

Implementation of the “Si Superlaris” Policy in Heir Registration Services at the Grabagan Village Government, Tulangan

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DOI : <https://doi.org/10.61796/icssh.v2i2.356>



Sections Info

Article history:

Submitted: April 15, 2025

Final Revised: May 01, 2025

Accepted: May 11, 2025

Published: May 24, 2025

Keywords:

Policy Implementation

Digitalization

Public Services

Population Registration

Village Government

ABSTRACT

Objective: This study aims to analyze the implementation of digital public service policies through the Si Superlaris application in managing inheritance statements in Grabagan Village, Tulangan District, Sidoarjo Regency. **Method:** A descriptive qualitative approach was employed, using George C. Edward III's policy implementation model, which emphasizes communication, resources, implementer disposition, and bureaucratic structure. Data were obtained through interviews, observations, and documentation to ensure validity through triangulation. **Results:** The findings reveal that the implementation of Si Superlaris aligns with the four dimensions of policy implementation. Communication has been effectively established through socialization and inter-operator communication groups; human resources are considered sufficient; and implementer commitment remains positive. Nonetheless, technical challenges persist, particularly regarding the incompatibility of digital documents with external institutional requirements, limiting full integration. These results underscore the need for cross-sectoral collaboration and continuous system updates to strengthen digital service delivery. **Novelty:** The originality of this study lies in its examination of the digitization of inheritance administration services at the village level, a relatively unexplored area in public policy research, thereby offering new insights into the role of local governance in advancing digital transformation.

INTRODUCTION

Public services play an important role in creating good governance that is responsive to the needs of the community [1], [3]. In accordance with Law No. 25 of 2009 on Public Services, the government is required to provide services that have legal certainty, clear standards, and accountable procedures [4], [6]. Unfortunately, the reality on the ground shows that service quality is still not optimal. Based on the Indonesian Ombudsman's report on January 26, 2023, the public still faces slow, complicated services and additional costs due to delays [7], [9]. This situation is exacerbated by limited human resources in terms of numbers and competencies, including the mismatch between the educational background of staff and the type of services provided [10]. Not only that, but the public's ever-increasing expectations and rapid technological developments also add their own challenges [11], [12]. Not only that, but the public's ever-increasing expectations and rapid technological developments also add their own challenges [12], [15].

In response to these conditions, there is a need for a new approach to public service delivery. One such approach is digital technology-based reform. The government has begun to promote public service reform with a more modern and adaptive approach, namely through the use of digital technology [16], [17]. The digitization of services is a strategic step in responding to the needs of the public, who want faster, simpler, and

more transparent processes [18], [19]. Currently, the use of technology in bureaucracy is no longer just an option, but a necessity. The use of electronic systems is considered capable of improving efficiency and effectiveness, as well as reducing opportunities for irregularities in service delivery [15], [20]. These reform efforts are also supported by a number of regulations, such as Presidential Regulation No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform, as well as Presidential Regulation No. 95 of 2018 concerning the Electronic-Based Government System (SPBE), which encourages all government agencies, from the central level to the level closest to the community, namely villages and sub-districts, to implement a digital-based government system [3], [21], [22].

One tangible manifestation of the implementation of this digital policy is the emergence of innovative digital public services in various regions. The implementation of this digital policy is beginning to take shape through various innovative public services in the form of applications and websites developed by local governments, including at the village level. Si Superlaris is a solution to various obstacles in the manual service process, such as delays, data irregularities, and potential abuse of authority [8]. In this context, digital public policy is a tangible manifestation of the government's response to public demands and developments of the times. However, the success of a policy is largely determined by how it is actually implemented in practice [5].

Therefore, it is important to examine the implementation process in depth. Policy implementation is an important stage that bridges the gap between policy formulation and the real impact felt by the community. It is at this stage that policies are tested through the capacity of implementers, the readiness of infrastructure, and the extent to which communication and coordination are effective [8]. Without optimal implementation, digital policies will only remain innovations on paper. One concrete example of digital policy implementation at the village level is Si Superlaris (Heir Registration Service System), launched by the Tulangan Subdistrict Government in Sidoarjo Regency [20].



