

Complaint Service Delivery through SAPA 129 at the Regional Technical Implementation Unit for Women and Child Protection in North Sulawesi Province

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ABSTRACT

The study focuses on the low use of the SAPA 129 digital complaint channel in comparison with direct reporting, even though violence against women and children remains a serious public issue, and digital complaint services are expected to provide safer, faster, and more accessible reporting mechanisms. Using a descriptive qualitative approach, the original research gathered data through interviews, observation, and documentation involving provincial officials, UPTD PPA personnel, SAPA 129 operators, service users, and community representatives. This research reorganizes the research result into the structure of an academic journal research and strengthens the presentation of findings through adapted tables and research result-based figures. The findings show that the service has functioned relatively well in terms of officer responsiveness and service procedure. Officers are able to receive complaints, verify identity and chronology, conduct initial assessment, and direct follow-up according to the needs of victims. Nevertheless, the use of SAPA 129 remains very low because public knowledge of the service is limited, socialization is uneven and intermittent, some users still prefer face-to-face interaction, the number of operators is insufficient, and internet connectivity sometimes disrupts the digital service process. The study argues that SAPA 129 should not be treated merely as a technological channel, but as a human-centered protection service that requires a communication strategy, adequate staffing, reliable infrastructure, inter-agency coordination, privacy assurance, and a hybrid service model. Strengthening the service, therefore, requires simultaneous improvement in outreach, staff capacity, digital infrastructure, case-management coordination, and community trust.

Keywords: complaint service, digital public service, North Sulawesi SAPA 129, UPTD PPA, women and child protection.

INTRODUCTION

Violence against women and children remains one of the most urgent social and administrative problems in Indonesia. It is not only a criminal or family matter, but also a public problem because the state has a duty to guarantee protection, recovery, access to justice, and safe complaint mechanisms for vulnerable citizens. This research begins from this public-service concern. Women and children who experience violence often face layered barriers: fear of retaliation, shame, dependence on the perpetrator, limited information about available services, distance from service offices, and anxiety about whether their identities will remain confidential. These barriers make the complaint stage crucial because the complaint is the entry point for further case management, counselling, referral, legal assistance, and protection.

North Sulawesi Province has responded to this mandate through the Regional Technical Implementation Unit for Women and Child Protection, hereafter referred to as UPTD PPA. The unit receives complaints, conducts case outreach, coordinates referrals, provides assistance, and collaborates with relevant institutions in handling violence against women and children. In addition to direct reporting at the office, the government has also promoted SAPA 129, or Sahabat Perempuan dan Anak 129, as a complaint channel designed to make reporting easier and safer. Through hotline, WhatsApp, website, and digital complaint mechanisms, SAPA 129 is expected to reduce barriers for victims who cannot or do not want to come directly to the office.

The significance of SAPA 129 becomes stronger when viewed from the psychology of victims. For victims of gender-based and child-related violence, the first act of reporting is often emotionally difficult. A digital or telephone channel can provide an initial space for victims to speak without immediately confronting an office environment, a public waiting room, or unfamiliar officials. Ideally, such a channel should be confidential, free, responsive, and available at all times. In administrative terms, it represents the digitalization of complaint management. In social terms, it represents an attempt to make state protection more approachable for vulnerable people.

However, the research result reveals a strong gap between the ideal role of SAPA 129 and its actual utilization in North Sulawesi. Data from the 2024 performance report of the provincial agency show that direct reporting dominated complaint submission, while SAPA 129 accounted for only a small proportion of complaints. The research result notes that 92 percent of complaints were submitted directly at the office, while only 3 percent came through SAPA 129. Other channels included outreach and referrals. This gap is analytically important because it suggests that the existence of a digital channel does not automatically produce digital access. The problem is not simply the availability of technology, but the broader ecosystem that determines whether people know, trust, and use the channel.

This research therefore examines the SAPA 129 complaint service as a public-service and administrative problem. The central issue is why the use of SAPA 129 remains low compared with direct reporting and what determinant factors shape the use of the service. The analysis is based on the original research result, which studied service capability, human resources, facilities and infrastructure, socialization, direct-interaction needs, technology infrastructure, and the availability of personnel.

The research is guided by three related arguments. First, the effectiveness of a complaint service is not measured only by the presence of a formal service channel, but by whether the channel is known, accessible, trusted, responsive, and supported by competent personnel. Second, digital complaint services for women and children require a victim-sensitive approach because the

users are often in a vulnerable psychological and social position. Third, digitalization in public service must be understood as institutional transformation rather than a narrow technological project. It requires human resources, communication strategy, network stability, standard procedures, coordination, and continuous evaluation.

The scholarly contribution of this research lies in its analysis of digital complaint service utilization in a local Indonesian protection system. Previous studies of complaint services often emphasize procedural compliance or case handling, while this study highlights the interaction between digital access, human-centered service, victim psychology, socialization, staffing capacity, and infrastructure reliability. Practically, the research offers policy directions for UPTD PPA and the provincial government to improve SAPA 129 as part of an integrated protection system for women and children.

