

Government Organizational Communication in Improving the Quality of Public Services in Jayapura City (A Case Study of Heram District)

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Abstract

This study analyzes the organizational communication strategy of the Heram District Government in improving public service quality in Jayapura City and identifies supporting and inhibiting factors affecting communication effectiveness. The study employed a descriptive qualitative approach with a field case-study orientation. Data were obtained through in-depth interviews, direct observation, and documentation. Four informants were involved: the Head of Heram District, the Head of the General Services Section, a public-service staff member, and a community service user. Data validity was examined through source triangulation, while analysis involved data reduction, data presentation, and conclusion verification. The findings were interpreted using the Planning, Organizing, Actuating, and Controlling (P.O.A.C.) framework. The planning function existed through annual service planning, but communication objectives, target audiences, standardized messages, media choices, and communication performance indicators were not formally documented. Organizing was supported by a clear formal structure, yet communication flows remained strongly dependent on leadership directives, without a specific communication SOP. Actuating relied mainly on face-to-face interaction, which supported interpersonal closeness but created repeated explanations and inconsistent information. Controlling was the weakest function because communication evaluation, complaint documentation, and communication performance indicators were not systematically available. Supporting factors included social closeness, friendly staff, contextual experience, meetings, WhatsApp communication, and information boards. Inhibiting factors included limited human resources, incomplete information media, non-standardized messages, weak documentation, and limited evaluation. The study concludes that more systematic, documented, and integrated organizational communication is needed to support consistent, efficient, and responsive public services.

Keywords

Organizational communication; Public service; P.O.A.C.; Communication strategy; Heram District; Jayapura



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INTRODUCTION

Public institutions exist to serve citizens, and the quality of public service is closely related to how government organizations communicate internally and externally. Public service requires not only administrative procedures but also clear,

timely, responsive, and understandable information. Organizational communication therefore becomes part of the service process because employees must coordinate tasks, interpret instructions, explain procedures, respond to questions, and receive feedback from service users. In public organizations, communication is also connected with coordination, accountability, and the consistency of information delivered to citizens (Gaol, 2018; Wiryanto, 2020).

Strategic communication in an organization involves determining objectives, identifying audiences, developing messages, selecting communication channels, and coordinating the actors responsible for implementation. Strategic planning provides a direction for organizational action and helps align individual activities with institutional goals (Allison & Kaye, 2015). In government organizations, this planning function is particularly important because service users need information that is accurate, consistent, accessible, and relevant to their administrative needs. Communication that depends only on individual initiative may be effective in particular interactions, but it can also produce inconsistency when procedures or messages are not standardized.

The communication process also depends on organizational structure and coordination. Daft (2018) emphasizes the role of organizational design and coordination in facilitating the exchange of information and collective action, while Robbins and Judge (2021) view communication as a process through which information and understanding are exchanged among individuals and groups. Vertical communication, horizontal coordination, leadership direction, and informal communication channels can therefore influence how quickly and accurately service information moves through an organization. Research listed in the thesis also highlights communication planning, organizational structure, leadership, interpersonal competence, digital media, and evaluation as relevant dimensions of communication in public organizations (Ginting, 2023; Harun, 2021; Hidayat, 2020; Yuliana, 2024).

In the context of public services, communication problems can directly affect the citizen experience. Incomplete information can require citizens to return to a service office, inconsistent explanations can create uncertainty, and weak feedback mechanisms can make recurring problems difficult to identify. Studies cited in the thesis discuss the importance of effective communication models, interpersonal communication, public information management, complaint evaluation, and communication reform in improving public service processes (Dewi, 2022; Farida, 2023; Lestari & Haryono, 2023; Rahim, 2023; Mulyadi & Yusuf, 2025).

Communication is consequently not merely a supporting activity but part of the organizational mechanism through which service quality is experienced by citizens.

Heram District is one of the administrative districts in Jayapura City. The thesis describes Heram as a heterogeneous area consisting of Indigenous Papuan residents and urban residents from various regions, with substantial demand for administrative services. The district consists of three urban villages and two villages and has a total area of 63.20 km². Its service functions include administrative and community services that require coordination among the district leadership, sections, and frontline staff. In this setting, organizational communication is important because employees must coordinate internally while providing understandable information to citizens.

