

Implementation Service Administration Population Through Website "Plavon Dukcapil" in Kalanganyar Village, Sedati District, Sidoarjo Regency

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ABSTRACT

Objective: *Objective: This study aims to evaluate the implementation of population administration services through the Plavon Dukcapil website in Kalanganyar Village, Sedati District, Sidoarjo Regency as an innovation in digital-based public services. Method: The research employed a descriptive qualitative method with purposive sampling, involving village officials and community members as informants. Data were collected through interviews, observations, and documentation, and analyzed using the Miles & Huberman interactive model. Based on George C. Edward III's policy implementation theory, the study highlights that communication, resources, disposition, and bureaucratic structure are key dimensions influencing the effectiveness of this digital service. Results: The findings reveal that Plavon Dukcapil has improved service accessibility, reduced queues at the village office, and enhanced time and cost efficiency. However, the implementation is not yet optimal due to several challenges, such as low digital literacy among residents, limited capacity of village officials, technical system disruptions, and insufficient socialization efforts. Novelty: The novelty of this research lies in its focus on the implementation of Plavon Dukcapil at the village level, emphasizing both inhibiting factors and improvement strategies to ensure that digital public service innovation can achieve greater effectiveness and inclusion.*

INTRODUCTION

It is important to note that in the digital era, the use of information technology is a fundamental dimension of national and state life, including in public services. Furthermore, the dynamic development of the world has made the human need for information very urgent. Interaction between citizens and the government must also be delivered quickly, requiring access to support community mobility [1]. In this case, the government is required to provide faster, more efficient, and more transparent public services. Public services are a form of service provided by the central or regional government that aims to meet the needs of all citizens. In addition, public services are all forms of services, whether in the form of goods, services, or administrative services, implemented by the central government in an effort to meet community needs. Service Standards serve as a benchmark used as a benchmark for service delivery and a reference for assessing service quality as an obligation to the community in an effort to improve quality, easy, fast, affordable, and measurable services [2].

In providing good services, the government has an obligation to implement quality public services and tailor them to the needs of the community based on the principles and governance of government, as stated in Law Number 25 of 2009 concerning public services, which is meant by public services is an activity carried out to

meet the needs in accordance with statutory regulations for every citizen carried out by public service providers or the government. Then, Law Number 23 of 2014 also explains about Regional Governments which are given the authority to carry out their own regional affairs, namely providing public services to the community within their administrative area [3].

In this case, the government is encouraged to make changes, namely by implementing bureaucratic reforms towards better governance, including in the provision of public services. According to Hardiyansyah, public services also serve the needs of individuals, communities, or organizations that have interests in a group, in accordance with the basic rules and procedures determined and aimed at providing satisfaction to service recipients.

Public services encompass several aspects of public services, including population administration, education, health, transportation, and infrastructure. Public services can be divided into three categories. First, administrative services, which fulfill administrative needs through the management of data, documents, and relevant information sources. Administrative services also encompass various types of administrative services, such as the issuance of Family Cards (KK), business permits, birth certificates, and other documents. These administrative services play a crucial role in supporting the smooth flow of public access to education and other services. Second, public services encompass education, public transportation, health, clean water, and electricity, provided by the government or related institutions. Third, these services play a crucial role in supporting community life and creating balance in social and economic development. The use of information and communication technology (ICT) is a solution for implementing administrative services, particularly through digital applications or systems that facilitate quick and practical access for the public.

The Electronic-Based Government System (EGO) is a government administration that utilizes information and communication technology to provide services to government agencies, civil servants, business actors, the public, and other parties. The EGO aims to realize effective, transparent, and accountable governance, provide quality and reliable public services, and create an integrated and easily accessible e-government system for all citizens. The EGO policy in Indonesia is also regulated in Presidential Regulation (Perpres) of the Republic of Indonesia No. 95 of 2018 concerning the EGO System. This presidential regulation emphasizes that all government agencies, both central and regional, are required to develop and implement integrated digital services. The following is data on the Kalanganyar Village community that uses the Plavon application, including:

Table 1. Data public service E-Plavon in Village Kalanganyar year 2023-2025

No	Type Service	2023 (Served Population)	2024 (Served Population)	2025 (Served Population)
1	Letter Information Business (SKU)	32 people	38 people	42 people

No	Type Service	2023 (Served Population)	2024 (Served Population)	2025 (Served Population)
2	Letter Domicile	25 people	27 people	29 people
3	Card Family New/ Changes	40 people	45 people	50 people
4	Letter Information Unable (SKTM)	28 people	31 people	36 people
5	Letter Information Birth	20 people	22 people	24 people
6	Letter Change of Domicile	15 people	18 people	21 people
7	Letter Death	10 people	12 people	14 people
8	Letter Introduction to Marriage	17 people	19 people	22 people
9	Damaged/Lost ID Card	22 people	25 people	28 people
10	Letter Domicile Business	14 people	16 people	18 people

