



Implementation of SP4N-LAPOR! in the Kampar Regency Government Based on Regulation of the Minister of Administrative and Bureaucratic Reform Number 5 of 2025 concerning the National Public Service Complaint Management System

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Abstract

This study analyzes the implementation of SP4N-LAPOR!, the national public service complaint management system, in the Kampar Regency Government, using Article 2 of Regulation of the Minister of Administrative and Bureaucratic Reform (PAN-RB) Number 5 of 2025 as the normative benchmark. It uses a socio-legal (empirical) method with observation, structured interviews at the Communication, Informatics and Cryptography Agency (Diskominfo) and the Inspectorate, and a questionnaire completed by 100 residents. Of 167 complaints received in 2022–2025, 39 were postponed and 27 were archived or rejected. Access is the most fulfilled objective (84%), while the use of complaint data to improve services and policies reaches only 24%; 76% of respondents said the system fell short of expectations. The constraints are limited human resources, formalistic agency responses tied to the budget cycle, weak oversight and sanctions, and low public awareness. The regional government has responded with periodic Regent Decrees, technical guidance, standard operating procedures, and multimedia socialization. Implementation is running but is not yet optimal.

Keywords: Public Service, SP4N-LAPOR!, Kampar Regency Government, PAN-RB Ministerial Regulation Number 5 of 2025

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INTRODUCTION

Public service is an activity to fulfill service needs for every citizen and resident in the form of goods, services, or administrative services provided by public service providers (Article 1 point 1 of Law Number 25 of 2009). Public complaints serve as a supervisory instrument that encourages transparent and accountable government. The commitment to good governance was followed up through Presidential Regulation Number 76 of 2013 concerning Public Service Complaint Management, which was later refined by Regulation of the Minister of Administrative and Bureaucratic Reform (PAN-RB Ministerial Regulation) Number 5 of 2025, integrating complaints into a single national system, SP4N-LAPOR!. LAPOR! began as a service of the Presidential Work Unit for Development Supervision and Control (UKP4) in 2012. It can be accessed

through lapor.go.id, SMS 1708, @lapor1708, and mobile applications, and it applies the *no wrong door policy* and *single entry point* principles. Article 2 of the regulation sets four objectives: (a) effective, efficient, transparent, and accountable complaint management; (b) prompt, accurate, orderly, complete, and accountable resolution; (c) access for all citizens in a safe and impartial manner; and (d) sustained management whose results are used to improve services and public policy.

Kampar Regency runs SP4N-LAPOR! under Regent Regulation of Kampar Number 43 of 2022, with the dedicated subdomain kampar.lapor.go.id. Ideally, reports are verified by the regional admin and forwarded to the relevant agency within three working days, and the agency responds within five working days. Data from the Communication, Informatics and Cryptography Agency (Diskominfo) of Kampar Regency show that reports in 2022–2025 fluctuated (39, 47, 33, and 48), with 4, 16, 9, and 10 reports postponed and 7, 9, 0, and 11 reports archived or rejected. PAN-RB Ministerial Regulation Number 5 of 2025 is used as a normative benchmark even though it was not yet in force in 2022–2024, because it refines Presidential Regulation Number 76 of 2013 and PAN-RB Ministerial Regulation Number 46 of 2020, which previously served as the legal basis. Earlier studies in Kampar examined a manual information system in Kampar Timur District (Aguswan) and the E-SKM application at a single agency (Ananda). This study differs because it tests the integrated national complaint system, which reaches all regional apparatus organizations (OPD), against Article 2 of PAN-RB Ministerial Regulation Number 5 of 2025 from the perspective of Administrative Law, which is its novelty.

The study aims to analyze the implementation of SP4N-LAPOR! in Kampar Regency under Article 2 of PAN-RB Ministerial Regulation Number 5 of 2025, to identify its constraints, and to identify the regional government's efforts to overcome them. The analysis uses good governance theory (UNDP; Bovens), Arnstein's ladder of participation at the *informing*, *consultation*, and *partnership* levels, and Edwards III's policy implementation model (communication, resources, disposition, bureaucratic structure), complemented by Van Meter and Van Horn.

