

Implementation of the Plavon Program in Population Administration Services in Singkalan Village

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ABSTRACT

Objective: This study aims to examine the implementation of the Plavon program in population administration services in Singkalan Village. **Method:** Qualitative descriptive method with data collection techniques in the form of interviews, observations, and documentation studies. The informants in this study consist of village heads, Plavon operators, and villagers who are directly involved in the implementation of the program. **Results:** The results of this study show that the implementation of the PLAVON program in Singkalan Village is supported by adequate technological infrastructure and competent operators. However, there are still several obstacles, such as uneven socialization to all residents, limited understanding of the elderly community towards technology, and the support of the village head that has not been maximized. On the other hand, communication between implementers and coordination with the Dispendukcapil has gone well, the disposition of the implementers shows high commitment, and the bureaucracy has followed the applicable SOPs. **Novelty:** This research presents a novelty by applying Edward III's theory in the context of digital administrative services in Singkalan Village, which has never been researched before. Although such theories have been used in other studies, the focus on specific challenges such as limited public understanding and technical challenges in the implementation of the Plavon Program makes a new contribution. These findings enrich the study of e-Government at the local level and provide input for more inclusive digital service policies.

INTRODUCTION

Public services have a very important position in ensuring the fulfillment of basic rights of the community, especially in meeting the basic needs needed by every citizen [1]. Public services reflect the state's presence in providing protection, comfort, and social justice through the provision of goods and services that are accessible to the wider community [2]. Based on Laws and Regulations Number 25 of 2009 concerning Public Services, it is defined that public service is a series of activities regarding service providers in terms of meeting the needs of the community in accordance with what is determined by the applicable laws and regulations [3]. These activities include the provision of goods, services, and/or administrative services organized by government agencies, both at the central and regional levels, as well as by other parties assigned [4]. Thus, public services are not only carried out by the formal structure of the government, but also reflect the quality of governance and its proximity to the community [5]. Good public services will create public trust in the government and increase active participation in development [6].

Administrative services are a form of service to the public or the public who most often have direct contact with the community. Administrative services are services provided by government officials to facilitate the management of official documents needed by citizens. The documents in question include various things, such as documents related to citizenship status, proof of ownership of an asset, and other types of important documents [7]. Some of the documents that are commonly taken care of in administrative services include Family Card (KK) Population Documents, Identity Cards (KTP), Birth Certificates and Death Certificates, Passports, Motor Vehicle Owner's Books (BPKB), Driver's Licenses (SIM), as well as certificates of ownership of property and other similar documents [8]. Among these various forms of administrative services, population administration has a strategic role because it is directly related to the identity and legal status of each individual in the government system. Population administration includes a series of activities that aim to manage and organize the issuance of documents and data related to the population. This activity includes population registration services, civil event recording, and systematic management of population data, as well as the use of this information to support public services and development in various sectors [9]. Based on Laws and Regulations Number 24 of 2013 it is explained that population administration is a process of structuring documents and processing data related to population which includes registration, updates, and the use of data to support more effective and efficient public services [10]. The forms of services in population administration include the management of several population documents including Family Cards, birth certificates, death certificates, marriage certificates, Identity Cards, and Indonesian Citizen Transfer Certificates.[11].

The implementation of public services, especially in the field of population administration in Indonesia, is supported by various regulations that aim to strengthen efficient governance and be able to respond to what the community needs. An example of the main legal basis in the implementation of public services is Law Number 25 of 2009 concerning Public Services, which emphasizes that services to the community must be carried out firmly on the principles of efficiency, transparency, accountability, and providing legal certainty for the community as service recipients [12]. In particular, population administration and civil registration services are carried out in accordance with the provisions of Law Number 24 of 2013, which is the result of a revision of Law Number 23 of 2006 concerning Population Administration. This legislation emphasizes the importance of systematic, accurate, and sustainable management of population data to support various aspects of national development [13]. The technical implementation of the population administration is further regulated through Government Regulation Number 40 of 2019, which is the implementing regulation of the law [14]. As part of efforts to improve the quality of strengthening public services at the regional level, the government issued Government Regulation Number 38 of 2017 concerning Regional Innovation. This regulation encourages local governments to present various service innovations, including in the population administration sector, with the aim of improving efficiency, effectiveness, ownership of population documents, and the

