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THE DIFFUSION OF INOVATION IN THE SIMBOL PERMAISURI PROGRAM FOR POPULATION ADMINISTRATION SERVICES IN MUARA JAWA DISTRICT

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Abstract
This study examines the Simbol Permaisuri Program as an innovative population administration service in Muara Jawa District, Kutai Kartanegara Regency, applying Rogers' diffusion of innovations framework. The descriptive qualitative study gathered data through interviews, observations, documentation, and a literature review, with informants selected purposively. The findings then indicate that vulnerable groups and students are helped with their access to electronic ID through mobile services. The program's relative advantage is in its capability to reduce access barriers, and its compatibility is reflected on how aligned it is with the users' needs. The procedures are quite straightforward for citizens; the implementation still presents technical and organizational complexities. Noted that service outputs are observable; though, registration is to be distinguished from document issuance and receipt. Trialability is limited, but with gradual adjustments that reflects ongoing implementation learning. Supporting factors are government commitment, coordination, and community participation. There are challenges such as insufficient service information and follow-up, network disruptions, and limited ID card blanks. The program improve access, although administrative outputs alone do not singlehandedly establish a casual impact. Improvements can be done with clearer scheduling, updates on document status, and consisten reporting.
Keywords: Diffusion of innovations, Public service innovation, Population administration.

Abstrak
Penelitian ini menganalisis Program Simbol Permaisuri sebagai inovasi dalam pelayanan administrasi kependudukan di Kecamatan Muara Jawa, Kabupaten Kutai Kartanegara, dengan menggunakan kerangka difusi inovasi Rogers. Penelitian kualitatif deskriptif ini mengumpulkan data melalui wawancara, observasi, dokumentasi, dan studi pustaka dengan informan yang dipilih secara purposive. Hasil menunjukkan bahwa pelayanan jemput bola meningkatkan akses perekaman KTP elektronik bagi pelajar dan kelompok rentan. Keuntungan relatif terlihat dari berkurangnya hambatan akses, sedangkan kesesuaian tercermin dari penyesuaian layanan terhadap kebutuhan sasaran. Meski prosedurnya relatif mudah bagi masyarakat, pelaksana menghadapi kompleksitas teknis dan administratif. Keluaran pelayanan menunjukkan keterlihatan hasil, tetapi perekaman berbeda dari penerbitan dan penerimaan dokumen. Keterujian masih terbatas, sementara penyesuaian bertahap menunjukkan implementasi pembelajaran. Faktor pendukung meliputi komitmen pemerintah kecamatan, koordinasi, serta partisipasi masyarakat. Hambatan mencakup informasi dan tindak lanjut pelayanan, gangguan jaringan, serta keterbatasan blanko. Program ini meningkatkan akses pelayanan, tetapi keluaran administratif belum membuktikan dampak yang kausal. Penguatan informasi jadwal, status dokumen, dan pencatatan capaian diperlukan.
Kata kunci: Difusi inovasi, Inovasi pelayanan publik, Administrasi kependudukan,

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Introduction

Population administration services are important because people need official documents to access many public services and basic rights. In Indonesia, these services are regulated by Law No. 25 of 2009 on Public Services and Law No. 24 of 2013 on Population Administration. However, not everyone can easily access these services. People who live far from government offices, as well as older people and persons with disabilities, may face difficulties when they need to visit an office in person.

This issue is also relevant in Muara Jawa District, Kutai Kartanegara Regency. The district covers around 619.16 km² and consists of eight villages and urban villages. In 2024, its population reached 37,996 people across 12,962 households. With residents spread across different areas, visiting the district office can be difficult for some people. This is especially important for electronic identity cards (e-KTP), which are needed for various purposes, including education, banking, employment, and access to social services.