METHOD

This is socio-legal (empirical) legal research that assesses how regional apparatus fulfill their legal obligations under PAN-RB Ministerial Regulation Number 5 of 2025. It was conducted in Kampar Regency at the Communication, Informatics and Cryptography Agency (Diskominfo) and the Inspectorate. The sample comprised 102 respondents: one Diskominfo representative, one Inspectorate representative, and 100 residents from a population of 876,767. Primary data were collected through observation, structured interviews (15 questions for Diskominfo and 13 for the Inspectorate; April 23, 2026, with Salmi, Renold, and Ayu), and a questionnaire. Secondary data comprised primary legal materials (Law Number 25 of 2009, Presidential Regulation Number 76 of 2013, Presidential Regulation Number 95 of 2018, PAN-RB Ministerial Regulation Number 5 of 2025, and Regent Regulation of Kampar Number 43 of 2022), secondary materials, and tertiary materials.

Interview results were analyzed qualitatively by comparing legal provisions with practice in the field, questionnaire data were analyzed descriptively as percentages, and conclusions were drawn inductively.

RESULTS AND DISCUSSION

Results

Institutions and complaint mechanism

Diskominfo acts as the technical manager (*super admin*) under Regent Decree of Kampar Number 170/DISKOMINFO/I/2025 of January 2, 2025. It handles verification and disposition, while resolving the substance of a complaint is the authority of the OPD. Kampar became the first regency in Riau with the subdomain kampar.lapor.go.id, so residents' reports go directly to Diskominfo without disposition from the central level. The flow is: (1) a complaint arrives through the website, the Android application, SMS 1708, social media, or WhatsApp; (2) the admin verifies that the report contains no ethnic, religious, racial, or inter-group (SARA) content, has adequate evidence, is clear, and is relevant; (3) eligible reports are dispositioned to the OPD, targeting resolution within 10 working days against the regulatory limit of 14 working days (Renold, Inspectorate); and (4) the OPD uploads evidence of follow-up. Timeliness is maintained through a WhatsApp group of OPD admins, because formal Inspectorate oversight is not yet integrated into daily monitoring (Ayu, Inspectorate).

Complaint reports, 2022–2025

During 2022–2025 Diskominfo received 167 reports: 101 were dispositioned, 39 were postponed, and 27 were archived or rejected (Table 1).

Table 1. SP4N-LAPOR! reports at Diskominfo of Kampar Regency, 2022–2025

Year	Received	Dispositioned	Postponed	Archived/rejected
2022	39	28 (71.79%)	4 (10.26%)	7 (17.95%)
2023	47	22 (46.81%)	16 (34.04%)	9 (19.15%)
2024	33	24 (72.73%)	9 (27.27%)	0 (0%)
2025	48	27 (56.25%)	10 (20.83%)	11 (22.92%)
Total	167	101 (60.48%)	39 (23.35%)	27 (16.17%)

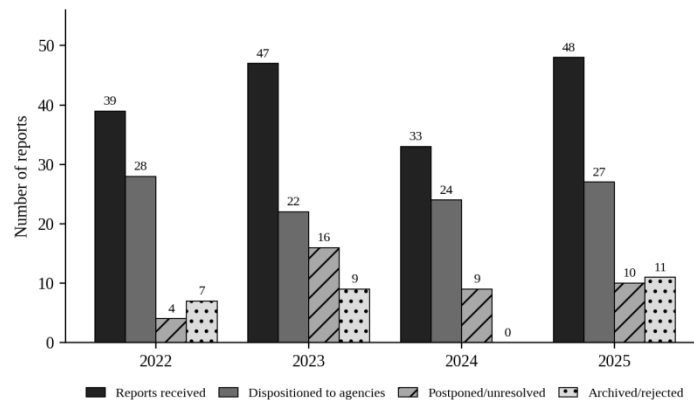


Figure 1. Trend of SP4N-LAPOR! reports in Kampar Regency, 2022–2025

In 2022, 28 reports were dispositioned to 11 agencies, most of them to the Social Affairs Agency (9 complaints; 23.08%). In 2023 reports rose to 47; 22 were dispositioned (most to the Education, Youth and Sports Agency (Dikpora) and the Public Works and Spatial Planning Agency (PUPR), 5 each), but 16 reports (34.04%) piled up because they exceeded the handling deadline. In 2024 reports fell to 33; 24 were dispositioned to 10 work units (18 completed and 6 in progress), with population administration at the Population and Civil Registration Agency (Disdukcapil) at the top (8 reports; 33.33%), and the Follow-up Score (NTL) reached 82.6%. In 2025 reports rose to 48; 27 were forwarded to 8 agencies, and 21 reports were left unresolved: 11 archived or rejected (7 by the admin because the substance was unclear, there was no initial evidence, or the matter was outside the regional government's jurisdiction; 4 withdrawn by the reporter) and 10 postponed or closed by the system, caused by slow OPD review and by the link between physical-facility complaints and the regional budget (APBD) cycle. Recurring topics include roads and bridges, social assistance, education and school levies, indications of corruption, collusion, and nepotism (KKN), and population administration.

