

TRANSPARENCY IN ADMINISTRATIVE SERVICES FOR CERTIFICATES OF HEIRSHIP IN PURWOSARI DISTRICT, PASURUAN REGENCY: A PERSPECTIVE FROM THE NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION

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Abstract

This study examines the transparency of Surat Keterangan Waris (SKW) inheritance-certificate administrative services at Kecamatan Purwosari, Pasuruan Regency, using the transparency framework developed by Lembaga Administrasi Negara (LAN). Although the sub-district has established a formal Service Standard Decree (SK Pelayanan), preliminary exposure during the researcher's field internship indicated that information on requirements, procedures, and processing time was not openly displayed to the public, leaving applicants dependent on verbal explanations from officials. This gap between the existing administrative standards, the mandate of Law No. 14 of 2008 on Public Information Disclosure, and their actual communication to the public formed the basis of this study, which aims to analyze the transparency of SKW services and identify its supporting and hindering factors. A qualitative case-study approach was used; data were collected through in-depth interviews with five informants representing sub-district officials, village officials, and service users, supported by field observation and document analysis. The findings show that among the three transparency indicators completeness, clarity, and accessibility, Only the cost component fully met LAN's transparency standard, while information on requirements, procedures, and complaint channels remained internally available but had not been translated into open public media. Timeframe certainty was further constrained by the sub-district's structural dependence on the Camat as sole signatory. The study recommends that Kecamatan Purwosari develop visual information media summarizing requirements, procedures, cost, and complaint channels, and delegate signing authority during the Camat's absence, to close the gap between available administrative standards and their public accessibility.

Keywords: Information Disclosure, Inheritance Certificate (SKW), Local Government Public Service, Transparency.

A. INTRODUCTION

Transparency is a core principle of good governance, requiring public service information to be provided in a complete, clear, and easily accessible manner to the community (Lembaga Administrasi Negara, 2009; Mardiasmo, 2009). As the frontline bureaucratic unit, the sub-

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district (kecamatan) plays a central role in providing administrative services, including the issuance of Inheritance Certificates (Surat Keterangan Waris/SKW), which serve as evidence of the legal status of heirs and as a basis for subsequent legal processes, such as the transfer of inheritance rights or the disbursement of insurance claims (Anita & Widodo, 2023). Law Number 25 of 2009 on Public Services requires service providers to establish service standards, while Law Number 14 of 2008 on Public Information Disclosure, particularly Article 7 paragraphs (1)–(2) and Article 11 paragraph (1) letter g, further requires public bodies to provide service procedures that can be accessed at any time without having to be requested in advance.

Initial observations obtained by the researcher during the implementation of the Field Work Practice (Praktik Kerja Nyata/PKN) at the Purwosari Sub-District Office in November 2025 indicated that some members of the community did not yet clearly understand the requirements and administrative procedures for obtaining an SKW, while the service information available in the service area remained limited. These initial indications provided the basis for the researcher to examine the issue more systematically through formal observations and interviews conducted from May to July 2026.

Several previous studies have examined transparency in similar administrative services. Nasir et al. (2024) found that transparency in the issuance of inheritance certificates in Panca Rijang Sub-District was constrained by limited information media. Ningrum et al. (2024) associated the low level of public understanding of SKCK services at Dampit Sector Police with inadequate dissemination of information. Wahyu et al. (2025) demonstrated that infographic banners at a village office in Tolitoli were able to improve public understanding of service requirements and procedures. Rismayadi (2017) identified limited information as a major obstacle to transparency in Parigi Sub-District, despite the availability of formal procedures, while Nuriani et al. (2021) found that transparency in e-KTP services in Sukolilo Sub-District was considered optimal because procedural information was actively communicated to the public.

