

DIGITAL STRATEGIES FOR IMPROVING GOVERNMENT PERFORMANCE ACCOUNTABILITY THROUGH PERFORMANCE INFORMATION SYSTEMS AT THE MEDAN CENTER FOR FOOD AND DRUG CONTROL

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Abstract

This thesis aims to analyze the implementation of the Government Agency Performance Accountability System (SAKIP) policy and its implications for organizational performance accountability at the Central Office for Drug and Food Control (BBPOM) in Medan. This study was motivated by the fact that the Government Agency Performance Accountability (AKIP) score of the BBPOM in Medan remains in the "BB" category and has not yet reached the national target of the "A" or "AA" categories. The research method used was descriptive qualitative, with data collection techniques involving in-depth interviews and documentation. The research analysis utilized George C. Edward III's policy implementation theory, which encompasses four main variables: communication, resources, disposition, and bureaucratic structure. The results indicate that SAKIP implementation remains suboptimal, particularly regarding the understanding of outcome-based performance, limitations in human resource competencies, and the lack of a strong performance-based work culture. Additionally, coordination and consistency in procedure implementation remain significant challenges. This study concludes that improvements in AKIP scores are largely determined by the overall quality of policy implementation; therefore, strengthening organizational capacity and sustainable performance management is necessary.

Keywords: Effectiven SAKIP, AKIP, Policy Implementation, Performance Accountability, Organizational Performance.

INTRODUCTION

Public accountability is one of the fundamental principles of modern governance and a central pillar of good governance. In public administration, accountability is not merely understood as an administrative obligation to submit performance reports, but also as a moral and institutional responsibility for the use of public resources and the achievement of policy outcomes before the public. In this sense, accountability reflects the extent to which public institutions are able to justify their actions, demonstrate measurable results, and maintain public trust. Consequently, performance accountability has become an essential indicator for

assessing whether public organizations are capable of achieving their mandates effectively, efficiently, and transparently.

Conceptually, public accountability refers to a social relationship in which public actors are required to explain and justify their conduct to a forum that has the authority to question, evaluate, and impose consequences on such conduct. Bovens (2007) emphasizes that accountability is not limited to the act of reporting, but also includes answerability and the possibility of judgment. This perspective is important because it places accountability within a broader governance framework that combines transparency, evaluation, and institutional consequences. In the context of public sector performance, accountability therefore requires not only well-designed policies and procedures, but also a functional system capable of generating reliable performance information for monitoring, assessment, and decision-making.

In Indonesia, strengthening government performance accountability has become a strategic agenda within bureaucratic reform. Bureaucratic reform is intended not only to improve organizational efficiency, but also to establish a responsive, transparent, and result-oriented government. One of the main instruments developed to achieve this objective is the Government Agency Performance Accountability System, or Sistem Akuntabilitas Kinerja Instansi Pemerintah (SAKIP), as regulated in Presidential Regulation Number 29 of 2014. SAKIP was designed as an integrated performance management system linking strategic planning, performance measurement, reporting, and evaluation in a continuous cycle. In principle, the system aims to ensure consistency between organizational goals, program implementation, budget allocation, and measurable outcomes. Thus, SAKIP should function not merely as an administrative reporting tool, but as a performance information system that supports evidence-based management and policy control.

However, the implementation of SAKIP across Indonesian government institutions indicates a persistent gap between policy design and organizational practice. Although regulatory frameworks and technical guidelines have been established comprehensively, many institutions have not yet been able to optimize the implementation of SAKIP in a way that truly promotes outcome-based performance. National evaluation results issued by the Ministry of Administrative and Bureaucratic Reform show that most government institutions remain in the “BB” category and have not yet reached the “AA” category, which represents the highest standard of performance accountability (KemenPAN-RB, 2024). This situation suggests that the challenge does not primarily lie in the existence of the policy itself, but in the effectiveness of its implementation. Weak implementation may reduce budget efficiency, hinder the development of a performance-oriented work culture, and weaken public trust in government institutions.

