

## **DIFFUSION OF APPLICATION POLICY INNOVATION PEKAN KITA (PEKA) IN PEKANBARU CITY**

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### **ABSTRACT**

Policy Innovation in the field of digitalization in various government sectors has become like a trend, digitalization is not only limited to providing technology, good governance will create sustainable digitalization technology to support the acceleration of sustainable development goals. The Pekan Kita Application (PEKA) as one of the Innovations of the Pekanbaru City Information, Statistics and Coding Communication Service was launched under conditions of non-integration and overlapping functions. This research aims to understand the diffusion of digitalization technology policy innovations in government. This research uses qualitative methods by collecting interview data, observation and documentation as well as data analysis, data presentation, reduction and drawing conclusions. The results show that the diffusion of the Pekan Kita application policy is the result of learning, competition, imitation and coercion mechanisms that are not carried out comprehensively resulting in failure and innovation limited to providing technology that is not adopted by all stakeholders. This research is expected to become a reference in the diffusion of policy innovations that involve integration processes.

**Keywords;** Diffusion, Innovation, Policy Innovation, E-Government, Public Service.

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### **A. INTRODUCTION**

This article discusses the mechanism for the diffusion of policy innovations on the digitalization of public complaints in Pekanbaru City. Policy innovation is an important element to respond to social, economic and technological dynamics that continue to develop. One important aspect in this process is the policy innovation diffusion mechanism which has an important role in designing, implementing and evaluating policies.

Currently, there is quite a lot of research on innovation policy, among others (Park and Kim 2022) researching innovation policy on economic development issues (Zhang Yong'an 2016) researching science and technology innovation policy (Potts and Potts 2016) researching innovation policy with global economic issues (Jia 2020)

researching technological innovation policy whereas (Rowe 2018) discussing innovation policies with gender-aware issues.

Furthermore, currently there is also a lot of research on policy diffusion, some of which include: (Sun et al. 2013) look at the diffusion of Bookstart program policies (Menifield et al. 2017) policy diffusion as a means of improving the national budget system (Greer and Lee 2016) The post-recession policy diffusion of local government adoption builds American bonds (López-cariboni 2015) diffusion of import competition policies.

Although extensive research has been conducted on policy diffusion around the world, we found a gap in research on the topic of policy diffusion that has not been comprehensively explored regarding the integration of policy innovations that still needs improvement. In this context, Pekanbaru City has several opportunities that can be studied as one of the autonomous regions in Riau Province with an award as the Most Innovative City.

The current innovation phenomenon, with freedom in terms of innovation based on existing regulations, the majority of innovation currently carried out is in the field of digitalization and minimal innovation in the form of activity programs, so there are many applications scattered around but they do not have optimal functions. Then, in the event that the implementation of an innovation that has become a Regional Government policy and the innovation does not achieve the targets that have been set, the state civil servant cannot be punished. (Article 389) Law number 23 of 2014 concerning Regional Government.

The Pekanbaru City Government has launched the Pekan Kita Application Innovation, or PEKA, which is managed by the Pekanbaru City Information, Statistics, and Coding Communication Service. The PEKA application is a complaint service as a concrete manifestation of the Pekanbaru City Government's duties as a public servant. Innovation policy in the city of Pekanbaru is a derivative of policy from the Central Government, in order to improve the performance of regional governments, they can carry out innovations and are required to report and be assessed by the central government in accordance with the mandate of Law Number 23 of 2014 concerning Regional Government, then what is meant by regional innovation is all forms renewal without any restrictions, based on Government Regulation Number 38 of 2017 concerning Regional Innovation, then there is an element of competition in

terms of innovation based on Minister of Home Affairs Regulation Number 104 of 2018 concerning Assessment and Awarding of Regional Innovation Awards and Incentives..

**Figur 1. Initial display of the Pekanbaru City Communication, Informatics, Statistics and Coding PEKA application.**



(Source :PEKA Application Website)

In this context, much research has been conducted on innovation policy. Researchers also see a lot of research on policy diffusion which discusses the exploration of policy diffusion processes, as well as policy diffusion mechanisms as solutions to problem solving. Of the many studies that have been carried out, researchers try to fill this research gap, namely analyzing digitalization policy innovations in Pekanbaru City which require integration through policy diffusion mechanisms, competitive learning, imitation and coercion which are not carried out comprehensively.

Our research will contribute to complementing existing research using the innovation diffusion theory of the Pekan Kita (PEKA) implementation policy carried out by the Pekanbaru city government. Through this research, we provide an academic contribution in the field of Policy Innovation at the intersection of the diffusion of policy innovations that require integration that is rarely discussed, namely through mechanisms of learning, competition, imitation and cooperation that are not carried out comprehensively. In addition, this research provides practical recommendations for stakeholders in the public sector to increase the effectiveness of implementing innovation in Pekanbaru City.