The remainder of the research is organized as follows. The theoretical framework reviews public administration, public service quality, digital public service, complaint management, SAPA 129, and human-centered protection service. The method section explains the qualitative approach used in the research result. The findings section presents the empirical results through tables and figures adapted from the research result. The discussion interprets the findings using relevant theories and formulates a strengthening strategy. The conclusion summarizes the main results, practical implications, and recommendations.

THEORETICAL FRAMEWORK

Public administration provides the broad conceptual foundation for understanding SAPA 129. Contemporary public administration is no longer limited to routine bureaucratic work; it involves policy implementation, service delivery, inter-organizational coordination, accountability, responsiveness, and the management of public value. In the perspective of good governance, administration must be transparent, accountable, participatory, equitable, effective, and responsive (Natalia, 2022). This means that a complaint service for women and children is not only a technical unit but also an expression of the state's responsibility to protect citizens whose vulnerability prevents them from accessing ordinary administrative channels easily.

The development of public administration theory also explains why complaint services must be citizen-centered. Traditional administrative approaches emphasize hierarchy, rule compliance, and procedural order, while newer approaches such as New Public Service emphasize service to citizens, democratic values, and public trust (Denhardt & Denhardt, 2003). In the context of SAPA 129, the user cannot be treated simply as a client who submits a form; the user may be a victim who needs safety, empathy, confidentiality, and immediate guidance. Therefore, service design must combine administrative order with human sensitivity.

Public service theory is directly relevant because SAPA 129 is a government service intended to meet the public need for complaint handling and protection. Public service is defined as an organized activity by public institutions to fulfil citizens' needs through goods, services, or administrative assistance in accordance with law and public responsibility (Lestari & Santoso, 2022). A complaint service is especially important because it functions as a channel through which citizens can communicate harm, dissatisfaction, or urgent need to the state. When a complaint mechanism is weak, protection policies can become inaccessible even if legal frameworks already exist.

Service quality theory offers a useful framework to analyze how SAPA 129 performs. The SERVQUAL model identifies five dimensions of service quality: tangibles, reliability,

responsiveness, assurance, and empathy (Parasuraman, Zeithaml, & Berry, 1988). Tangibles refer to physical and technological facilities. Reliability means the ability to deliver promised service consistently. Responsiveness refers to the willingness and speed of officers in helping users. Assurance concerns competence, safety, confidentiality, and trust. Empathy refers to individualized and caring attention. For a complaint service involving violence against women and children, responsiveness, assurance, and empathy are especially critical because delay, distrust, or insensitive communication can discourage victims from continuing the reporting process.

Digital public service theory explains the promise and limitation of SAPA 129. Digitalization can expand access, reduce time costs, improve traceability, and strengthen data-based governance (Susilawati et al., 2024). However, digital service does not succeed merely because a platform exists. It requires reliable infrastructure, user-friendly channels, trained officers, clear standard operating procedures, secure data handling, and public literacy. Harsoyo and Amanatin (2025) argue that digital governance must combine a technology-based approach with a citizen-based approach. This is highly relevant to SAPA 129 because the service must be technologically functional and emotionally acceptable for victims.

Complaint management theory also highlights that service complaints must be received, recorded, verified, classified, responded to, referred, monitored, and evaluated (Yahya & Setiyono, 2022). In the protection sector, complaint management is more complex than ordinary administrative complaints because it may involve trauma, physical danger, family conflict, legal process, and inter-agency referral. The effectiveness of complaint management therefore depends on whether the service has a clear flow, whether operators can assess needs, and whether case follow-up is coordinated among UPTD PPA, police, health services, social services, psychologists, legal aid, and other actors.

The definition of SAPA 129 reinforces this integrated perspective. SAPA 129 is a national complaint service developed by the Ministry of Women Empowerment and Child Protection to facilitate reports of violence against women and children. It functions through hotline 129, WhatsApp, online forms, and related channels. It is not only a reception desk for complaints, but also part of a case-management system that may include clarification, initial assessment, referral, outreach, mediation, shelter access, and victim assistance (Rahma et al., 2022). Therefore, SAPA 129 is best understood as a digital entry point into a broader protection ecosystem.

Human resource theory is also necessary because the research result shows that staffing is a determinant factor. Service quality is shaped by the competence, workload, motivation, and role clarity of implementers. Spencer and Spencer (1993) define competence as a combination of knowledge, skills, and attitudes that affects performance. In SAPA 129, competence includes knowledge of procedures, digital operation, communication with victims, emotional sensitivity, confidentiality, and referral pathways. Dessler (2017) adds that competence must be developed through recruitment, training, experience, and continuous capacity building. If only one operator handles many tasks, even a competent operator may face workload pressure that affects service speed and consistency.

The theory of organizational effectiveness helps interpret whether SAPA 129 reaches its intended goals. Drucker (2007) emphasizes that effectiveness concerns doing the right things and achieving intended results. For SAPA 129, the intended result is not merely the operation of a hotline, but increased access to safe complaint handling and faster protection for victims. If the channel exists but remains poorly known or rarely used, organizational effectiveness is partial. The service may function internally but fail to achieve its broader public purpose.