From a policy implementation perspective, this phenomenon can be understood through the framework proposed by Edward III (1980), who argues that successful policy implementation depends on four major variables: communication, resources, disposition, and bureaucratic structure. These four elements are closely interrelated and determine whether a policy can be translated effectively into organizational practice. Applied to SAKIP, ineffective communication may lead to different interpretations of performance policies; inadequate resources may limit the capacity to manage performance data and evaluation processes; weak implementer disposition may reduce commitment to outcome-oriented performance; and rigid bureaucratic structures may obstruct coordination and integration across units. Accordingly, the effectiveness of a performance accountability system cannot be separated from the broader institutional conditions in which it operates.

The issue becomes even more significant when examined in relation to the National Agency of Drug and Food Control (Badan Pengawas Obat dan Makanan or BPOM), a non-ministerial government institution that plays a strategic role in ensuring the safety, quality, and efficacy of drugs and food in Indonesia. As a technical institution with a wide operational scope and a direct impact on public health protection, BPOM requires a strong and integrated performance accountability system. To support this need, BPOM has issued internal guidelines for SAKIP implementation through the Decree of the Head of BPOM Number 83 of 2025, covering performance planning, measurement, reporting, evaluation, and review in a sustainable cycle. In the BPOM environment, the implementation of SAKIP is not only an organizational evaluation mechanism, but also directly linked to civil servant performance appraisal, performance allowances, and career development (BPOM, 2025). This indicates that the quality of performance accountability implementation has broad institutional and individual consequences.

Within this institutional setting, the Medan Center for Food and Drug Control (Balai Besar POM di Medan) presents an important empirical case. Based on the evaluation of the Government Agency Performance Accountability (AKIP) scores from 2020 to 2024, the institution has remained in the "BB" category and has not yet reached the national target of category "A" or "AA." This condition shows that, although SAKIP has been implemented administratively in accordance with formal provisions, its effectiveness has not yet produced optimal and sustainable performance outcomes. More specifically, internal evaluations indicate several weaknesses, including inconsistencies in performance indicators, weak documentation of evaluation processes, incomplete synchronization of performance data, and the suboptimal use of performance information systems. In addition, some outcome-based indicators have not reached their expected targets, suggesting that the transition from output-oriented administration to outcome-oriented performance management remains incomplete.

The underutilization of performance information systems is particularly relevant to the scope of this study. In contemporary public management, digital strategies and performance information systems are increasingly regarded as essential tools for strengthening organizational accountability. Performance information systems do not merely store administrative data; they are expected to facilitate real-time monitoring, improve data quality, support coordination among units, and provide decision-makers with accurate evidence for evaluating program effectiveness. When such systems are not fully utilized, accountability mechanisms tend to become procedural rather than strategic. This argument is consistent with the view of Kaplan and Norton (1996), who stress the importance of clear and measurable indicators in performance management, and with Armstrong (2014), who highlights continuous improvement as a core principle of effective organizational performance systems. In this regard, the challenge at the Medan Center for Food and Drug Control is not simply the presence of a performance accountability framework, but how digital strategies and performance information systems can be optimized to improve the quality of implementation.

Previous studies have shown that the implementation of public sector performance accountability systems often remains trapped in administrative routines and has not fully succeeded in promoting outcome-based management. Wicaksono (2021) found that SAKIP implementation at the organizational level often emphasizes compliance rather than strategic performance improvement. Similarly, Suryanto (2020) and Pratama and Lestari (2022) reported that coordination problems, limited human resource capacity, and weak commitment to performance culture remain major obstacles in implementing SAKIP effectively. Nevertheless,

much of the existing literature tends to focus on performance evaluation outcomes or general institutional effectiveness, while fewer studies specifically examine how policy implementation interacts with the utilization of performance information systems in technical government agencies such as BPOM. This indicates a clear research gap, especially in understanding how digital strategies can strengthen government performance accountability through better integration of performance information systems.

In addition to this academic gap, there is also a significant practical gap. Within BPOM's internal performance mechanism, AKIP scores affect the correction of Performance Agreement achievements and subsequently influence the Organizational Performance Score (Nilai Kinerja Organisasi). Units that receive AKIP scores below category "A" are subject to performance correction, which in turn affects institutional recognition, employee performance ratings, performance allowances, and career advancement opportunities (BPOM, 2025). Therefore, improving the quality of SAKIP implementation is not only an institutional necessity but also a strategic concern for employee motivation and organizational sustainability. In the case of the Medan Center for Food and Drug Control, the persistence of a "BB" rating demonstrates that the issue is not simply one of formal compliance, but of the organization's ability to operationalize accountability through effective communication, adequate resources, committed implementers, supportive bureaucratic arrangements, and optimized use of digital performance information systems.

