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THE DIGITALIZATION PARADOX: ASSESSING POLICY IMPLEMENTATION, ORGANIZATIONAL MISALIGNMENT, AND USER DISSATISFACTION IN INDONESIA'S NATIONAL SPORTS INFORMATION SYSTEM

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Abstract

Indonesia's National Sports Grand Design (the *Desain Besar Olahraga Nasional* - DBON) positions digitalization as its core governance instrument, operationalized through the mandated Sports Personnel and Organization Information System (the Sistem Informasi Tenaga dan Organisasi Keolahragaan, SITENOR). However, implementing centralized digital policies in complex, multi-stakeholder environments often creates a significant gap between strategic vision and ground-level reality. This study evaluates the effectiveness of this digitalization policy by examining SITENOR's implementation. Employing a qualitative interpretivist paradigm, this research conducted in-depth interviews and Focus Group Discussions (FGDs) with key policymakers from the Ministry of Youth and Sports (Kemenpora), system developers, and representatives from national sports federations. Data were analyzed using the integrated lenses of the McKinsey 7S organizational framework and the End-User Computing Satisfaction model. The findings reveal a profound "digitalization paradox." While the central strategy and technical system (the "hard" elements) are well-defined, implementation is critically undermined by weaknesses in "soft" organizational elements: a misalignment of shared values (compliance vs. data-driven culture), passive local leadership, a severe deficit in dedicated staff and digital skills, and consequent low user satisfaction regarding data accuracy, ease of use, and timeliness. SITENOR's development is assessed as stalled at an incomplete

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cataloguing and transactional stage, with minimal vertical and horizontal integration. The effectiveness of the DBON digitalization policy is significantly constrained not by technology but by socio-organizational and governance gaps. Successful transformation requires a strategic pivot from a top-down, compliance-based model to a co-creative, capacity-sensitive approach that builds human infrastructure and fosters genuine data-driven values across the sports ecosystem.

Keywords: Digital Transformation; Public Policy Implementation; Sports Governance; Organizational Readiness; User Satisfaction

INTRODUCTION

The global landscape of high-performance sport has experienced a profound transformation, evolving from a focus on innate talent and artisanal coaching to a technologically advanced science of human performance (Dunleavy, Margetts, Bastow, & Tinkler, 2006). Nations that consistently achieve success at world championships and Olympic events have systematically constructed centralized, data-driven governance ecosystems. These systems integrate talent identification, advanced analytics, strategic funding, and sports medicine into a unified pipeline spanning grassroots to elite levels (Mahmud, Aziz, & Hassan, 2022). The United Kingdom's "High Performance System" and Australia's institute-based model exemplify this approach, illustrating that sustained excellence results from deliberate data curation and resource allocation rather than chance. Central to this global shift is a comprehensive digital transformation that re-engineers sports governance through integrated information systems that collect, analyze, and operationalize data to support informed decision-making.

Indonesia, an archipelagic nation with a large, youthful population and a strong sporting culture, has historically faced a paradox of significant potential constrained by systemic fragmentation (Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan Republik Indonesia, 2022). For decades, sports development in Indonesia has been marked by isolated initiatives, sporadic interventions, and reliance on manual, paper-based administration, resulting in inefficient talent pipelines and inconsistent outcomes. In response, the Indonesian government introduced the *Desain Besar Olahraga Nasional* (DBON),

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or National Sports Grand Design, through Presidential Regulation No. 86 of 2021. DBON serves as a long-term national development blueprint (2021-2044) that positions sport as a key driver for building competitive human capital and enhancing international standing (Al-Faiz, Indahingwati, Wicaksono, Septianto, & Siregar, 2025). Digitalization is embedded within DBON as an essential component for achieving transparency, efficiency, and accountability.