Finally, a hybrid service perspective is relevant. Digital service is important, but not all citizens prefer or are able to use digital channels. Some victims need direct interaction because they require emotional reassurance, face-to-face explanation, or immediate accompaniment. Wargadinata and Tendean (2024) note that digital service adoption varies according to digital literacy, infrastructure, geography, trust, and user comfort. Therefore, the appropriate model for SAPA 129 is not digital-only, but hybrid: digital channels should provide safe initial access, while direct services should remain available for cases requiring deeper assistance.

METHOD

This research on the SAPA 129 complaint service at UPTD PPA of North Sulawesi Province. A qualitative descriptive design is appropriate because the study seeks to understand how a service is implemented, how actors interpret its strengths and constraints, and why users continue to prefer direct reporting. The focus is not statistical measurement but rich description of service capability, staffing, infrastructure, and determinant factors affecting service utilization.

The research site was the Regional Technical Implementation Unit for Women and Child Protection in North Sulawesi Province, located within the institutional framework of the provincial agency responsible for women empowerment and child protection. The unit is relevant because it is the local service node that receives complaints and responds to cases involving women and children. The research result also examined SAPA 129 as the digital complaint channel connected to national protection policy and local complaint handling.

Data were gathered through interviews, observation, and documentation. The research result involved informants connected with the provincial agency, UPTD PPA, SAPA 129 operation, service implementation, and community-side knowledge. Documentation included organizational structure, data on complaint channels, standard operating procedures, staffing data, and tables of interview findings. Observation supported understanding of facilities, service flow, and operational realities. The combination of sources allowed triangulation between formal documents, interview perceptions, and actual service conditions.

Data analysis followed the interactive qualitative model of Miles, Huberman, and Saldana, which consists of data condensation, data display, and conclusion drawing/verification (Miles, Huberman, & Saldana, 2014). The research result organized findings by sub-focus: accessibility of service information, responsiveness, service process, officer competence, adequacy of human resources, facilities and infrastructure, and determinant factors such as socialization, direct interaction needs, technology infrastructure, and staffing. This research uses the same empirical categories while rewriting them into a journal structure.

The trustworthiness of the study was strengthened through source triangulation and method triangulation. Interview statements were compared with documentation, while data about complaint channels and staffing were interpreted alongside field observations. In this research, tables and figures are adapted from the research result to make the findings more visible and analytically persuasive. The adaptation does not change the substantive meaning of the research result findings; it reorganizes them for publication-style presentation. See table 1.

Table 1. Research design adapted from the research result

Element	Description
Research approach	Descriptive qualitative study
Research site	UPTD PPA Provinsi Sulawesi Utara and SAPA 129 complaint service
Data collection	Interview, observation, and documentation
Analytical model	Data condensation, data display, and conclusion drawing/verification (Miles, Huberman, & Saldana, 2014)
Main focus	Low utilization of SAPA 129 compared with direct reporting and the determinant factors influencing its use

RESULTS AND DISCUSSION

The findings show that SAPA 129 in North Sulawesi has a meaningful institutional presence but remains underutilized as a digital complaint channel. The service has officers, procedures, supporting facilities, and a connection to broader protection policy. Nevertheless, direct reporting remains dominant. The empirical picture is therefore not one of complete failure, but of partial effectiveness: internal service processes are relatively organized, while external access and public utilization remain weak. See figure 1.



Figure 1. Distribution of complaint reports by channel in 2024

The first and most visible finding concerns the imbalance between direct and digital complaint channels. The research result records that direct reporting at the office reached 92 percent of complaints, while SAPA 129 accounted for only 3 percent. Referrals represented 4 percent and outreach 1 percent. This gap is important because it shows that the public still relies heavily on face-to-face reporting despite the availability of a digital complaint channel. It also indicates that the problem is not merely technical availability but public knowledge, confidence, and habit.

The low use of SAPA 129 is striking because the digital channel should have several advantages for victims. It can reduce travel costs, provide early psychological distance from direct institutional interaction, preserve confidentiality, and enable faster first contact. Yet these advantages have not translated into high utilization. The research result therefore identifies a service-access paradox: the channel intended to increase access is itself not sufficiently accessed. This paradox becomes the central empirical problem of the study.

The second finding concerns accessibility of service information. Interview summaries show that socialization about SAPA 129 remains limited, uneven, and not continuous. Information is often delivered during certain activities or through general communication channels, but many community members do not yet know the existence, function, and steps of SAPA 129. Some informants indicated that they had not seen systematic socialization at the grassroots level. This weak information access directly affects utilization because people cannot use a service they do not know or do not understand.

The third finding is that responsiveness is relatively strong once reports enter the service system. Officers generally attempt to respond to reports quickly, register complaints, verify information, assess victim needs, and determine follow-up steps. This indicates that the internal service attitude of officers is not the primary weakness. The problem lies more in the low number of incoming digital complaints and the external factors that prevent people from using the channel. However, responsiveness can still be affected when staffing and infrastructure are insufficient.