## B. METHOD

This study is empirical and theoretical using data from existing studies and also institutions involved in the PEKA Application innovation policy to explore to find models

of policy diffusion both vertically and horizontally using qualitative research methods then referring to policy diffusion theory and the initial findings of this research to develop a framework analysis for further studies on the diffusion of innovation policy in Pekanbaru City.

(Gilardi 2015) 4 strategies to improve policy diffusion research in political science: (1) use existing concepts consistently and improve their measurement, (2) clarify whether the goal is to improve understanding of diffusion itself or to use diffusion research to explain something else. phenomena, (3) paying more attention to the quality of research design, and (4) discussing explicitly the practical implications of diffusion. Taken together, these recommendations explore a distinctive path forward for policy diffusion research.

The key informants in this research are the Head of the Communications, Informatics, Statistics and Coding Department of Pekanbaru City and the research informants are people involved in implementing the PEKA Application innovation. The selection of informants uses the Snow Ball technique so that it is possible that the more information required, the greater the number of informants will be in collecting primary research data by considering the power, authority, knowledge and formal capacity of the informants. Secondary data is obtained through Document Analysis activities. Literature Review, Review relevant reports, policies, regulations and official documents checking how the role and influence of stakeholders is recognized in these documents. Apart from that, a literature study was also carried out by examining academic literature and previous studies that have discussed the diffusion of policy innovations in similar policy contexts. Testing the validity of the data obtained using triangulation, then analyzing the data using interactive model data analysis techniques (Miles & Huberman, 1994) consisting of Data Reduction, Data Display, and Drawing Conclusions.

### **C. RESULTS AND DICUSSION**

Policy diffusion is generally defined as the attitude of a government that makes policy choices based on similar policies existing in other governments (Graham et al., 2013). Referring to (Shipan & Volden, 2012), it is stated that experts identify 4 main mechanisms for policy diffusion, namely: competition, learning, imitation and coercion.

The majority of the innovation trend in Pekanbaru City is in the field of digitalization as seen by winning the Innovative Government Award as the most innovative city, looking more deeply at the innovation presented in the form of digitalization which is limited to providing technology without being accompanied by the implementation of functions. This research found that innovation in the field of digitalization is only a digitalization trend without paying attention to technological readiness, integration, cooperation and function.

As a result of this research, it can be said that a government carries out policy diffusion through mechanisms of learning, competition, imitation or coercion to determine its policy choices. It can be said that the implementation of the PEKA Application Innovation policy in Pekanbaru City is a manifestation of policy diffusion that occurs through mechanisms of learning, competition, imitation or coercion.

### **Learning**

The learning policy diffusion mechanism is the result of learning from the successful implementation of policies in other places (Volden et al., 2008). Based on the collection of field data that has been reduced, it is known that the Pekanbaru City Government, especially the Pekanbaru City Information, Communication, Statistics and Coding Service, sees the need for integration in services, especially complaint services. part of society.

Based on an interview with the Head of the Encoding, Application and Governance Division of Electronic-Based Government Systems at the Pekanbaru City Communication, Informatics, Statistics and Encryption Service, it was said

“Currently there are various complaint applications ranging from those provided by the central government to regional governments, but the Pekanbaru City Government does not have full access to their management so that existing complaint applications cannot run well. Seeing these conditions, the Pekanbaru City Government, especially the Pekanbaru City Information, Statistics and Coding Department, implemented a learning mechanism for the Qlue Application in the Special Capital Region of Jakarta, where the application won an award”

Based on the results of the data collection obtained, the Pekan Kita Application (PEKA) is known to be the result of learning from other regional innovation policies, namely the Qlue application in the Special Capital Region of Jakarta. Even though there are many complaint-based applications, this application was launched to

improve and shorten the bureaucracy in terms of complaints so that they are managed in an integrated manner.

In contrast to the Qlue Application, which is a lesson from the Pekan Kita Application (PEKA), the Qlue application in its innovation is integrated with the LAPOR! application, while the Pekan Kita Application (PEKA) is not integrated but forms its own integration with all existing Regional Apparatus Organizations through a cooperation mechanism. Learning in the context of the diffusion of policy innovation refers to the process in which individuals, organizations, or governments adopt new policies based on information, experience, and knowledge obtained from other sources that should be studied comprehensively in order to overcome problems that will arise in the future.