Based on these considerations, this study is directed at analyzing how digital strategies can improve government performance accountability through performance information systems at the Medan Center for Food and Drug Control. Using the policy implementation framework of Edward III (1980), this study seeks to identify the factors that support and constrain the effective implementation of SAKIP, particularly in relation to communication, resources, disposition, and bureaucratic structure. At the same time, it aims to explain the role of performance information systems in strengthening accountability practices within a complex public organization. By doing so, the study is expected to contribute both theoretically, by enriching the discussion on policy implementation and public sector accountability, and practically, by providing a stronger basis for improving performance governance within BPOM and other public institutions facing similar challenges.

RESEARCH METHOD

This study employed a descriptive qualitative approach to examine the implementation of the Government Agency Performance Accountability System (Sistem Akuntabilitas Kinerja Instansi Pemerintah or SAKIP) at the Medan Center for Food and Drug Control (Balai Besar POM di Medan). A qualitative design was considered appropriate because the study aimed to develop an in-depth understanding of why the institution's Government Agency Performance Accountability (AKIP) score had not yet reached category "A" or "AA," despite the formal implementation of the accountability system. Qualitative inquiry enables researchers to explore meanings, perceptions, institutional experiences, and organizational dynamics within their natural context, making it particularly suitable for investigating complex public sector phenomena (Creswell & Creswell, 2018). The descriptive orientation of the study was used to provide a systematic, factual, and accurate account of how SAKIP was implemented in practice. Rather than testing hypotheses statistically, this approach was intended to explain empirical realities and reveal the gap between policy design and its actual implementation in the

organization (Sugiyono, 2017). This methodological choice was further justified by the multidimensional nature of the research problem, since the relatively stagnant AKIP score could not be adequately explained by quantitative indicators alone, but required a deeper understanding of internal organizational factors such as policy communication, resource capacity, implementer commitment, and bureaucratic structure (Moleong, 2017).

The focus of this study was the implementation of SAKIP at the Medan Center for Food and Drug Control, with particular attention to the factors influencing the quality of implementation and their implications for the institution's AKIP achievement. To guide the analysis, the study adopted George C. Edward III's policy implementation framework, which emphasizes four key variables: communication, resources, disposition, and bureaucratic structure (Edward III, 1980). These four variables served as the analytical dimensions through which the implementation of SAKIP was examined. Communication referred to the extent to which SAKIP policies were disseminated, understood, and translated into action across different levels of the organization. Resources covered the availability and adequacy of human resources, budgetary support, and the use of information technology in implementing the system. Disposition referred to the attitudes, commitment, and acceptance of the implementers toward SAKIP as a performance accountability policy. Bureaucratic structure referred to the organizational arrangements, division of tasks, coordination patterns, and standard operating procedures that shaped implementation processes. By using these dimensions, the study sought to explain the underlying reasons why the institution had not yet achieved the targeted accountability categories.

The research was conducted at the Medan Center for Food and Drug Control, one of the regional technical implementing units under the National Agency of Drug and Food Control of the Republic of Indonesia. This site was selected because of its strategic role in overseeing drug and food control in North Sumatra Province and because it provided an empirically relevant setting for examining SAKIP implementation at the regional unit level. The selection was also based on the institution's AKIP performance over the 2020–2024 period, during which it consistently remained in the “BB” category and had not reached the national target of categories “A” or “AA.” This condition indicated a continuing gap between expected and actual performance accountability outcomes. In addition, the organizational complexity of BBPOM Medan, which involves multiple technical divisions and requires integrated performance management, made it a relevant case for investigating how accountability policies are translated into organizational practice. The availability of relevant institutional documents, including the Strategic Plan (Renstra), Performance Agreement (Perjanjian Kinerja), Government Agency Performance Report (LKjIP), SAKIP evaluation documents, and data from the performance information system, further strengthened the suitability of the site for this study.