The fourth finding concerns service procedures. The research result describes a structured flow in which a complainant contacts the channel, provides identity and chronology, submits supporting evidence, receives clarification from the operator, undergoes need assessment, and obtains follow-up according to the case. This indicates that the service has a procedural base and is not arbitrary. Procedures are important because violence complaints require consistency, confidentiality, and sensitivity. A clear procedure helps officers manage cases and helps victims understand what will happen after reporting.

The fifth finding concerns officer competence. Informants generally recognized that officers are able to operate the service, understand service flow, communicate with victims, explain procedures in understandable language, and show empathy. This competence is a strength of the service. It shows that the quality of the complaint process depends not only on technology but also on the human capacity of officers to communicate carefully with victims. In violence cases, technical competence must be accompanied by emotional competence because victims may be afraid, confused, or hesitant.

The sixth finding concerns the adequacy of human resources. The research result shows that SAPA 129 operation is constrained by the limited number of officers, with only one operator handling many service tasks in certain conditions. This creates a high workload and may affect waiting time, service speed, and the consistency of response. Although several informants stated that service remains good despite limited personnel, the pattern is institutionally risky. A protection service should not depend too heavily on one individual because complaints can occur at any time and may require simultaneous coordination.

The seventh finding concerns facilities and infrastructure. The research result indicates that facilities are generally available, but the quality and stability of internet connection remain problematic. In digital service, network stability is not an accessory; it is a core condition. When the network is unstable, report input, communication with victims, data verification, and coordination can be delayed. For a victim who finally has the courage to contact the service,

technical disruption can reduce confidence and may even discourage continuation of the complaint process.

Taken together, the findings reveal that SAPA 129 has procedural and human-service strengths but faces serious access and support-system weaknesses. The service is responsive when reached, but not sufficiently visible. Officers are competent, but staffing is limited. Facilities exist, but connectivity is unstable. The public need for protection is real, but many potential users still prefer or depend on direct interaction. See table 2, 3, 4 and figure 2.

Table 2. Complaint submission pattern and analytical interpretation

Complaint channel	Share of complaints	Analytical meaning
Direct reporting at UPTD PPA office	92%	Dominant channel; indicates reliance on face-to-face service and limited migration to digital reporting.
SAPA 129 digital service	3%	Very low utilization despite its potential as a safe and fast initial complaint channel.
Referral from PPA units/related institutions	4%	Shows inter-institutional linkages, but still smaller than direct reporting.
Outreach service	1%	Indicates limited proactive case outreach in the recorded data.



Figure 2. SAPA 129 complaint flow

Table 3. Summary matrix of key findings

Sub-focus	Indicator	Main empirical finding
Service capability	Information accessibility	Socialization remains limited, uneven, and not continuous; many citizens still do not know SAPA 129.
Service capability	Responsiveness	Officers generally respond actively, record reports, verify data, and direct follow-up based on victim needs.
Service capability	Service process	The complaint process follows a structured flow and is not considered complicated by officers.
Human resources	Officer competence	Officers have adequate knowledge, communication skills, and empathy, but need continuous training.
Human resources	Adequacy of personnel	The number of officers is limited; one operator may handle many tasks, creating workload pressure.

Facilities and infrastructure	Digital support	Facilities exist, but unstable internet connectivity disrupts input, communication, and timely response.
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Table 4. Strengths, weaknesses, and service implications

Strength	Weakness	Implication for SAPA 129
Responsive and empathetic officers	Weak public socialization	Service quality inside the unit is better than public visibility outside the unit.
Structured service procedure	Only a small proportion of complaints use SAPA 129	Digital channel has not yet become the preferred complaint entry point.
Existing digital and communication channels	Unstable internet connection	Technology infrastructure may undermine reliability.
Awareness of officer responsibility	Limited number of operators	Service depends too heavily on individual workload and commitment.
Potential confidentiality for victims	Many people still need direct interaction	Hybrid model is needed rather than a digital-only approach.

The findings can be interpreted through public administration and public service theories. From a public administration perspective, SAPA 129 demonstrates that institutional innovation does not automatically become public value. The channel exists, it is connected with national policy, and it is recognized by local institutions. Yet its value depends on whether citizens know it, trust it, and can use it when they need protection. This confirms the idea that administration is not only rule execution, but the organization of capacity, communication, and trust to solve public problems (Natalia, 2022).

The imbalance between direct reporting and SAPA 129 can be understood as an access problem. Access is not merely physical or technological. It includes awareness, perceived safety, digital literacy, emotional readiness, and confidence that the service will respond. A citizen may have a phone and network access but still not use SAPA 129 if she does not know the number, does not understand the service flow, fears exposure, doubts confidentiality, or believes that face-to-face reporting is more certain. Therefore, the low 3 percent utilization should not be read only as a technology failure; it is a communication, trust, and service-design problem.