The primary operationalization of this digital strategy is the *Sistem Informasi Tenaga dan Organisasi Keolahragaan* (SITENOR), or Sports Personnel and Organization Information System. Designed as the digital backbone of DBON, SITENOR serves as the single authoritative source for all data on Indonesia's sports human capital and institutions (SITENOR, n.d.). Its objectives include automating certification processes, monitoring federation governance, facilitating capacity-building, and providing policymakers with real-time, actionable intelligence. In principle, SITENOR constitutes the technological infrastructure necessary to realize DBON's vision of modern, evidence-based government. Despite well-designed initiatives, public-sector digitalization projects frequently encounter challenges during implementation rather than at the design stage. The so-called "Digitalization Paradox" highlights that increasingly sophisticated top-down digital systems can be undermined by weaknesses in institutional structures, human resources, and socio-cultural norms (Heeks, 2002). Indonesia exemplifies these challenges, with significant infrastructural disparities, varying organizational maturity among sports federations, gaps in digital literacy, bureaucratic inertia, and interoperability issues between new and legacy systems (Awaluddin & Fachri, 2024). As a result, the launch of SITENOR represents a complex sociotechnical intervention rather than a straightforward software deployment. The effectiveness of SITENOR will depend on the interaction between top-down mandates, technological capabilities, human resources, and established institutional practices.

This complex interplay prompts a central research question: How does a centrally mandated, theoretically robust digital policy instrument such as SITENOR perform, adapt, and become assimilated or resisted when confronted with the diverse and resource-constrained realities of Indonesia's decentralized sports sector? Preliminary evidence suggests significant tensions between the system's potential to rationalize governance and its practical

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utility, between enforced compliance and authentic cultural adoption, and between anticipated efficiency gains and the emergence of new administrative burdens.

Therefore, the implementation of SITENOR serves as a critical litmus test for Indonesia's broader public sector digital transformation. This study is driven by several interconnected, consequential problems that threaten to undermine DBON's goals:

1. Strategic-Operational Disconnect: A potential gap exists between SITENOR's overarching vision as a "single source of truth" and the daily operational realities faced by federation officials, potentially leading the system to become a symbolic, underutilized digital archive.ty Deficit: A severe structural shortage of dedicated personnel and digital/data skills within federations, raising the question of whether a sophisticated digital infrastructure is being built on a foundation too fragile to sustain it.
2. Compliance-versus-Culture Dilemma: An adoption strategy that relies on coercive, extrinsic mechanisms, such as making the system mandatory for scholarships, risks encouraging superficial compliance rather than fostering an internalized, value-driven data-centric culture (Venkatesh, Morris, Davis, & Davis, 2003).
3. Integration and Interoperability Challenge: The lack of interoperability with federations' existing proprietary systems results in redundant manual data entry, leading to frustration and undermining anticipated efficiency gains. The absence of independent, systematic, and multi-stakeholder research assessing SITENOR's sociotechnical implementation leaves policymakers without diagnostic insights for iterative refinement.

In response to these challenges, this study is structured to achieve four interrelated objectives:

1. Diagnose organizational alignment and readiness for digital implementation using the McKinsey 7S framework.
2. Assess end-user satisfaction and perceived system efficacy by applying the End-User Computing Satisfaction (EUCS) model.
3. Identify and theorize the interdependent factors influencing implementation outcomes by synthesizing organizational and use. Develop contextually grounded, actionable recommendations for policymakers, federation leaders, and system developers to enhance SITENOR's effectiveness and sustainability.

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By pursuing these objectives, this study aims to provide essential evidence-based analysis to support the transformation of SITENOR from a symbol of digital ambition into a functional cornerstone of Indonesia's sport development agenda.

REVIEW OF LITERATURE

The theoretical foundation of this research is constructed at the intersection of public policy implementation, digital governance, organisational effectiveness, and information systems success. This multi-layered integration is necessitated by the complex nature of implementing a nationwide digital system within a decentralised sector.

Grand Theory: Public Policy Implementation

At the macro level, this study is guided by classical and contemporary theories of public policy implementation. The seminal work of Pressman and Wildavsky (1973) on implementation failure, emphasising the accumulation of "decision points" and coordination challenges, provides a foundational lens. This is complemented by Mazmanian and Sabatier's (1983) framework, which identifies variables affecting implementation success, such as statutory clarity and non-statutory factors. In SITENOR's context, this translates to the complexity of digitising fragmented data and the clarity of DBON's regulatory framework. Contemporary perspectives on collaborative governance and networked policy implementation are crucial, as SITENOR's success hinges on multi-level cooperation across government and autonomous federations—a classic multi-level governance challenge (Hooghe & Marks, 2010; Hill & Hupe, 2014).