In an attempt to overcome these difficulties the Muara Jawa District Government launched the Simbol Permaisuri Program in May 24. The program stands for Sistem Jemput Bola Perekaman Identitas dan Surat Perekaman Diri. Through this program, officers bring e-KTP recording services directly to schools and urban villages and the residents's homes and a few other locations that are hard to reach. This program focuses on students who are eligible for e-KTP registration, elderly people, people with disabilities and chronic illness, and residents who have not yet completed the recording process because of barriers in access. The program records show a good increase from 75% to 95% in e-KTP registration coverage. Simbol Permaisuri has also reached an estimated amount of 41 neighbourhood units (RTs) and succeeded in providing access to vulnerable groups. There is a significant increase in e-KTP record, from 152 e-KTP in 2024 to 183 applicants in 2026.These numbers show how Simbol Permaisuri has helped furthen access to registration services, even when these figures alone do not necessarily show whether they have received their identity card.

There are several studies that have discussed the role of mobile services in helping to improve access to population administration. Arma et al. (2020) found that mobile outreach can help improve service effectiveness. Sihombing and Faisal (2022) also highlighted the importance of this approach for persons with disabilities. These studies provide useful background for understanding why services delivered directly to residents may help address access barriers.

This study uses Rogers' Diffusion of Innovations theory (2003) to understand how the Simbol Permaisuri Program is implemented. The theory focuses on five aspects: relative advantage, compatibility, complexity, trialability, and observability. These factors came to explain how people view and experience a new program. Meydora (2019) also shows that this theory can be used to understand how people accept technology-based services. In this study, the theory is used to examine the benefits of the program, how well it meets community needs, the difficulties involved in its implementation, opportunities to try the service, and the visibility of its results. The study also looks at factors that support or hinder the program.

Previous research by Kiswanto et al. (2025) used Rogers' five attributes to study mobile outreach services in Tangerang Regency. The present study looks at the Simbol Permaisuri Program in a different setting, namely Muara Jawa District. It focuses on how the program serves students and vulnerable residents, as well as the challenges faced by both service users and officers. It also distinguishes between completing the e-KTP recording process and receiving the final identity card. This distinction is important because registration does not always mean that the document has been issued and received.

Based on these points, this study aims to examine the implementation of the Simbol Permaisuri Program using Rogers' Diffusion of Innovations theory, and to identify what factors can support and hinder the programs' implementation.

Method

This study used a qualitative descriptive method, and was experimented in Muara Jawa District, Kutai Kartanegara Regency. The study itself analyzed Rogers' five attributes in Diffuasion of

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Innovations: relative advantage, compatibility, complexity, trialability, and observability. The factors that support and hinder the Simbol Permaisuri Program are also observed. Primary and secondary data is drawn for this study. Informans were selected through purposive sampling, in regards to their knowledge and involvement of the program. The study included 13 informants: the Head of Muara Jawa District and the Head of the District Government Affairs Section, who served as key informants; a district operator; six students aged 16–17; two service recipients with disabilities; the principal of SMK PBL Muara Jawa; and the Head of the Government Affairs Section of Muara Jawa Tengah Urban Village. Data were collected through in-depth interviews, direct observation, documentation, and a literature review. They were analyzed using the interactive model of Miles, Huberman, and Saldaña, comprising data condensation, data display, and conclusion drawing and verification (Miles et al., 2014).

Discussioan

Implementation of Population Administration Services

The Simbol Permaisuri Program allows officers to provide e-KTP recording services in places that are easier for residents to reach. Instead of asking everyone to visit the district office, officers go to schools, urban villages, residents' homes, and other locations. School visits are mainly intended for students who are old enough to register for an e-KTP. Home visits, on the other hand, help residents who have difficulty travelling, including older people and persons with disabilities. The service itself is designed to meet the needs of different groups there. This can be seen from the way the program is carried out, how students can complete e-KTP recording process at their own schools, so they do not have to pay a separate visit to the district office. Meanwhile, older people and people with disabilities can receive home visits which makes the process way easier for those with diffuclties travelling. Even though both groups require e-KTP services, the difficulties they experience can be different and to provide the service closer to where they live or study is one way to respond to these problems.

The implementation of this program also involves a few parties, including the district government, urban-village authorities, neighborhood units (RTs), schools, health workers, and the Disdukcapil. Each party has a role in helping the service run: such as identifying who's in needs of assistance, informing the citizens about the schedules, and helping locate suitable places. Families are also involved, especially when the service is provided for those who cannot easily travel on their own. This shows how the program does not only rely on the officers who conduct the recording process, cooperation with local institutions and people who know the residents' situations is also important.