The research problem emerged from field observations reported in the thesis, which identified communication-related issues in public service at Heram District. Employees were observed to vary in their communication style and responsiveness, while citizens sometimes lacked sufficient information about service procedures before arriving at the office. The study therefore focuses on two questions: (1) how does the Heram District Government organize its communication strategy to improve public service quality? and (2) what factors support and hinder organizational communication in the delivery of public services? The study aims to analyze the communication strategy through the P.O.A.C. framework and identify the supporting and inhibiting factors affecting service communication.

METHODS

This study used a descriptive qualitative approach with a field-research orientation. The approach was selected because the research sought to describe and interpret organizational communication practices, experiences, and interactions in their natural service setting. The research was conducted at the Heram District Government Office in Jayapura City, Papua. The site was selected because of the intensity of public administrative services and the heterogeneous characteristics of the community described in the thesis.

The informants consisted of three key informants and one supporting informant. The key informants were the Head of Heram District, the Head of the General Services Section, and a public-service staff member. The supporting informant was a community member who used services at the district office. Key informants were selected purposively because of their roles and knowledge of organizational communication, while the community informant was selected from service users

present at the research location. The interview guide covered the four P.O.A.C. dimensions and the community's experience of receiving service information.

Primary data were obtained through in-depth interviews and direct observation, while secondary data were obtained from relevant documents and records. The interview material addressed communication planning, internal coordination, service-message delivery, communication media, supervision, complaints, and community experience. Observation was used to examine service interactions and communication practices in the field. Documentation was used to complement interview and observation findings.

Data validity was examined through source triangulation by comparing information obtained from different informants and combining interview, observation, and documentary evidence. Qualitative analysis followed the stages described in the thesis: data reduction, data presentation, and conclusion verification. The findings were then organized according to the P.O.A.C. framework—Planning, Organizing, Actuating, and Controlling—and interpreted in relation to organizational communication and public service concepts.

FINDINGS AND DISCUSSION

Table 1. Research Informants

Informant	Role	Contribution to the Study
Key informant 1	Head of Heram District	Policy, planning, organizational structure, and managerial communication
Key informant 2	Head of General Services Section	Operational service communication, coordination, SOPs, and evaluation
Key informant 3	Public-service staff	Frontline communication practices, technical constraints, and information flow
Supporting informant	Community service user	Experience, accessibility, consistency, and responsiveness of service information

4.1 Planning: Communication Planning

The planning function was present at the institutional level through annual service planning, but communication planning had not been developed as a specific, written, and measurable component of the service plan. The Head of Heram District explained that annual service plans were prepared, while communication activities largely followed work habits and staff experience. The absence of a dedicated communication plan meant that communication objectives, target audiences, core

service messages, media choices, and communication performance indicators were not formally documented.

4.2 Organizing: Organization of Communication

The formal organizational structure of Heram District was clear, with defined positions for the district head, secretary, section heads, and service staff. However, the clarity of the formal structure was not matched by a standardized communication system. The flow of information was strongly dependent on leadership direction, and staff often waited for instructions before communicating externally. The district did not have a specific communication SOP defining who should deliver service information, how information should move between units, and how important communication should be documented.

4.3 Actuating: Communication in Service Delivery

Service communication was dominated by direct face-to-face interaction between employees and citizens. This approach supported interpersonal closeness and allowed employees to respond directly to questions, but it also created inefficiency because similar explanations had to be repeated for different service users. The absence of standardized service messages meant that explanations could differ according to the employee's understanding and experience. The information board existed but did not contain all service types and requirements, while pamphlets, brochures, and the district website were not used optimally. As a result, citizens frequently depended on direct oral explanations after arriving at the office.

4.4 Controlling: Communication Supervision and Evaluation

The controlling function was the weakest component. The district had not established a systematic mechanism for evaluating communication effectiveness. There were no dedicated communication evaluation instruments, formal complaint records, or communication performance indicators. Complaints were generally handled orally and informally. Service monitoring tended to focus on whether an administrative document had been completed rather than on whether the communication process had been clear, consistent, and satisfactory. This limited the organization's ability to identify recurring communication problems and use them as evidence for continuous improvement.

