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Implementing SIMBG in Building Approval (PBG) Services in a Border Region: An Edwards III Analysis at DPMPTSP Merauke Regency, Indonesia

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Abstract

Building permitting services in Indonesia have transitioned from the Building Construction Permit (IMB) to the Building Approval (PBG), supported by the Building Management Information System (SIMBG) in accordance with Government Regulation No. 16 of 2021. In December 2024, SIMBG was updated to version 3.2 with changes to procedures, system workflows, and payment mechanisms. This study aims to analyze the implementation of SIMBG in PBG services at the Merauke Regency DPMPTSP as a border region, as well as to identify supporting and inhibiting factors. The study employed a descriptive qualitative approach, with data collected through interviews, observations, and documentation from ten informants comprising implementing officials and service users and analyzed using George C. Edwards III's policy implementation model, which encompasses communication, resources, disposition, and bureaucratic structure. The results show that the implementation of SIMBG takes place through an electronic system but still faces limitations in formal outreach, technical training, the number of operators, network stability, SOP updates, and applicants' understanding of digital procedures. Enabling factors stem primarily from the disposition of officials, while constraining factors are concentrated in the dimensions of communication, resources, and bureaucratic structure. This study concludes that the success of SIMBG implementation is determined not only by the existence of an electronic system but also by communication readiness, resource adequacy, civil servant disposition, bureaucratic structural support, and service user readiness.

Keywords: civil servant disposition, Edwards III, policy implementation, e-government, SIMBG

1. Introduction

The transformation of public administration toward an electronic-based system has become a national policy direction in Indonesia to achieve integrated, transparent, and digitally service-oriented governance. Digitalization requires not only technological readiness but also institutional transformation, as the success of e-government implementation is determined more by organizational capacity and human resources than by technological sophistication alone (Heeks, 2006). The OECD (2014) defines digital government as the use of integrated digital technologies to create public value, while Dwiyanto (2015) emphasizes that the success of bureaucratic

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reform depends on the extent to which procedural and technological changes can be adopted by implementing organizations.

One manifestation of this digitalization is evident in the shift in nomenclature from Building Construction Permit (IMB) to Building Approval (PBG) pursuant to Government Regulation No. 16 of 2021. This change is not merely a replacement of terminology but a paradigm shift from the fulfillment of administrative requirements toward compliance with technical building standards (Putri Salsabila et al., 2025). To support the nationwide implementation of the PBG, the government has provided the Building Management Information System (SIMBG), a web-based electronic system that all local governments are required to use; thus, it is understood as a policy implementation tool that demands organizational readiness at the local level.

In December 2024, SIMBG was updated to version 3.2 with the establishment of a Service Level Agreement, real-time status tracking features, and a more user-friendly interface, thereby requiring adjustments to service mechanisms across all DPMPTSPs. Although designed to support transparency, several studies indicate that the implementation of SIMBG at the local level still faces challenges. Aimi and Syafril (2025) found that the implementation of SIMBG has not yet fully optimized service efficiency due to technical constraints and human resource limitations, while Riau et al. (2023) demonstrated that the public's digital literacy remains a significant barrier to utilizing the system.

These findings indicate that the quality of digital policy implementation is determined by local institutional capacity, not merely by system design at the central level. However, studies that treat local service organizations as units of analysis particularly in border regions with limited digital infrastructure remain relatively scarce. Previous studies have generally focused on service quality in a descriptive manner (Hendra et al., 2024; Munawaroh, 2024) or on the implementation of Government Regulation No. 16 of 2021 in relatively well-prepared regions (Simamora & Priyanto, 2024; Tobing, 2024). Merauke Regency in South Papua Province, a border region spanning approximately 46,791.63 km² with an uneven population distribution (Merauke Regency BPS, 2025), faces infrastructure and digital literacy constraints that could lead to distinct implementation dynamics.