These findings can be discussed using Rogers' Diffusion of Innovations theory. The relative advantage of the program is reflected in the easier access it provides to e-KTP recording services. Regarding compatibility, the service can be carried out at schools or at residents' homes according to their circumstances. In terms of complexity, officers can assist residents during the process, making it easier for them to complete the required procedures. However, the process itself is not always easy to carry out as some difficulties can still occur, such as unstable internet connections, technical problems with the national systems and biometric devices, limited staff, as well as different conditions at each service location.

As for trialability, the findings do not indicate that the program was tested on a small scale before being introduced. Instead, changes were made based on the officers' experiences and the evaluations from the applicants and previous activities. This suggests that the implementation process has developed over time as officers encountered different situations in field, which does not necessarily mean that the program had undergone a former trial prior to its wider implementation.

Observability can be seen through the records and reports from the program, since these documents show the activities that have been carried out and the number of residents who have received the service. Nevertheless, the number of e-KTP recordings do not automatically determine how many recidents have received their physical ID cards, because recording and card issuance are two different stages.

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Both stages need to be taken into account to prpvide a more complete picture of the program's implementation and results.

Relative Advantage

The Simbol Permaisuri Program's comparative advantageis most evident in its improved accessibility to services. Residents who previously had to visit the district office can now complete registration closer to home and everyday activities. For students, school-based services reduce missed classes and travel to the district office. For persons with disabilities, older adults, and residents with limited mobility, home visits reduce physical barriers and the costs associated with accessing services.

Rogers (2003) explains relative advantages as the extent to which people seen innovation as better than the previous way of doing things. This is also related to Kiswanto et al. (2025), who discuss how mobile outreach can make public services more accessible. In the Simbol Permaisuri Program, residents no longer have to travel to the district office every time they need e-KTP recording services. Instead, officers come to selected locations. The benefits can be greater for some citizens than others depending on how easily they can reach the district office and their circumstances.

Moynihan et al. (2015) explain that administrative burden encompasses the effort required to understand service information, psychological costs, and the costs of complying with government procedures. In the Simbol Permaisuri Program, mobile outreach reduces the effort required to complete the registration process. Residents do not need to travel to the district office, and direct guidance from officers helps them understand the steps involved. Accordingly, the program's advantages extend beyond the proximity of service locations to include making population administration requirements easier to fulfill.

These benefits address the circumstances of different target groups. For students, on-campus recording improves access to the service at the location where learning activities take place. For people with disabilities and older adults with limited mobility, home visits reduce the challenges of traveling to service locations. Both arrangements demonstrate the program's advantages over services that require residents to visit the district office. By adapting service locations, the program makes it easier to meet residents' recording needs.

Compatibility

The Simbol Permaisuri Program is well suited to the conditions and needs of the people of Muara Jawa District. Mobile outreach suits the district's large area, uneven population distribution, and target groups who may not be able to visit the district office easily. School-based services meet the needs of students of recording age, while home visits address the needs of residents with limited mobility. Compatibility refers to the extent to which an innovation aligns with the values, experiences, and needs of potential users (Rogers, 2003). In the Simbol Permaisuri Program, compatibility is primarily reflected in service locations and mechanisms that respond to target groups' circumstances. Schools, RTs, and urban villages serve as community-based channels. However, an appropriate service arrangement does not automatically ensure that all target groups receive information on time. Compatibility should therefore be understood as the fit of the service design, which still requires effective communication during implementation.

The program also pays its attention to the needs of vulnerable groups. According to the World Health Organization and the World Bank (2011), persons with disabilities may experience difficulties in accessing services when the facilities or methods used do not match their needs. This issue can be seen in this program, where officers visit residents at home to conduct the e-KTP recording so they can access the service without having to go to the district office, the conventional way. This breakthough then creates a more accessible and iclusive service for people with limited mobility.

Assistance during the process is also necessary. Some residents may need help from their family members, either to accompany them or to explain what their situation is like to the officers. Communication between officers and family members is also important, especially when deciding on

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the visit schedule and explaining how the recording works. This shows that compatibility is not simply about making the service available closer to residents, it also involves adjusting the way the service is provided to meet their needs.