Most of these studies interpret transparency gaps as resulting from the absence of standards or insufficient dissemination efforts. This study offers a different perspective on novelty: in Purwosari Sub-District, formal standards are in fact already available through the Service Decree (SK Pelayanan), but the gap lies in translating these standards into information media that are open and accessible to the public. This distinction is important because the processing of an SKW is often associated with urgent needs, such as the disbursement of insurance funds, meaning that delays or uncertainty can have a direct impact on applicants. Based on this context, this study aims to (1) analyze the transparency of SKW administrative services in Purwosari Sub-District based on three LAN indicators, namely completeness, clarity, and accessibility, and (2) identify the factors that support and hinder the optimal implementation of transparency.

B. LITERATURE REVIEW

Public administration places public services as a core function of government bureaucracy in fulfilling the rights and needs of citizens (Dwiyanto, 2021). At the sub-district level, this function is carried out through administrative services such as the issuance of population

documents, civil registration documents, and inheritance-related documents, including Inheritance Certificates (Surat Keterangan Waris/SKW), which serve as legal evidence of the status of heirs and provide a basis for subsequent processes, such as the transfer of land rights (Nindiasari et al., 2023).

Transparency in this context is defined by the National Institute of Public Administration (Lembaga Administrasi Negara/LAN, 2009) as the openness of service information presented in a complete, clear, and easily understandable manner to the public. Mardiasmo (2009) adds that transparency requires information not merely to be available, but also to be accessible and subject to public scrutiny, while Sedarmayanti (2012) positions transparency as a determining element of good governance. Based on the LAN framework, this study operationalizes transparency through three indicators: completeness (availability of information regarding requirements), clarity (availability of information regarding procedures, service duration, and fees), and accessibility (availability and accessibility of complaint mechanisms).

This conceptual framework is further reinforced by regulations. Law Number 25 of 2009 on Public Services requires service providers to establish and publish service standards, while Law Number 14 of 2008 on Public Information Disclosure, particularly Article 11 paragraph (1) letter g, specifically requires the work procedures of public agency employees related to public services to be available at all times. Kristiyanto (2016) emphasizes that information disclosure is an urgent requirement in the provision of public services, as its absence creates information asymmetry between service providers and service users, consistent with the focus of this study on the gap between established standards and their accessibility to the public.

C. RESEARCH METHODOLOGY

This study employs a qualitative approach using a case study method (Creswell & Poth, 2018; Sugiyono, 2013), aiming to describe and interpret the transparency of SKW services within their natural context rather than testing predetermined hypotheses. The research was conducted at the Purwosari Sub-District Office, Pasuruan Regency, from May to July 2026, as a systematic continuation of the initial observations obtained by the researcher during the Field Work Practice (Praktik Kerja Nyata/PKN) in November 2025.

Primary data were collected through in-depth interviews and direct field observations involving five informants purposively selected to represent three stakeholder groups: two sub-district officials, one village official, and two members of the public who had used the service. This composition enabled source triangulation between the perspectives of service providers and service recipients. Secondary data were obtained through document analysis, including the sub-district Service Decree (SK Pelayanan) and relevant laws and regulations.

Data analysis followed the interactive model of Miles, Huberman, and Saldana (2014), which includes data condensation, data display, and conclusion drawing and verification. Findings from interviews, observations, and documents were cross-checked against one another to strengthen the credibility of the research findings.

D. RESULT AND DISCUSSION

Table 1 summarizes the measurement of each component across three transparency indicators, based on the combined results of observations, interviews, and document analysis.

Table 1. Summary of SKW service transparency measurements by indicator and component.

Indicator	Components	Status of Findings
Completeness	Requirements	Formally established via District and Village service decrees, yet not publicized through accessible information channels within service areas.
Clarity	Procedures	Structured logically into five standard stages and understood by staff, but not yet available to the public in the form of a visual flowchart.
Clarity	Timeframe	Official standard is approximately 30 minutes; actual processing time varies (from 15 minutes to 1–2 days) depending on the availability of the District Head, who is the sole signatory.
Clarity	Costs	No fees are charged a practice consistently applied across all cases yet this information is not communicated to the public prior to the start of the process.
Accessibility	Complaint Mechanism	Feedback mechanisms are available via SP4N-LAPOR!, the Public Satisfaction Survey, and the BISANAN forum, but their existence is not widely known among service users.