Source: Government Village Kalanganyar year 2023-2025

Based on the data table of population administration services in Kalanganyar Village, Sedati District, Sidoarjo Regency in 2023-2025, it can be seen that there is an increase in the number of people served every year in all types of services. In the **Business Certificate (SKU)** service, the number of residents served increased from 32 people in 2023 to 38 people in 2024, and continued to rise to 42 people in 2025. Likewise, in the **Domicile Letter**, which was initially only 25 people in 2023 increased to 27 people in 2024, and 29 people in 2025. A similar thing is also seen in the New/Changed Family Card service, from 40 people in 2023 increased steadily to 45 people in 2024 and 50 people in 2025.

In the Certificate of Inability (SKTM) service, a significant increase was seen from 28 people in 2023 to 31 people in 2024, then increasing again to 36 people in 2025. Birth Certificates also showed an increasing trend from 20 people in 2023 to 22 people in 2024, and reached 24 people in 2025. Change of Domicile Letter services increased gradually from 15 people (2023), 18 people (2024), to 21 people (2025). Meanwhile, Death Certificate services also experienced an increase, although not too significant, namely from 10 people in 2023 to 12 people in 2024 and 14 people in 2025.

In addition, Marriage Introduction Letters also increased, from 17 people in 2023, 19 people in 2024, to 22 people in 2025. Services related to Damaged/Lost ID Cards showed an increase from 22 people (2023), 25 people (2024), and reached 28 people in 2025. Finally, Business Domicile Letters also experienced an increase in the number of people served, namely 14 people in 2023, 16 people in 2024, and 18 people in 2025. Overall, this data shows that the community's need for village administration services continues to increase every year. This can be influenced by the increasing population, increasing public awareness of the importance of administrative documents. On the other hand, a good and quality service or ceiling can be seen from the results of its people, as

well as the laws and regulations that implement it because technology is currently very much needed in everyday life [4].

This increase demonstrates growing public awareness of the importance of population documents and improvements in the quality of village services. As the number of residents served continues to increase, service disruptions can occur, leading to long queues. Despite service innovations through E-Plavon, the majority of residents in Kalanganyar Village still rely on manual services. This demonstrates a digital divide, with some residents still unfamiliar with or experiencing difficulties accessing technology-based services. This is compounded by limited public understanding of the use of digital applications, a lack of supporting facilities and infrastructure, such as the large number of residents in Kalanganyar Village who do not own mobile phones, and a lack of outreach and assistance from the village in introducing the E-Plavon system. According to Putra, low digital literacy among rural communities is a major obstacle to the implementation of electronic-based service systems. This aligns with research by Wulandari & Pratama, which states that technological infrastructure and human resource quality significantly influence the effectiveness of digital public service implementation.

The Sidoarjo Regency Government developed a digital application PLAVON (Online Validation Service) which functions as an online administrative service platform for the public. This application was created to make it easier for the public to access digital government administrative services without having to come directly to the office. To strengthen the legal basis for the implementation of the Plavon application, the Sidoarjo Regency Government issued Sidoarjo Regent Regulation Number 43 of 2023 concerning the implementation of the Electronic-Based Government System (SPBE) within the Sidoarjo Regency Government. This Regent Regulation serves as a guideline for all regional apparatuses in implementing SPBE and aligning all digital-based administrative services with national policies.

PLAVON Dukcapil is an example of a digital-based public service innovation developed by the Population and Civil Registration Service (Disdukcapil) of Sidoarjo Regency in April 2021. The PLAVON application in digital-based administrative services aims to make it easier for Sidoarjo residents to process various documents or population administration online, so that the administrative service process can be carried out quickly, efficiently, and makes it easier for the community. With this PLAVON application, it is hoped that the Kalanganyar community can carry out population administration service procedures online without having to come directly to the Kalanganyar Village Office.

Previous research includes, first, previous research written by Rayhan Surya Putra and Tukiman entitled "Quality of Population Administration Services Through the "PLAVON" Dukcapil Website at the Population and Civil Registration Service of Sidoarjo Regency". This research uses a descriptive qualitative approach method. The results of this study indicate that the quality of services at the population and civil registration service is still less than good in certain dimensions, while the current research is oriented

towards service implementation, especially in the use of information technology and challenges in its implementation.