performance of apparatus in providing services to the community. [15]. Digital transformation in the government environment is encouraged through the issuance of Presidential Regulation Number 95 of 2018 concerning Electronic-Based Government Systems (SPBE), which serves as a strategic guideline for government institutions in optimizing information and communication technology to create responsive, open, and coordinated services [16]. In line with that, Presidential Regulation Number 132 of 2022 concerning the National SPBE Architecture strengthens the design of government electronic systems with national standards, including in the context of population administration services based on digital applications [17]. In terms of supervision and improving service quality, the government issued PANRB Ministerial Regulation Number 29 of 2022 concerning Monitoring and Evaluation of Performance in the Implementation of Public Services. This regulation is a reference in evaluating the effectiveness and accountability of public services at the central and regional levels.[18]. Meanwhile, at the local level, population administration services in Sidoarjo Regency are carried out based on Sidoarjo Regency Regional Regulation Number 2 of 2015, which revises Regional Regulation Number 1 of 2008 concerning the Implementation of Population Administration. [19].

The Sidoarjo Regency Government has implemented the Electronic-Based Government System (SPBE) in terms of efforts to modernize population administration services. Launch of a service-based online by the Population and Civil Registration Office (Dispendukcapil) of Sidoarjo Regency reflects the commitment of the local government in improving efficiency and ease of access to public services. One of the e-government innovations presented by the Sidoarjo Regency Government in the public service sector is the development of population-based administration services online through the PLAVON (Online Service) Dukcapil application, which can be accessed through the official website [20]. The Plavon Dukcapil application is a technology-based innovation that helps Sidoarjo residents complete various population document administration needs efficiently and quickly. In addition to speeding up the public service process, this application also assists relevant agencies in realizing accurate population data management through one integrated service system [21].



Figure 1. Plavon App Login Page

The people of Sidoarjo can take advantage of the Plavon Dukcapil service through its official website at <https://plavon.sidoarjokab.go.id/>. The first stage that needs to be done is to register by filling in personal data on the main menu. The information that must be entered includes the Population Identification Number (NIK), Family Card Number (KK), and password. Accuracy in entering data is very necessary so that the process of entering the next page runs smoothly. After successfully logging in, users can choose the type of administrative services they need. On the page, there are various service options related to population administration management services and civil documents including document management such as ID cards, Child Identity Cards, Family Cards, birth certificates, death certificates, marriage certificates, divorce certificates, as well as moving documents (SKPWNI), arrival (SKDWNI), and the Disability and Elderly Care (Peduli Dilan) program. [22].

The Plavon Dukcapil application has been implemented in all areas of Sidoarjo Regency, including Singkalan Village in Balongbendo District. The Plavon application strongly supports the smooth administration process, both for the residents of Singkalan and for the Singkalan Village apparatus in carrying out population service duties. This service application was created with the aim of facilitating residents in managing population administration more freely and efficiently through electronic devices such as gadgets, laptops or computers online [23]. Singkalan residents can choose to submit documents independently or with the help of village operators.

Table 1. Recapitulation of Plavon Dukcapil Submission Data in Singkalan Village from April 2021 to April 2025

No	Submission Type	Number of Submissions
1	Birth certificate	239
2	Death Act	170
3	KTP (Lost and Damaged)	420
4	KIA	195
5	Family Card	227
6	SKPWNI / Letter of Move Out	157
7	SKDWNI / Move Coming	72
8	Peduli Dilan	4

Source: Processed from the Singkalan Village Government (2025)

It can be proven through the data above that the number of applications for population administration services through the Plavon program in Singkalan Village is quite diverse. The most submitted type of submission was the replacement of ID cards due to loss and damage with a total of 420 submissions. Followed by 239 submissions for birth certificates, and 227 submissions for family cards. Meanwhile, submissions for Child Identity Cards (KIA) were recorded as many as 195 submissions, while death certificates reached 170 submissions. The submission of the letter of move out (SKPWNI) amounted to 157, and the submission of SKDWNI or moving came as many as 72.

