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REVIEWED BY

Mardiana Purwaningsih,
Perbanas Institute, Indonesia
Ratih Puspa,
Airlangga University, Indonesia

*CORRESPONDENCE

Bama Andika Putra
✉ bama.putra@bristol.ac.uk;
✉ bama@unhas.ac.id

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The nexus between public communication and policy implementation revisited: insights from the Population and Civil Registration Service of South Sulawesi, Indonesia

Sukarniaty Kondolele^{1,2}, Muhammad Iqbal Sultan¹,
Muhammad Akbar¹ and Bama Andika Putra^{3,4*}

¹Department of Communication Studies, Universitas Hasanuddin, Makassar, Indonesia, ²Regional Civil Service Agency, Makassar, South Sulawesi, Indonesia, ³School of Sociology, Politics, and International Studies, University of Bristol, Bristol, United Kingdom, ⁴Department of International Relations, Universitas Hasanuddin, Makassar, Indonesia

Effective public communication plays an essential role in ensuring government policies' success. Taking the study case of the Population and Civil Registration Service of South Sulawesi Province, Indonesia, as the empirical case, this study validated the inter-relationship between the influential variables to public communication, which includes the role of actors, messages, media, and communicants. This study employs a quantitative method with a descriptive approach utilizing primary data obtained from questionnaires distributed to 61 service employees, policymakers, and the community as policy recipients between 2023 and 2024, and finds: (1) actors who have credibility and competence in conveying policy information play a significant role in increasing public understanding and acceptance of the policy; (2) the use of appropriate media, such as social media and face-to-face communication, proves effective in reaching and influencing communicants; (3) the effects of communication can be seen from the increase in public participation and awareness of population administration policies. To ensure greater success in policy implementation, government stakeholders need to adopt more targeted and interactive communication utilizing easily accessible media and ensuring the policy messages are delivered clearly. Optimizing public communication by strengthening the role of actors and using appropriate media is expected to increase the effectiveness of policy implementation at the Population and Civil Registration Service of South Sulawesi Province.

KEYWORDS

public communication, population administration, media, communicator, policy implementation, Indonesia

1 Introduction

Policy implementation is a crucial stage in the public policy process that determines whether the goals and objectives of the policy can be achieved. Many policies fail due to a lack of effectiveness in their implementation in the field. As past studies have shown, communication is one of the main factors that influence the success of policy implementation (Nixon, 1980; Gelders et al., 2007; de Vries, 2020; Smith et al., 2022). In this context, policy

communication includes various aspects, namely the role of actors or communicators, the messages conveyed, the use of media, the role of communicants as recipients of services, and the effects or impacts produced. Effective communication between the actors involved in this policy can increase understanding, cooperation, and acceptance from the community.

Policy communicators or actors are the parties responsible for conveying policy messages to implementers in the field and to the broader community. These actors can consist of policymakers, government officials, and frontline officers directly involved in implementing the policy. Research shows that the effectiveness of policy implementation is greatly influenced by the communicator's ability to convey information that is clear and understandable to all stakeholders (Cairney and Kwiatkowski, 2017; Brick et al., 2018; Intemann, 2023; Sianturi and Megasari, 2023). Actors who are able to bridge the gap between policy objectives and reality in the field have a greater chance of optimizing policy implementation.

The message conveyed in the policy must be clear, consistent, and on target. The policy message includes the content of the policy itself, technical instructions, and policy objectives that must be understood by both implementers and the community (Michela et al., 2022; Rauh, 2023). Lack of clarity or ambiguity in the message can lead to misunderstandings at the implementer or community level (Leitch and Davenport, 2003; Kellner et al., 2022; von der Wense and Hoffmann, 2023; Wang and Ziano, 2023), which ultimately hinders policy implementation. Therefore, policy messages must be formulated simply but comprehensively so that they can be well received and understood.

The media, both traditional and digital media, play an essential role in disseminating policy-related information to the public. Proper use of media can expand the reach of policy communication and ensure that all levels of society can access the information conveyed. The media not only functions as a channel for conveying policy messages but also as a tool for monitoring and evaluating policy implementation (Happer and Philo, 2013; Roth-Cohen and Avidar, 2022). The existence of social media, in particular, has opened up an interactive space for the public to engage in policy discussions, provide feedback, and report on policy implementation in the field (Davis, 2015; Sarjito, 2023; Walsh et al., 2024).

The communicant or recipient of policy services is very important in policy implementation. The community, as the beneficiary of the policy, does not only act as a passive party that receives the message but can also be an active actor in determining the success of policy implementation (Kim and Shim, 2020; Grey and Severin, 2022; Stjernholm, 2022). The level of acceptance, participation, and understanding of the community toward the policy greatly influences the extent to which the policy can be adequately implemented. Suppose the communicant does not receive sufficient information or does not understand the policy correctly. In that case, the policy implementation can be hampered, or the target cannot be achieved.

The effects or impacts of policy communication include the extent to which the policy message is received and internalized by the policy recipient and how this affects their behavior in supporting the implementation of the policy. The resulting communication effects can be in the form of increased awareness,

changes in attitudes, or increased community participation in the policy. The desired effect is for the communicant to understand the policy's objectives and actively participate in its implementation, which ultimately contributes to the policy's success.