From the SERVQUAL perspective, the service performs differently across dimensions. Responsiveness and empathy appear relatively strong because officers attempt to respond quickly and communicate carefully with victims. Reliability is moderate because procedures exist and cases are handled through a recognizable flow. Assurance is also present through confidentiality principles and officer competence, but it can be weakened when staffing is limited or when network disruption delays communication. Tangibles are the weakest dimension because technological infrastructure and socialization materials have not fully supported broad access. This unevenness explains why internal service quality can be adequate while public utilization remains low (Parasuraman, Zeithaml, & Berry, 1988).

The findings also support digital public service theory. Susilawati et al. (2024) argue that digital public service requires infrastructure, institutional readiness, and citizen engagement. In this case, SAPA 129 is formally digital, but the surrounding ecosystem is not yet strong enough. Digital channels require stable internet, trained operators, backup systems, data-security practices, and

active public communication. When these elements are incomplete, digitalization becomes partial. The platform exists, but the service does not yet operate as a robust digital public-service ecosystem.

The socialization problem is especially decisive. Socialization is often treated as a supporting activity, but in complaint services it is a core part of implementation. Without socialization, potential users do not know the existence, function, benefits, confidentiality, and procedure of the service. In violence cases, public communication must also reduce stigma and normalize help-seeking. A poster or occasional announcement is not enough. Communication must be repeated, localized, culturally sensitive, and linked with schools, churches, mosques, community groups, village governments, health facilities, and digital media. The goal is not only to promote a number, but to build the public belief that reporting is safe and useful.

The public preference for direct interaction must also be interpreted carefully. It should not be seen as resistance to modernization. For many victims, direct reporting may feel more certain because they can meet officers, explain the story, and receive immediate emotional confirmation. This is especially important when the case is complex or the victim is afraid. However, direct reporting also has limitations: it requires travel, time, courage to appear in public, and exposure to institutional space. Therefore, the appropriate direction is a hybrid service model. SAPA 129 should serve as an accessible first contact, while direct service should remain available for deeper assessment and assistance.

Human resource limitations show the classic administrative problem of capacity. One operator can maintain service only when complaint volume is low or when other duties are manageable. But a protection service should be prepared for sudden increases, urgent cases, simultaneous reports, and emotional labour. The research result shows that competence is adequate, but adequacy of personnel is not. This means that the problem is not only skill but staffing structure. Dessler (2017) emphasizes that human resource management must align job demands, staff capacity, training, and performance support. For SAPA 129, role division is needed among complaint reception, verification, data entry, case management, referral coordination, and follow-up monitoring.

The issue of workload also has ethical implications. Officers handling violence complaints are exposed to emotionally heavy narratives and urgent demands. If workload is excessive, burnout can reduce empathy and attention. In public services involving trauma, staff care is part of service quality. Training should therefore include not only technical operation but also trauma-informed communication, psychological first aid, confidentiality, data protection, referral coordination, and self-care for officers. Continuous mentoring is more important than one-time training because cases can vary and regulations can change.

Infrastructure constraints confirm that technology is a public-service resource. When internet connection is unstable, complaint processing can be delayed. In ordinary administrative services, delay is inconvenient; in violence complaints, delay can be dangerous. A victim may contact the service during a short moment of courage or safety. If the service fails at that moment, the victim may not try again. This shows that infrastructure reliability has human consequences. Digital public-service investment should therefore include not only hardware and software but also connectivity assurance, backup communication channels, offline recording options, and clear escalation procedures during technical disruption.

The institutional location of SAPA 129 also matters. SAPA 129 is linked to national policy, but actual case handling often depends on local UPTD PPA capacity and cross-sector coordination. Complaint services must connect with police, health services, shelters, legal aid, social workers,

psychologists, and local governments. If coordination is slow, the complaint channel becomes a receiving mechanism without sufficient follow-up power. Thus, service quality must be measured beyond the first response. It should include the speed and adequacy of referral, the continuity of assistance, and the ability to protect victims after the initial complaint.

The data also indicate a gap between technological promise and local acceptance. The presence of a national hotline can create the impression that service is already accessible. Yet local utilization depends on public familiarity and perceived relevance. In North Sulawesi, community-level communication should be strengthened through local languages, community leaders, religious institutions, schools, women's organizations, youth groups, and village structures. The message should be practical: what SAPA 129 is, who can report, what happens after reporting, whether it is confidential, what evidence is needed, whether reporting is free, and how victims will be protected.

Another important discussion concerns trust. Victims will use complaint services only if they trust that officers will listen, confidentiality will be respected, and reporting will not create new harm. Trust is built through consistent service experience, visible institutional commitment, public education, and testimonies that services actually work. In this sense, SAPA 129 must be promoted not only as a number but as a trusted pathway. The more people understand the pathway and see credible institutional responses, the more likely they are to use the channel.

The findings further demonstrate that service improvement should be integrated rather than sectoral. Increasing socialization without increasing staffing may create more reports than the unit can handle. Increasing staffing without improving socialization may not increase utilization. Improving internet without training officers may not improve victim experience. Therefore, strengthening SAPA 129 requires a package of reforms: public communication, staffing, capacity development, digital infrastructure, SOP reinforcement, data management, and inter-agency coordination. See figure 3, 4 and table 5.