Public perception and achievement of Article 2

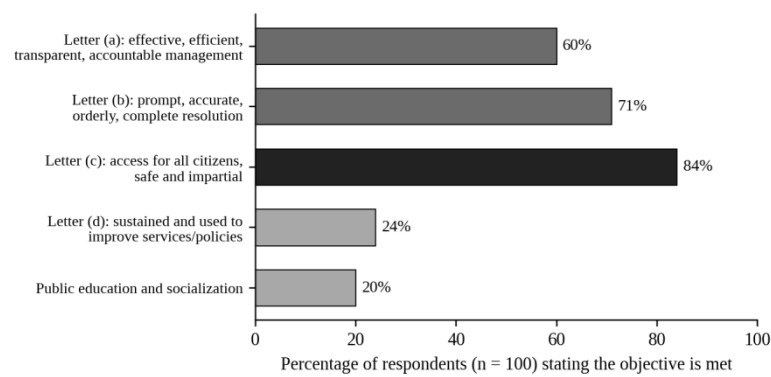
The questionnaire of 100 respondents shows that ease of access is rated highest (93%), while clarity of procedure is rated lowest (37%) (Table 2). Achievement against Article 2 is highest for letter (c) at 84% and lowest for letter (d) at 24% (Table 3). In total, 76% of respondents said the system had not met their expectations.

Table 2. Public perception of SP4N-LAPOR! (n = 100)

Indicator	Agree (%)	Disagree (%)
Ease of reporting access (SMS, web, application)	93	7
Knowledge that SP4N-LAPOR! is the official channel	64	36
Clarity of the reporting flow/procedure	37	63
Security of identity/protection of reporters	71	29
Reports are actually followed up by the agency	65	35
Follow-up status can be monitored transparently	60	40

Table 3. Achievement of SP4N-LAPOR! objectives under Article 2 of PAN-RB Ministerial Regulation Number 5 of 2025 (n = 100)

Objective	Met (%)	Not met (%)
Letter (a): effective, efficient, transparent, and accountable	60	40
Letter (b): prompt, accurate, orderly, and complete	71	29
Letter (c): access for all, safe and impartial	84	16
Letter (d): sustained and used to improve services and policies	24	76
Public education and socialization	20	80

**Figure 2.** Achievement of SP4N-LAPOR! objectives under Article 2 of PAN-RB Ministerial Regulation Number 5 of 2025

Constraints

The first internal constraint is human resources. The liaison officer post is often held concurrently by civil servants who have other routine duties; Diskominfo has only two SP4N-LAPOR! operators and manages at least 33 applications. Rotation without handover meant that in 2024 reports in Siak Hulu and Serkat (Serkap) Districts were not followed up because new officers did not know it was their task, and two skilled operators were transferred, so the work was briefly handled by one person. Training for OPD admins is not regular, not every OPD allocates funds in its work and budget plan (RKA), and OPD heads' involvement is inconsistent. Second, OPD responses are often administrative formalities because physical complaints, such as the potholed road in Bangkinang Kota (2023 and 2025), depend on APBD budget items, while many reports stall because the location or evidence is incomplete. Third, regulatory and institutional synchronization is weak: Regent Decrees, SOPs, and planning have not yet been adjusted to PAN-RB Ministerial Regulation Number 5 of 2025, coordination between Diskominfo and the Inspectorate and with the Ombudsman of the Republic of Indonesia, Riau Representative, is not routine, and sanctions for OPD that ignore complaints are not firm.

The external constraint is low digital literacy and public awareness. Some 80% of respondents never received socialization, 63% said the procedure is unclear, 58% said technical facilities are minimal, and 36% did not know SP4N-

LAPOR!. Reports of 33–48 per year are very small relative to a population of more than 870,000. Residents still prefer to complain directly to OPD offices or through community leaders and members of the regional legislature (DPRD), some are reluctant to report formally because of local culture, and many reports lack evidence, are repeated, or contain SARA content and are therefore archived.