This study is interested in seeing the role of public communication variables (role of actors, messages, media, and communicants) in the implementation of public policy of the Population and Civil Registration Service (PCRS) of South Sulawesi. Taking 61 respondents between 2023 and 2024, this quantitative research utilizes a descriptive approach to attain a more nuanced understanding of the nexus between public communication and government policy implementation at the regional level. As previously mentioned, past studies have indicated the growing role of public communication variables in determining the successful implementation of policies. Nevertheless, rather than presuming the impact of such variables, this study directly investigates the perceptions of policymakers and those receiving public communication messages from the government to determine the extent of the effects generated by public communication strategies.

South Sulawesi is one of the largest provinces in Indonesia. At the center of the province is Makassar, a metropolitan city striving for development and infrastructural changes. The region has seen a consistent increase in population. The South Sulawesi Central Bureau of Statistics recorded a population of 9,463,390 in 2024. As seen in Table 1, this amount has significantly increased from initially accumulating to 8 million in 2010. The agency investigated for this study, the PCRS, would need to deploy innovative public communication strategies to ensure that regional government policies can be adopted, leading to a clearer understanding of the role of the agency and how the general community can engage with the PCRS programs.

TABLE 1 Population of South Sulawesi between 2010 and 2024.

Year	South Sulawesi population
2010	8.034.780
2011	8.156.130
2012	8.250.020
2013	8.342.050
2014	8.432.160
2015	8.512.610
2016	8.598.600
2017	8.674.370
2018	8.748.050
2019	8.819.550
2020	9.073.510
2021	9.156.860
2022	9.260.070
2023	9.362.290
2024	9.463.390

Source: South Sulawesi Central Bureau of Statistics (BPS, 2025).

2 The nexus between public communication and government policy implementation: the state of existing literature and the gap in studies

Past studies agree that public communication impacts the success of government policy implementation. In a study made in 2007, public communication was found to be an effective tool for government stakeholders to disseminate the government's policy intentions (Gelders et al., 2007). Besides that, public communication is also viewed as a means to counter distrust from society, leading to greater public acceptance of the policymakers' constructed policies (Alon-Barkat, 2020; Kim and Shim, 2020). Gelders and Ihlen, however, warned that governments must use public communication with caution to ensure that the disseminated information does not fall under the category of state propaganda (Gelders and Ihlen, 2010).

Indeed, the growing discourse on the nexus between government roles and the use of advanced information technology methods falls under the discourse of E-government and citizen participation. As studies in the recent years have opinionated, the discussion should focus on how digital inclusion within public official's communication strategies elevates the success rate of a government departments future programs (Chohan and Hu, 2022; Tokovska et al., 2023). Nevertheless, a major theme within this discourse has been the two-way interaction process of E-government and the citizen's response toward those forms of communication. The argument posed is that E-government's success must consider the way citizens response to those online communication modes, which would ultimately determine the rate of the public communication's success in the future (Tejedo-Romero et al., 2022; Distel and Lindgren, 2023; Benlahcene et al., 2024).

Nevertheless, a prominent theme within the nexus between public communication and government policy implementation is the variables that determine the success of public communications. As for the current status quo, the variables introduced earlier, such as the role of actors, messages, media, and communicants, continue to be the dominant themes that determine public communications' success under the context of government policy implementation. However, unlike the approach taken by this study, studies have not thoroughly assessed the impact of those four variables simultaneously and opted to investigate the influence of one or several variables separately. For example, within the context of the role of messages in government public communications, Grey and Severin, 2022 argued how the content of Australia's public communication toward its multilingual public is hampered by the lack of government consideration toward the representation of diversities in the dissemination of public communications (Grey and Severin, 2022). The study, therefore, indicates the significance of messages as a determinant of public communications' success made by government officials.

Another discourse that has attracted considerable academic attention is the media used to disseminate public communication. Most have looked at the study cases of social media and assessed the impact of governments' digital initiatives on the success of policies (Ho and Cho, 2017; Yuan et al., 2023). It is argued that social media is an effective tool to reach out to the general public and to increase the trust of the youth as the majority of users of the media platform (Al-Omouh et al., 2023; Moss and Edwards, 2024). Other studies

have also highlighted the continued relevance of existing media, such as televised news, for government agencies (Stjernholm, 2022).

The approaches taken in past studies are united by the common question of achieving effective government public communication. Most studies have looked at the crisis during COVID-19, with researchers arguing the elements that led to the success or failure of state policymakers to curtail the public communication crisis (Hyland-Wood et al., 2021). Some studies concluded the significance of inclusive government communication (using different forms of media to reach out to the community) (Belabas, 2023) and the need to self-reflect on the variables that cause effectiveness and ineffectiveness of public communication efforts made by government stakeholders (Quy and Ha, 2018; Reynolds et al., 2020).

Regarding the empirical case assessed in this study, is there any research discussing public perceptions of employees and the community related to PCRS regarding what factors influence public communication? As of the writing of this study, no study made a direct inquiry into the matter. Past studies, written mainly by Indonesian scholars, have only touched on several prominent themes concerning public communication and government policy implementation. Most studies have observed the theme of roles, looking at the impact of public communication on the effectiveness of government policy implementations. Studies looked at public communication's impact on developing rural areas, opening up collaboration with locals, achieving good governance social new programs, understanding controversial laws, as well as to bridge communication with less-educated backgrounds (Nurati, 2016; Iswahyudi, 2017; Hidayat and Sahara, 2021; Aprilia, 2022; Wijaya et al., 2023; Lailin et al., 2024).