Based on these gaps, this study examines how the SIMBG policy is implemented in PBG services under Government Regulation No. 16 of 2021 at the Merauke Regency DPMPTSP, as well as the factors that support and hinder it. This study aims to describe and analyze this implementation while identifying its supporting and hindering factors. The analysis was conducted using George C. Edwards III's policy implementation model, which encompasses communication, resources, dispositions, and bureaucratic structure (Edwards, 1980), so that the implementation process is understood not only in terms of the availability of electronic systems but also in terms of the accompanying institutional readiness.

The novelty of this study lies in three aspects. First, the study focuses its analysis on the implementation of SIMBG version 3.2, making it relevant to the post-system-update context, which has not been extensively studied. Second, the study applies Edwards's model in its entirety, unlike previous studies that tended to be descriptive. Third, the study was conducted in a border region with geographical and institutional characteristics that differ from those of previous research locations. Theoretically, this study enriches the body of research on the implementation of electronic-based policies and public services; practically, the results are expected to provide input for local governments in strengthening the implementation of SIMBG.

2. Literature Review

Public policy is understood as a series of actions established and implemented by the government to achieve specific objectives for the benefit of the broader public (Abdoellah & Rusfiana, 2016; Winarno, 2014). Policy emphasizes not only what the government proposes but also the concrete actions taken in its implementation, which proceeds through the stages of problem identification, formulation, ratification, implementation, and evaluation (Dewi, 2022). Within this framework, the digitization of building permits through the SIMBG system established under Government Regulation No. 16 of 2021 is understood not merely as a regulatory product but as a public policy that requires analysis during its implementation phase at the local service organization level.

Policy implementation is a crucial stage when formulated decisions are translated into concrete actions (Dunn, 2003). Without implementation, a policy has no meaning because it is not concretely realized; thus, implementation occupies a strategic position alongside formulation and evaluation (Pramono, 2020). Conceptually, implementation is the operationalization of policy, which begins when objectives are set, programs are designed, and resources are made available (Jumroh & Pratama, 2021). Its success is determined by three elements the existence of a policy, the target group, and the implementers and is influenced by the physical, social, cultural, and political environment (Subianto, 2020).

Various implementation models have been developed to explain the factors contributing to the success of policy implementation. The Van Meter and Van Horn model emphasizes standards and objectives, resources, interagency communication, implementer characteristics, the environment, and implementer attitudes (Jumroh & Pratama, 2021), while Grindle emphasizes policy content and the implementation context, which includes the power, interests, and strategies of actors (Anggara, 2014). This study uses George C. Edwards III's model, which identifies four factors as prerequisites for successful implementation: communication, resources, disposition, and bureaucratic structure (Edwards, 1980). This model was chosen because its four dimensions allow for a comprehensive analysis of the implementation of SIMBG as a digital policy instrument.

The success of digital policy implementation cannot be separated from institutional transformation. Heeks (2006) asserts that the success of e-government implementation is determined more by organizational capacity and human resources than by technological sophistication, while the OECD (2014) defines digital government as the use of integrated digital technologies to create public value. Dwiyanto (2015) adds that the success of bureaucratic reform depends on the extent to which implementing organizations can adopt procedural and technological changes. This perspective is reinforced by studies of street-level bureaucracy, which show that digitization transforms the work of frontline civil servants, who continue to exercise discretion in assisting citizens through digital interfaces (Marienfeldt, 2024).

A number of previous studies have examined the implementation of SIMBG and PBG policies, with mixed findings. Aimi and Syafril (2025) found that SIMBG has not yet fully optimized

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service efficiency due to technical constraints and human resource limitations, while Putri Salsabila et al. (2025) emphasized that the transition from IMB to PBG requires information system support, technical training, and the harmonization of central and local regulations. Studies in various regions indicate that the quality of PBG services is influenced by institutional factors, interagency coordination, and organizational capacity (Hendra et al., 2024; Munawaroh, 2024; Simamora & Priyanto, 2024; Tobing, 2024), while Riau et al. (2023) found that applicants' digital literacy remains a challenge despite improved time efficiency.