Figure 1. Front Page of Si Superlaris

Source. <https://si-superlaris.sidoarjokab.com/>

Si Superlaris was developed as a follow-up to Presidential Regulation No. 95 of 2018 concerning SPBE, as well as an effort to address various issues that often arise in the processing of inheritance documents [23], [24]. Some of the obstacles often encountered include delays in reporting deaths, difficulties in tracking family data, and the absence of legal documents, which can lead to conflicts between parties [25]. In fact, the existence of a letter of inheritance is very important in legal and administrative processes, especially in the distribution of inheritance, insurance claims, and the management of funds in financial institutions [8], [12]. In this regard, Minister of Home Affairs Regulation No. 108 of 2019 emphasizes the importance of prompt, accurate, and legally accountable death registration.

The presence of Si Superlaris has brought about changes in public service mechanisms at the village level. People can now apply for inheritance certificates digitally. The process, which previously took up to seven days, can now be completed in one day, thanks to a flexible online verification system. Resident data has been digitized and electronically signed, making it legally valid. A comparison table of the process before and after the use of Si Superlaris is presented to illustrate the details of this observation.

Table 1. Comparison of Inheritance Letter Administration Procedures in Grabagan Village Before and After the Implementation of Si Superlaris

Aspect	Before Si Superlaris	After Si Superlaris
Processing Time	±7 working days	1 day
Signature & Stamp	Manual, requires wet signatures from the village head and sub-district head	Digital, done electronically
Verification Location	Must be physically present at the village and sub-district offices	Can be done from anywhere online
Service Efficiency	Slow, depending on the presence of officials	Fast, because the system can be accessed anytime
Time Flexibility	Limited to working hours	Flexible, verification can be done outside of business hours

Source: Compiled by researchers from Grabagan Village in 2025.

Si Superlaris is now implemented in 22 villages in Tulangan Subdistrict and is part of a digital service policy that continues to be developed. However, its implementation is not without various technical and administrative challenges.

This study focused on Grabagan Village, one of the villages that actively uses Si Superlaris. This village has an area of 218.814 hectares with a population of 8,692 people spread across 10 RW and 67 RT [26]. In practice, several obstacles were encountered, such as the limitation of the system, which can only list two generations of heirs, and the fact that some financial institutions do not yet accept digitally signed barcode documents. The system also cannot continue the process if important documents, such as death certificates, are not available.

Table 2. Number of Residents Applying for Inheritance Rights in Grabagan Village (2022–2025)

Year	Number of Residents Handling Inheritance	Description
2022	83 people	Many residents are concerned because land is being sold to housing developers
2023	21 people	Significant decline following the surge in demand in 2022
2024	15 people	By the end of the year, there were not many applicants; <i>Si Superlaris</i> only started in August 2024
2025*	6 people	Data from January–March 2025, after the implementation of <i>Si Superlaris</i>

Source. Processed by Researchers from Grabagan Village in 2025

* The 2025 data only covers the first quarter (January–March)

This data shows a pretty drastic drop in inheritance certificate applications over the last few years. Based on the data in the table above, while there were 83 applications in 2022, this number dropped sharply to 15 by the end of 2024, and only 6 applications during the January–March 2025 period. Although the processing time has become faster, this decline raises initial questions about whether it is due to the process not yet operating at full capacity, or other factors such as a genuine decline in public demand.

Several previous studies relevant to the implementation of digital public service policies. The first study, conducted by Dwi Cipta Widyawan and Adam Idris (2024), titled "Implementation of the Personnel Management Information System (SIMPEG) at the Regional Education and Training Personnel Agency of Samarinda City," aimed to evaluate the implementation of SIMPEG as a digital system in supporting personnel administration. The research findings indicate that the implementation of SIMPEG already has a sufficiently clear organizational structure and task execution in accordance with the Mayor's Regulation. However, its implementation is not yet optimal due to insufficient socialization from the agency to the implementers, low understanding of the application operators, and the absence of specific SOPs governing the technical use of the application [22].