A prominent theme explored in Indonesia's public communication is the growing role of social media. Studies all agree that social media holds a pivotal role in disseminating information for public officials due to its broad reach (Sarjito, 2023), the impression of transparency within a state's governance (Yovinus, 2018), and as a means of advancing the image of government stakeholders (Hidayat and Wenggi, 2022; Trisilia and Pebriana, 2023). This discourse alone directly contributes to the global discourse on the role of media, especially more recent government initiatives to digitally disseminate their policies.

What is the current understanding of public communication's role in government policy implementation under the context of South Sulawesi? Several observations have taken different empirical case studies to assess the nexus; however, the lack of studies has led to a shallow understanding of the region. Public communications' role in the South Sulawesi Provincial Maritime and Fisheries Service Office was argued to hold an immense role in determining the success of regional government policy implementation (Mahmud et al., 2024). Syarif and Unde discussed the role of communications in local government sectors related to natural disasters (Syarif and Unde, 2024). Meanwhile, Ashara et al. study assessed the role of the Regional Development Planning, Research, and Development Agency of South Sulawesi (Ashara et al., 2022).

After a review of the existing studies under the general context of public communication and government policy implementation and focusing on Indonesian empirical cases, this study provides the following research novelties. First, none discusses the role of public communication in the context of South Sulawesi's PCRS. The PCRS is

essential, as it provides necessary administrative services to the approximately 9 million citizens of the region, relating to birth certificates, national identity cards, and family cards. It also considers the recent initiatives for digitalization and the unique diversity within South Sulawesi, allowing for the assessment of the government's public communication strategies impactful toward the discourse.

Second, this study directly inquires about the subjects of those conducting government public communication and those on the receiving end. Therefore, it refrains from assuming the variables are influential as it does not take a literature review approach or use existing secondary data. Third, its impact on the general discourse is that past studies have not explicitly addressed, checked, or validated the effect of the four variables simultaneously. Existing studies have only assessed one or several variables separately, making this study reveal unique insights into the nexus between public communication and government policy implementation.

3 Research method

3.1 Type of research

This study uses a quantitative approach to examine public communication through the role of actors, messages, media, communicants, and effects on policy implementation at the (PCRS) of South Sulawesi Province. The quantitative approach was chosen because it is able to provide a numerical picture of the relationship between variables, including the role of actors, communication media, messages delivered, public responses (communicants), and the effects of communication on policy implementation.

3.2 Research design

The research design used is a descriptive survey, where data is collected through a questionnaire designed to measure respondents' perceptions of the effectiveness of the communication model used in policy implementation. This survey aims to collect data that can be analyzed statistically to test the relationship between variables in the communication model.

3.3 Population and sample

The population in this study is the community who use the services of the (PCRS) of South Sulawesi Province, including employees and related stakeholders. The research sample was determined using a random sampling technique, where respondents were randomly selected from the community who interact directly with the service. The sample was 61 respondents, considering the geographical and demographic distribution to obtain representative results. The random sampling method used was important for this study, considering the hundreds and thousands of South Sulawesi citizens that utilize the PCRS service. Therefore, the aim is to ensure that selection bias does not occur, leading this study not to undertake a region-based focus or divide the samples based on demographic background. Doing so confirms the finds of Sirwan Ahmed, arguing that this method "makes the process fair for every person to have an

equal opportunity to be selected without any bias" (Ahmed, 2024, p. 3). Unfortunately, due to the technical challenges, it was not possible to retrieve more than the number of respondents determined, as many declined to participate in the study.

3.4 Research instrument

The main instrument used in this study was a closed questionnaire designed to measure various aspects of communication, such as:

- a Actor Role: Measuring actors' credibility, competence, and involvement in delivering policies.
- b Message: Measuring the community's clarity, relevance, and absorption of policy messages.
- c Media: Measuring the effectiveness of the communication media (social media, face-to-face, brochures, etc.).
- d Communicants: Measuring the level of community understanding, acceptance, and participation.
- e Communication Effect: Measuring changes in public perception or behavior related to implemented policies.

The questionnaire used a 5-point Likert scale, where respondents were asked to state their level of agreement with statements related to each variable.

3.5 Data collection technique

Data were collected through direct surveys by distributing questionnaires to selected respondents. The survey was conducted face-to-face and online to reach respondents across various South Sulawesi Province regions. Before distribution, a pilot test was performed to ensure the validity and reliability of the research instrument.

3.6 Data analysis techniques

The collected data were analyzed using descriptive and inferential statistical techniques. Descriptive statistical techniques are used to describe the data distribution, such as the mean, median, and frequency distribution of each variable studied. Inferential analysis was conducted to test the relationship between variables, primarily through linear regression and correlation tests, in order to determine the influence of the role of actors, messages, media, communicants, and effects on policy implementation.

Validity tests are conducted to ensure that the measurement instrument measures what is intended, while reliability tests are conducted to ensure the consistency of the measurement results. Meanwhile, a linear regression test is used to see the independent influence of each variable (actor, message, media, and communicant) on the dependent variable (policy implementation). The correlation test, on the other hand, measures the extent to which the relationship between variables in the communication model affects policy implementation (Table 2).