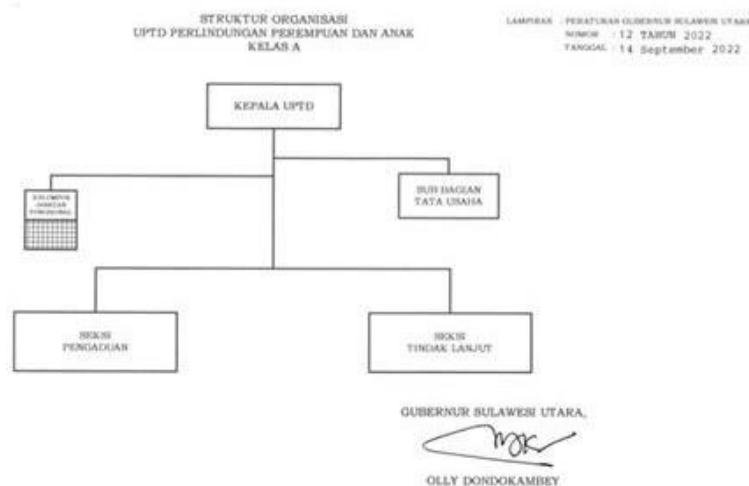


Figure 3. UPTD PPA organizational structure

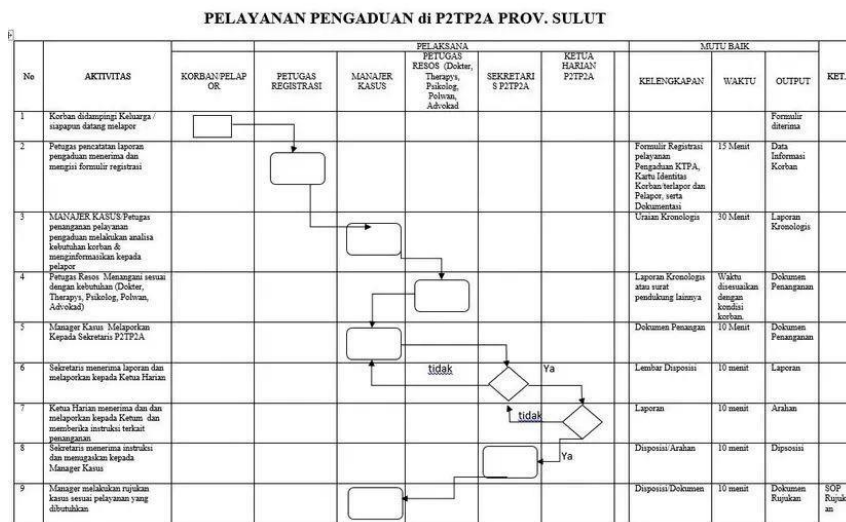


Figure 4. SOP of complaint service at UPTD PPA North Sulawesi

Table 5. Determinant factors and policy direction for SAPA 129

Determinant factor	Empirical condition	Theoretical interpretation	Strengthening direction
Socialization	Information about SAPA 129 is not evenly distributed and not continuous.	Digital service adoption requires public awareness, trust, and repeated communication.	Develop annual outreach plan, community-based campaigns, school and village dissemination, and social media strategy.
Need for direct interaction	Many users still prefer face-to-face reporting and reassurance.	Victim-sensitive service requires emotional assurance and human presence.	Use hybrid service: SAPA 129 as first contact, direct service for assessment and assistance.
Technology infrastructure	Internet instability can slow reporting, data input, and communication.	Tangibles and reliability in digital service depend on network and system readiness.	Improve connectivity, provide backup channels, and develop offline/temporary recording procedures.
Human resources	Competent officers exist, but staffing is limited and workload is high.	Service quality depends on competence, role clarity, and workload balance.	Add operators, divide roles, provide trauma-informed training and continuous mentoring.
Institutional coordination	Complaint handling requires referral and case-management networks.	Complaint service is an inter-organizational protection system.	Formalize coordination with police, health services, shelters, social workers, and legal aid.

Proposed Strengthening Model

Based on the findings and discussion, the research proposes a hybrid, human-centered, and digitally supported model for SAPA 129. The model starts from the assumption that victims need both easy initial access and human reassurance. Digital access is useful because it reduces distance and psychological barriers, but it must be supported by direct assistance, competent officers, confidentiality, and case-management coordination. Therefore, the model does not replace direct service with digital service; it integrates the two.

The first pillar is public communication and socialization. UPTD PPA and the provincial agency should formulate a continuous outreach plan rather than relying on incidental dissemination. The plan should include schools, villages, religious institutions, health facilities, community organizations, women's groups, social media, and local media. The message should be simple and repeated: SAPA 129 is free, confidential, available, and connected to follow-up assistance. Communication should also address stigma by emphasizing that reporting violence is a right and a form of protection.