Complexity

For residents, the recording process is usually not that difficult because officers help them throughout the service. However, the situation is different for officers who carry out the program. They have to make sure the internet connection is stable, deal with the national system and biometric devices, and manage the available staff. They also need to adjust to the conditions of each service location, which means that the process may feel simple for residents, but there are several stuffs that officers have to deal with behind the scenes. According to Rogers (2003), complexity referes to how difficult an innovation is to understand and use. In the Simbol Permaisuri Program, the assistance provided by officers help residents complete the recording process easier. At the same time, they still need to handle the technical problems and coordinate with other parties. If a problem occurs, the service may take longer than expected, and residents may have to wait. For this reason, making the process easiee for residents is important, though the service also needs to be supported by a system that works properly.

Carrying out the services outside the office also requires additional preparation, in which the officers need to prepare the equipment they will use and make sure it can be operated at the service location. They may also need to adjust their plans depending on the conditions in the field. De Vries et al. (2016) discuss public-sector innovation in relation to how it is implemented and the factors that influence it, as well as the result it produces. These practical needs should be addressed in order to make the experience smoother.

Problems with the internet connection or administrative systems can interrupt the recording process and cause delays. When this happens, officers may need to find another location, arrange a new schedule, or coordinate with Disdukcapil to resolve the issue. Residents also need to receive information about the delay and any further steps they should take. Although these measures cannot prevent all disruptions, they can make the situation clearer for residents and help smoothen the service itself.

Trialability

The Simbol Permaisuri Program was implemented without a formal pilot project beforehand. Instead, the program developed through the experiences of offciers who carry out the activities in the field. Problems and situations encountered during earlier activities became a basis for making changes to the program. These changes included the selection of target groups. Coordination between the parties involved, and arrangements for delivering the service. This does indicate that the implementation process involved learning and adjustments over time, as opposed to a formal trial before the program was launched.

The OECD (2019) highlights the importance of experimentation, learning, and knowledge sharing in public-sector innovation. In the Simbol Permaisuri Program, officers can learn from completed activities and use those lessons to improve later services. However, reviewing an activity after it has taken place is different from testing an innovation on a small scale before introducing it more widely. To make these evaluations more useful, officers should record the problems they encounter, the changes they make, and the results of those changes in later activities. These records can help them see whether their efforts have improved the service. However, evaluation alone does not demonstrate trialability because this study found no evidence of a small-scale trial.

Observability

The Simbol Permaisuri Program's benefits can be seen in service outputs and the potential value of population documents for recipients. Program records show 152 e-KTP recordings in 2024 and 183 recordings for first-time e-KTP applicants in 2026. In addition, e-KTP recording coverage was reported

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to have increased from approximately 75% to 95%. These figures provide concrete evidence that the innovation has moved beyond a change in service mechanisms and produced identifiable outputs.

Observability refers to the extent to which the results of an innovation are visible to others (Rogers, 2003). In this program, the number of recordings is an identifiable output, while the subsequent benefits of population documents relate to the possibility of accessing other services. However, recording does not necessarily mean that an e-KTP has been issued or received. Accordingly, the potential benefits for social assistance, banking, education, or employment are understood as functions of population documents, not as impacts fully measured in this study.

Program outcomes can be assessed by examining how many residents completed registration and whether their documents were subsequently issued and received. Recording figures indicate how many residents mobile outreach reached. Receipt of the e-KTP, meanwhile, indicates that the service process is complete and the document is available for administrative use. These stages do not always occur at the same time because printing depends on the availability of card blanks. Recording figures should therefore be considered alongside information on document issuance and receipt to provide a more complete picture of service outcomes.

Hartley (2005) explains that innovation does not necessarily improve services simply because it introduces a new approach. In the Simbol Permaisuri Program, improvement is reflected in easier access to recording services through officers' visits to schools and residents' homes. However, to assess the program through to its final stage, evaluation should include the number of recipients who have received their e-KTPs and those still awaiting document completion. This information would clarify observability by showing both completed recording and the completion of population documents.