TABLE 2 Statistical test of the actor role variable on the implementation of public policy at the PCRS of South Sulawesi Province.

Model		Unstandardized coefficients		Standardized coefficients	t	Sig.	Collinearity statistics	
		B	Std. Error	Beta			Tolerance	VIF
1	(Constant)	22.451	16.927		1.326	0.190		
	X1	−0.091	0.395	0.031	0.231	0.818	0.328	3.052

Source: Primary Data (2024).

3.7 Research hypothesis

This study tests the hypothesis that aspects of the communication model, such as the role of actors, messages, media, communicants, and communication effects, significantly influence the effectiveness of policy implementation at the (PCRS) of South Sulawesi Province.

- a H1: The role of actors in public communication significantly affects policy implementation.
- b H2: The message delivered has a significant effect on policy implementation.
- c H3: The communication media used significantly affects policy implementation.
- d H4: The communicant (community) significantly affects policy implementation.
- e H5: The effect of communication has a significant effect on policy implementation.

4 Results and discussion

4.1 The influence of the role of actors (communicators on policy implementation) at the PCRS of South Sulawesi Province

In public services at the PCRS, the main actors in public communication are the PCRS employees, who are responsible for serving the community. They act as information providers and administrators of population administration, making ID cards, birth certificates, death certificates, and family cards (DISDUKCAPIL, 2025a). This actor's role is to provide administrative services and build effective interpersonal relationships with the community (DISDUKCAPIL, 2025b). Other actors involved are regional leaders or heads of services who determine policies and procedures carried out by staff. In addition, external supervisors, such as the Ombudsman or public service supervisory institutions, are responsible for ensuring that the communication process takes place transparently and in accordance with the provisions (Ombudsman, 2025).

Based on the results of statistical tests, it was found that the actor's role (communicator) variable was not significant in influencing the implementation of public policies at the Population and Civil Registration Service of South Sulawesi Province, as shown in the following table.

Statistical tests for the variable of the actor's role in the implementation of public policy at the PCRS of South Sulawesi Province showed insignificant results. Based on the model data, the unstandardized coefficient (*B*) for variable X1 is −0.091 with a standard error of 0.395, producing a *t* value of 0.231 with a significance

(Sig.) of 0.818. Because the *p*-value (0.818) is more significant than the commonly used significance level (e.g., 0.05), it can be concluded that the variable of the actor's role (X1) does not have a significant effect on the implementation of public policy. In addition, the tolerance value of 0.328 and the VIF (Variance Inflation Factor) of 3.052 indicate no significant multicollinearity problem in this model because the VIF value is below 10, which suggests no significant relationship between the independent variables.

Overall, these results indicate that the actor's role in question does not significantly contribute to implementing public policy at the agency. Factors such as lack of understanding of the policy, limited communication skills, minimal socialization, technical constraints, public resistance, unsupportive organizational culture, lack of support from leaders, policy complexity, and lack of adjustment to local conditions and one-way communication can hinder the role of communicators. Therefore, improvements in training, communication infrastructure, and a more inclusive communication approach are needed so that policies can be implemented effectively.

As past studies have shown, communicators who do not understand the details of the public policy being implemented will have difficulty in conveying messages clearly and accurately (Kellner et al., 2022; Rauh, 2023; Sianturi and Megasari, 2023). This lack of understanding can be caused by minimal training or briefings given to them regarding the goals, objectives, and mechanisms of the policy. The inability of communicators to explain the policy adequately to the public can lead to misunderstandings, confusion, or even resistance to the policy.

Poor communication skills are equally impactful to hamper public communications (Beard, 2018; Torres et al., 2023). Public communicators with poor communication skills, such as an inability to speak clearly, overly technical language, or an uninteresting delivery style, can make the policy difficult for the audience to understand. Inadequate communication skills can also worsen public perception of the policy, making the public feel ignored or confused.

4.2 Influence of messages on policy implementation at the PCRS of South Sulawesi Province

Public communication plays an essential role in ensuring the success of public policy implementation, including in the context of public services carried out by the PCRS of South Sulawesi Province. One of the most influential aspects of public communication is the message conveyed to the public. The message conveyed by PCRS must be designed in a language that is easily understood by various levels of society. In South Sulawesi, which has diverse social, cultural, and educational backgrounds (Mattulada, 1982), messages about

population administration procedures, such as making ID cards, birth certificates, and family cards, must be conveyed clearly and in familiar language. Messages that are unclear or use technical terms that are too complicated can cause the public to fail to understand the process required (van der Bles et al., 2020; Paxton et al., 2021; Sauer et al., 2021), which ultimately hinders the implementation of the policy.

The influence of public communication through messages is considerable in implementing public policies at the PCRS of South Sulawesi Province. Clear, appropriate, consistent messages disseminated through the right media will help the public understand the policy well and support its implementation. On the other hand, inappropriate or poorly understood messages can hinder policy implementation, slow down the administrative process, and cause dissatisfaction among the public. Therefore, the PCRS must continue improving its public communication strategies to ensure policies can be accepted and implemented effectively. Table 3 shows the statistical test of message variables in the empirical case investigated.