Second, in a previous study conducted by Ayum Hanifah (2024), entitled "The Impact of E-Buddy on Local Government Governance in Indonesia through Document Management Transformation," the aim was to evaluate the implementation of the E-Buddy application in the Pangreh Village Government. The results of the study showed that the implementation of E-Buddy was not yet optimal. From a communication perspective, the use of the application was inconsistent, as some village officials still relied on WhatsApp as an alternative. In terms of resources, limitations in computer facilities and a lack of technical guidance posed challenges. Additionally, some village officials were not disciplined in using the application, particularly regarding attendance, despite the bureaucratic structure aligning with existing regulations [2].

Third, in a previous study conducted by Mukhammad Ulil Albab (2024), entitled "Management of Digital Official Letters Using the E-Buddy Sidoarjo Application," the aim was to evaluate the implementation of the E-Buddy application in the management of digital official letters in Kedungrejo Village, Jabon District. The results of the study showed that the implementation of the application was quite good, but not yet optimal. From a communication perspective, there was a lack of activities such as technical guidance and consistency in using the application, as information was more frequently conveyed via WhatsApp rather than the application's disposition feature. From a resource perspective, only some village officials were able to operate the application effectively, which impacted the disposition or attitude of implementers in following up on incoming letters. Challenges were also encountered regarding internet access, despite adequate equipment being available [19].

Given the limitations of previous studies and the problems still found in the field, this research is important to see how the implementation of digital policies through Si Superlaris is carried out in Grabagan Village, as well as to examine the factors that influence its success. This study employs George C. Edward III's policy implementation theory as an analytical tool, emphasizing that the success of policy implementation is influenced by four main factors: communication, resources, implementer disposition, and bureaucratic structure. Communication is key to ensuring that the messages and objectives of the policy are fully understood by implementers and target groups. Without effective communication, policies may be misinterpreted or even rejected. Furthermore, adequate resources, both in terms of the quantity and quality of human resources and financial support, are also crucial for optimal policy implementation. The disposition or attitude of implementers refers to their commitment, integrity, and readiness to carry out the policy. Lastly, an efficient and streamlined bureaucratic structure significantly influences the smoothness of implementation, especially when supported by clear Standard Operating Procedures (SOPs) and a responsive organization [1], [22].

Through this approach, the study is expected to provide an in-depth picture of the dynamics of digital policy implementation at the village level. This study is novel because it raises the topic of digital inheritance letter management, which has not been widely researched, especially in rural areas. Focusing on policy implementation practices in villages contributes to the e-government literature, which is generally still dominated by studies at the city or district level. Through a qualitative approach, this research aims to enrich understanding of digital policy practices in public services and serve as a basis for consideration in the development of similar innovations in other regions.

RESEARCH METHOD

This study uses a descriptive qualitative approach with a focus on the implementation of the Si Superlaris application policy in Grabagan Village, Tulangan District, Sidoarjo Regency. This approach was chosen to describe the conditions in the field in depth and to adapt to the developing situation (Sugiyono, 2013). This study is based on Edward III's policy implementation theory, which includes four main

indicators: communication, resources, implementer disposition, and bureaucratic structure. The research location was chosen because of the striking difference between the number of users of conventional heir registration services and those using digital applications, indicating obstacles in policy implementation. Data were collected through in-depth interviews, direct observation, and documentation to obtain both primary and secondary data. Informants were selected using purposive sampling, namely the Village Service Officer (as the main operator), a second operator, and residents who had used the service, due to their direct involvement in the service process. Data analysis was conducted using the Miles & Huberman (1994) model, which includes the data collection process, data reduction to identify relevant information, data presentation in narrative form, and drawing conclusions based on validated data verified through triangulation.

RESULTS AND DISCUSSION

Results

The implementation stage is one of the most crucial elements in the public policy process because it determines whether the formulated objectives will be achieved. Pramono (2020) states that implementation is the process of executing policies involving a number of actors and resources, with the hope of producing tangible impacts in line with the predetermined objectives [27]. In line with this, implementation is also a dynamic process, in which implementers carry out various concrete activities to achieve results in line with policy objectives. Therefore, implementation is not limited to executing decisions, but also requires in-depth understanding, technical readiness, and comprehensive coordination across actors [28].