The subjects of this research consisted of individuals directly involved in the implementation of SAKIP and were selected purposively based on their roles, knowledge, and experience in the organization. Three informants participated in the study. The first was Mojaza Sirait, S.Si., Apt., Head of BBPOM Medan, who served as the key informant because of his strategic authority and comprehensive understanding of institutional commitment, decision-making, and the overall direction of SAKIP implementation. The second was Sri Wardono, S.Si., Apt., M.Si., Head of Administration and Coordinator for Planning and Performance Evaluation, who was selected as the main informant due to his direct involvement in the planning, implementation, monitoring, and evaluation of performance accountability processes. The third was Sri Wahyuningsih, S.E., from the Program and Evaluation Substantive Section, who acted as a

supporting informant because of her technical involvement in performance data input, document management, and the operation of the accountability system. These informants represented strategic, managerial, and operational perspectives, thereby allowing the study to capture a comprehensive understanding of the policy implementation process. The object of the study was the implementation of SAKIP itself, particularly its quality as reflected in communication, resources, disposition, and bureaucratic structure, as well as its relationship to the institution's AKIP performance.

Data were collected through in-depth interviews and documentation. In-depth interviews served as the primary technique because they allowed the researcher to explore the informants' experiences, views, and interpretations of SAKIP implementation in a detailed and contextual manner (Moleong, 2017). The interviews were conducted in a semi-structured format using a flexible interview guide, enabling the researcher to explore emerging issues during the fieldwork while still maintaining alignment with the study's analytical focus. The interviews centered on how SAKIP policies were communicated within the organization, how human and technological resources supported implementation, how implementers perceived and responded to the policy, and how the bureaucratic structure either facilitated or constrained the process. Documentation was used as a complementary technique to strengthen and verify interview findings. The documents analyzed included the institution's strategic and operational performance documents, such as the Renstra, Perjanjian Kinerja, LKjIP, SAKIP evaluation results, standard operating procedures, internal monitoring and evaluation reports, and data generated through the performance information system, including SIMETRIS. These documents were essential for cross-checking the consistency of the information obtained from the informants and for providing objective evidence regarding the implementation of SAKIP.

The data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2014), which involves data collection, data condensation, data display, and conclusion drawing or verification. Analysis began at the data collection stage and continued throughout the entire research process. Once the interview transcripts and documentary materials had been gathered, the researcher conducted data condensation by selecting, simplifying, organizing, and categorizing the data according to the four variables of Edward III's framework: communication, resources, disposition, and bureaucratic structure. This stage helped identify important patterns, recurring themes, and relationships among the variables affecting SAKIP implementation. The condensed data were then displayed in the form of systematic narrative descriptions supported, where necessary, by matrices or other visual forms of organization to facilitate interpretation. Through this process, the researcher was able to examine the connections between the implementation of SAKIP and the institution's AKIP performance, as well as to identify the main supporting and inhibiting factors. Conclusions were drawn gradually and continuously verified against the data to ensure that the final interpretations remained grounded in empirical evidence.

To ensure the trustworthiness of the findings, this study applied the criteria of credibility, dependability, confirmability, and transferability (Creswell & Creswell, 2018). Credibility was strengthened through source triangulation and technique triangulation. Source triangulation was conducted by comparing information obtained from the three informants, while technique triangulation involved comparing interview data with documentary evidence such as official organizational records and evaluation documents (Sugiyono, 2017). Dependability was maintained by documenting the research process systematically, including data collection procedures, coding decisions, analytical steps, and interpretation processes,

thereby creating a transparent audit trail (Miles et al., 2014). Confirmability was addressed by ensuring that the findings were derived from the data rather than from researcher bias, which was achieved through careful documentation, the use of empirical evidence, and alignment between the findings and the theoretical framework. Transferability was supported by providing a detailed description of the institutional context, the SAKIP implementation process, and the characteristics of the informants, so that readers could assess the relevance of the findings for other public organizations with similar characteristics. Through these procedures, the study sought to produce findings that were credible, consistent, and academically accountable.

RESULT AND DISCUSSION

Football Fans' Perception on TVRI Before Obtaining the 2026 FIFA World Cup Broadcasting Rights

Football fans' perceptions of broadcasting media are inextricably linked to historical experience, the development of media technology, and changes in audience consumption patterns in the digital era. Football fans are a highly engaged audience, both emotionally and cognitively. They not only watch matches but also develop broadcast quality standards based on cross-media experiences. Therefore, before TVRI secured the broadcasting rights for the 2026 FIFA World Cup, football fans' perceptions of TVRI had been formed through a long process involving viewing experiences, social interactions, and the construction of intrapersonal meaning (Fauzan et al., 2023; Indainanto et al., 2023).