Based on Table 3, it can be understood that public communication through messages on implementing public policy at the PCRS of South Sulawesi Province has an effect. Statistical tests for the message variable on the implementation of public policy show significant results. Based on the model data, the unstandardized coefficient (*B*) for the message variable is 1.250 with a standard error of 0.351, producing a *t* value of 3.561 with a significance (Sig.) of 0.001. Because the *p*-value (0.001) is smaller than the commonly used significance level (0.05), this indicates that the message variable significantly influences the implementation of public policy.

In addition, the standardized beta value of 0.458 indicates a moderate relationship between messages and policy implementation. The tolerance value of 0.351 and VIF of 2.850 also indicate no significant multicollinearity problem because the VIF value is far below the threshold of 10. Overall, these results suggest that the message is a variable that contributes significantly to influencing the implementation of public policy at the PCRS of South Sulawesi Province (Table 4).

The importance of messages in implementing public policy, especially at the PCRS, cannot be ignored. Messages are the primary tool in conveying information, guidance, and procedures related to policies to the public and related parties. Clear and easy-to-understand messages ensure that the public can understand what they need to do regarding population administration services such as making ID cards, birth certificates, or changes in population status. Ambiguity in conveying information can lead to misunderstandings, neglect, or failure to follow established procedures.

For every new policy implemented by the PCRS, effective and targeted messages can help in the process of policy socialization. This involves delivering information through various media, such as social media, official websites, flyers, or advertisements in the mass media.

Good socialization makes policies more easily accepted by the public. A well-delivered message can encourage active participation from the public in following the established policies or procedures. For example, an announcement regarding the e-KTP service delivered clearly and effectively can increase public enthusiasm to take care of their population documents on time (Sari, 2023; Sinambela, 2024).

In the context of the PCRS, not only the public but also internal employees need precise information. A good message helps in coordination between sections, clarifying the tasks, responsibilities, and steps that must be taken by officers in the field to implement the policy effectively. Messages are central in implementing public policy because they serve as a bridge between policy and the public. A compelling message ensures that the policy can be appropriately implemented, understood by the public, and accepted without significant obstacles.

4.3 The influence of media on policy implementation at PCRS of South Sulawesi Province

The influence of public communication through media on implementing public policies at the PCRS of South Sulawesi Province is significant, especially in conveying important information to the public regarding population services. The media acts as the primary channel to bridge information between the government and the public, and the effectiveness of communication through media greatly determines the success of implementing public policies, especially in the population administration sector. The media allows for the dissemination of information widely and quickly so that the public can easily access public policies related to population services. In South Sulawesi Province, print, electronic, and digital media are essential for the PCRS to convey announcements regarding policy changes, new procedures, or administrative requirements (DISDUKCAPIL, 2025c, 2025b).

Through mass media such as television, as well as digital media such as official websites and social media, the PCRS can reach various levels of society, from urban areas to remote areas. Rapidly disseminating information allows the public to find out about policy changes immediately and can immediately take action in accordance with applicable provisions.

Digital media, such as websites and social media platforms (Facebook, Instagram, and Twitter), have provided better accessibility to the public (Happer and Philo, 2013; Al-Omouh et al., 2023; Yuan et al., 2023). The South Sulawesi PCRS, for example, utilizes its official website and online service applications to provide information related to public services (DISDUKCAPIL, 2025a). This media allows the public to access information anytime and anywhere without coming

TABLE 3 Statistical test of message variables on the implementation of public policies at the PCRS of South Sulawesi Province.

Model		Unstandardized coefficients		Standardized coefficients	<i>t</i>	Sig.	Collinearity statistics	
		<i>B</i>	Std. Error	Beta			Tolerance	VIF
1	(Constant)	22.451	16.927		1.326	0.190		
	Message	1.250	0.351	0.458	3.561	0.001	0.351	2.850

Source: Primary Data (2024).

TABLE 4 Statistical test of media variables on public policy implementation at the PCRS of South Sulawesi Province.

Model		Unstandardized coefficients		Standardized coefficients	t	Sig.	Collinearity statistics	
		B	Std. Error	Beta			Tolerance	VIF
1	(Constant)	22.451	16.927		1.326	0.190		
	Media	0.540	0.385	0.108	1.403	0.166	0.972	1.029

Source: Primary Data (2024).

directly to the PCRS office. With better access to information, the public can more easily understand new policies, download the necessary forms, or get complete instructions on their administrative procedures. This high accessibility accelerates the policy implementation process and increases the effectiveness of public services.

Statistical tests for media variables on public policy implementation at the PCRS of South Sulawesi Province showed insignificant results. Based on the model data provided, the media variable's unstandardized coefficient (*B*) is 0.540 with a standard error of 0.385, which produces a *t* value of 1.403 with a significance (Sig.) of 0.166. Because the *p*-value (0.166) is more significant than the commonly used significance level (0.05), it can be concluded that the media variable does not significantly affect public policy implementation. In addition, the standardized beta value of 0.108 indicates a relatively weak relationship between media and policy implementation. The tolerance value of 0.972 and VIF of 1.029 also indicate the absence of significant multicollinearity problems because the VIF value is far below the threshold of 10. Overall, these results suggest that the media does not significantly influence public policy implementation at the PCRS of South Sulawesi Province.

4.4 Influence of communicants on policy implementation at the PCRS of South Sulawesi Province

Communicants, as recipients of messages in the public communication process, play an essential role in the success of public policy implementation at the PCRS of South Sulawesi Province. The interaction between the government as a communicator and the community as a communicant is key to ensuring that public policies can be understood, accepted, and implemented correctly. The influence of communicants in public communication includes how they receive, respond, and act based on the policy information provided, which directly impacts the effectiveness of policy implementation.