This study focuses on the implementation of the policy of administrative services for heir registration through a digital system called Si Superlaris, which was initiated by the Tulangan Subdistrict in Grabagan Village. This program is part of the transformation of electronic-based public services in line with Presidential Regulation No. 95 of 2018 concerning the Electronic-Based Government System (SPBE) [3], [21], [22]. To determine the extent to which this program is effective, we used George C. Edward III's theoretical approach, which highlights four main factors that influence the implementation process: communication, resources, implementer disposition, and bureaucratic structure. These four indicators will form the basis for analyzing field findings, including:

1. Communication

Communication is a strategic aspect that influences the success of public policy implementation. Based on interviews with technical implementers in the field, it was found that in the early stages of Si Superlaris implementation in Grabagan Village, communication between the sub-district and village governments was quite active, demonstrating serious efforts to unify perceptions and technical understanding of the policies being implemented.



Figure 2. Invitation to the *Si Superlaris* Socialization Event in Tulangan Subdistrict
Source. Author Documentation, 2025

One form of initial communication was realized through socialization activities carried out directly by the sub-district to all village officials and service operators. This was done so that all parties involved could understand the flow and technicalities of using the application properly.



Figure 3. Invitation to the *Si Superlaris* Socialization Event in Tulangan Subdistrict
Source. Documentation of the Grabagan Village Government, 2025

This was conveyed by Mr. Kris, Head of Services who also serves as the operator of Si Superlaris:

"At the beginning, several socialization events were held in the sub-district. We, including the village operators, participated directly in the socialization presented by the developers of Si Superlaris. So it wasn't just from the sub-district, but directly from the team that designed Si Superlaris." (Interview, March 14, 2025)

However, over time, the intensity of formal communication from the sub-district office has decreased. Communication has shifted more toward informal media through online chat groups between operators and technical implementers.

"Now that it's up and running, any difficulties and obstacles are immediately addressed in the group." (Interview, March 14, 2025)



Figure 4. The Most Popular Operator Group in Tulangan Subdistrict
Source. Author Documentation, 2025

2. Resources

Resources are a crucial element in the implementation of public policy. Therefore, it is necessary to directly observe the availability of resources in the field so that policy implementation can be understood more concretely. Based on the researcher's observations in the field, it was found that the employees assigned as Si Superlaris operators in Grabagan Village were employees with educational backgrounds in information technology who had previously undergone technical training from the sub-district office at the beginning of the application's implementation [32]. In Grabagan Village, basic infrastructure such as internet connection and computer equipment is relatively adequate.

However, the implementation of this service still faces obstacles in terms of administrative input from the community. The system cannot process documents if important data such as death certificates are not available. Based on findings in the

field, these delays are often caused by a low level of understanding and awareness among the community about the importance of having a death certificate.

In addition to administrative readiness on the part of the community, the smooth implementation is also greatly influenced by the quality of the technological infrastructure available in the village. The internet network uses Indihome services with a speed of 50 Mbps, and to date, no significant network issues have been identified.

Table 3. Resource Availability and Support

Types of Resources	Description	Notes
Internet Connection	Indihome WiFi 50 Mbps (Rp170,000/month)	Stable, costs covered by APBDes
Computer Equipment	2 CPUs, 2 monitors, 1 printer	Used for data input and printing application documents
Electricity	900 watts (Rp250,000/month)	Sufficient for operations, costs charged to APBDes
Operator Human Resources	Yuli Kristanto (Head of Services, Bachelor of Informatics)	Also acts as operator, technically competent but limited number of human resources

Source. Author Documentation, 2025

"The Wi-Fi here is 50 Mbps, using Indihome as the provider. There are no network issues here." (Interview, March 14, 2025)

However, in terms of human resources, there are still challenges in the data input process. Village operators feel that they have a double workload because the current system still requires data to be entered twice, namely manually for physical archives and online for uploading documents via the application.