Middle-Range Theories: Organisational Effectiveness and Digital Transformation

To diagnose organisational dimensions, this research employs the McKinsey 7S Framework (Waterman, Peters, & Phillips, 1980). This model is chosen for its holistic emphasis on the interconnectedness of seven internal elements: three "hard" (Strategy, Structure, Systems) and four "soft" (Shared Values, Skills, Staff, Style). Its strength lies in revealing misalignments that hinder effectiveness during change initiatives like digital transformation (Alshaher, 2013; Kaplan, 2005). It has been used effectively to evaluate public-sector organisational readiness, such as in hospitals (Chmielewska, Stokwiszewski,

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Markowska, & Hermanowski, 2022). Its application allows for a systematic comparison between Kemenpora's formal design and the varied realities within sports federations.

The study also incorporates theories of Digital Era Governance (Dunleavy et al., 2006) and digital transformation. Digital Era Governance emphasizes reintegration and digitalization, both of which are reflected in SITENOR. However, existing literature underscores that technological change is fundamentally socio-technical, necessitating changes in skills, organizational culture, and processes (Mergel, Edelmann, & Haug, 2019; Kraus, Schiavone, Pluzhnikova, & Invernizzi, 2021). Heeks' (2002) design-reality gap model is particularly relevant, as it demonstrates that information systems in developing countries frequently fail due to mismatches between designers' assumptions and users' actual needs.

Applied Theory: Information Systems Success and User Satisfaction

At the micro level, the research employs the End-User Computing Satisfaction (EUCS) model (Doll & Torkzadeh, 1988), which assesses satisfaction across five dimensions: Content, Accuracy, Format, Ease of Use, and Timeliness. The EUCS model is selected for its relevance to computing environments, enabling precise identification of system strengths and weaknesses from the user's perspective. It serves as a bridge between technical system quality and perceived usefulness, which is a critical factor in broader technology adoption models such as the Unified Theory of Acceptance and Use of Technology (UTAUT) (Venkatesh et al., 2003). Low EUCS scores are strong indicators of limited adoption.

The Layne and Lee (2001) e-government stage model is used to assess SITENOR's developmental stage. This four-stage model—Cataloguing, Transaction, Vertical Integration, and Horizontal Integration—serves as a benchmark for evaluating SITENOR's current maturity relative to its intended trajectory.

Synthesis and Novelty: Bridging the Gaps

The existing literature reveals significant gaps that this study seeks to address, thereby establishing its novelty. First, there is a lack of empirical research integrating multi-level theoretical perspectives to analyze national sports digitalization projects in Global South contexts. Most research on sports management digitalization emphasizes commercial aspects or elite performance analytics in developed countries (Mahmud et al., 2022), overlooking the

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public administration challenges associated with the mandatory implementation of such systems in decentralized states.

Second, within Indonesian scholarship, although DBON has been examined from a normative perspective (Al-Faiz et al., 2025) and case studies have addressed local e-government in sports (Awaluddin & Fachri, 2024), no research has conducted a comprehensive, theory-driven analysis of organizational and user experience regarding SITENOR as the central component of DBON.

Third, from a methodological perspective, this study's triangulation of diagnostic frameworks (7S, EUCS, Layne & Lee) within a qualitative interpretivist paradigm is innovative. The approach extends beyond measuring adoption rates to explore the underlying reasons and mechanisms of implementation dynamics. By intentionally incorporating the perspectives of frontline users, such as federation administrators and coaches, whose insights are often overlooked, the research addresses a critical evidence gap. This responds to calls for nuanced, context-sensitive analyses of digital government projects that account for the interactions among technology, organization, and society (Mergel et al., 2019).

RESEARCH METHOD

A qualitative research design with an interpretivist paradigm was employed to facilitate an in-depth understanding of the subjective experiences and meanings ascribed by stakeholders involved in SITENOR's implementation. Data were collected between 2021 and 2024 through in-depth semi-structured interviews with key informants from Kemenpora, including leadership and IT developers, as well as representatives from national sports federations such as PBSI, PABSI, PERPANI, and FORKI. A Focus Group Discussion (FGD) involving multiple stakeholders and document analysis of policy reports, system manuals, and implementation reviews were also conducted to ensure triangulation.