The level of communicant understanding of public policy dramatically influences how the policy is implemented. The South Sulawesi PCRS, in implementing policies such as making ID cards, family cards, or birth certificates, must ensure that the community understands the policy's requirements, procedures, and benefits. If communicants do not understand the policy clearly, there is a risk of errors in the administrative process or negligence in meeting the requirements, which can hinder policy implementation.

Differences in education, language, and literacy levels among the people of South Sulawesi are a challenge in themselves (Mattulada, 1982, 2014). Therefore, the PCRS needs to adjust its communication

style so that all groups can accept policy messages, including simple language and more detailed explanations if necessary. Active participation of communicants greatly determines the extent to which policies can be implemented effectively. Public policies related to population services can only be successful if the community actively implements them. For example, for policies related to the creation of electronic ID cards, the community must actively submit applications and complete the required documents.

The results of statistical tests for the communicant variable on the implementation of public policy at the PCRS of South Sulawesi Province in Table 5 showed significant results. Based on the model data, the unstandardized coefficient (*B*) for the communicant variable is 968 with a standard error of 0.307, producing a *t* value of 3.155 with a significance (Sig.) of 0.003. Because the *p*-value (0.003) is smaller than the significance level of 0.05, it can be concluded that the communicant variable significantly affects public policy implementation.

In addition, the standardized beta value of 0.540 indicates a reasonably strong relationship between communicants and policy implementation, where the better the understanding and involvement of communicants, the greater the likelihood that the policy will be implemented successfully. The tolerance value of 0.198 and the VIF of 5.048 indicate moderate multicollinearity but are still within reasonable limits (VIF values below 10). This suggests that there is no serious multicollinearity problem in this model, although further attention is needed to ensure more accurate results.

Overall, these results indicate that communicants significantly influence the success of public policy implementation. Consequently, this shows the importance of understanding and involving the parties who receive the policy in the implementation process so that the policy can run effectively. The communicant's trust in the government has a significant influence on the success of public policy implementation (Alon-Barkat, 2020). In South Sulawesi, if the public does not believe that the policies implemented by PCRS will benefit them, they may not actively participate in the population administration process. This distrust can arise from previous experiences, such as if the public has experienced slow or non-transparent services.

Communicants who believe in government policies and institutions tend to be more proactive in implementing existing policies. Therefore, good, transparent, and open public communication is needed to build and maintain public trust in the Population and Civil Registration Service. The level of understanding, participation, response, trust, openness to change, and the willingness of communicants to follow procedures directly impact how effectively public policies can be implemented. Therefore, the PCRS must continue to strive to build effective communication with the community, ensure that policy information is well received, and listen

TABLE 5 Statistical test of communicant variables on the implementation of public policies at the PCRS of South Sulawesi Province.

Model		Unstandardized coefficients		Standardized coefficients	t	Sig.	Collinearity statistics	
		B	Std. Error	Beta			Tolerance	VIF
1	(Constant)	22.451	16.927		1.326	0.190		
	Communicant	968	0.307	540	3.155	0.003	0.198	5.048

Source: Primary Data 2024.

to feedback to improve the policy implementation process in the future.

4.5 Influence of effects on policy implementation at the PCRS of South Sulawesi Province

The effects of public communication greatly influence how policies in the population sector are received, understood, and implemented by the public. The effects resulting from public communication can be in the form of changes in public understanding, attitudes, and behavior, which ultimately determine the success of policy implementation (McGuire, 1984; Tummers, 2019). In South Sulawesi Province, the PCRS must ensure that people from various social backgrounds and educational levels can understand the message conveyed. Suppose public communication succeeds in creating a positive cognitive effect. In that case, the public will have better knowledge of the policy so that they can follow the procedures correctly and avoid administrative errors.

If the public has a good perception of the policies implemented, they will be more willing to comply with the rules and follow the administrative process. For example, a policy related to creating electronic ID cards accompanied by a message regarding the document's importance for various public needs can encourage the public to take care of the document immediately. Conversely, if the message is ineffective, the public may be skeptical or even reject the policy, ultimately hindering policy implementation.

For example, suppose the PCRS holds a campaign to raise awareness about the importance of having a birth certificate for children. In that case, the expected effect is an increase in the number of birth certificate registrations in various districts and cities in South Sulawesi. Effective public communication will change people's behavior from being ignorant of the document to being proactive in taking care of it. This behavioral effect is the ultimate goal of good public communication, where people voluntarily and consciously follow the policies implemented.

The results of statistical tests for the effect variable on the implementation of public policy at the PCRS of South Sulawesi Province, as seen in Table 6 show that this variable does not significantly affect policy implementation. Based on the model data, the unstandardized coefficient (*B*) for the effect variable is 0.277 with a standard error of 0.321, producing a *t* value of 0.862 with a significance (Sig.) of 0.392. Because the *p*-value (0.392) is more significant than 0.05, it can be concluded that the effect variable does not significantly affect the implementation of public policy.