Second, previous research conducted by Dwiky Juprihantoro and Galih Wahyu Pradana entitled "Innovation of Online Service Applications (PLAVON) at the Population and Civil Registration Office of Sidoarjo Regency" used a qualitative descriptive approach. This study aims to evaluate the innovation of the "Plavon" application in facilitating population services. The results of this study focus on the evaluation of Plavon services and their relevance in advancing technology-based public administration services in Sidoarjo Regency.

Third, previous research conducted by Khoirun Nisa' and Isnaini Rodiyah entitled "Implementation of the Web-based Plavon Dukcapil program to improve population administration" used a descriptive qualitative approach. This study aims to evaluate Plavon Dukcapil services at the district level using a public policy theory approach to analyze the role and effectiveness of implementation. The results of this study indicate that although Web Plavon provides convenience, its implementation is still not optimal. The main obstacles include a lack of socialization, unstable technological infrastructure, and limited adaptation of the community and village officials to technology.

According to Syaokani et al implementation is a series of activities in order to deliver policies to the community so that the policy can bring the expected results. The focus of this research takes the implementation theory According to George C Edward III (in Agustino), there are four dimensions in policy implementation, namely: 1) Communication, this program is first communicated to the program implementers and program recipients to clearly understand the program that will be implemented so as not to cause differences in perception between the two parties, the PLAVON Dukcapil program is clearly communicated to the Village Head and Village Apparatus as the program implementers and the Community as the program recipients. 2) Resources, the PLAVON Dukcapil program involves several resources in it. The coordination of the PLAVON Dukcapil program selected by the village apparatus is the main resource that manages the PLAVON Dukcapil Web in the Kupang Village environment. 3) Disposition, support and cooperation must be well established between the program implementers and the program recipients in implementing the PLAVON Dukcapil program, this is expected so that the program can run smoothly and minimize obstacles and risks that will occur. 4) Bureaucratic structure, an important part in policy implementation, This aspect of the bureaucratic structure includes two important things, namely the mechanism and the organizational structure of the implementer itself.

Although the "Plavon Dukcapil" website has been presented as a digital innovation to facilitate the public in accessing online population administration services, its implementation still faces several significant problems. One of the main obstacles is the public's limited understanding of digital technology, especially among the elderly or those less accustomed to using the internet. This causes the majority of people to still choose to come directly to the Kalanganyar Village office, which can actually cause long

queues and reduce the effectiveness of the main goal of digitizing administrative services. Furthermore, the lack of socialization regarding the use of this website is still felt to be insufficient in Kalanganyar village, resulting in not all residents knowing and understanding how to use the service. Meanwhile, internally, the lack of human resources properly trained in the field of information technology is also a challenge. Therefore, although PLAVON Dukcapil is a step forward in public services, its implementation still requires comprehensive improvements to meet public expectations and improve the quality of population administration services in Kalanganyar Village.

The importance of research on "Implementation of population administration services through the "Plavon Dukcapil" Website in Kalanganyar Village, Sedati District, Sidoarjo Regency" lies in improving the quality of public services in the digital era. In population administration services, the creation of Resident Identity Card (KTP), Family Card (KK), birth certificates and other population needs are basic needs for the community that must be done quickly, easily, and transparently. In population administration services, it is necessary to identify various obstacles or barriers that occur, both from technical systems, human resources, and public understanding and participation as service users. [5] From the introduction above, the existing problem can be formulated, namely: How is the implementation of population administration services through the "Plavon Dukcapil" website in Kalanganyar Village, Sedati District, Sidoarjo Regency?

RESEARCH METHOD

The research method used in this study is a descriptive research method with a qualitative approach. According to Creswell, qualitative research is an approach to investigate and understand specific individuals or groups that arise from social or humanitarian problems. Furthermore, the qualitative approach is related to the subjectivity to be assessed. The approach in this study produces good results in non-quantitative forms, as well as in focus group interviews, in-depth interviews, and projective techniques [6]. Descriptive research aims to provide an overall picture. This qualitative study aims to describe the implementation of population administration services through the "Plavon Dukcapil" website in Kalanganyar Village, Sedati District to evaluate its effectiveness.

This study focuses on the implementation of digital-based services on the Plavon Dukcapil website. The informant selection technique uses the *purposive summation model method*, in which staff are directly involved. These staff include administrative service staff, secretaries, and village heads responsible for the Plavon Dukcapil website. It can be seen that the *purposive summation method* is a research method that emphasizes the selection of informants, where in this study the researcher took samples based on several relevant considerations [7]. In addition, informants will be selected through certain characteristics, which in this case understand the context of the problem discussed by the

researcher [8]. Data sources in this study include primary and secondary data. Data collection techniques in this study used observation, interviews, and documentation.