Data analysis was conducted using a structured approach that incorporated Framework Analysis and Interactive Analysis. Thematic analysis was informed by two primary theoretical frameworks: the McKinsey 7S model (Strategy, Structure, Systems, Shared Values, Style, Staff, Skills) for assessing organizational effectiveness, and the End-User Computing Satisfaction (EUCS) model (Content, Accuracy, Format, Ease of Use, Timeliness)

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for evaluating user satisfaction. Triangulation of data sources and theoretical validation procedures were applied to enhance the validity and reliability of the findings.

RESULTS AND DISCUSSION

The empirical findings reveal a profound and systemic disconnect within Indonesia's flagship sports digitalization initiative. Analysis using the McKinsey 7S organizational diagnostic framework, the End-User Computing Satisfaction (EUCS) model, and the Layne & Lee e-government maturity model uncovers a fundamental socio-technical implementation gap, rather than isolated technical issues. This gap is evident in the divergence between the coherent, top-down policy vision developed at the ministerial center and the fragmented, resource-constrained, and often resistant realities faced by national sports federations and regional offices. The results move beyond a simple enumeration of problems, offering a layered diagnosis of why the SITENOR system, despite its strategic necessity and technical deployment, struggles to evolve from a static digital repository into a dynamic, value-generating tool for national sports governance.

Organizational Anatomy of Implementation: A 7S Framework Analysis

The McKinsey 7S framework was instrumental in analyzing the internal coherence and readiness of organizations responsible for SITENOR's life cycle, from its design at the Ministry of Youth and Sports (Kemenpora) to its daily use by federations. The analysis reveals a critical dichotomy: relative strength in "hard" elements at the center contrasted with significant weakness in "soft" aspects at the periphery, resulting in organizational barriers that hinder system effectiveness.

Strategy: The Chasm Between Formulation and Internalization

At the apex, Kemenpora's strategic rationale for SITENOR is clear and aligns with global best practices in data-driven public management. The objective was unequivocally to establish a "single source of truth," a centralised digital nerve centre to rationalise decision-making for funding, certification, and talent development under the DBON umbrella. A senior policymaker articulated this as a move from "intuition and lobbying to evidence and

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accountability," envisioning SITENOR as the foundational platform for this transformation (Interview #1, Kemenpora Senior Official, 2023).

However, this strategic vision was significantly diluted as it was disseminated to lower organizational levels. For most sports federations (cabor), SITENOR's strategy was not internalized as a transformative opportunity but was instead reframed as a compliance-based administrative mandate. Interviews revealed a widespread instrumentalist perspective. As the secretary of a national federation stated, "The strategy for us is not about data-driven policy. It is a simple transaction: ensure our athletes' profiles are complete so their scholarship applications are not rejected. We input data because we are told to, not because we see what we get back" (Interview #12, PB FORKI Administrator, 2023). This reflects a fundamental failure in strategic communication and shared sense-making, reducing a potentially empowering tool to a perceived bureaucratic hurdle. The absence of feedback loops, in which federations receive analyzed data or insights from the system, further exacerbates this issue and prevents the development of a virtuous cycle of use and value.

Structure: Centralised Formalism vs. Peripheral Informality

The structural adaptation to SITENOR highlights a stark institutional asymmetry. Kemenpora responded by formalising responsibility, creating a dedicated task force under the Deputy for Achievement Enhancement, and assigning specific staff roles for system administration, user support, and data vetting. This created a defined, albeit sometimes siloed, centre of gravity for the system.

In stark contrast, the organisational landscape across sports federations is characterised by a structural vacuum. Quantitative survey data from a sample of 35 federations indicated that over 88% had no designated unit, team, or full-time staff position responsible for SITENOR management. The responsibility typically fell to existing administrative personnel, often already overburdened. A poignant account from a federation official captured this reality: "There is no 'SITENOR department.' That duty lands on my desk. However, my primary job is organising national championships and managing logistics. SITENOR updates occur late at night or remain on my 'to-do' list. There is no structure to support it" (Interview #18, PB PASI Official, 2024). The absence of a formal, resourced structure at the point of data origin and maintenance creates a critical bottleneck, resulting in

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slow, inconsistent data entry and treating this task as a low priority, which directly undermines the system's core purpose of providing real-time, reliable information.