Based on this overview, previous research has generally focused on descriptive evaluations of PBG service quality and on identifying technical obstacles and resource constraints . However, there remains a limited number of studies that systematically examine the implementation of SIMBG as a public policy instrument within service organizations in border regions, particularly using a comprehensive implementation model and within the context of the post-update SIMBG version 3.2, which has been in effect since late 2024 (Omweri, 2024). This gap provides the scope for this study's contribution, by positioning SIMBG as part of the public policy process carried out by service organizations in the country's border regions.

Table 1.

Research Directions Based on Edwards' Three Dimensions

Edwards III Dimensions	Research Directions on SIMBG Implementation at DPMPTSP
Communication	Identifying the dissemination of policy information, the clarity of SIMBG procedures, the consistency of information, internal coordination, and applicants' understanding of the service workflow.
Resources	Assessing the adequacy of personnel, the availability of technical information, the clarity of authority, as well as support for service facilities, work equipment, internet connectivity, and operational support in the implementation of SIMBG.
Attitude	Examining staff attitudes toward implementing SIMBG, their willingness to assist applicants, and their ability to accept and adapt to system updates.
Bureaucratic Structure	Assessing the alignment of Standard Operating Procedures (SOPs) with the SIMBG Version 3.2 workflow, the division of tasks, working relationships, and coordination among the DPMPTSP, technical agencies, and other stakeholders involved in PBG services.
Supporting and Hindering Factors	Identifying factors that support and hinder the implementation of SIMBG based on findings in the dimensions of communication, resources, disposition, and bureaucratic structure.

3. Method

3.1 Research Design and Approach

This study employs a descriptive qualitative approach to gain an in-depth understanding of the implementation of the SIMBG policy in PBG services at the implementing organization level. This approach was chosen because the study does not test hypotheses but rather explores and describes social phenomena that occur naturally in the field (Moleong, 2004; Sugiyono, 2022). Qualitative research emphasizes a holistic understanding of the meanings, perceptions, and experiences of policy actors through an interpretive process (Sholahuddin, 2021). The analysis is guided by George C. Edwards III's policy implementation model, which encompasses communication, resources, dispositions, and bureaucratic structure (Edwards, 1980).

3.2 Research Location and Focus

The study was conducted at the DPMPTSP of Merauke Regency, South Papua Province, which was selected because it is the agency responsible for implementing the integrated PBG service via SIMBG in accordance with Government Regulation No. 16 of 2021, and because it represents a border region context facing digital infrastructure challenges. The research focus was directed toward the implementation of PBG through SIMBG version 3.2, positioning SIMBG as an instrument for policy implementation rather than merely a service application (Corbin & Strauss, 2008). This study did not assess the technical feasibility of buildings but rather analyzed the policy implementation process through the four dimensions outlined by Edwards III.

3.3 Informants and Selection Method

Informants were selected through purposive sampling, which involves choosing participants based on specific criteria to ensure they possess accurate and relevant information (Sholahuddin, 2021). Criteria included direct involvement in PBG services via SIMBG, experience submitting applications, and willingness to provide in-depth information. This study involved ten informants, consisting of the Head of the DPMPTSP (1), the Head of the Investment Services Division (1), SIMBG operators (2), individual applicants (3), and business entity/contractor applicants (3). The number of informants was flexible, following the principle of data saturation, until the information was deemed sufficient and no new findings emerged.

Table 2.

Profile of Research Informants

No.	Code	Initials	Education	Duration/Role	Position/Status
1	A1	M.A.M.	Master's Degree	3 years	PBG Decree Issuance Validator / Acting Head of DPMPTSP
2	B1	T.M.	Bachelor's Degree	5 years	Supervisor / Head of Service Division

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3	C1	M.P.I.	D3	1 year	SIMBG Operator
4	C2	J.K.	D4	1 month	SIMBG Operator
5	D1	S.	Bachelor's Degree	-	Individual PBG Applicants
6	D2	P.R.	High School	-	Individual PBG Applicant
7	Associate's Degree	D.L.	High School	-	Individual PBG Applicant
8	E1	E.W.	S1	-	Business entity/contractor applicant
9	E2	N.T.	S2	-	Business entity/contractor applicant
10	E3	M.J.N.	Bachelor's Degree	-	Business entity/contractor applicant