Meanwhile, the fewest submissions were the KTP (Peduli Dilan) ball pick-up service which only amounted to 4 submissions during that period.

According to the results of research that has been previously conducted by Nur Bianto and Ilmi Usrotin Choiriyah (2023) entitled "The Implementation of E-Government Through Online Services (Plavon) Dukcapil in Pulungan Village, Sedati District", it shows that the implementation of e-government through the PLAVON service provides convenience for the community in taking care of population administration documents online. However, the results of this study also found several obstacles, namely the lack of socialization from the village government, an unstable internet network, and limited access to technology by the elderly who have difficulty using the PLOVON application, so that many still attend directly to the village government office [24].

Other research by Titin Dwi Handayani and Isnaini Rodiyah (2024) with the title "Analysis of the Quality of Population Administration Services: Application of Plavon Dukcapil in the Gempolsari Village Government", shows that in general the quality of service is measured based on five indicators, namely tangibles, reliability, responsiveness, assurance and empathy. The findings of the study indicate that employees show a disciplined and friendly attitude, with the support of adequate service facilities. However, there are still shortcomings, such as the absence of information boards related to service flows, the lack of certainty of document completion time, and the public's understanding of document submission requirements is still low. This caused 76 submissions out of a total of 434 submissions to be unable to be processed due to errors or lack of documents [25].

In addition, research by M. Syaiful Anam and Hendra Sukmana (2024) with the title "The Implementation of the Plavon Program in Population Administration in Kupang Village" shows that the implementation of the Plavon application in Kupang Village has a positive impact on the efficiency and effectiveness of public services. The results of the study show that the structured SOP (Standard Operating Procedure) implemented is able to improve service efficiency, transparency, and make it easier for the community to take care of documents such as ID cards, family cards, and birth certificates. In addition, the digitization of this service is also considered to reduce the practice of brokerage and speed up the service process. However, this study also found several obstacles, namely low public understanding of the use of applications, many applications that were rejected due to incorrect inputs or incomplete documents, and difficulties experienced by the elderly or residents who were not technologically literate. Although access to services can be done online, some people still visit the village office directly to get help from officers [26].

Based on the results of observations in the field, it shows that there are a number of problems in the implementation of the Plavon Dukcapil application in Singkalan Village. Among them is the first, there are still many residents of Singkalan Village, Balongbendo District who do not know the existence and function of the Plavon Dukcapil application as a web-based population administration service developed by the Sidoarjo Regency Population and Civil Registration Office. This situation arises because the

socialization participants carried out by the village government are only all RT heads in Singkalan Village, so that information about the application has not been conveyed evenly and effectively to all levels of society. Second, digital literacy is still low, especially among the elderly, making it difficult for some residents to use the Plavon Dukcapil application. Third, most people still prefer to come directly to the village office to be assisted by the village apparatus in taking care of population documents. This is because face-to-face services are considered fast, easy, and practical, especially for residents who are not familiar with online services.

Referring to the research issues that have been presented, the author intends to identify the results of the research with the title Implementation of the Plavon Program in Population Administration Services in Singkalan Village using the theory of George Edward III. George Edward III, through his theory of policy implementation, emphasized that the effectiveness or failure of policy implementation is influenced by various indicators including: 1) Communication, namely the extent to which information related to a policy can be conveyed clearly to policy implementers [27]. This is so that public policies run according to their goals and objectives, information related to the policy must be socialized to policy implementers so that they understand what must be prepared and implemented. [27]. 2) Resources, which include the availability of human resources, budget, equipment, and authority [27]. Without adequate resource support, policies cannot be implemented effectively even if the objectives are clear. 3) Disposition, namely the attitude, commitment, and willingness of the policy implementer [27]. Implementers who have understanding and ability alone are not enough, they must also have a strong will to carry out policies seriously. 4) Bureaucratic structure, namely the organizational structure and implementation procedures applied in the implementation of policies. Convolutated organizational structures and complex procedures can be an obstacle to the smooth implementation of policies, while a clear and efficient structure will support the achievement of policy objectives [26].