Systems and Skills: The Dual Deficit of Interoperability and Literacy

The technical "Systems" dimension reveals a critical design oversight: the assumption of a greenfield environment. SITENOR was architected as a monolithic, centralised database requiring manual input via its web portal. This design clashed catastrophically with the reality of technologically mature federations. For instance, the Indonesian Badminton Association (PBSI) has operated its own integrated "SI PBSI" system for nearly a decade, managing everything from player rankings to tournament registrations. The absence of Application Programming Interfaces (APIs) or secure batch data upload functionality forced a manual double-entry process. A PBSI IT manager expressed widespread frustration: "We have built a digital ecosystem that serves our specific needs efficiently. SITENOR does not integrate; it duplicates. We must manually extract, reformat, and re-enter data. This is not digital transformation; it is digital redundancy" (Interview #7, PBSI IT Manager, 2023).

A deep and widespread skills deficit compounds this technical interoperability crisis. The study found that digital literacy levels among key user groups—particularly older coaches, referees, and administrators in regional branches—were often inadequate for confident navigation of the system. Compounding this, the training provided was widely criticised as being ineffective. Multiple FGD participants described it as "top-down," "theoretical," and conducted in a "one-size-fits-all" manner, often in Jakarta, with little follow-up support. "We attended a one-day seminar, but when we returned to our regions and faced a problem, there was no one to ask. The training did not match our daily challenges," noted a participant from a regional sports committee (FGD Transcript, 2024). This confluence of poor system interoperability and inadequate, non-contextual training created a formidable barrier to effective adoption.

Shared Values, Style, and Staff: The Unraveling of the Soft Core

The most significant findings pertain to the "soft" elements of the 7S model, which collectively constitute the cultural and motivational foundation of an organization. In this area, the disconnect is complete. Kemenpora's leadership promoted a "data-driven culture"

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as a core value, formalized in DBON documents. However, within the federations, the prevailing value was a "compliance-driven culture." The primary motivation was risk aversion rather than value creation. As a federation head stated, "The shared value here is to avoid trouble. Not to be the federation whose athletes are barred from a national training camp because of an incomplete SITENOR form. We are not thinking about 'big data'; we are thinking about avoiding penalties" (Interview #14, PABSI Official, 2023).

Leadership Style mirrored this divide. While Kemenpora's approach was predominantly directive—issuing circulars and mandates—it lacked the transformational leadership to inspire change, articulate a compelling vision for end users, or actively coach federations through the transition. At the federation level, leadership on digitalization was largely passive or absent. Most federation boards did not discuss SITENOR as a strategic priority, and its management was delegated downwards without apparent authority or resources.

Consequently, the "Staff" element proved to be the weakest link. Frontline staff, assigned the task without adequate skills, time, or an understanding of the value of their work, demonstrated low motivation and high frustration. This outcome reflects a systemic failure to align human resources with technological requirements, rather than individual shortcomings. In the absence of a supportive structure, skilled personnel, shared values, or effective leadership, the initiative was predisposed to elicit resistance and apathy rather than engagement.

The empirical findings present a complex and sobering account of the implementation of the Sports Personnel and Organization Information System (SITENOR) as a key component of Indonesia's National Sports Grand Design (DBON). These findings confirm the existence of a significant "digitalization paradox," in which a well-conceived, top-down technological policy, supported by political will and a clear strategic vision, is systematically undermined by entrenched socio-organizational realities at the implementation level. The following discussion interprets these results through established theoretical frameworks, situates them within prior research, and derives actionable implications for policy and theory, while acknowledging the study's limitations.