Source: Processed interview and observation data (2026)

Completeness of SKW Service Information

The requirements for SKW services in Purwosari Sub-District have actually been formally established through the Service Decree (SK Pelayanan) at both the sub-district and village levels; however, this information has not been publicly disseminated to the community. There are no information boards or media in the service area that specifically display the requirements for obtaining an SKW. Interviews with service users revealed that information regarding the requirements was obtained only through verbal explanations from village officials, without reference to a standardized written source. This information gap has resulted in some applicants being asked to provide additional documents that had previously been considered sufficient by village officials.

Based on the transparency indicators established by LAN (2009), service providers are required to provide complete, clear, and easily accessible information regarding service requirements. The condition in Purwosari Sub-District indicates that the requirements are administratively available through the Service Decree but have not yet been translated into open public information; thus, completeness remains internal and regulatory in nature and has not fulfilled the openness dimension that constitutes the core of LAN's transparency principle. Mardiasmo (2009) emphasizes that transparency requires information not merely to be available but also to be accessible and subject to public scrutiny, meaning that an unpublished Service Decree creates information asymmetry between service providers and service users.

This pattern is consistent with the findings of Nasir et al. (2024) and Ningrum et al. (2024), who identified limited information media and inadequate dissemination as major obstacles in other locations. What distinguishes Purwosari is that the obstacle does not stem from the absence of standards but from the lack of dissemination of those standards, consistent with Wahyu et al. (2025), who found that infographic media can improve public understanding of service requirements in a similar context. Therefore, Purwosari Sub-District can utilize the existing Service Decree by transforming it into public information media, such as displaying a requirements banner in the service area and disseminating the information through the BISANAN coordination forum. This step does not require new regulations but only a change in the way existing standards are communicated.

Clarity of Procedures, Service Duration, and Fees

The SKW procedure consists of five sequential stages, beginning with the submission of documents and ending with the issuance of the inheritance certificate, as confirmed through interviews with sub-district officials. At the village level, an initial verification stage is conducted before the documents are forwarded to the sub-district. The official service standard specifies a processing time of approximately 30 minutes at both levels; however, this standard is not publicly displayed. Contrasting field experiences indicate that the process can be completed quickly when the Sub-District Head is present to sign the document, but may be delayed when the Sub-District Head is performing duties outside the office. This gap has so far been addressed informally by the sub-district office through WhatsApp notifications. Information regarding fees was consistently confirmed by all informants as completely free of charge, although service users acknowledged that they were previously unaware of this policy.

LAN (2009) states that clarity requires every stage of the process, certainty regarding service duration, and information on fees to be communicated systematically and openly, rather than merely being available internally. This view is reinforced by Sedarmayanti (2012), who associates transparent governance with openness throughout the service process. Uncertainty regarding service duration due to dependence on a single signing official reflects a structural weakness that contradicts the organizational principle proposed by Terry (in Wijayanti & Wicaksana, 2023), which states that the continuity of services should not depend on a single individual. This finding is consistent with Layn and Layn (2020) and Astinah Adnan (2025), who associate uncertainty regarding service duration with low responsiveness among service officers. In Purwosari, however, officials were considered responsive and communicative by service users, indicating that the underlying issue is structural rather than related to individual attitudes. Fees, on the other hand, are the only component that fully meets transparency standards in practice, consistent with Nuriani et al. (2021) and Nasir et al. (2024), who also found fees to be the easiest component to verify. Nevertheless, Mardiasmo (2009) reminds us that financial transparency requires active disclosure rather than merely the absence of irregularities; therefore, this good practice still requires clearer communication from the outset. Accordingly, Purwosari Sub-District should display a visual flowchart of the service procedure and publish the 30-minute service standard, accompanied by a mechanism for delegating signing authority to the Sub-District Secretary or Head of the Government Affairs Section when the Sub-District Head is unavailable. The policy of providing the service free of charge should also be explicitly stated in public information media.

