPIL offices at the provincial and district/city levels as well as the target communities. The limitations of this one-way model indicate that the recipients are more passive, so the potential for miscommunication or message discrepancies can occur if the recipients cannot provide direct feedback or clarification. This shows the limitations of the application of SMCR theory in the context of public communication, which ideally should be two-way so that messages can be received more effectively and responsively.

Although the SMCR theory provides a strong basic framework for understanding the one-way communication process in DUKCAPIL Prima's policy, the application of this theory in the research context shows

limitations, especially on the interactivity aspect of communication. SMCR places communication as a linear process from sender to receiver, thus not emphasising on the importance of feedback that enables dialogue and active participation from the receiver. In modern public policy implementation, two-way communication is crucial to ensure that policies are not only delivered, but also critically understood and accepted by the public. Therefore, while the SMCR is suitable for explaining the instructional communication that occurs at DUKCAPIL Prima, this model needs to be complemented with a participatory communication approach to maximise policy effectiveness and accountability.

However, this finding can be compared with the results of a study (Mulyana & Fahrunnisa, 2021) in an agricultural extension programme in Sumbawa Regency which also showed the use of one-way communication patterns. Although one-way communication patterns are effective in instructional situations, the results of this study highlight the limitations that arise in one way communication, such as the lack of space for community participation or direct feedback that can improve policy implementation. In the context of DUKCAPIL Prima, although this one-way communication helps to facilitate the delivery of instructions, there needs to be adjustments to accommodate two-way interactions that allow the community to provide feedback on the implemented policies.

In addition, the findings on the phased communication model applied in the DUKCAPIL Prima policy also illustrate a structured system of information delivery from the centre to the regions. This is similar to the findings in a study by (Purworini, 2014) , which noted that in the local government communication model, one-way communication is driven by existing regulations and structures. However, with the development of communication technology and social media, there is an opportunity for this communication model to evolve into a more participatory two-way communication.

The Use of Various Message Forms in Supporting Effective Communication of DUKCAPIL Prima. This research also found that the success of DUKCAPIL Prima's policy communication is not only determined by the communication channels used, but also by the various forms of messages delivered by the government. Based on interviews, the Head of the DUKCAPIL Office of South Sulawesi Province emphasised the importance of three things in delivering policy messages: selection of credible sources, clear and precise message formulation, and audience segmentation in accordance with the message to be conveyed. The government uses various forms of messages, ranging from written, visual, digital, to verbal and audio-visual messages to ensure that messages can be well received by people from various levels.

In the implementation of the DUKCAPIL Prima policy, the messages conveyed are not only in the form of instructions or orders, but also motivation and information aimed at giving the community a deeper understanding of the importance of population administration and civil registration. These various forms of messages are used to reach diverse audiences, given the different characteristics of the community in each region. The results of this study show that the use of different forms of messages is essential in creating effective communication, which not only informs but also educates and motivates people to actively participate in the Dukcapil Prima programme.

The second finding of this research reveals that the successful implementation of DUKCAPIL Prima's policies relies heavily

on the use of various forms of messages, including instructional, motivational, informative, and feedback. These messages are delivered in a way that is tailored to the audience and using various communication channels such as print media, radio, television, and social media. This approach is in line with communication theory which emphasises the importance of diverse forms of messages in ensuring effective communication. In this context, message and media diversity aims to reach different groups of people in ways that suit their needs and characteristics.

Research (Siregar et al., 2023) regarding the use of social media in Medan City shows that social media can be a very effective tool in delivering messages to the public, although if it is used only as a one-way communication channel, then its effectiveness can be limitedResearch Results. In the case of DUKCAPIL Prima, this research emphasises that the use of social media such as Instagram, Facebook, and YouTube greatly supports the dissemination of policy messages to a younger and more digitally connected audience. However, compared to Siregar and Rohani's research, which found that social media is only used for one-way communication, this finding suggests that to improve the effectiveness of policy communication, DUKCAPIL Prima should also utilise social media as a two-way channel, by engaging the community in dialogue or discussion.

In addition, research by (Erland Hamzah, 2015) on the use of social media in education shows that social media supports more efficient and collaborative communication, allowing students to interact and discuss over large distances. This finding is relevant for DUKCAPIL Prima, where the use of social media can enable interaction between the government and the community, which is more efficient and more flexible than conventional communication, by

allowing the community to provide feedback or ask questions directly related to policyResearch Results. The findings of this study show that the diversity of communication channels and types of messages used in the DUKCAPIL Prima policy is very effective in reaching different audiences. However, to maximise its impact, it is necessary to integrate more open and responsive two-way communication, both through social media and other communication channels. This is in line with the trend of public communication which is increasingly shifting towards more collaborative and participatory interactions, as described in modern communication theory.

CONCLUSION

This research aims to explore how the communication model applied in the DUKCAPIL Prima policy in South Sulawesi Province plays a role in ensuring the successful implementation of the policy. The main finding of this research is that the DUKCAPIL Prima policy uses a one-way and gradual communication model, which is effective in conveying directives from the central to local government. In addition, various forms of messages such as instructions, motivation, information, and feedback, as well as the use of diverse communication media, proved important in expanding the reach and effectiveness of policy communication. The significance of this research is that it emphasises the importance of choosing the right communication model and using effective media to increase public understanding and participation in public policy. However, the weakness of this study is the limited sample that only involves the Head of DUKCAPIL Office and some related officials, so generalising the findings to a wider area could be a challenge. In addition, this

research has not fully explored how public feedback on policies can be better integrated in the communication system. Therefore, the recommendation for future research is to conduct a broader study by involving various layers of society as informants, as well as to further explore how two-way communication channels can be optimised to improve public engagement in public policy implementation.

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