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1. Interpreting the Core Findings: A Multi-Level Governance Failure

The central finding of a significant gap between the strategic vision at the Kemenpora (Ministry of Youth and Sports) and the on-the-ground reality is not merely an implementation hiccup; it is a textbook case of multi-level governance failure. The DBON and SITENOR represent a centrally orchestrated reform aimed at creating a standardized, data-driven national sports ecosystem (Al-Faiz et al., 2025). However, its execution depends on a heterogeneous network of semi-autonomous sports federations (Cabor) with varying levels of institutional capacity, digital maturity, and organizational culture. This research demonstrates that the policy largely failed to account for this complexity, leading to what Pressman and Wildavsky (1973) famously identified as a chain of implementation "decision points" at which alignment dissipates.

The theory of Policy Networks (Rhodes, 2017) and Multi-Level Governance (Hooghe & Marks, 2010) provides a crucial lens here. The national government (Kemenpora) acted as a dominant node, setting the rules and providing the platform. However, the success of this network depended on the voluntary cooperation and capacity of other critical nodes—the Cabor. Findings reveal a weak network characterized by low trust, asymmetrical power relations, and poor communication flows. Kemenpora's directive, top-down "Style" and control-centric "Structure" (as per the 7S model) were perceived as imposed mandates rather than collaborative frameworks. Consequently, federations responded not as partners in a shared enterprise but as subjects of administrative compliance, leading to passive resistance, symbolic adoption, and the development of informal workarounds (e.g., PB PERPANI's facilitator model). This fragmentation is a classic symptom of failed network management, in which the meta-governor (the state) fails to align interests and build collaborative capacity (Torfing et al., 2020).

2. The Primacy of Soft Elements: Unpacking the 7S Framework Findings

The application of the McKinsey 7S Framework yields the most potent explanation for SITENOR's struggles, starkly highlighting the fatal neglect of "soft" organizational elements in favor of "hard" ones.

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2.1. The Hollow Core: "Shared Values" and "Style."

The most critical failure lies in the misalignment of Shared Values and Style. Kemenpora's intended value of a "data-driven culture" and data as the "eye of policy" clashed violently with the prevailing "compliance culture" within most Cabor (Hill & Hupe, 2014). For federations, SITENOR was not an empowering tool for strategic management but an external administrative burden. This value disconnect meant the system lacked intrinsic legitimacy. As organizational theory asserts, shared values act as the "glue" that holds an organization together; without them, even the best strategies unravel (Waterman, Peters, & Phillips).

This was exacerbated by a leadership (Style) gap. At Kemenpora, leadership was dualistic—collaborative externally but rigidly controlling internally. This "centralized fortress" model did not translate into effective digital leadership at the federation level (Qiao et al., 2024). In most Cabor, leadership was either absent or passive in its approach to SITENOR adoption. There was no internal "change champion" to translate the national mandate into local relevance, motivate staff, or secure resources. This finding strongly supports the literature that emphasizes that digital transformation is 80% about change management and leadership and only 20% about technology (Kotter, 2012). The contrast with federations like PBSI, which successfully mandated their own internal system (SI PBSI) through decisive leadership, is telling. It underscores that leadership at the implementer level is often more critical for success than leadership at the policy originator level (Al-Haddad & Kotnour, 2015).

2.2. The Capacity Chasm: "Staff" and "Skills."

The weaknesses in Values and Style directly crippled the capacity elements: Staff and Skills. The research reveals a pronounced human resource deficit at the federal level. Most Cabor lacked dedicated staff (Staff) for data management, thereby imposing SITENOR duties on already overloaded volunteers. This reflects a fundamental misalignment between policy ambition and resource allocation, a common pitfall in public policy implementation (Mazmanian & Sabatier, 1983).

Concurrently, a severe Skills gap existed across a "competency pyramid." At the base, end-users (coaches, officials) lacked basic digital literacy and, more importantly, data

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literacy—the understanding of why accurate data matters (Kraus et al., 2021). At the federation level, skills in data management, standardization, and verification were minimal. At the Kemenpora level, although technical skills were present, advanced data analytics for policy and cross-sectoral negotiation for horizontal integration were underdeveloped. This systemic skills deficit made the sophisticated SITENOR system functionally unusable for its intended purpose, turning it into a passive digital archive rather than a dynamic decision-support tool. This validates models such as the Information System Success Model, which posits that system and information quality are useless without user expertise to leverage them (DeLone & McLean, 2003).