The second pillar is service capacity. SAPA 129 requires sufficient operators and clear role distribution. At minimum, there should be separation between complaint reception, data input, initial assessment, referral coordination, and follow-up monitoring. Additional officers should be trained in trauma-informed communication, child-sensitive handling, confidentiality, digital operation, and crisis response. Capacity building should be continuous because the nature of cases and digital systems can change.

The third pillar is infrastructure reliability. Digital complaint service depends on stable internet, functioning devices, secure data systems, and backup channels. The provincial government should treat network support as a core service requirement. Backup procedures are also needed when the main system experiences disruption. This can include manual temporary logs, alternative internet providers, hotline redundancy, and clear rules for transferring data into the system once the connection returns.

The fourth pillar is integrated case management. SAPA 129 must connect smoothly with UPTD PPA case handling, police, health services, shelters, legal aid, psychologists, social workers, and relevant local institutions. This requires agreed referral protocols, contact persons, response-time standards, and periodic coordination meetings. Without integrated case management, a complaint channel may receive reports but fail to guarantee adequate protection.

The fifth pillar is monitoring and learning. The service should not only count complaints but also analyze patterns: who uses SAPA 129, from which areas, through which channels, at what time, for what types of cases, and what follow-up was given. User feedback should be gathered carefully and ethically. Evaluation should measure public awareness, response time, case completion, victim satisfaction, confidentiality, and service accessibility. Through monitoring, SAPA 129 can become a learning system rather than a static hotline. See table 6

Table 6. Integrated strengthening strategy for SAPA 129 complaint service

Pillar	Main actions	Expected service effect
Public communication	Continuous socialization through schools, villages, religious institutions, local media, social media, and women/child protection networks.	Higher public awareness and stronger willingness to report.

Human resource capacity	Add operators, divide roles, provide regular technical and trauma-informed training.	Faster response, reduced workload pressure, and improved victim-sensitive communication.
Infrastructure reliability	Improve network stability, provide backup channels, maintain devices and data systems.	More reliable reporting and stronger public confidence in digital service.
Hybrid service design	Position SAPA 129 as first contact and UPTD direct service as deeper assessment and assistance route.	Better fit between digital access and the need for direct emotional reassurance.
Integrated case management	Strengthen coordination with police, health services, shelters, social workers, psychologists, and legal aid.	More complete protection and faster follow-up after complaint submission.
Monitoring and learning	Analyze complaint patterns, response time, follow-up quality, and user feedback.	Evidence-based service improvement and accountable governance.

Practical and Scholarly Implications

The practical implication of the study is that the provincial government should treat SAPA 129 as a strategic protection infrastructure, not as an auxiliary complaint channel. When only 3 percent of reports are submitted through SAPA 129 while direct reporting reaches 92 percent, the policy question is no longer whether the service exists, but whether the service has become meaningful in the daily knowledge and behaviour of citizens. A strategic approach requires the government to set measurable targets for increasing awareness and use, for example through annual public communication plans, periodic evaluation of channel utilization, and coordination with district and city UPTD PPA units so that the same message about SAPA 129 is delivered consistently across the province.

The study also implies that public outreach should be redesigned as a protection intervention. Socialization is often understood as information dissemination, but in the case of violence against women and children it is also a method of reducing fear, shame, and silence. Outreach materials should explain that victims will not be blamed, that confidentiality is protected, that reporting is free, and that officers will guide the next steps. Communication should avoid bureaucratic language and should use simple messages, local examples, and trusted community channels. Religious leaders, school counsellors, village officials, health workers, youth organizations, and women's organizations can function as bridges between the service and potential users.

For UPTD PPA, the findings imply the need for a workload-based staffing policy. The presence of one operator may appear sufficient when the number of digital complaints is low, but this condition can become a trap because low utilization hides the real capacity gap. If socialization succeeds, reports may increase, and the current staffing pattern may become inadequate. The unit should therefore anticipate growth by preparing a team-based operator system, including primary operator, backup operator, case recorder, referral coordinator, and supervisor. This structure would reduce dependency on one person and create institutional continuity when officers are absent, transferred, or overloaded.

Capacity development should also be linked to the specific nature of complaint handling. Technical training on application use is important, but it is not enough. Officers need skills in trauma-informed listening, child-sensitive interviewing, risk assessment, emergency referral, data confidentiality, and coordination with legal and health actors. These skills should be refreshed regularly through simulations and case reviews. A simple but useful practice would be a monthly internal learning meeting where officers review anonymized cases, identify bottlenecks, and update service procedures. Such a learning routine would gradually transform SAPA 129 from a channel operated by individuals into a knowledge-based service system.

Infrastructure improvement should be understood as part of service ethics. In a violence complaint service, unstable internet is not merely an administrative inconvenience. It can interrupt the only moment when a victim has courage to speak. Therefore, the government should provide reliable internet, alternative providers, backup devices, hotline redundancy, and clear emergency procedures. When the digital system is down, officers should have a temporary manual recording form and a rule for transferring the data into the system once connectivity returns. These details may seem technical, but they determine whether the service can remain dependable in moments of crisis.