4.5 Supporting Factors

Several factors supported communication. First, social closeness between employees and the community facilitated trust and made information exchange

easier. Second, employees were described as friendly and willing to explain procedures directly. Third, the experience of service staff helped them understand common problems and the communication characteristics of local service users. Fourth, internal meetings and WhatsApp groups supported rapid information exchange among employees. Fifth, the information board provided a basic external communication channel, although its content remained incomplete.

4.6 Inhibiting Factors

The main inhibiting factors were limited service personnel, incomplete communication media, absence of standardized service messages, weak documentation, and limited communication evaluation. The small number of service staff increased the communication workload, particularly when many citizens arrived simultaneously. Incomplete information media made citizens dependent on oral explanations. Non-standardized messages created a risk of inconsistent information, while the lack of formal complaint and evaluation records made it difficult to identify patterns and establish corrective actions.

Table 2. Summary of Organizational Communication Findings Based on the P.O.A.C. Framework

P.O.A.C. Dimension	Main Finding	Implication for Public Service
Planning	Annual service planning exists, but communication objectives, audiences, standardized messages, media plans, and indicators are not formally documented.	Communication remains reactive and citizens may receive information only after visiting the office.
Organizing	Formal structure is clear, but communication roles and information flows are not standardized; no dedicated communication SOP exists.	Information depends on leadership direction and may not reach employees consistently.
Actuating	Face-to-face communication dominates; staff are friendly and responsive, but service messages and external media are incomplete.	Interpersonal interaction is helpful but repeated explanations reduce efficiency and may produce inconsistent information.
Controlling	Communication evaluation,	Recurring

ng	complaint documentation, feedback instruments, and communication indicators are not systematically available.	communication problems are difficult to identify, measure, and correct.
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4.7 Integrated Discussion

The findings indicate that the four P.O.A.C. functions were present to different degrees. Planning existed at the level of general service administration, but communication planning had not been separated and documented as a strategic function. This distinction is important because a service plan does not automatically constitute a communication plan. Strategic planning requires clarity about objectives, audiences, activities, resources, and implementation direction (Allison & Kaye, 2015). In Heram District, the lack of a written communication plan resulted in a reactive pattern in which citizens often received information only after arriving at the office. This finding is consistent with the thesis literature review emphasizing the importance of communication planning in public bureaucracy (Pratama, 2021).

The organizing findings show a gap between formal organizational structure and communication organization. A clear hierarchy provides a basis for responsibility, but it does not by itself guarantee a reliable information flow. Organizational communication also requires mechanisms that connect roles, coordinate activities, and preserve information across units (Daft, 2018; Hidayat, 2020). At Heram District, reliance on leadership directives and the absence of a communication SOP meant that information could be delayed or interpreted differently. The WhatsApp group helped speed up internal communication, but because messages could be mixed with other conversations and were not formally archived, it did not fully function as a controlled information system. This reflects the dual character of informal digital communication: it can be fast and flexible while remaining weaker in documentation and control (Rahayu, 2021).

The actuating findings demonstrate that interpersonal communication is a major strength but also a source of inefficiency when it is the dominant channel. Direct interaction allows employees to adapt explanations to individual citizens and supports a friendly service atmosphere. The community informant described staff as willing to explain procedures, which supports the role of interpersonal communication in frontline services (Lestari & Haryono, 2023). However, the absence of standardized messages and complete information media means that employees repeatedly perform the same explanatory work. The result is a service process that is

relationally responsive but systemically less efficient. This finding supports the broader thesis discussion that communication quality depends not only on the communicator's attitude but also on message consistency and the availability of appropriate media.