2.3. The Illusion of Hard Element Readiness

Paradoxically, the relative strength of the "hard" elements—Strategy, Structure, and Systems—may have contributed to the failure by creating a false sense of security. The strategy was clear, the central structure was adapted, and the system was technically built. However, as Change Management Theory warns, a top-down, technology-first approach often triggers resistance if the human and cultural dimensions are ignored (Burnes, 2017). The "hard" elements were designed for an idealized, compliant ecosystem, not the messy, resource-constrained, and culturally diverse reality of Indonesian sports federations. This resulted in procedural inefficiencies (e.g., manual data re-entry for PBSI) and poor data quality due to insufficient verification, ultimately undermining the strategy's very goals.

3. The User Experience Lens: EUCS and the Adoption Barrier

The End-User Computing Satisfaction (EUCS) analysis provides the micro-level, experiential evidence that crowns the 7S organizational diagnosis. Low scores across all five dimensions—Content, Accuracy, Format, Ease of Use, and Timeliness—are not merely technical complaints; they are symptomatic of macro-level organizational failures.

Content & Accuracy: Users found the information incomplete and questioned the accuracy of the data. This stems directly from the lack of dedicated Staff and verification Skills at the Cabor level, and from a compliance-driven rather than value-driven data-entry process.

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Ease of Use & Format: A non-intuitive interface compounded the problems caused by low digital literacy (Skills gap). The system's design did not accommodate the diverse competency levels of its users, violating core principles of human-computer interaction for public systems (Mergel et al., 2019).

Timeliness: Slow updates reflected both technical limitations and, more importantly, the lack of organizational routine and priority (Shared Values) for maintaining the system.

This low EUCS directly predicts low adoption and high resistance. It operationalizes theories like the UTAUT. Users perceived low Performance Expectancy (SITENOR did not clearly support their core work) and high Effort Expectancy (it was difficult to use), resulting in observed superficial, compliance-based use rather than genuine adoption (Venkatesh, Morris, Davis, & Davis, 2003). The incentive to access LPDP scholarships served as an external Facilitating Condition. However, as the theory predicts, such extrinsic motivators are less sustainable than intrinsic ones rooted in perceived usefulness and ease of use.

4. Comparison with Prior Research and Theoretical Contributions

This study's findings resonate with, but also critically extend, the existing literature on digital transformation in the public sector and sports management.

Digital Government & Development: The study provides a granular, empirical case of Heeks' "design-reality gap" in an Indonesian context (Heeks, 2002). The gap for SITENOR was profoundly socio-organizational rather than technological. It echoes Dunleavy et al.'s (2006) concept of Digital Era Governance, highlighting the failure in the "reintegration" and "needs-based" aspects. SITENOR aimed for reintegration but imposed a siloed, top-down model, designed from a provider, not a user, perspective.

Sports Management Digitalization: The findings align with those of Mahmud et al. (2022) and Dharmadi (2022) regarding the potential of digitalization to enhance efficiency and growth in sports. However, it starkly illustrates the caveats raised by Royyana (2018) and Kraus et al. (2021): that success hinges on human readiness and organizational change management. This study deepens this by identifying *which specific* human and organizational elements (via the 7S framework) are most vulnerable and how their failure manifests in user experience (via EUCS).

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Theoretical Synthesis: The primary theoretical contribution lies in the integrated application of the 7S and EUCS frameworks to evaluate a digital public policy. This bridges the often-separated discourses of organizational effectiveness (public administration) and technology acceptance (information systems). It demonstrates that user dissatisfaction (EUCS) is not random but is a direct consequence of misaligned organizational soft elements (7S). This integrated diagnostic approach offers a more holistic tool for policymakers and researchers alike.

Practical and Policy Implications: From Compliance to Co-Creation

The implications for Kemenpora and similar government entities embarking on large-scale digitalization are clear and urgent. A paradigm shift is required.

1. Prioritize "Human Infrastructure" Over Technical Infrastructure: Future investment must pivot dramatically. Before any further system upgrades, a nationwide, sustained, and tailored capacity-building program is essential. This includes:

- Digital & Data Literacy: Basic training for end-users, especially senior coaches.
- Data Management Skills: Specialized training for federation staff on data verification, standardization, and analysis.
- Change Leadership Workshops: For federation leaders to equip them to become internal champions of digital change.