The findings also have implications for inter-agency governance. SAPA 129 cannot solve cases alone because the needs of victims often cross institutional boundaries. A victim may need medical treatment, police protection, legal assistance, psychological support, temporary shelter, family mediation, or social rehabilitation. Therefore, the service should be embedded in a referral network with clear contact persons and response-time expectations. Coordination should not begin only after a case becomes complicated; it should be planned through regular meetings, shared protocols, and mutual understanding among agencies. The stronger the network, the more credible the complaint channel becomes.

Scholarly, this case contributes to the literature on digital public service by showing that adoption is shaped by institutional, social, emotional, and technological conditions at the same time. Many discussions of digital government focus on efficiency, transparency, and data integration. Those concepts remain important, but in protection services the emotional condition of users is equally significant. A victim may need a service that is technically simple, psychologically safe, and socially trustworthy. This means that digital public-service theory should pay closer attention to user vulnerability, stigma, and fear when analyzing adoption in sensitive service sectors.

The case also contributes to public service quality studies by demonstrating that SERVQUAL dimensions can produce uneven results within one service. Responsiveness and empathy may be strong at the officer level, while tangibles and accessibility remain weak at the system level. This suggests that public service quality should be read as a configuration of dimensions rather than a single score. A service can be good in personal interaction but weak in public reach; it can be procedurally clear but technologically unstable; it can have competent staff but insufficient staffing. Such multidimensional reading is particularly useful for local government services that operate with limited resources.

Finally, the study opens a research agenda for future work. Further research can examine the perspectives of victims or service users more deeply, measure public awareness of SAPA 129 across districts and cities, compare SAPA 129 utilization among provinces, or analyze how digital complaint data are integrated with SIMFONI PPA and local case-management systems. Mixed-method research would be useful to quantify awareness, trust, and utilization patterns, while qualitative research remains needed to understand fear, stigma, and cultural barriers to reporting.

Such research can strengthen evidence-based policy for women and child protection services in Indonesia.

A further practical implication concerns data governance. SAPA 129 should generate data that can be used for planning, but this must be done without compromising confidentiality. Aggregated data on channels, case types, locations, response time, referral needs, and case status can help the agency identify areas with high risk and areas with low reporting. Low reporting should not automatically be interpreted as low violence; it may indicate low awareness or low trust. Therefore, data should guide both prevention and outreach. Ethical data governance is crucial because information about victims of violence is sensitive and must be protected from unauthorized access.

The study also suggests that success indicators for SAPA 129 should be broadened. Counting the number of complaints is necessary, but not sufficient. A more meaningful evaluation should include public awareness, accessibility, response time, completeness of initial assessment, quality of referral, victim safety, confidentiality, and user satisfaction. These indicators would help distinguish between formal activity and substantive protection. In public administration terms, the service should move from output measurement, such as the number of reports received, toward outcome measurement, such as whether victims receive timely and appropriate assistance.

CONCLUSION

This research has reorganized analysis of SAPA 129 complaint service at UPTD PPA North Sulawesi Province. The central conclusion is that SAPA 129 has been implemented and supported by competent and responsive officers, but its utilization remains very low compared with direct reporting. The service is therefore partially effective: it works relatively well when accessed, but it has not yet become a widely used digital entry point for women and children who need protection. The empirical findings show that the strongest internal aspects of the service are officer responsiveness, structured service procedures, and officer competence. Officers can receive complaints, communicate with victims, verify information, and direct follow-up. However, the main weaknesses are limited public socialization, low public knowledge, the continued preference for direct interaction, limited number of operators, and unstable internet connectivity. These factors reduce accessibility, slow digital service performance, and limit public trust in the channel. The study also shows that SAPA 129 should not be evaluated as a technological tool alone. It is a human-centered protection service. Its success depends on the interaction between digital access, victim-sensitive communication, staffing capacity, confidentiality, infrastructure, and inter-agency case management. For this reason, improvement must be integrated. It is not enough to advertise the hotline, add devices, or train one operator separately. The service needs a coherent strengthening strategy that combines socialization, staffing, infrastructure, hybrid service design, and case-management coordination. The practical implication is that UPTD PPA and the provincial government should develop a continuous public communication strategy, increase the number of trained operators, improve internet and digital infrastructure, formalize referral coordination, and design SAPA 129 as part of a hybrid service pathway. Such a model respects both the advantages of digital reporting and the continuing need for direct human interaction. In cases of violence against women and children, service quality must be measured not only by speed and procedure, but also by safety, empathy, confidentiality, and the ability to support victims until their needs are addressed. For public administration scholarship, the case contributes to understanding digital

public-service implementation in a sensitive protection sector. It shows that digital innovation in local government requires more than platform availability. It requires communication, trust, organizational capacity, and service ethics. The low use of SAPA 129 in North Sulawesi is therefore a reminder that digital transformation must be socially embedded and institutionally supported if it is to produce real access for vulnerable citizens.

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