Source: Research Data, processed by the researcher in 2026

3.4 Data Types and Data Collection Methods

This study uses complementary primary and secondary data. Primary data includes informants' experiences and perceptions regarding the implementation of SIMBG, while secondary data is sourced from regulations, a summary of PBG service data for 2024–2025, SOPs, and relevant scientific publications. Data collection was conducted using three techniques. In-depth interviews were semi-structured, with key questions based on the Edwards III dimensions. Observations focused on service workflows, the use of SIMBG version 3.2, interactions between officials and applicants, and the condition of information technology infrastructure. Documentation involved reviewing regulations, SOPs, performance reports, and PBG application data for cross-verification.

3.5 Research Instruments

The key instrument in this study was the researcher themselves (researcher as key instrument), who collected data directly (Sembiring et al., 2023). Supporting instruments used included an interview guide based on the four dimensions of Edwards III, an observation sheet to record service workflows and interactions , and a documentation instrument to collect relevant documents. The use of these supporting instruments is intended to ensure that the information gathering process remains focused and consistent with the research problem and theoretical framework.

3.6 Data Analysis Techniques

Data analysis was conducted interactively and continuously using the Miles, Huberman, and Saldaña model, which comprises four cycles (Miles et al., 2014). Data condensation involved selecting and simplifying information relevant to the implementation of SIMBG, such as service workflows, procedures, staff roles, and technical and administrative constraints. Data presentation organizes the condensed results in the form of descriptions, matrices, or charts so that patterns among the findings are easily understood. Conclusions were drawn and verified by interpreting the meaning of the data to answer the research questions, with ongoing verification throughout the research process.

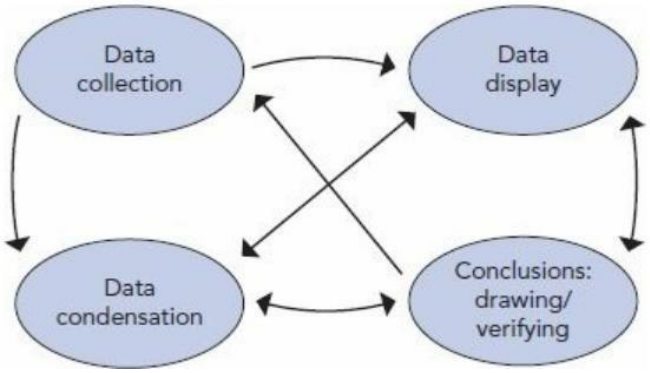

Figure 1. Data Analysis Techniques

3.7 Data Validity

Data validity is ensured through three techniques commonly used in qualitative research (Sugiyono, 2022). Source triangulation is performed by comparing information between DPMPTSP staff and service users, which is then cross-checked against supporting documents. Methodological triangulation compares data from interviews, observations, and documentation to clarify any discrepancies that arise. As for member checking, this is done by reconfirming preliminary findings with informants. These three techniques make the findings more credible because they do not rely on a single source or technique alone.

4. Results and Discussion

4.1 Research Results

This study involved ten informants, consisting of four administrative staff members (the Acting Head of the DPMPTSP, the Head of the Service Division, and two SIMBG operators) and six service users (three individual applicants and three business entity/contractor applicants), supplemented by observations and document reviews. The research results were organized based on George C. Edwards III's policy implementation model, positioning SIMBG as a policy instrument so that the analysis focused on the extent to which its implementation reflects the mandate of Government Regulation No. 16 of 2021.