Primary data was obtained through interviews and direct observation of informants. Secondary data was obtained through documents, data, and abstracts related to the research problem. Meanwhile, the data analysis technique in this study was guided by Miles & Huberman's data analysis, which states that the data analysis process is divided into four steps: 1) Data collection, which is the activity carried out to find relevant data. 2) Data reduction, at this stage the researcher aims to simplify all collected data so that it can be understood. 3) Data presentation, which presents all data that has been arranged to provide an opportunity to draw a conclusion. 4) Conclusion drawing, at this stage everyone concludes the data according to the existing problem formulation.

RESULTS AND DISCUSSION

Result

Before implementing or applying the dukcapil ceiling in Kalanganyar village, it is necessary to know that as an innovative step, the Population and Civil Registration Service of Sidoarjo Regency in implementing e-government can advocate for public demands for effective services, as well as creating the Plavon Dukcapil online service, which was officially launched in April 2021[9]. The implementation of population administration services through the "Plavon Dukcapil" website in Kalanganyar Village, Sedati District, Sidoarjo Regency, has brought new innovations in public service delivery. Residents no longer need to queue long at sub-district or district offices, because various administrative services, such as birth certificates, death certificates, Resident Identity Cards (KTP), Family Cards (KK), transfer letters, arrival letters, and marriage registrations, can be accessed online. This website-based service makes it easier for the public to process population documents because it can be accessed anytime and anywhere, making it more efficient in terms of time and costs.

Prior to that, the provision of public services was an effort undertaken by regional or central governments aimed at fulfilling the needs of the community and the civil rights of the community through services, goods, and administrative services [10]. In this case, government administration focused on public services, which in the KBBI (Big Indonesian Dictionary) are divided into three meanings: the way of serving, the effort to serve the community in exchange for compensation/money, and easy access to buying and selling goods [11]. An article also explained that Kalanganyar village is one of the villages in Sidoarjo Regency that intensively socialized the PLAVON and Gapura Delta programs to administrators and members of village officials and the community. This was optimized by them collaborating with the Faculty of Social and Political Sciences of Hang Tuah University [12].

The E-PLAVON website, launched by the Population and Civil Registration Service (Dukcapil), provides a website-based population administration and civil registration service accessible to all citizens online. The website offers ten types of population administration services, including birth certificates, family cards, resident identity cards, child ID cards, and six other services. The following is the E-PLAVON website page.



Figure 1. Page E-Plavon website
Source: processed from website e Ceiling

The image above shows the homepage of the Sidoarjo Regency "Plavon Dukcapil" website, with a simple and easy-to-understand interface. It is also supported by an easy-to-use navigation system, as evidenced by the user's steps when accessing the application via the website address "plavon.sidoarjokab.go.id." The first page that appears is the homepage as above [13]. The page displays icons for key services, such as Birth, Death, KTP, Moving, Arrival, and Marriage, both on laptops and mobile devices. This application demonstrates a user-friendly system design, allowing the public to easily select the type of service they desire. Therefore, with a clear and structured design, this website supports information transparency while increasing the transparency of population administration services. Despite facing technical challenges such as internet connectivity and public digital literacy, Plavon Dukcapil has proven to be an effective tool in providing more modern, faster, and accountable public services. By using the implementation theory according to George C. Edward III. According to George C Edward III (in Agustino 2016:136-141), this can be seen from each dimension which contains four variables which greatly determine the success of implementing a policy, namely: 1. Communication, 2. Resources, 3. Disposition and 4. Bureaucratic structure.

1. Communication

In practice, to realize communication innovation, an effective communication approach is needed that is able to adapt to societal conditions. Terminologically, the

process of interaction between two or more people that aims to convey information between the communicators. On the other hand, communication is used to convey information more clearly and understandably. Effective communication is communication that results in changes in attitudes with those involved in the communication. A soaring or successful career also requires good communication, because with good and effective communication, we tend to be more able to influence others in various ways [14].

According to Roger, communication is defined as a process in which participants create and share information with each other to achieve understanding for communicators and communicants to exchange information to achieve the desired understanding or viewpoint. Based on this definition, communication can be defined as a process that aims to improve the quality of both organizations and individuals in a social system (Pratama, Listiansyah, Iqbal).

Successful communication or commonly called effective communication is when two people interact to convey information results, where the response conveyed and intended by the informant is related to the response understood by the recipient of the information (Vardhani. Tyas) [15]. Communication is Based on the theory of policy implementation according to Edward III, communication is an important dimension in the successful implementation of population administration services through the " *Plavon Dukcapil*" website in Kalanganyar Village, Sedati District, Sidoarjo Regency. Good communication is needed so that the public can understand the procedures, service flows, and types of services available in this digital system.