RESEARCH METHOD

The approach in this study uses a qualitative descriptive approach with the main topic on the implementation of the Plavon Program in population administration services in Singkalan Village. Qualitative research is a study that focuses on a thorough and in-depth understanding of the quality of a particular relationship, activity, or situation, with an emphasis on a holistic description [28]. The qualitative descriptive research method is an approach used to describe and explain various events, whether they occur naturally or those that are the result of human engineering, with an emphasis on the characteristics, relationships between activities, and the quality of these events [29]. This concentration is used to analyze issues related to the implementation of the Plavon Program in terms of providing population administration services in Singkalan Village. The selection of Singkalan Village, Balongbendo District, Sidoarjo Regency, as the location of the research was based on indications of problems that arose in the area.

This research focuses on the application of George Edward III's theoretical concept as an analytical tool related to the implementation of the work plan, which is structured based on four main indicators, namely: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. The determination of informants is carried out using the purposive sampling, which is a method of deliberately selecting sources based on the consideration that the individual has knowledge or information relevant to the focus of the research [30]. The type of data in this study consists of primary and secondary data. Data collection was carried out through direct observation methods, documentary studies, and in-depth interviews [31]. This study uses data analysis techniques based on the model of Miles and Huberman (1984), which includes three main components: data reduction, data presentation, and conclusion drawn. Data reduction is a stage where researchers filter, select, and group important information from the data that has been collected. The presentation of the data aims to display the results of the grouping in a systematic and easy-to-understand format, so as to support the process of further analysis, then verified to ensure its validity. Data conclusions can be interpreted as the interpretation or interpretation of the meaning of the data [32].

RESULTS AND DISCUSSION

Results

The implementation of the Plavon Program is inseparable from a number of factors that play a role in supporting the successful implementation of a policy. The government implements the Plavon program to examine communication factors, resources, disposition, and bureaucratic structure that are the main components in the successful implementation of electronic-based policies. This research was carried out by conducting direct interviews with informants to obtain relevant and in-depth information in accordance with the purpose of the research. Through the interview process, the author managed to collect data that was in accordance with expectations and could be analyzed using George Edward III's theory, as explained below:

1. Communication

Communication indicators are one of the important indicators in theory according to George C. Edward III, the success of policy implementation is influenced by a number of factors, one of which is the effectiveness of communication in conveying policies to interested parties will determine how effectively a policy can be understood and implemented by implementers in the field. Communication in policy implementation includes the transmission of information (delivery), clarity, and consistency (consistency) of policy messages to implementers. This third aspect greatly determines the proper understanding of the objectives and policy measures that must be taken [33]. Ineffective communication has the potential to cause misinterpretations in the field that can hinder successful implementation. This can be seen through the results of an interview with Mr. M. Afif Ali Rosyadi, A.Md.T., as the Head of Service as well as the Operator of the Plavon Web Admin in Singkalan Village, who stated that:

"The Plavon Program service is part of the service department's duties. Information about the Plavon program has been socialized directly in Singkalan Village through socialization activities that were specifically attended by all RT Heads in Singkalan Village, so the socialization participants were only the RT chairmen, not all residents. Some residents already know about the Plavon application, but there are also residents who do not understand how to use it, so many residents still choose direct services to the service office." (Interview results on April 14, 2025)

Based on the above interview, it can be concluded that the PLAVON program has been socialized through a special meeting that only involves the Chairman of RT as a participant. This shows that the transmission of information has not reached all community members directly. Although some residents have known about the existence of the PLOVON application, the lack of understanding of how to use the application is still the main obstacle that causes residents to prefer direct services. Communication policies at this stage show that the aspect of clarity is not optimal, and the transmission of information is not completely even. Therefore, there is a need for an expansion that includes direct socialization to the general public to increase the effectiveness of program implementation. This statement is strengthened by the documentation of the socialization activities of the PLAVON application that have been carried out in Singkalan Village by involving all RT Heads as participants, as shown in the following figure:



Figure 2. Socialization Activity of the Plavon Application Attended by All RT Heads in Singkalan Village

In addition, the results of the interview with Mr. Sutono who is the Head of Singkalan Village also stated that:

"Every regulation in the Sidoarjo Government that has been submitted to village institutions will definitely be submitted to residents as well. Information related to the Plavon program, which was conveyed in the form of a pamphlet, was also shared through the WhatsApp group of the Chairman of RT in Singkalan Village. Socialization has been effective, but if there are still residents who do not understand this application, the most important thing is that residents come to the service office first, later they will be taught how to use it." (Interview results on April 14, 2025).

From the results of the interviews that have been conducted, it can be concluded that the dissemination of information about the PLAVON application is also carried out

through digital media, such as the RT WhatsApp group. The village head assessed that communication efforts had been effective, but still realized that there were still some residents who did not understand how to use the application independently. Therefore, the direct service approach is still used as an alternative solution. This shows that although communication channels have been used well, their effectiveness in reaching and clarifying information to citizens has not been fully maximized. The results of the interview with Mrs. Sarti as a resident of Singkalan Village who uses the PLOVON Application, stated that:

"I already know that there is a Plavon Application and how to use the application because I also saw it on Google for tutorials on using the Plavon Application, but if I don't understand it, I will ask Mr. Afif. However, the socialization attended by all RT chairmen is less effective because what the RT chairman receives will be shared in WhatsApp groups, while the elderly or residents who lack digital literacy will not know information about the Plavon Application." (Interview results: April 14, 2025)

Based on the results of the interview above, it can be concluded that some people, especially those who have adequate digital literacy initiatives and skills, have been able to access and use the PLAVON application independently. However, Mrs. Sarti also highlighted weaknesses in the communication strategy that only focuses on the Head of RT and digital media such as WhatsApp groups. This has the potential to cause a mixture of information, especially for the elderly or residents who are not familiar with technology. These findings reinforce previous analysis that transmission and clarity of communication policies still do not reach all segments of society. Therefore, it is important for policy implementers to take a more inclusive communication approach so that all community groups receive information fairly and equally.

2. Resources

According to George C. Edward III, the existence of resources has a crucial role in the implementation of a policy. Even though the policy has been well designed, implementation in the field will not run effectively in the absence of adequate resources, such as human resources, funding, data/information, as well as facilities and infrastructure, which can hinder the process of implementing the policy optimally. The availability and proper management of resources will facilitate the implementation process and encourage the achievement of policy objectives optimally [34]. The results of the interview with Mr. Sutono as the Head of Singkalan Village Regarding the availability of human resources as well as facilities and infrastructure in Singkalan Village, it can be revealed that:

"From the perspective of Human Resources for the service head and the person who holds the Web Plavon at the Pleayanan Office of Singkalan Village, there is 1 person, namely Mr. Afif who has been equipped with sufficient training and understanding in using the Web Plavon. Every program that has been carried out here will definitely be reviewed again, evaluated again. The availability of facilities owned by Singkalan Village, such as computers, wifi, and printers is sufficient to support the Plavon program. If there are technical problems, there must be

communication between the operator of the Web Plavon admin in Singkalan Village and the disdukcapil." (Interview results April 14, 2025)