In general, the PBG service workflow through SIMBG version 3.2 covers stages ranging from submitting an application via a SIMBG account, document verification, technical coordination with the Public Works and Spatial Planning Agency (Dinas PUPR), issuance of the SKRD, payment of fees via a billing code, SSRD verification, approval by the authorized official, to the printing of the PBG Decision (SK PBG), as presented in Figure 2. In practice, several stages still require the applicant's in-person presence,

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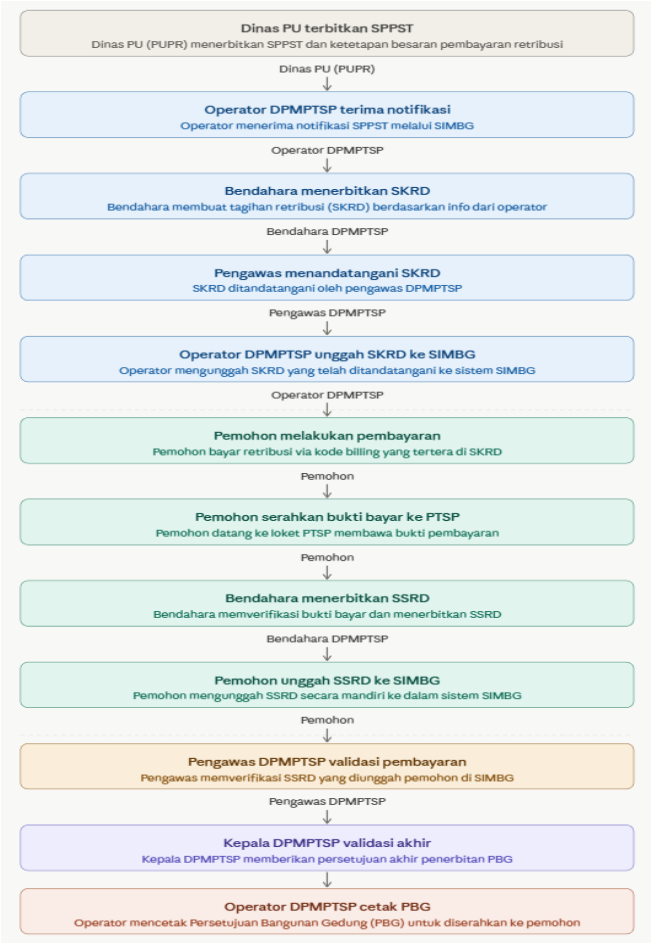
which is an important context for understanding the findings across the following four dimensions.

Figure 2. PBG Service Process Flow via SIMBG



Source: Merauke Regency DPMPTSP, processed by the researcher, 2026.

4.1.1 Implementation of the SIMBG Policy in PBG Services

In the communication dimension, information regarding SIMBG version 3.2 has not yet been disseminated through formal outreach by the central government. This was confirmed by the Acting Head of the DPMPTSP: *"We have not received any formal outreach directly from the central government regarding version 3.2. Usually, we only find out about updates after the interface changes or certain features become unavailable."* (A1, Interview, May 8, 2026). Officials obtain information through direct changes to the system, coordination with the Public Works and Spatial Planning Agency (Dinas PUPR), online technical guidelines, and peer-to-peer learning among operators; as a result, updates are often only noticed after the application's interface changes. Regarding the aspect of clarity, applicants still require direct assistance, particularly during the SKRD stage, billing code processing, fee payment, SSRD, and the issuance of the SK PBG, with recurring confusion regarding the differences between the SSRD and bank payment receipts. As for consistency, observations indicate that service areas are not yet equipped with written informational materials, so the delivery of information relies on verbal explanations from staff and has not been structurally institutionalized.

In terms of resources, PBG services are managed by two operators who handle both technical system functions and applicant assistance at the counter, as there are no dedicated PBG counter staff. Staff have not received formal training on SIMBG version 3.2, so technical knowledge relies on self-study and individual experience and has not been institutionalized as organizational knowledge. An operator who had been on the job for only a month stated: *"There hasn't been any special training yet, so I'm learning from more senior colleagues."* (C2, Interview, April 22, 2026). Facility support is also inadequate, particularly regarding internet network stability, the availability of computers dedicated to PBG services, and counter facilities. These conditions indicate that resource adequacy has not yet fully aligned with the needs of implementing digital-based services in border areas.