"If possible, we can just type it online, then print it out. No need to do the work twice, that's what I want." (Interview, March 14, 2025)

3. Disposisi (Disposition)

The disposition of implementers is an important factor in policy implementation, as it reflects the extent to which they understand, accept, and are committed to the policies being implemented. In the implementation of Si Superlaris, village officials generally welcomed the application because it was considered to facilitate public services, especially for residents who were processing inheritance documents.

"In my opinion, this application is only meant to make things easier. People only need to go to the village, not the sub-district. It's more effective, yes." (Interview, March 14, 2025)

However, this positive spirit is accompanied by a critical attitude towards the system's shortcomings. One of these is the system's limitation of only being able to accommodate two generations of heirs, which is quite difficult in the case of larger, more complex families.

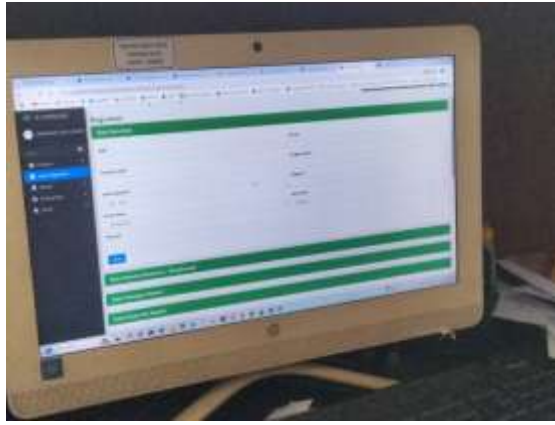


Figure 5. Registration Display Si Superlaris
Source. Author Documentation, 2025

"This application can only be used for two generations. If you take the great-grandparent's, it's a bit tricky." (Interview, March 14, 2025)

The positive attitude of the implementers was also evident in their initiative to promote the application to the public even though they were not required to do so. Education was carried out through word of mouth, especially when there were residents who were about to or were in the process of processing inheritance documents.

"The education is usually spread directly to the community by word of mouth." (Interview, March 14, 2025)

4. Struktur Birokrasi (Bureaucratic Structure)

The bureaucratic structure functions as an operational framework for the implementation of public policy. The existence of SOPs is key to ensuring that processes run consistently and in a coordinated manner. A concise and organized structure will speed up workflows and facilitate supervision.

This can be observed in the implementation of Si Superlaris, where the bureaucratic process has been structured from village operators, verified by the Village Secretary, then forwarded to the sub-district operator responsible for finalizing verification and printing legal documents. This procedure appears clear and systematic, but it still faces technical challenges such as editorial errors that require a re-correction process.

"If it is not suitable or appropriate, then we must reject the inheritance letter. I will explain what is missing, then it will be corrected at the village level and sent back to me." (Interview, March 14, 2025)

Harmonious cooperation between implementers at various levels requires a two-way communication process that is mutually constructive [29]–[31].

This finding is in line with Hanifah's (2024) research, which found that informal communication via WhatsApp was also used in the implementation of E-Buddy in Pangreh Village. Although effective for minor issues, formal communication is still necessary to prevent technical misunderstandings among implementers. This reinforces Edward III's view that consistency and clarity in communication are vital elements in the successful implementation of policies.

This situation may present new challenges, particularly in conveying technical and large-scale information, as not all issues can be effectively resolved through instant messaging groups. Therefore, consistent and sustained communication must be maintained to prevent misunderstandings among policy implementers in the field.

2. Resources

According to George C. Edward III, the success of implementation is greatly influenced by the availability of personnel, funding, technological tools, and adequate information [29]. This variable covers two main aspects: human resources, which include the competence and skills of implementers, and non-human resources in the form of physical facilities and supporting infrastructure [31]. In the context of implementing digital services such as Si Superlaris, these two aspects are important indicators for assessing technical and operational readiness in the field [30].