Accessibility and Implementation of SKW Services

Purwosari Sub-District has established a formal complaint channel through the national digital platform SP4N-LAPOR!, which can, in principle, be accessed directly by the public, in addition to the Community Satisfaction Survey, internal staff evaluations, and direct handling by the Sub-District Head for more serious cases. In practice, the only recorded complaint was not submitted independently through the platform but was instead reported manually to the sub-district office and subsequently entered into the system by an operator. The service users interviewed were unaware of the existence of SP4N-LAPOR! or other complaint channels, and one applicant who had experienced an actual problem with the service did not know where to submit a complaint.

LAN (2009) requires complaint mechanisms to be clear, complete, and easily accessible to the public, a requirement reinforced by Article 36 of Law Number 25 of 2009, which obliges service providers to establish and follow up on complaint channels. The research findings indicate that complaint infrastructure is already available, but public accessibility has not yet been achieved because the community is unaware of its existence. This pattern is similar to the way information on requirements and procedures is treated as internal documentation rather than public information. This condition is consistent with Ilmiyah (2024), who found that transparency in digital services still requires stronger dissemination and digital literacy. However, it differs from Saputra and Prasetyani (2025), who associated low public participation in public service technology with reluctance to submit complaints. In Purwosari, low participation instead stems from the community's lack of awareness of the existence of the complaint channels. Therefore, Purwosari Sub-District needs to prioritize the dissemination of SP4N-LAPOR! through banners in the service area, verbal information provided by officials, and the BISANAN forum. As a medium-term measure toward enabling independent public access, the sub-district office should also consider providing a QR code linking directly to the platform.

Obstacles to Transparency in SKW Services

The obstacles identified across the different groups of informants are complementary rather than contradictory. Sub-district officials highlighted manual archiving, limited public understanding, and dependence on the availability of the Sub-District Head. Village officials emphasized the lack of dissemination from the sub-district office as a source of differences in understanding regarding procedures and incomplete documentation. Meanwhile, service users experienced these obstacles directly through repeated visits and uncertainty regarding the presence of the Sub-District Head, with tangible consequences for urgent needs such as the disbursement of insurance funds.

These obstacles are consistent with those identified by LAN (2009) and Mardiasmo (2009) concerning limitations in the provision of information and the suboptimal utilization of information media, as well as Sedarmayanti (2012) regarding challenges in maintaining consistent communication by public officials. Interestingly, the pattern in Purwosari differs somewhat from previous studies such as Nasir et al. (2024) and Ningrum et al. (2024), which generally identified multiple obstacles involving staff capacity, facilities, and public understanding simultaneously. In Purwosari, the quality of public officials and facilities was instead considered adequate by service users. Consequently, the obstacles are specifically

concentrated in the structure of information communication, which remains informal and personal rather than institutionalized as an independent information system that can be accessed directly by the public.

E. CONCLUSION

This study concludes that the transparency of SKW administrative services in Purwosari Sub-District is not yet fully optimal, despite the availability of its administrative foundation in the form of a formal Service Decree (SK Pelayanan). Of the three LAN transparency indicators, only the fee component fully meets the required standards. Completeness and clarity remain constrained because information on requirements, procedures, and service duration is administratively available but has not yet been translated into open public information media, while accessibility is limited by the public's low awareness of the existing SP4N-LAPOR! complaint channel. The main supporting factors are the availability of formal standards and infrastructure established by the sub-district, whereas the main obstacles are the communication structure, which still relies on manual archiving and face-to-face personal interactions rather than an independent information system accessible to the public, compounded by the sub-district's structural dependence on the Sub-District Head as the sole signing authority.

This conclusion directly addresses the two research questions concerning the level of transparency across the three indicators and the factors influencing it, while also indicating a practical direction for improvement: translating the existing administrative standards into open, accessible, and visually presented public information media. This study is limited to a single sub-district and five informants; therefore, its findings should be generalized cautiously to other locations. Future research could examine SKW transparency across several sub-districts simultaneously or evaluate the effectiveness of information-media interventions after their implementation.

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