In terms of disposition, DPMPTSP staff demonstrate commitment, responsiveness, and strong adaptability in delivering PBG services through SIMBG. As stated by the Acting Head of DPMPTSP: *"There is no resistance. Service officers are adaptable and even self-directed in their learning. They don't wait for training to start working."* (A1, Interview, May 8, 2026). Services continued to run because staff were willing to learn about system changes on their own, help applicants understand procedures, and adapt to the 3.2 update. However, since adaptation was largely driven by individual initiative, the sustainability of the organization's capacity remains dependent on the personal experience of its staff.

In terms of bureaucratic structure, the division of roles in PBG services has been carried out in accordance with account-based functions: the director provides final approval, the division head conducts verification, the operator manages administrative processes, and the treasurer handles fees, supported by coordination with the Public Works and Spatial Planning Agency (PUPR), the Regional Revenue Agency (Bapenda), and the bank. However, the PBG service SOP has not yet been fully updated in accordance with the SIMBG version 3.2 workflow, particularly regarding the stages of fee collection, SKRD, billing codes, SSRD, and the issuance of PBG Decisions. The Acting Head of the DPMPTSP confirmed: *"Our most recent SOP, from 2023, contains several steps that differ from current practices."* (A1, Interview, May 8, 2026). In addition, some coordination processes still take place informally and have not been adequately documented, so alignment between service practices and up-to-date procedural documents has not been fully achieved.

4.1.2 Analysis of Factors Supporting and Hindering the Implementation of SIMBG

Based on these four dimensions, factors supporting implementation include the commitment and responsiveness of civil servants, the ability to adapt to system changes, coordination among stakeholders, support from leadership and colleagues, the availability of basic service facilities, and the fact that some applicants are already accustomed to digital services. These factors underpin the continuity of service delivery despite various limitations still being faced.

Meanwhile, hindering factors include limited outreach and technical training, a shortage of operators and overlapping duties, dependence on internet connectivity, the lack of dedicated computers for PBG services, SOPs that have not been updated to align with the SIMBG version 3.2 workflow, coordination that has not been optimally documented, and applicants' varying levels of understanding of digital procedures. This mapping indicates that

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implementation barriers stem from gaps in the dimensions of communication, resources, and bureaucratic structure, which have thus far been masked by the adaptive disposition of civil servants.

Table 3.

Factors Supporting and Hindering SIMBG Implementation Based on Edwards' Three Dimensions

No.	Dimension	Supporting Factors	Barriers	Data Sources
1	Communication	Internal coordination, coordination with the Public Works and Spatial Planning Agency (PUPR) and the Regional Revenue Agency (Bapenda), as well as direct explanations provided by officials to applicants.	Limited public outreach from the central government; updates on the system are not always received directly from official sources; written informational materials such as banners, brochures, leaflets, or PBG process.	Interviews with A1, B1, C1, C2; service observation
2	Resources	The presence of two SIMBG operators, support from coworkers and management, as well as basic service facilities such as a service room, service counter, printer, internet connection, and Wi-Fi hotspot.	Limitations in human resources, operators performing multiple roles, an unstable internet connection, limited operational support, a lack of formal training, the absence of dedicated computers at the PBG service counters, and limited device capacity devices.	Interviews with A1, B1, C1, C2, D3; observations of the service area and back office
3	Disposition	Staff commitment, willingness to learn independently, leadership support, peer mentoring, and staff responsiveness toward applicants.	Staff adaptation still largely depends on work experience, self-directed learning, and internal mentoring, as formal training is not yet available.	Interviews A1, B1, C1, C2, D1, E1
4	Bureaucratic Structure	Division of roles among officials, coordination with the Public Works and Spatial Planning Agency (PUPR) and relevant parties during the PBG service process.	The SOP still refers to the 2023 SOP; there are discrepancies between the written SOP and the actual SIMBG service practices under version 3.2; interagency coordination is conducted via phone or text message; some stages still require the the applicant.	Interviews A1, B1, C1, E3; observation of service workflow; SOP documentation

Source: Results of interviews, observations, and research documentation, compiled by the researcher, 2026.