The findings of this study indicate that non-human resources from external parties, such as the administrative readiness of the community, have a significant impact on policy effectiveness. The Si Superlaris system cannot process documents if important data such as death certificates are not available. This delay is largely due to the community's low understanding of the importance of having a death certificate. This situation underscores that the success of digital policy implementation also depends on community participation and readiness as service users [33].

In addition to community issues, obstacles also arise from a digital system that is not yet fully integrated. Village operators have suggested that the application should be able to directly generate final documents that are ready to print and sign, without the need for retyping. This indicates that there are still efficiency gaps that need to be addressed in the future. This situation aligns with the findings of Ulil Albab's (2024) study in Kedungrejo Village, which revealed that limitations in digital system integration force operators to perform duplicate data entry, despite the availability of adequate technological devices. Thus, these findings reaffirm the resource indicators in Edward III's theory, emphasizing that technical readiness and system efficiency are key enablers for the effective implementation of public policies. Efforts to enhance system capacity, along with educating the community about the completeness of administrative documents, are strategic steps to strengthen the success of digital policies like Si Superlaris at the village level.

3. Disposition

According to George C. Edwards III, disposition refers to the attitude or orientation of implementers toward policy, which includes their willingness and readiness to implement it. If implementers have a positive and supportive attitude, the chances of successful implementation will be greater. Conversely, a negative attitude can be an obstacle and lead to failure in achieving policy objectives [29], [31].

These findings indicate that successful implementation depends not only on the system that is built, but also on the commitment and concern of implementers at the grassroots level. This is in line with the findings of Widyawan and Idris (2024) in their study of SIMPEG Samarinda, which shows that positive attitudes and active involvement of implementers can maintain the sustainability of implementation, even when technical obstacles are present. Edward III also emphasized the importance of implementers' disposition in bridging policy objectives with field practices.

4. Bureaucratic Structure

According to George C. Edwards III, bureaucratic structures encompass the division of tasks, work rules, and procedures that govern policy implementation. In this context, efficient and responsive structures are considered crucial to ensuring smooth policy implementation. Conversely, complex and fragmented bureaucratic structures can be an obstacle, as they slow down the flow of information and weaken coordination among implementers [29], [31].

Findings from the implementation of Si Superlaris show that even though internal bureaucratic processes have been designed digitally and systematically, their effectiveness is still hampered by external factors. Problems arise when the digital documents produced are not fully accepted by external institutions such as banks, which still require wet signatures and stamps. This indicates a mismatch between the internal digital system and external verification standards that are still conventional in nature.

This situation aligns with Ulil Albab's (2024) findings in the implementation of E-Buddy, where external institutions are also not yet ready to accept digital-based documents. This unpreparedness shows that digital transformation at the internal bureaucratic level has not been matched by the readiness of external actors involved in the public service ecosystem. Edwards III emphasizes that the effectiveness of implementation is not only determined by the internal strength of the bureaucracy, but also by the extent to which policies can synergize with external stakeholders.

Therefore, this finding underscores the importance of cross-institutional policy harmonization as a response to structural challenges arising from digital disparities among actors. Digital transformation in village and sub-district bureaucracies must be accompanied by broader policy support to ensure that service recipients are not disadvantaged by differences in standards and perceptions of document legality among institutions.

CONCLUSION

Fundamental Finding : This study concludes that the implementation of the Si Superlaris digital service in Grabagan Village has been relatively effective in facilitating inheritance administration, as the four variables of George C. Edward III's policy implementation theory—communication, resources, disposition, and bureaucratic structure—have been realized despite technical challenges. **Implication :** The findings underscore that the success of digital public services at the village level is contingent upon technological readiness, operator competence, and consistent cross-sectoral coordination, highlighting the need for system improvements, broader institutional acceptance, and sustained policy support. **Limitation :** However, the study is limited by its focus on a single village, reliance on qualitative data without incorporating service user perspectives, and the early stage of application implementation that prevents long-term impact assessment. **Future Research :** To deepen understanding, future studies should adopt a broader comparative scope across villages, integrate quantitative methods to measure user satisfaction, and investigate critical aspects such as data security, interoperability of digital systems, and institutional readiness for comprehensive digital service adoption.

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