Based on the results of an interview with Mrs. Titin as a service staff at the Kalanganyar Village office, some residents already understand how to use the website, but some are still confused regarding the stages of submitting documents online. The administrative service staff said that: "*Socialization has actually been carried out through meetings at the village hall office during the meeting of the Village Head, RT, Village Community Body (BPD), but there are still residents who are confused because they are more accustomed to manual services than online.*" (Interview, 2025). This shows that although communication has been running, the delivery of information has not been fully effectively received by the community. The following is the community's understanding regarding the use of Plavon in Kalanganyar Village based on the socialization of the Kalanganyar village apparatus, as follows:

Table 2. Understanding public about website "Plafond Civil Registration Office

Community Category	Easy to Understan d	Just Understan d	Don't Understan d	Information
Generation Young (18-35 years)	65%	25%	10%	More familiar with Internet, helped with online guidance.

Community Category	Easy to Understood	Just Understood	Don't Understood	Information
Mature (36-55 years)	50%	30%	20%	Still need guidance in access digital services.
Elderly (>55 years)	10%	20%	70%	Lots Which still dependent on children/grandchildren to use application.

Source: Researcher's processed results (2025)

Based on the table above, public understanding of the Plavon application is sufficient for implementing its use. On the other hand, those who are already familiar with technology feel helped by the E-Plavon system *launched by Dukcapil*. One resident said: *"Personally, it's easier for me. I just open the website, fill in the data, and wait for the process. No need to queue at the village office like before, which had to wait a long time."* (Interview, 2025). This statement illustrates that communication through digital media has succeeded in reaching certain community groups, especially the younger generation who are technologically literate. However, communication barriers remain, particularly among the elderly. One elderly resident stated, *"I'm still confused about how to use it, so I end up asking my children or grandchildren for help."* (Interview, 2025). This highlights the need for simpler and more repetitive communication strategies, such as printed guides, video tutorials, or direct support, so that all levels of society can benefit from this website-based service.

Based on the research results, it can be concluded that communication is a key factor in the successful implementation of population administration services through the "Plavon Dukcapil" website in Kalanganyar Village. The findings indicate that some residents, especially the younger generation, already understand how to use the digital system. This proves that technology-based communication innovation can improve the effectiveness of public services. However, communication barriers are still evident among the elderly, who tend to be unfamiliar with online services, making them more dependent on family assistance. This aligns with George C. Edward III's policy implementation theory, which emphasizes that communication is a crucial dimension in determining the success of policy implementation. Edward III explains that policy information must be conveyed clearly, consistently, and understandably by all parties targeted by the policy. Therefore, the success of E-Plavon implementation is greatly influenced by the right communication strategy, whether through direct outreach, written guidelines, or easily accessible digital media, so that all levels of society can understand and utilize the service optimally.

2. Source Power

In general, effective public services are one of the main foundations for building a responsive government capable of meeting the needs of the community. In implementing

public services, several important elements must be considered, such as speed of implementation, efficient use of human resources, and openness to the public. High-quality services will result in public satisfaction, which is a key indicator of the government's success in carrying out its functions (Hasbiah et al). Furthermore, human resources are also a key factor in driving an organization or bureaucracy through the resources they possess. Resource development is essentially related to providing employment opportunities for the community to achieve equitable prosperity [16].

Based on Edward III's policy implementation theory, human resources encompass the ability of village officials to operate the system and provide assistance to the community, as well as the availability of sufficient staff to handle services. The research results indicate that village officials already have a basic understanding of digital system use, but challenges remain in terms of limited human resources and uneven technical skills. The following are the available resources in Kalanganyar Village:

Table 3. Availability source Power in implementation website "Plafond Civil Registration Office"

Type Source Power	Availability	Information
HR Apparatus Village	2 person staff Service, 1 head village	Already trained base, However Still need improvement competence technical IT.
Device Village Computer	3 units	Adequate, However Not yet completely modern.
Network Internet Village	90% area affordable	Stable, although sometimes slow moment O'clock Busy.
Public Village	80% own Smartphone	Will but no all public understand the use of the application.