Based on the research findings in Chapter IV, it was found that football fans in Medan predominantly viewed TVRI as a less engaging, less competitive medium, and unable to meet modern football broadcasting standards. This perception stems from various aspects, ranging from program content, visual quality, presentation style, to TVRI's institutional image as a public television station. In this context, TVRI is not positioned as the primary medium for accessing football broadcasts, but rather as an alternative that tends to be less prioritized compared to private television stations and digital platforms.

One aspect most frequently highlighted by football fans is the low level of appeal of the content presented by TVRI. Informants in this study assessed that the programs tended to be monotonous and lacked strong entertainment value. This statement indicates that, from the audience's perspective, TVRI has not been able to present engaging content that aligns with the preferences of football fans, who desire dynamic, informative, and entertaining programming. Content appeal is a crucial factor in determining the level of audience engagement. Media that can present information in an engaging manner will more easily retain audience attention. Content that is perceived as bland and lacking in variety tends to be abandoned. This weakness in content is a major factor in shaping negative perceptions among football fans.

Visual quality is also crucial in shaping audience perceptions. Football fans in Medan demonstrate a high sensitivity to image quality, graphic design, and screen display. This is inextricably linked to their experience accessing football broadcasts from other media outlets that maintain high production standards. Visual aspects are seen not only as a complement but also as a key element determining the quality of the viewing experience. Visual quality is part of symbolic communication that conveys a message about the media's professionalism and credibility. Unmodern graphics or suboptimal picture quality can create the impression that the

media is incompetent or out of touch with technological developments. This then impacts the audience's overall perception of TVRI.

Football fans' views of TVRI are also influenced by a long-held image. TVRI is often associated with "old-fashioned" television, lacking innovation, and not keeping up with the times. This perception stems not only from current viewing experiences but also from past experiences that persist into the present. From an intrapersonal communication perspective, this image functions as a cognitive schema that influences how individuals interpret media messages. When audiences already have a negative initial perception, every broadcast tends to be judged through that lens. This leads to biased judgment, where minor flaws are magnified, while existing strengths are understated. Thus, image was a significant factor reinforcing negative perceptions of TVRI before it secured the World Cup broadcasting rights.

This view is also inextricably linked to football fans' comparisons with other media. Football fans in Medan are accustomed to accessing football broadcasts from private television stations and digital platforms that offer high quality. This experience creates a certain standard of quality in their minds, so TVRI is automatically compared to that media. In the process of intrapersonal communication, this comparison forms the basis for forming an assessment of TVRI.

Football fans' views are also influenced by the dynamics of social communication within their environment. Discussions among football fans, both in person and through social media, contribute to shaping collective opinions about TVRI. Opinions developed within these social groups can reinforce individual perceptions, resulting in a relatively unified view. In this regard, interpersonal and group communication processes play a role in reinforcing the outcomes of intrapersonal communication.

Based on the Theory of Reasoned Action perspective, negative attitudes toward TVRI formed through social experiences and discussions can influence audience behavioral intentions. Football fans with negative perceptions tend to choose other media as their primary source for watching football. This demonstrates that perceptions are not limited to the cognitive realm but also impact actual behavior in media selection.

Football fans' views of TVRI before it secured the broadcast rights for the 2026 FIFA World Cup can be understood as the result of the interaction of three main factors: media experience, audience expectations, and institutional image. Media experience shapes quality standards, expectations determine the benchmark for evaluation, and image influences the interpretation of media messages. These three factors interact, resulting in complex perceptions of TVRI.

This research's findings also demonstrate that in a competitive media ecosystem, public television stations like TVRI face challenges that are not only technical, but also psychological and symbolic. TVRI must not only improve broadcast quality but also change long-held perceptions and images within the public. Without changes in perception, technical improvements alone may not be enough to shift audience perceptions.

It was concluded that before securing the broadcasting rights for the 2026 FIFA World Cup, football fans in Medan tended to view TVRI negatively, characterized by the perception that TVRI was less engaging, less modern, and less competitive than other media outlets. This perception was formed through viewing experiences, comparisons with other media outlets, and the inherent image of the public. However, beneath these perceptions, there is still recognition of TVRI's role as a public media outlet with advantages in terms of access and reach.