The controlling findings reveal the most substantial organizational weakness. Evaluation was focused on service completion rather than on the communication process that accompanied the service. Without complaint records, feedback instruments, and communication indicators, the organization has limited evidence for identifying recurring information problems. The thesis literature also emphasizes communication supervision and complaint evaluation as mechanisms for organizational learning (Andriani, 2025; Rahim, 2023; Wicaksono, 2022). In this case, the absence of systematic controlling prevents the results of service communication from being fed back into planning. Consequently, the P.O.A.C. cycle is incomplete: weaknesses identified during implementation are not consistently documented and returned to the planning stage.

The supporting factors demonstrate the importance of social and interpersonal resources in a public-service organization. Social closeness can facilitate trust, while friendly and experienced staff can adapt explanations to local conditions. This finding is compatible with the thesis literature emphasizing social factors, communication competence, and leadership in public organizations (Lano, 2022; Ginting, 2023; Yuliana, 2024). The role of local experience is particularly relevant in a heterogeneous district where citizens may differ in familiarity with administrative procedures. Such strengths provide a foundation on which a more formal communication system can be developed rather than replaced.

The inhibiting factors show that communication quality is also constrained by organizational capacity. Limited personnel increase the burden on frontline staff, while limited media reduce citizens' access to information before visiting the office. Weak digital infrastructure and underused digital channels further restrict opportunities for proactive communication. Studies cited in the thesis identify digital information management and transformation as relevant to contemporary public services, including in Papua (Farida, 2023; Wenda & Samori, 2024). The findings from Heram District therefore point toward a gradual transition from a communication model centered on face-to-face interaction toward a more integrated model that combines direct interaction with standardized written and digital information.

Taken together, the findings suggest an integrated communication model for Heram District. Planning should define communication objectives, target audiences,

standardized service messages, selected channels, and measurable indicators. Organizing should assign communication responsibilities, establish a communication SOP, and create a documented information flow. Actuating should combine face-to-face service with complete information boards and accessible written or digital materials. Controlling should record complaints, gather feedback, review communication performance, and feed the results into the next planning cycle. Such integration would preserve the district's existing interpersonal strengths while reducing the inconsistency and inefficiency associated with an overly informal communication system.

Table 3. Supporting and Inhibiting Factors

Category	Factors Identified in Heram District	Observed Effect
Supporting	Social closeness with residents; friendly staff; staff experience; internal meetings; WhatsApp group; information board.	Builds trust, accelerates internal coordination, and helps staff adapt explanations to citizens.
Inhibiting	Limited service staff; incomplete information media; no standardized service messages; weak documentation; limited evaluation.	Increases staff communication workload, creates information inconsistency, and limits continuous improvement.

4.8 Implications for an Integrated Communication Model

Based on the findings, the communication model that emerges from the study is not a replacement of face-to-face service but an integration of interpersonal and system-based communication. Planning should produce a documented communication plan linked to annual service targets. Organizing should establish communication responsibilities, an SOP, and a reliable internal information flow. Actuating should combine direct service interaction with complete written and digital information. Controlling should collect complaints and feedback and use them as evidence for subsequent planning. The model preserves the existing social strengths of Heram District while addressing the weaknesses created by informal and undocumented communication practices.

CONCLUSION

The study concludes that organizational communication in the Heram District

Government is functioning but has not yet been managed as a systematic and integrated service function. In the planning dimension, annual service planning exists, but specific communication objectives, audiences, messages, media strategies, and indicators are not formally documented. In organizing, the formal structure is clear, but communication remains highly dependent on leadership direction and lacks a dedicated communication SOP. In actuating, face-to-face interaction is effective for interpersonal engagement but is inefficient when used as the primary source of service information, particularly because standardized messages and complete external media are limited. Controlling is the weakest dimension because communication evaluation, complaint documentation, feedback instruments, and communication performance indicators are not systematically available.

The main supporting factors are social closeness with the community, friendly and experienced staff, internal meetings, WhatsApp communication, and basic information boards. The main inhibiting factors are limited human resources, incomplete service information media, non-standardized messages, weak documentation, and limited evaluation. The practical implication is that Heram District can strengthen service quality by integrating communication planning into annual service planning, establishing a communication SOP, standardizing service messages, expanding accessible information media, and documenting complaints and feedback. These measures should build on the district's existing interpersonal strengths while creating a more consistent and measurable communication system.

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