Source: Researcher's processed results (2025)

Based on the table above, the availability of human resources and infrastructure in Kalanganyar Village is quite good for implementing administrative services through Plavon. Interviews with village officials in the administrative services staff stated, "We have actually been trained to use the E-Plavon Dukcapil, but sometimes if the system has errors, we switch to digital population identity or people experience difficulties, we help as much as possible, and we need time to adjust. So sometimes there are delays in service, we will provide information to the community." On the other hand, the community also acknowledged the important role of village officials as facilitators in using the website. One resident said, "Personally, I don't understand how to use the internet to process documents, so I usually ask for help from village officials. They are quite helpful, but I am expected to take my time and wait in line because they have many other tasks."

In terms of facilities and infrastructure, the Plavon Dukcapil website is easily accessible to the public via mobile devices and computers. Internet connectivity in the

Kalanganyar area is also quite good. However, some residents reported technical issues, such as server issues that sometimes caused problems during document uploads. Administrative service staff stated that "*Sometimes when uploading files, the website encounters an error, so you have to try again.*" (Interview, 2025). Interview results indicate that technical challenges remain a barrier that needs to be addressed to ensure optimal service delivery.

This study shows that resource indicators according to Edward III's policy implementation theory, it can be concluded that the implementation of population administration services through the E-Plavon Dukcapil website in Kalanganyar Village has demonstrated readiness from the village apparatus and supporting infrastructure. Village apparatus already have a basic understanding and experience in operating digital systems and play an active role in providing assistance to the community. This is in line with the needs of the community, some of whom still experience limitations in using technology. According to (Martin, Sudarmo) human resource capacity development is essentially related to the provision of trained workers to improve the skills and knowledge needed by the community to achieve greater prosperity through the development of productive capabilities.

However, limited human resources and uneven technical capabilities remain obstacles, sometimes causing services to be suboptimal. While infrastructure, including internet access and supporting devices, is relatively adequate, technical system issues, such as errors during document uploads, pose a challenge. Therefore, it can be concluded that while this digital service has provided convenience and increased accessibility, human resource capacity building and technical system improvements are still needed to ensure more effective, faster, and optimal service delivery for the community. It can be concluded that the implementation of population administration services through the "E-Plavon Dukcapil" website in Kalanganyar Village has demonstrated readiness in terms of human resources (HR) and infrastructure, although a number of obstacles remain. Village officials have a basic understanding and experience in operating digital systems and play an active role in providing assistance to the community, especially those who still experience limitations in using technology.

This demonstrates a conformity with George C. Edward III's policy implementation theory, particularly the Resource indicator, which emphasizes the importance of human resource support, facilities, and infrastructure for successful policy implementation. However, limited service personnel, uneven technical capabilities, and technical obstacles such as server disruptions and document upload errors remain obstacles to service optimization. Therefore, while the E-Plavon digital service has improved accessibility and made things easier for the public, capacity building for village officials and technical system improvements are still needed to ensure more effective, faster, and sustainable population administration services, in accordance with Edward III's policy implementation principles.

3. Disposition

According to Edward III, disposition is a characteristic inherent in policy or program implementers. The most important characteristics that policy or program implementers must possess are honesty, commitment, and democracy. This means that the government's attitude and response to public feedback regarding a program or policy can influence its implementation (Adinda et al). In the implementation of the E-Plavon "Plavon Dukcapil" in Kalanganyar Village, the disposition of village officials showed a positive trend. Village officials strive to carry out digital population administration services with full responsibility, despite still having limitations in facilities and technical skills. This attitude became the administrative service staff conveyed that *"We are trying our best to help residents, although sometimes there are network problems or people who do not understand how to use the application. But we remain patient to ensure the service remains smooth."* This statement demonstrates the patience and commitment of village officials to maintain the quality of public services.

Disposition is also reflected in the proactive attitude of village officials in conducting outreach to the community. They don't just wait for residents to arrive but also provide direct guidance. One resident said: *"At first, I was confused about using the Dukcapil Plavon, but the village officials explained the steps patiently and clearly. So now I'm more used to it."* This demonstrates that the friendly and responsive attitude of officials can increase public trust and participation in using digital systems. However, the disposition of the community as service recipients also plays a role in successful implementation. Although some residents still find the online system difficult, their openness to learning and accepting assistance demonstrates alignment with the disposition of village officials. When the community is willing to adapt, the service burden becomes lighter and policy objectives can be achieved. Thus, the dispositions of both parties complement each other.

Based on this research, it shows that the dispositional dimension in the implementation of the E-Plavon *Plavon Dukcapil* in Kalanganyar Village, it can be concluded that the attitude of village officials shows a positive tendency with commitment, patience, and responsibility in providing digital-based public services. The officials not only carry out their duties formally, but also proactively conduct outreach and mentoring to the community, thereby increasing public trust and participation. On the other hand, the community as service recipients has also begun to show a supportive disposition, marked by an openness to learning despite still facing technical obstacles and limited understanding. This dispositional alignment between village officials and the community is a crucial factor that allows the digital service policy to continue despite facing various obstacles. Thus, the success of implementation is not only determined by technical aspects, but also by the attitude, commitment, and willingness of both parties.