In addition, the standardized beta value of 0.122 indicates a relatively weak relationship between the effect and policy implementation. This suggests that although the effect may affect policy implementation, the influence is not strong enough to be a significant determining factor in the context of the PCRS of South Sulawesi Province. The tolerance value of 0.289 and the VIF of 3.458 indicate moderate multicollinearity in this model. However, the VIF value of less than 10 means that multicollinearity is not a significant problem in this analysis.

Overall, these results indicate that the effect, in this case, does not contribute significantly to the implementation of public policy in the agency. Therefore, other factors may have a more significant influence on the success of public policy implementation at the PCRS of South Sulawesi Province. The influence of public communication on public policy implementation includes essential aspects such as public understanding, attitudes, behavior, trust, and awareness. Public policy can be implemented more effectively when public communication creates positive effects in these five aspects. Conversely, if communication does not achieve the desired effect, policy implementation can be hampered due to a lack of understanding, negative attitudes, or low public participation (Blumler, 2018; Shakirova et al., 2018).

4.6 Influence of public communication through the role of actors (communicators), messages, media utilization, communicants (service recipients), and effects on policy implementation at the PCRS of South Sulawesi Province

Public communication is a crucial element in policy implementation. Effective communication involves various main components, such as the role of actors (communicators), messages, media utilization, communicants (service recipients), and the effects. The synergy of these components directly influences how policies can be understood, accepted, and implemented by the community. The following is a discussion of the influence of each element on policy implementation.

Actors or communicators, in the context of the PCRS, are parties who convey policy information to the public, such as service employees, heads of services, or related officials. The role of communicators is vital in ensuring that policy messages are conveyed clearly and accurately. Communicators must have good communication skills, understand policies in depth, and be able to adapt to community needs (Radwan and Mousa, 2020; Hyland-Wood

TABLE 6 Statistical test of effect variables on the implementation of public policies at the PCRS of South Sulawesi Province.

Model		Unstandardized coefficients		Standardized coefficients	t	Sig.	Collinearity statistics	
		B	Std. Error	Beta			Tolerance	VIF
1	(Constant)	22.451	16.927		1.326	0.190		
	Effects	0.277	0.321	0.122	862	0.392	0.289	3.458

Source: Primary Data (2024).

et al., 2021; Jamalullail et al., 2023; Love et al., 2023). Actors who do not play an optimal role or do not understand the policies conveyed can confuse the public and hinder policy implementation. Conversely, when communicators play an active and responsive role in conveying information, the public will find it easier to understand the policy and be motivated to participate.

Messages are the core of public communication conveyed by actors to the public. In the context of implementing public policy, messages must be formulated clearly, simply, and easily understood by various levels of society. In the PCRS, messages about population policies, such as procedures for making ID cards, birth certificates, and family cards, must include complete and relevant information. Messages conveyed effectively will help the public understand what they must do to comply with the policy, thereby minimizing administrative errors (Kellner et al., 2022; Sianturi and Megasari, 2023). Unclear or incomplete messages can lead to misunderstandings, ultimately hindering policy implementation. Therefore, using appropriate language and formulating appropriate messages are essential so that policies can be implemented effectively.

Media is a means used to convey policy messages to the public. The PCRS can use various media types, ranging from mass media, such as television and radio, to social media and official websites. The proper media selection greatly influences how widely the policy message reaches and how well it is received by the public (Gu et al., 2011). Studies have shown that social media, for example, this media can reach the younger generation and people who more often access information online, while radio and television can be effective in reaching people in remote areas who may have less access to the internet (Wolfsfeld et al., 2013; Davis, 2015; Sarjito, 2023). Effective media use will accelerate the dissemination of policy information so that policy implementation can run more smoothly and quickly. Conversely, if the media used is inappropriate or inadequate, the policy message may not reach the public, ultimately hindering policy implementation.

Communicants or service recipients are the targets of public policy. Their understanding, attitude, and response to the message conveyed play an essential role in determining the success of policy implementation. Communicants who understand the policy and feel that the policy is relevant and helpful will be more likely to participate in the administrative process, such as promptly taking care of population documents. However, if the communicants do not understand the policy or feel that it is complicated or useless, their participation will be low. The PCRS must pay attention to the diverse characteristics of the communicants, ranging from education-level access to information to preferences for the media used. This way, communication can be adjusted so that each communicant gets

information that suits their needs and that policy implementation can run better.

The effects of public communication are related to the impacts resulting from the delivery of policy information, both in the form of public understanding, attitudes, and behavior. The expected effects of good public communication are increased public understanding of the policy, the formation of a positive attitude toward the policy, and actions in accordance with the policy. If public communication creates a positive effect, such as the public understanding and following administrative procedures properly, then policy implementation will run smoothly. Conversely, if the effects produced are negative, such as public confusion or non-compliance, then policy implementation will be hampered (Kellner et al., 2022). Therefore, the PCRS needs to monitor and evaluate the effects of each public communication to ensure that the policy can be implemented properly.

The results of the simultaneous statistical test in Table 7 show that the regression model that tests the influence of several independent variables (X5, X3, X1, X2, X4) on the implementation of public policy at the Population and Civil Registration Service of South Sulawesi Province has significant results and can explain variations in the dependent variable.