From the interviews that have been conducted, it can be concluded that the role of human resources in the implementation of the PLAVON program in Singkalan Village has supported the success of the program. Mr. Afif, who has adequate training and understanding in the use of Web Plavon, is key in the implementation of population administration services in this village. The existence of one person on duty with appropriate competencies indicates the effective placement of human resources. In addition, the continuous evaluation of the programs implemented also shows a commitment to ensure that the quality of services remains optimal. In terms of facilities and infrastructure, the availability of facilities in Singkalan Village is also adequate to support the implementation of the PLOVON program. Facilities such as computers, printers, and wifi are well available. This is an important supporting factor for the smooth processing of population administration data carried out through the PLOVON application. In this case, the quality of existing facilities and infrastructure is in accordance with the needs of the program, which shows that the aspect of facilities and infrastructure resources is sufficiently supportive. In addition, from the results of other interviews with Mr. Afif as the Operator of the Pungcapil Plavon Dukcapil of Singkalan Village, stated that:

"As the Plavon Dukcapil Operator of Singkalan Village, I have been equipped with sufficient training and understanding in using the Plavon application. In terms of the availability of facilities such as computers, printers and wifi, they are well available. The internet network in the village is also quite smooth to access the Plavon website. If there are technical problems, I as an operator can contact the contact person from the Head of Field, if the community can contact the call center that is already available." (Interview results April 14, 2025)

Table 2. Facilities that support the Plavon Program in Singkalan Village

Yes	Item Name	Sum
1	Computer	1
2	Printer	1
3	Wifi	1

Source: Processed from the Singkalan Village Government (2025)

From the interviews that have been conducted, it can be concluded that the role of human resources in the implementation of the PLOVON program, such as Mr. Afif, has sufficient understanding and adequate capabilities. In addition, the available facilities are adequate and the internet network in the village is quite smooth, which supports smooth access to the PLOVON application. The existence of a good communication line between operators and related parties, such as the Head of Field and the call center, is also an effective solution to overcome technical obstacles that may arise.

Based on some of the results of the interview above, it can be concluded that the implementation of the PLAVON Dukcapil program in Singkalan Village, in terms of resources, is going well. The existence of trained human resources, adequate facilities and infrastructure, as well as smooth communication between operators and policy makers, greatly support the success of this program. This is in accordance with the theory of policy implementation according to Edward III, which emphasizes the importance of human resources and adequate infrastructure in the smooth implementation of policies. If resources are not taken care of, the program will be hampered and not run effectively. Thus, the successful implementation of this policy is highly dependent on good resource management.

3. Disposition

The disposition or attitude of the implementer refers to the attitude and commitment of the policy implementers in translating the policy into concrete action. George C. Edward III argued that even if communication is going well and resources are available, the success of implementation still depends heavily on the attitude of the implementers. If the implementer is highly motivated, understands the policy well, and is willing to cooperate and carry out his duties seriously, then the implementation of the policy will run successfully [35]. Based on the results of the interview with Mr. Afif as the Head of Service as well as the Operator of the Plavon Web Admin in Singkalan Village, it was stated that:

"I am ready and enthusiastic about the implementation of this service digitalization because innovations such as the Dukcapil Plavon make it easier for the community to take care of population administration. However, people prefer to come directly to the village office to take care of population administration rather than using Plavon services. This is because there are still many residents who have not been able to operate, especially the elderly, so they need help from me." (Interview results April 14, 2025)

Based on the information obtained in the interview, it can be seen that the attitude and disposition of the implementers, in this case Mr. Afif, are very positive towards the PLOVON program. He showed enthusiasm and readiness in supporting the digitization of population administration services. However, technical obstacles arise because there are still many people, especially the elderly, who do not understand how to operate the PALLON system. This causes them to tend to go to the village office directly to get assistance in the administrative process. Therefore, even though the PLAVON program can make it easier for the community, the commitment and readiness of the implementers to help the community, especially in terms of socialization and mentoring, is still needed so that this program can run effectively. The statement from Mrs. Sarti as a resident of Singkalan Village, which stated that:

"I am happy with the service that Plavon is now using. Even if I don't understand, I immediately ask Mr. Afif. He was friendly, the service was good and always ready to help, so I felt comfortable asking questions or asking for help." (Interview results April 14, 2025)

The information obtained through interviews shows that the implementer of the PLAVON program, in this case Mr. Afif, has a positive disposition in providing services

to the community. His friendly, responsive, and ready attitude to help create comfort for residents, especially those who are not used to using digital services. This shows that the disposition of the implementer can not only be seen from the spirit of work, but also from how the implementer behaves in serving the community directly.