4.2 Discussion

4.2.1 Implementation of SIMBG from the Perspective of Edwards III

In the communication dimension, the research findings show that policy information does reach implementers, but through unstructured alternative channels. In line with Edwards (1980), informal transmission means that the quality of understanding among implementers may vary if not supported by technical guidance. The absence of written information materials also means that the clarity and consistency of information rely on verbal explanations from officials, making service delivery prone to variation when there is a change in staff or an increase in the volume of requests. This situation underscores that policy communication should not be understood merely as the transmission of information from the central government to local governments, but also as the capacity of local organizations to translate technical information into clear and consistent service guidelines for both officials and service applicants.

In terms of human resources, the findings indicate that digitization does not automatically reduce the workload of officials; rather, it demands dual competencies: mastery of the system and direct communication with service users. Within Edwards' (1980) framework, the adequacy of human resources is not sufficiently measured by the number of operators alone, but also by their capacity, experience, and the distribution of workloads. The absence of formal training means that technical knowledge relies on individual experience and has not yet been institutionalized as organizational knowledge, while limitations in facilities and internet connectivity highlight challenges specific to border regions. These findings reinforce Heeks's (2006) view that the success of e-government is determined more by organizational capacity than by technology, and are consistent with Omweri's (2024) observations regarding infrastructure barriers that widen the digital divide between regions in developing countries.

In terms of disposition, DPMPTSP officials demonstrated commitment, responsiveness, and adaptability key pillars supporting the continuity of implementation despite limitations in formal communication and resources. Services continued to operate not because of optimal system readiness, but because

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frontline officials exercised substantial discretion in translating digital policies into daily service practices (Marienfeldt, 2024). However, since adaptation relies heavily on individual initiatives, the sustainability of organizational capacity remains dependent on the personal experience of staff members. From Edwards's (1980) perspective, positive dispositions do support successful implementation; however, if implementation relies solely on individual attitudes without institutional reinforcement, its sustainability becomes vulnerable during personnel turnover or system changes.

Regarding the bureaucratic structure, research findings indicate that account-based role distribution has been carried out in accordance with each actor's functions and is supported by interagency coordination; however, the PBG service SOPs have not yet been fully updated to align with the SIMBG version 3.2 workflow, particularly in the stages of fee collection, SKRD, billing codes, SSRD, and the issuance of PBG Decisions. According to Edwards (1980), an effective bureaucratic structure requires clear and up-to-date SOPs as well as seamless coordination so that implementers have clarity regarding their authority and responsibilities. Discrepancies between service practices and applicable procedural documents, coupled with coordination that still occurs informally and remains undocumented, have the potential to undermine service consistency and complicate the evaluation process. Thus, updating SOPs and institutionalizing coordination mechanisms are critical needs to ensure that the bureaucratic structure does not merely follow system workflows but also guarantees orderly, documented, and sustainable service delivery.

Overall, these four dimensions demonstrate that the success of SIMBG implementation at the Merauke Regency DPMPTSP is heavily influenced by local institutional capacity. The adaptive disposition of officials compensates for gaps in the dimensions of communication, resources, and bureaucratic structure, allowing services to continue even though system and institutional readiness are not yet optimal. This reliance on individual initiative places the sustainability of implementation in a vulnerable position. Therefore, strengthening formal mechanisms such as structured outreach, periodic technical training, SOP updates, and infrastructure support is a prerequisite for transforming existing best practices from individual capacity into sustainable organizational capacity.

4.2.2 Supporting and Hindering Factors in the Implementation of SIMBG

An analysis of the four dimensions reveals that the factors supporting implementation stem primarily from the dispositions of public officials namely, their commitment, responsiveness, and ability to adapt to system changes reinforced by coordination among stakeholders, support from leadership and colleagues, the availability of basic service facilities, and the fact that some applicants are already accustomed to digital services. These factors underpin the continuity of services despite the various limitations still faced. This confirms that under conditions of structural limitations, the disposition dimension acts as a balancing factor that enables policies to remain in effect, in line with Edwards' (1980) emphasis that the attitudes of implementers are one of the key determinants of successful policy implementation at the operational level.