- 1 Coefficient of Determination (R^2): The R-value of 0.825 indicates that this regression model has good predictive power because a high R^2 reflects a strong relationship between the independent and dependent variables. More specifically, the R^2 of 0.680 (or 68%) indicates that 68% of the variation in public policy implementation can be explained by the independent variables used in the model (X5, X3, X1, X2, X4). The remaining 32% of the variation is likely explained by other factors not included in the model.
- 2 Adjusted R^2 : The Adjusted R^2 value of 0.651 indicates that the model remains relevant despite adjustments to the number of independent variables. Adjusted R^2 is more conservative than regular R^2 and provides a more accurate picture of the model's fit to the data.
- 3 Model Significance (F Change and Sig. F Change): The F test shows that the model as a whole is significant, with an F Change value of 23.404 and a p -value (Sig. F Change) of 0.000. Because this p -value is smaller than 0.05, it can be concluded that the regression model is simultaneously (overall) significant and at least one of the independent variables (X5, X3, X1, X2, X4) influences the implementation of public policy. In other words, the combination of these variables influences the agency's implementation of public policy.

TABLE 7 Simultaneous statistical test.

Model	<i>R</i>	<i>R</i> square	Adjusted <i>R</i> square	Std. Error of the estimate	Change statistics				
					<i>R</i> square change	<i>F</i> change	df1	df2	Sig. <i>F</i> change
1	0.825 ^a	0.680	0.651	5.96019	0.680	23.404	5	55	0.000

^aPredictors: (Constant), X5, X3, X1, X2, X4.

Source: Primary Data (2024).

4 Standard Error of the Estimate: The Standard Error of the Estimate value of 5.96019 indicates the average standard deviation between the value predicted by the model and the actual observed value. Although this model is quite good at explaining data variation, some prediction errors can still occur, but the value is relatively low, indicating a reasonably accurate prediction.

Overall, the results of this simultaneous statistical test indicate that the regression model involving variables X5, X3, X1, X2, and X4 is able to explain most of the variation in public policy implementation, and this model is overall significant in predicting the results of policy implementation at the PCRS of South Sulawesi Province. Public communication through the role of actors, messages, media utilization, communicants, and effects significantly influences policy implementation. Each communication element is interrelated in ensuring that policies can be accepted, understood by the public, and appropriately implemented. With good planning and implementation of public communication, public policy can run more effectively and efficiently and benefit the community.

5 Conclusion

How do the public and employees perceive public communication concerning the PCRS of South Sulawesi? Past studies have argued the importance of several variables in determining the success of a government institution's public communication. The variables include the use of different media, the communication strategies of the actors, the message conveyed, and various elements relevant to the communicants. As an integral aspect of the region's administrative work, the PCRS's role in ensuring that it disseminates effective public communication is integral to better administrative management of the region's approximately 9 million population.

The results of the 61 questionnaires reveal some unique insights into the perception of the PCRS. The variable role of the actor (communicator) is not significant in influencing the implementation of public policy at the PCRS of South Sulawesi. Factors such as lack of understanding of policies, limited communication skills, minimal socialization, technical constraints, public resistance, unsupportive organizational culture, lack of support from leaders, policy complexity, and lack of adjustment to local conditions and one-way communication can hinder the role of communicators.

Meanwhile, the influence of public communication through messages is considerable in implementing public policies at the PCRS of South Sulawesi Province. The importance of messages in implementing public policies cannot be ignored as they are perceived as the primary tool in conveying information, guidelines, and policy procedures to the public and related parties.

Public communication through the media has an influence of 10.8% on implementing public policies at the PCRS of South Sulawesi Province. The impact of public communication through the media on the implementation of public is significant, especially in conveying important information to the public regarding population services. The media acts as the primary channel to bridge information between the government and the public, and the effectiveness of communication through the media greatly determines the success of implementing public policies, especially in the population administration sector.

Communicants, as recipients of messages in the public communication process, play an essential role in the success of the implementation of public policies in the region. The interaction between the government as a communicator and the public as a communicant is the key to ensuring that public policies can be understood, accepted, and appropriately implemented. The influence of communicants in public communication includes how they receive, respond, and act based on the policy information provided, which directly impacts the effectiveness of policy implementation.

Last, the influence of public communication on the implementation of public policies includes essential aspects such as public understanding, attitudes, behavior, beliefs, and awareness. Public policies can be implemented more effectively when public communication creates positive effects in these five aspects. Conversely, if communication does not achieve the desired effect, policy implementation can be hampered due to a lack of understanding, negative attitudes, or low public participation. Public communication through the role of actors, messages, media utilization, communicants, and effects significantly influences policy implementation at the PCRS of South Sulawesi Province. Each communication element is interrelated in ensuring that policies can be accepted, understood by the public, and implemented correctly.

Data availability statement

The raw data supporting the conclusions of this article will be made available by the authors without undue reservation.

Ethics statement

The studies involving humans were approved by Universitas Hasanuddin Ethics Committee Institutional Review Board. The studies were conducted in accordance with the local legislation and institutional requirements. The participants provided their written informed consent to participate in this study. Written informed

consent was obtained from the individual(s) for the publication of any potentially identifiable images or data included in this article.

Author contributions

SK: Conceptualization, Data curation, Formal analysis, Funding acquisition, Investigation, Methodology, Project administration, Resources, Software, Validation, Visualization, Writing – original draft, Writing – review & editing. MS: Writing – original draft, Writing – review & editing, Supervision. MA: Supervision, Writing – original draft, Writing – review & editing. BP: Conceptualization, Writing – original draft, Writing – review & editing.

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