4. Bureaucratic Structure

The bureaucratic structure consists of two main components, namely the implementation mechanism and the predetermined operational procedures (SOP) and the organizational framework or division of tasks. According to Edwards III, there are two main characteristics in bureaucracy, namely SOPs and fragmentation. Fragmentation itself refers to the division of authority in the implementation of population administration services in Singkalan Village, Balongbendo District, Sidoarjo Regency. This condition requires more optimal coordination and cooperation among the organizers who are responsible for the operation of the PLOVON Web. The results of the interview with Mr. Afif, as the Plavon Web Operator, revealed that:

"The standard operating procedures are quite clear and easy to understand and can be carried out properly, so that information can be applied effectively. The village only implements the program in accordance with the procedures and flows that have been determined by the Population and Civil Registration Office. There are no obstacles in cooperation between villages and Disdukcapil when using this application. There is no process or stage that is considered complicated or slows down services, even if there are elderly people who do not understand the procedure well." (Interview results April 14, 2025)

From the information obtained through the interview, it can be concluded that the bureaucratic structure for the implementation of the PLAVON program in Singkalan Village has been running well, especially in the aspect of standard operating procedures (SOPs). The program implementer, in this case Mr. Afif as the PLAVON Web Operator, stated that the SOPs implemented are quite clear, easy to understand, and can be implemented without significant obstacles. This shows that the coordination between the village government and the Sidoarjo Regency Population and Civil Registration Office has been well established, and the implementation of the PLAVON program follows the policy flow that has been set. The statement also shows that the fragmentation of authority is not an obstacle to the implementation of the program, because the division of tasks between levels of government has run synergistically. Obstacles only arise in certain groups of people, especially the elderly, who have difficulty understanding digital-based procedures. This shows the importance of continuous technical support and mentoring, although from a bureaucratic and operational perspective, this program already has a strong and structured foundation.

Discussion

The discussion of this study emphasizes that the implementation of the Plavon Program in Singkalan Village illustrates both the potential and the challenges of digital transformation in population administration services. Based on George C. Edwards III's policy implementation theory, the research findings show that resources, implementers' disposition, and bureaucratic structure have supported the effectiveness of the program,

particularly through adequate facilities, competent operators, and clear SOPs that ensure smooth coordination with Dispendukcapil. However, communication remains a weak point, as the socialization strategy focused only on RT heads and WhatsApp groups, leaving segments of the community – especially the elderly and digitally illiterate – less informed and less able to access the application independently. This gap highlights the importance of inclusive communication strategies and continuous mentoring to build broader digital literacy. The discussion also reflects that while the bureaucratic framework is adaptive and resource allocation is adequate, sustainable success requires expanding outreach methods and developing user-friendly innovations to accommodate diverse community needs. Thus, the Plavon Program in Singkalan Village serves as a valuable example of how digital public service initiatives can enhance efficiency, but also reveals the ongoing need to bridge digital divides for equitable access.

CONCLUSION

Fundamental Finding : This study indicates that the implementation of the Plavon Program in population administration services in Singkalan Village is quite effective in terms of resources, implementers' disposition, and bureaucratic structure, supported by competent operators and adequate infrastructure. However, communication remains a challenge, as outreach efforts have not fully reached all segments of the community, particularly the elderly and residents with low digital literacy. **Implication :** These findings underscore that digital transformation in public services requires a more inclusive communication strategy to ensure that the benefits of technology are equitably experienced by all levels of society, while also strengthening the direction of e-Government policy at the village level. **Limitation :** The limitation of this study lies in its scope, which only focuses on a single village using a qualitative approach, making the findings not fully generalizable to other regions with different conditions. **Future Research :** Future studies are expected to adopt a quantitative or mixed-methods approach, expand the research area, and specifically evaluate the impact of digital literacy training on increasing community participation in digital-based population administration services.

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