Meanwhile, the barriers are concentrated in the areas of communication, resources, and bureaucratic structure, namely limited outreach and technical training, a shortage of operators and their dual roles, dependence on the internet, the lack of dedicated computers for PBG services, outdated standard operating procedures (SOPs), coordination that has not been optimally documented, and varying levels of understanding among applicants. This pattern indicates that implementation barriers are structural in nature and have so far been masked by the adaptive disposition of civil servants; consequently, the sustainability of the service becomes vulnerable if it relies solely on individual initiative. This finding aligns with Dwiyanto (2015), who argues that the success of bureaucratic reform depends on the extent to which procedural and technological changes can be adopted by implementing organizations, not merely on the readiness of individual civil servants.

Overall, the findings of this study reinforce the argument that the implementation of digital policies in border regions is heavily influenced by local institutional capacity. Services continue to function not because of optimal systems and resources, but because the adaptive dispositions of civil servants compensate for gaps in communication, resources, and bureaucratic structure. This reliance on individual initiatives places the sustainability of implementation in a vulnerable position; therefore, strengthening formal mechanisms such as structured outreach, periodic technical training, SOP updates, and infrastructure support is a prerequisite for transforming existing best practices from personal capacity into organizational capacity.

5. Conclusion

This study concludes that the implementation of the SIMBG policy in PBG services at the DPMPTSP of Merauke Regency has been carried out as an electronic system in accordance with the mandate of Government Regulation No. 16 of 2021, but has not yet been fully supported by institutional readiness across the four dimensions of the Edwards III model. In the communication dimension, the dissemination of information regarding SIMBG version 3.2 has not yet taken place through formal outreach by the central government, while the clarity and consistency of information provided to applicants still rely on verbal explanations from officials. In the resource dimension, the limited number of operators, overlapping duties, the absence of specialized technical training, and inadequate facility and internet network support are the main obstacles. In the disposition dimension, the commitment and adaptability of government officials serve as the main pillars supporting the continuity of services, whereas in the bureaucratic structure dimension, service standard operating procedures (SOPs) have not yet been updated to align with the SIMBG version 3.2 workflow, and some coordination still takes place informally.

Regarding supporting and hindering factors, this study found that supporting factors stem primarily from the disposition dimension namely, the commitment, responsiveness, and adaptability of civil servants reinforced by coordination among stakeholders and the fact that some applicants are already accustomed to digital services. Conversely, inhibiting factors are concentrated in the dimensions of communication, resources, and bureaucratic structure. This pattern indicates that the success of SIMBG implementation is not determined by the mere existence of an electronic system, but rather by the simultaneous readiness of communication, adequacy of resources, disposition of civil

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servants, support from the bureaucratic structure, and readiness of service users. These findings confirm that implementation barriers are structural in nature and have thus far been masked by the adaptive disposition of civil servants; consequently, the sustainability of services becomes vulnerable if it relies solely on individual initiatives.

Theoretically, this study enriches the analysis of public policy implementation and electronic-based public services by focusing on service organizations in border regions as units of analysis, while also affirming the relevance of the Edwards III model in analyzing the implementation of digital policies following system updates. Practically, the research findings recommend that the Merauke Regency DPMPTSP and the local government strengthen service communication through written information channels, designate dedicated SIMBG operators and enhance infrastructure support, conduct periodic technical training, and update SOPs in accordance with the SIMBG version 3.2 workflow so that existing best practices can transition from individual capacity to sustainable organizational capacity. Future research is recommended to examine the implementation of SIMBG by involving a broader range of stakeholders and using a quantitative approach to measure service effectiveness, applicant satisfaction levels, and the impact of digital literacy on the success of implementation.

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