2. Shift from a Centralized to a Platform Governance Model: The current extractive model must evolve into a co-creative, interoperable ecosystem. Kemenpora should:

- Establish a technical working group with federations (especially digitally mature ones like PBSI and ISSI) to develop secure APIs (Application Programming Interfaces). This would allow federations to maintain their own systems while automatically syncing relevant data with SITENOR, eliminating duplicate work and improving the quality of source data (DeNardis & Hackl, 2015).
- Reposition SITENOR as a national data platform that provides value-added services—like automated analytics dashboards, talent mapping tools, and benchmarking reports for federations—thereby creating an intrinsic incentive for use.

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3. Reframe the Value Proposition and Strengthen Legitimacy: Leadership communication must move beyond compliance.

- Communicate Intrinsic Value: Demonstrate how SITENOR data can help federations secure funding, plan training, and identify talent gaps.
- Enact Supportive Regulation: While a stronger mandate (e.g., a Ministerial Regulation) is needed for uniformity, it must be paired with the support structures above. The regulation should focus on outcomes (data completeness and accuracy) rather than on process (the mandatory use of a specific interface), allowing federations flexibility in how they achieve those outcomes.

CONCLUSION

This study concludes that the effectiveness of Indonesia's DBON digitalization policy, implemented via the SITENOR system, is severely constrained by a core socio-organizational implementation gap rather than technical failure. A profound disconnect exists between the central strategy for data-driven governance and the decentralized reality of federations characterized by weak capacity, misaligned values, and low digital literacy. While the "hard" infrastructure—strategy, structure, platform—is established, the initiative is crippled by failures in the "soft" organizational dimensions: the absence of shared data-driven values, passive local leadership, a critical deficit in dedicated staff and skills, and consequently low user satisfaction (EUCS) regarding accuracy, ease of use, and timeliness. Consequently, adoption remains shallow and compliance-based, preventing SITENOR from becoming a dynamic decision-support tool.

The findings indicate that enabling factors, such as political will and coercive incentives, primarily lead to nominal registration. In contrast, inhibiting factors—especially weak soft elements at the federation level—diminish actual utility and trust. This outcome supports theoretical models such as the Design-Reality Gap (Heeks, 2002) and UTAUT, emphasizing the importance of social and organizational alignment over technical design. The combined use of the 7S and EUCS frameworks offers a comprehensive diagnosis, illustrating that within multi-level governance networks, the capacity and commitment of implementers

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are more crucial than the clarity of central policy (Pressman & Wildavsky, 1973; Rhodes, 2017).

In practical terms, these results call for a strategic shift by Kemenpora from a top-down, compliance-oriented approach to a user-centered, co-creative ecosystem. Priorities should include developing human infrastructure through ongoing capacity building, implementing a platform governance model with APIs to ensure interoperability, and refining incentives to emphasize intrinsic value. As this is a qualitative study of the early implementation phase, the findings would benefit from validation through a large-scale national survey and longitudinal research. Ultimately, achieving DBON's objectives requires less emphasis on technical perfection of the SITENOR system and greater investment in cultivating organizational foundations such as values, leadership, skills, and partnerships, which are essential for a genuinely data-driven sports ecosystem.

Limitations and Avenues for Future Research

This study has several limitations that also chart a course for future inquiry.

- Methodological Scope: As a qualitative case study focused on key informants from central agencies and selected federations, its findings are rich in depth but may not capture the complete national variance. A large-scale quantitative survey of SITENOR users across all provinces and federations is a logical next step toward statistically generalizing the prevalence of the EUCS and the organizational issues identified here.
- Temporal Limitation: The research covers the early implementation phase (2021-2024). Digital transformations are long-term processes. A longitudinal study tracking the evolution of SITENOR's adoption and impact over 5-10 years is crucial for understanding whether the identified gaps widen or close, and under what conditions.
- Comparative Potential: This is a single-country case. Comparative research with other nations implementing similar sports digitalization policies (e.g., Malaysia, the UK, Australia) could isolate context-specific factors from universal challenges in public-sector digital transformation.

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