The implementation of population administration services through *the Dukcapil Plavon* in Kalanganyar Village, Sedati District, Sidoarjo Regency, shows that **the Disposition dimension** In George C. Edward III's implementation theory, disposition

plays a crucial role in the success of program implementation. Edward III also emphasized that disposition includes characteristics inherent in policy implementers, such as honesty, commitment, and a democratic attitude in carrying out their duties. In the case of Kalanganyar Village, village officials demonstrated a positive attitude characterized by patience, responsibility, and high commitment in providing digital-based public services, despite still facing technical and facility limitations. The attitude of village officials was reflected in their willingness to continue assisting the community when facing obstacles, both in terms of the network and the community's limited understanding in using the application. This is in line with Edward III's statement that the implementer's attitude and response to the community can influence the success of policy implementation. In addition, village officials also demonstrated a proactive disposition through direct socialization and mentoring activities, thereby building trust and increasing community participation in using *the Dukcapil Plavon*.

On the other hand, the disposition of the community as service recipients also plays a significant role. Although some residents still find digital services difficult to use, their openness to learning and accepting guidance from officials demonstrates a supportive attitude. This alignment between the disposition of village officials and the community strengthens the sustainability of policy implementation despite technical obstacles. Therefore, it can be concluded that the implementation of population administration services through the Population and Civil Registration Center (*Plavon Dukcapil*) in Kalanganyar Village is not only determined by the availability of resources and technical facilities, but is also greatly influenced by the disposition of both officials and the community. The patience, commitment, and proactive attitude of village officials, combined with the community's openness to adaptation, are key factors in enabling this digital service policy to continue to run effectively.

4. Structure Bureaucracy

Bureaucratic reform in Indonesia is a response to the various challenges the government has faced in providing effective and efficient services to the public [17]. On the other hand, bureaucracy is defined as a system of authority rationally established by various rules to organize the work of many people. Therefore, bureaucracy is closely related to the system within a group, organization, or institution that has a specific purpose [18].

This bureaucratic structure has two important aspects, namely (1) the mechanism in the process or SOP (Service Operating Standards) and (2) Fragmentation or in other words the division of labor that is adjusted to the organizational structure (Pitaloka, Novaria). The bureaucratic structure is a crucial element in policy implementation because it is related to the work mechanism, coordination flow, and division of tasks between related parties. In implementing population administration services through the Plavon Dukcapil website, the bureaucratic structure in Kalanganyar Village has been formed through the division of roles between village officials, system operators, and the Population and Civil Registry Service (Dispendukcapil) of Sidoarjo Regency.

This coordination flow allows services to run according to established procedures. The following are the SOPs and procedures for using Plavon in Kalanganyar Village:

Table 4. SOUP (Standard Operational Service) Ceiling Civil Registration Department

No	Stages Procedure	SOUP Service Ceiling Via On line
1	Registration Account	The applicant accesses the Plavon website/application, registers with enter data personal in accordance ID card And number Active HP.
2	Login And Select Service	The applicant logs in to the Plavon account, selects the type of administration service population (for example: SKU, KK, ID card, Deeds, etc.).
3	Upload Required Documents	Applicant upload document condition according to service (scan/photo) ID card, KK, letter introduction RT/RW, or document other Which relevant).
4	Verification File	Apparatus village inspect completeness And authenticity the document that uploaded. If There is lack, applicant given notification to complete.
5	Process Submission	If document Already in accordance, apparatus village process applications through system Ceiling according to type service.
6	Validation & Agreement	Head Village/Device authorized do validation end and give agreement in a way digital.
7	Publishing Document	Document results service (for example: SKU, Letter Description, etc.) published in form file PDF/softcopy in system.
8	Notification to the Applicant	Applicant get announcement through application/WhatsApp/email that document Already finished and can be downloaded.
9	Download Document On line	Applicants log in to their Plavon account and download the result documents. service. If required, applicant Can come to village meeting hall For take version print it.
10	Archives & Reporting	Application data and documents are saved automatically in system Ceiling, as well as enter to database archives village services.