Table 4. Identified constraints in SP4N-LAPOR! implementation in Kampar Regency (n = 100)

Constraint	Data indicator	%	Category
Minimal regular socialization	Never received socialization	80	Communication
Complicated flow/procedure	Procedure rated unclear	63	Technical
Low public awareness	Did not know SP4N-LAPOR!	36	Education
Limited facilities and infrastructure	Facilities rated minimal	58	Infrastructure
Follow-up not yet tangible	Saw no concrete resolution	35	Managerial/HR
Overall dissatisfaction	Not yet as expected	76	Multidimensional

Regional government efforts

For human resources, Diskominfo holds technical guidance, has drafted SOPs, and briefs new admins by telephone and WhatsApp because the formal training budget is limited; the SOPs are not yet optimal because handover is weak. SP4N-LAPOR! performance data are beginning to be integrated into the performance assessment of OPD heads. On regulation, the Regent issues a Management Team Decree every January (067-175/I/2023, 242/DISKOMINFO/I/2024, and 170/DISKOMINFO/I/2025), and the SOPs are being aligned with PAN-RB Ministerial Regulation Number 5 of 2025. Diskominfo coordinates with the Riau Ombudsman and the Inspectorate and is developing feedback to reporters. For socialization, it uses social media, the website, local radio, billboards, banners, YouTube and TikTok videos, and banners at OPD offices; face-to-face socialization has been held but is not routine because there is no dedicated budget from the central government or the APBD. The Diskominfo Annual Report does not yet contain diagnostic analysis or budget recommendations for the Regional Government Budget Team (TAPD).

Discussion

Letter (c): access is open but not yet equal. The 84% achievement and 93% ease of reporting show that multiple channels, the subdomain, and protection of reporter identity (71%) support access without exception. On Arnstein's ladder, this reaches only *informing* and *consultation*. Use is concentrated among digitally literate residents, while rural residents are not yet reached; according to Fung, the quality of participation also depends on residents' capacity and willingness to use the available channels.

Letters (a) and (b): certainty and completeness. The 60% and 71% achievements match the data: the disposition rate fell from 71.79% (2022) to 46.81% (2023), rose to 72.73% (2024), then fell again to 56.25% (2025), with 16, 9, and 10 postponed reports in 2023–2025. A "completed" status (NTL of 82.6%

in 2024) must be shown to actually solve the problem rather than merely close the ticket. Under Edwards III, the constraints appear in all four variables: resources (two operators, 33 applications, no dedicated budget), disposition (formalistic responses and inconsistent leadership commitment), communication (80% of respondents received no socialization), and bureaucratic structure (coordination through WhatsApp and weak SOPs, handover, and sanctions), consistent with Van Meter and Van Horn. From a good governance perspective, the absence of firm sanctions indicates that accountability (Bovens) has not been internalized, and minimal socialization indicates weak transparency. Obstacles also come from reporters: the procedure is considered complicated (63%) and initial evidence is often incomplete.

Letter (d): use for improvement. This is the weakest aspect (24%), consistent with only 20% understanding the system's function. Topics that recur every year indicate that root problems remain unresolved, and because evaluation does not yet contain budget recommendations for TAPD, physical complaints keep recurring; Arnstein's *partnership* level has not been reached. The regional government's efforts are a coherent response to the constraints, but most remain reactive and are not yet institutionalized in binding regulation or budget. Limitations: a 2025 benchmark is applied to 2022–2024 data, informants are limited to Diskominfo and the Inspectorate, and the questionnaire (100 respondents out of 876,767) is descriptive and not intended for generalization.

CONCLUSION

The implementation of SP4N-LAPOR! in Kampar Regency is not yet effective and optimal in realizing the objectives of Article 2 of PAN-RB Ministerial Regulation Number 5 of 2025. Access facilities and reporter confidentiality are in place (84%), but complete and accountable handling is hindered: 16 postponed reports in 2023, 21 unresolved reports in 2025, formalistic OPD responses caused by the APBD cycle, and 76% of respondents who are not satisfied. Internal constraints include limited human resources, regulatory and institutional synchronization, and the quality of OPD responses; external constraints include low digital literacy, a culture of reluctance to report, and incomplete reports. The regional government has improved human resource capacity and strengthened oversight, regulation, and socialization, but these efforts must be consistent and sustained.

It is recommended that (1) Diskominfo and the Inspectorate tighten oversight, enforce deadlines, and apply administrative sanctions, accompanied by a dedicated SP4N-LAPOR! budget item in the APBD; (2) training, mentoring, and knowledge transfer between admins be held regularly; and (3) socialization be expanded with regular face-to-face sessions and education on citizens' rights and participation.

CONFLICT OF INTEREST

The authors declare that there is no potential conflict of interest related to the research, authorship, and publication of this article.

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