Football fans' views of TVRI are ambivalent, shifting between criticism of its quality and recognition of its social function. This condition is an important basis for understanding how football fans' expectations were formed when TVRI was appointed as the broadcasting rights holder for the 2026 FIFA World Cup, as well as how the media is expected to be able to answer doubts, meet expectations, and rebuild audience trust amidst increasingly fierce media competition.

Football Fans' Expectations in Viewing TVRI as the Holder of Broadcasting Rights for the 2026 FIFA World Cup in the Context of the Meaning of Intrapersonal Communication in Medan City

Expectations are the result of a complex mental process involving perception, past experience, memory, knowledge, and an individual's cognitive and emotional evaluation of an object in the study of intrapersonal communication. Expectations are not merely hopes, but psychological constructs formed through the interaction of empirical experience and subjective interpretation. Football fans in Medan City formed expectations about TVRI, the holder of the 2026 FIFA World Cup broadcasting rights, through a lengthy process of internal reflection, influenced by previous experiences, media imagery, and the development of global football broadcasting standards.

Based on the research findings in Chapter IV, it is understood that football fans' expectations of TVRI stem from past experiences that tended to be less than satisfactory. These experiences included broadcast quality perceived as suboptimal, unattractive visuals, and content deemed lacking in variety. In the intrapersonal communication process, these experiences are stored in memory as the primary reference in shaping perceptions. When individuals receive new information that TVRI holds the 2026 FIFA World Cup broadcasting rights, these memories are automatically activated and serve as the basis for evaluating potential future changes.

In the initial stage, the perception stage, football fans receive information about TVRI's position as the official broadcaster of the World Cup. This information is then processed through pre-established cognitive schemas. During this stage, individuals do not immediately form positive expectations, but instead engage in a process of questioning, such as: whether TVRI is capable of improving broadcast quality, whether the viewing experience will be different from before, and whether TVRI can compete with other media outlets previously considered superior. This stage demonstrates that expectations are not formed linearly, but through a process of critical reflection.

In the interpretation stage, football fans compare past experiences with the standards of football broadcasts they receive from other media outlets. This process demonstrates the existence of an internal mechanism called benchmarking, where individuals set quality standards based on their best experiences. In this context, private television and digital platforms are the primary references, as they are perceived to offer higher quality and more modern broadcasts.

The momentum of the 2026 FIFA World Cup also triggers cognitive reconstruction within football fans. In an intrapersonal process, individuals begin to open up to the possibility that TVRI will undergo significant transformation. The World Cup, as a global event, demands high broadcasting standards, so it is logical that TVRI should adapt to these standards. This process produces ambivalent expectations, a combination of hope for change and lingering doubts from previous experiences.

Football fans' expectations of TVRI are highly focused on technical and substantive improvements in broadcast quality. They expect visual enhancements, such as the use of high resolution (HD or 4K), stable, uninterrupted broadcasts, and clear, synchronized audio. Furthermore, graphical displays are a key consideration, with fans seeking modern, dynamic, and informative designs, such as interactive digital scoreboards, real-time statistics, and easy-to-understand data visualizations.

These cognitive expectations also extend to overall production quality. Football fans expect the use of more sophisticated technology, such as multi-angle cameras, detailed slow-motion replays, and the integration of augmented reality or data analytics into broadcasts. This demonstrates that expectations are not merely basic but also reflect a demand for technological innovation that can significantly enhance the viewing experience.

Football fans' expectations also include the development of more varied and in-depth content. They want supporting programming that enhances the viewing experience, such as pre-match shows discussing match predictions, post-match analysis providing in-depth evaluations, and feature content highlighting the stories behind the teams and players. This expectation demonstrates that football fans view World Cup broadcasts as a holistic experience, focusing not only on the matches but also on the narrative and information that accompanies them.

Football fans' expectations relate to the emotional experience they desire while watching a broadcast. Football, as a sport, has a high emotional appeal, so a good broadcast must be able to fully convey the atmosphere of the match. Football fans expect commentators who are not only informative but also expressive, able to build tension, and convey emotions appropriate to the match.