Source: Kalanganyar Village Government (2025)

Based on the table above, the implementation of the bureaucratic structure on the "Plavon Dukcapil" website in Kalanganyar Village, Sedati District is the same as in other villages that have been determined as an absolute policy of the population and civil registration service that must be implemented in accordance with the orders of the central

government (safira, afifudin, ilyas: 2024) village officials act as a liaison between the community and the Plavon Dukcapil system. Operators are responsible for processing application data and ensuring that submitted documents comply with regulations. Meanwhile, Dispendukcapil, as the primary agency, has the authority for final verification and issuance of population documents. Administrative service staff stated, "*The process is clear. Villages only assist communities with data input, but all decisions remain with Dispendukcapil.*" (Interview, 2025). These interviews illustrate that the bureaucratic structure operates hierarchically, preventing overlapping authority.

Discussion

However, in practice, coordination challenges persist, particularly when technical issues arise with the system. Village officials often have to wait for direction from the Population and Civil Registration Office (Dispendukcapil), resulting in delays in service delivery. Administrative service staff stated that, "*If the system has a problem, we in the village can't immediately fix it; we have to wait for confirmation from the office.*" (Interview, 2025). These interviews illustrate that despite a clear bureaucratic structure, there is still a high level of dependency on the office, which impacts the smoothness of services.

Lengthy service procedures were also noted. Residents must go through several verification stages before documents can be issued. While these procedures are essential to ensure data validity, some residents consider them to slow down the process. This suggests that the hierarchical bureaucratic structure continues to be an obstacle to accelerating digital-based administrative services. This study, which demonstrates the bureaucratic structure in implementing population administration services through the Plavon Dukcapil website in Kalanganyar Village, concluded that the coordination mechanism and division of tasks are clear between village officials, system operators, and the Sidoarjo Regency Population and Civil Registration Office (Dispendukcapil). This hierarchical structure helps prevent overlapping authority and ensures that each stage of the service runs according to procedure.

Research based on the implementation of bureaucratic structures in population administration services through the Plavon Dukcapil website in Kalanganyar Village, Sedati District, shows that the bureaucratic structure already has a clear coordination mechanism through the division of tasks between village officials, system operators, and the Sidoarjo Regency Population and Civil Registration Office (Dispendukcapil). This hierarchical structure supports the orderly implementation of service procedures and prevents overlapping authority. However, obstacles are still found, especially the high dependence of village officials on Dispendukcapil when dealing with technical problems and the lengthy verification procedures that some residents feel slow down services. This is in line with the theory of George C. Edwards III, who states that one of the key factors in policy implementation is bureaucratic structure. An overly rigid bureaucratic structure can be an obstacle because it causes delays in communication flows and the decision-making process. Therefore, although the Plavon Dukcapil bureaucratic structure has supported order and accountability, flexibility and procedural simplification are needed

to optimize the effectiveness and acceleration of digital services. In addition, lengthy verification procedures, although important to maintain data validity, are considered by some residents to slow down the service process. Thus, the existing bureaucratic structure does support orderly implementation, but at the same time remains an obstacle to the effectiveness and acceleration of digital-based services.

CONCLUSION

Fundamental Finding : Research on the implementation of population administration services through the Plavon Dukcapil website in Kalanganyar Village shows that this digital innovation has brought significant changes to public service delivery. The public can access various administrative services more quickly and efficiently, without having to wait in long lines at the village office. Overall, the Plavon Dukcapil represents a significant step forward in supporting the digitalization of public services. This innovation has provided convenience for the public and increased service efficiency, although various obstacles remain, both technical and limited human resources. **Limitation :** However, the system's utilization has not been fully optimized, as some residents still struggle to understand the flow of technology-based services. Outreach efforts by village officials have been ongoing through formal meetings, but have not yet reached all levels of society. Younger generations, more familiar with technology, have benefited, while older adults still rely on assistance from others. The hierarchical bureaucratic structure and dependence on the Population and Civil Registration Office (Dispendukcapil) remain challenges. While the service flow is clear, lengthy verification procedures and delays during technical issues hinder the effectiveness of the service. **Implication :** From a communications perspective, this highlights the need for a more varied communication approach, such as through printed guides, simple videos, or direct assistance to make information more easily understood by all. In terms of resources, village officials already have a basic understanding of digital systems and are working to assist the community, despite staffing limitations and frequent technical challenges, such as server outages. Village officials remain actively involved in providing assistance, even though they must juggle other tasks. Meanwhile, in terms of disposition, village officials have been quite positive, demonstrating commitment, patience, and a willingness to be proactive in serving the community. Friendly and open responses encourage greater public trust and willingness to adapt to the new system. **Future Research :** Therefore, increasing human resource capacity and improving systems are essential for optimal service delivery. Therefore, a more inclusive communication strategy, increased capacity of village officials, and system improvements are needed to ensure that the overall benefit of the digitalization of administrative services is truly felt by the entire community.

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