The results of the Simbol Permaisuri Program are reflected in the service records. In 2024, the program carried out 152 e-KTP recordings, while in 2026, they carried 183 recordings for first-time applicants. The reported coverage of e-KTP recording also increased from approximately 75% to 95%. These figures provide an overview of the number recording activities completed and how far the service has reached the community. According to Rogers (2003), observability refers to how easily the results of an innovation can be noticed by others. In this case, the program's records help show the results of its implementation. Having an e-KTP may also help residents access services such as social assistance, banking, education, and employment. However, completing the recording process does not necessarily mean that residents have received their physical ID cards. The benefits mentioned above are related to the role of population documents, but they were not directly measured in this study.

A more complete assessment of the program requires looking at both the number of residents who completed the recording process and those who have received their e-KTPs. Recording data show how many residents have reached the recording stage, while information on card receipt indicates whether they have obtained the document. These two stages do not always happen at the same time, as the printing process may be delayed when bank ID cards are unavailable. Therefore, recording figures alone are not enough to explain the overall results of the program. Hartley (2005) points out that introducing a new approach does not necessarily guarantee improvements in public services. In this case bringing officers to schools and residents' homes has made recording services easier to access. However, its implementation should be assessed by examining how many residents have received their e-KTPs and how many are still waiting. Looking at both figures would give a clearer understanding of the program's progress, from the initial recording stage to the receipt of the identity document.

Supporting Factors

The Simbol Permaisuri Program is supported by government commitment, cooperation among stakeholders, and community participation. The district government brings e-KTP recording services directly to schools and residents' homes. Lee and Kim (2024) explain that organizational commitment is important for sustaining public-sector innovation. In this program, urban village authorities, RTs, schools, health workers, and Disdukcapil work together to identify residents and share informations.

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Families and community members also help support service delivery and help officers reach those who need assistance.

Each party has a different tole, from helping students access the service to providing information about residents and technical support. This cooperation help officers reach the intended recipients. Ansell and Gash (2008) emphasize the importante of trust, commitment, and shared understanding in collaboration. However, the involvement of several parties do not necessarily indicate a formal collaborative governance structure. Clear responsibilities and communication remain important for maintaining cooperation.

Inhibiting Factors

The program faces both internal and external challenges. Internal problems include late announcements and limited information about document status. Some residents only receive service schedules shortly before activities take place, while others have difficulty checking their e-KTP progress. Clear and timely communication is therefore important (Mubarok et al., 2020; Hernanda et al., 2025).

External challenges include unstable internet connections, disruptions to the Population Administration Information System (SIAK), and limited supplies of e-KTP card blanks. These problems can interrupt recording activities or delay card issuance, even when the service itself runs as planned. Similar issues have been discussed by Lokabora and Fithriana (2018), Medho et al. (2025), and Nurafifah and Ilosa (2024). To address these challenges, the program needs earlier announcements, a clear contact point for document inquiries, better coordination with Disdukcapil, and more consistent information about service progress.

Similar challenges were also reported in the La-Jebola Program by Hernanda et al. (2025) and in research on Nagekeo by Medho et al. (2025). These findings suggest that mobile services may face communication, connectivity, and resource limitations, although implementation can vary across regions. Despite these obstacles, the Simbol Permaisuri Program still improves access to e-KTP recording services. Further improvements are needed to ensure that residents can complete the process and receive their documents.

Conclusion

The Simbol Permaisuri Program has improved access to e-KTP recording services for students and vulnerable groups in Muara Jawa District by bringing services to schools and residents' homes. However, technical and organizational challenges remain. Although service records show the program's reach, completing the recording process does not necessarily mean that residents have received their e-KTPs. The findings also show no evidence of a formal trial before implementation, while adjustments were made through experience in the field.

Government support, stakeholder cooperation, and community participation have helped the program operate. Nevertheless, late announcements, system disruptions, unstable internet connections, and limited card supplies continue to affect service delivery. Future improvements should focus on clearer schedules, better updates on document status, and consistent reporting of both recording activities and card receipt. These steps would help provide a more complete picture of the program's results.

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