These affective expectations also include the desire for an immersive experience, a viewing experience that feels like it transports the viewer into the stadium. This relates to the quality of the crowd sound, dynamic visuals, and presentation that realistically creates a match atmosphere. Intrapersonally, this emotional experience is a key indicator in assessing whether the broadcast successfully meets audience expectations.

Football fans' expectations relate to behavioral tendencies in media selection. Intrapersonally, individuals consider various factors before deciding to watch on TVRI, such as broadcast quality, ease of access, and previous experience. High expectations can drive the intention to try watching on TVRI, but the final decision depends heavily on the actual experience gained during the broadcast.

If TVRI is able to meet these expectations, significant behavioral changes will occur, with football fans beginning to make TVRI their primary media outlet. However, if expectations are not met, individuals tend to return to other media outlets perceived as higher quality. In this context, expectations serve as a mediator between perception and behavior, determining whether audiences will remain or switch to other media outlets.

Football fans' expectations are also influenced by their awareness of TVRI's role as a public media outlet. In an intrapersonal process, a negotiation occurs between the desire for high quality and an understanding of TVRI's limitations as a public broadcaster. Football fans recognize that TVRI offers advantages in terms of free access and broad reach, so their expectations are not entirely idealistic but also consider TVRI's social function.

This negotiation process results in realistic and contextual expectations. Football fans still desire significant quality improvements, but do not completely equate TVRI with premium media outlets. They place greater emphasis on "appropriate" and "competitive" improvements, so that TVRI can continue to fulfill its role as an inclusive public media outlet.

Football fans' expectations are also influenced by the social communication that occurs within their environment. Discussions among football fans, both in person and through social media, form part of the input in the intrapersonal process. Opinions developing within social groups can strengthen individual expectations and even shape collective expectations. In this regard, intrapersonal communication does not stand alone but interacts with interpersonal and group communication in shaping perceptions and expectations about the media.

Based on the Theory of Reasoned Action perspective, formed expectations will influence individual attitudes and behavioral intentions. A positive attitude toward TVRI will increase the likelihood of using TVRI as a primary media outlet, while a negative attitude will strengthen the tendency to avoid TVRI. Therefore, expectations are a key factor in determining TVRI's success in attracting back its football fan audience.

Football fans' expectations of TVRI as the holder of the 2026 FIFA World Cup broadcasting rights are the result of a highly complex and multi-layered intrapersonal communication process. These expectations are formed from the interaction of past experiences, pre-existing perceptions, and hopes for future change. These expectations are multidimensional, encompassing cognitive, affective, and conative aspects, and are influenced by both internal and external factors.

CONCLUSION

This study concludes that football fans in Medan are an active, critical audience with extensive media experience in assessing the quality of football broadcasts. They not only watch but also compare, evaluate, and interpret broadcasts based on their experiences on private television and digital platforms. Prior to acquiring the broadcast rights for the 2026 FIFA World Cup, TVRI tended to be perceived as less modern, less engaging, and unable to compete with other media, although it was still recognized as having advantages as a free public media outlet that reaches a wide audience. Expectations of TVRI were formed through intrapersonal communication involving past experiences, negative perceptions, and hopes for change. These expectations included improvements in visual quality, audio, content, presentation, and a more engaging and emotional viewing experience. Therefore, the 2026 FIFA World Cup is a crucial opportunity for TVRI to improve broadcast quality, strengthen its image as a public media outlet, and rebuild the trust of football fans in Medan.

SUGGESTION

Based on the findings of this study, TVRI is suggested to use the 2026 FIFA World Cup broadcasting rights as a strategic momentum to rebuild public trust and strengthen its relevance as a public broadcaster in the digital media era. TVRI needs to improve the technical quality of its broadcasts, particularly in terms of visual resolution, audio clarity, broadcast stability, and accessibility across various regions. In addition, TVRI should develop more attractive football-related programs, such as pre-match discussions, post-match analysis, highlight segments, and interactive digital content that can engage football fans beyond conventional television viewing. The selection of competent and expressive commentators is also important to create a more emotional and immersive viewing experience. Furthermore, TVRI should optimize multiplatform distribution through television, streaming services, and social media so that audiences who are accustomed to digital platforms can access World Cup content more easily. As a public broadcaster, TVRI should maintain its strength in providing free and inclusive access

while continuously improving professionalism, innovation, and audience-oriented programming.

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