The learning mechanism used is not learning by involvement Best Practices Organizations or governments learn best practices from other places that have successfully implemented similar policies dan Case Studies Analyze successful and failed cases to understand the factors that influence policy outcomes. In addition, professional network information exchange is good. Through conferences, seminars and professional networks, stakeholders share experiences and knowledge about policies. Publications and Reports Academic research, government reports, and other publications disseminate information that can be used for learning. Policy Trials Conduct pilot projects or policy trials on a small scale to collect data and identify potential problems. Continuous Evaluation Use evaluation and feedback to continuously improve and adjust policies.

The failure of learning mechanisms in the context of the diffusion of policy innovation can be caused by various factors that hinder the process of adopting and implementing new policies. Lack of Accurate and Relevant Information, Incomplete or Incorrect Data Making decisions based on inaccurate, outdated, or irrelevant data can lead to failure in learning.

Limited Access to Information, Not all parties have the same access to important information, hampering the learning process. Inability to Apply Knowledge and Policy Complexity, Policies that are too complex or technical can be difficult for stakeholders to understand and implement correctly. Capacity Limitations, Limited resources, such as funds, can hinder the ability to implement learned policies. Lack of institutional and political support results in resistance from within. Employees or

parties within the organization who refuse change can hinder the adoption of new policies.

Lack of Commitment from Leadership Without strong support and commitment from leadership or political leaders, new policies may not receive sufficient priority. Lack of Evaluation and Adjustment and No Adequate Monitoring. Without continuous monitoring, it is difficult to know whether the policy is working well or requires adjustment. Failure to Absorb Feedback Ignoring feedback from implementation in the field can result in policies not being improved or adjusted to real needs.

To overcome the failure of learning mechanisms, it is important for policy makers to ensure access to accurate and relevant information, increase institutional capacity and human resources, obtain support from all levels of organizations and stakeholders, adapt policies to local contexts, carry out ongoing monitoring and evaluation. as well as being responsive to feedback, Improving communication and coordination between related parties, Providing sufficient time for the learning and implementation process. By paying attention to these factors, the possibility of success in the diffusion and implementation of new policies can be increased.

### **Competition**

The competition policy diffusion mechanism according to (Dobbin et al., 2007; and Simmons et al., 2006) is explained as a strategy implemented to get attention so as to revive economic activity, while (Gilardi & Wasserfallen, 2018) states that competition is defined as a process where Policy makers anticipate or react to the attitudes of governments or other countries to attract attention or maintain economic resources.

(Bender et al., 2014) also explained that the competition mechanism in policy diffusion will depend on the policy area, namely between regulatory processes and products where competition can lead to regulations to reduce process costs to increase economic competitiveness, or in the opposite condition where there are efforts increasing the costs of implementing policies to increase competition.

The research results show that the Innovative Government Award (IGA) is an annual award from the Ministry of Home Affairs to Regional Governments for their enthusiasm and success in carrying out innovations in the fields of improving public services, governance and development. Through this IGA assessment and award, it is hoped that it can encourage and motivate the Regional Government.

Law Number 23 of 2014 concerning Regional Government as stated in article 388 paragraph (9) and paragraph (11) states that "the central government provides an assessment of innovation implemented by regional governments" and "the central government provides awards and/or incentives to local governments who have successfully implemented innovation". As a form of elaboration of this law, Government Regulation Number 38 of 2017 concerning Regional Innovation was issued as an implementation guide for regional governments in implementing innovative practices in the administration of regional government.

Awards create competition in government governance, various awards are given by ministries and regional governments thereby encouraging innovation policies at the regional level to become stronger. Based on the data obtained, it is known that the Pekanbaru City Government has currently won many awards in the field of innovation, including the Innovative Government Award from the central government, and most recently being included as innovative regional head from the Tempo Group.

The Pekan Kita application is one of the innovations that will compete in innovation competitions, as proven by data obtained through interviews with the Head of the Encryption, Application and Electronic-Based Government Systems Management Division at the Pekanbaru City Communications, Informatics, Statistics and Encryption Department.

"For some time, our Pekanbaru application was hidden from Playstore because it was being used by the Head of the Pekanbaru City Information, Statistics and Coding Communication Service for Leadership Education and Training."

How the competition mechanism works, Stimulus for Innovation through Financial Incentives, Governments often offer funds or grants to entities that develop or adopt innovative policies. Awards and Recognition Competition for national/international awards or recognition can encourage entities to adopt new and more efficient policies. Factors that influence the success of competition mechanisms are the quality of incentives, quantity and relevance. The incentives provided must be attractive enough and relevant to the needs of competing entities. Sustainability: Incentives must be designed to support policy sustainability, not just for the short term.

Competition mechanisms fail for various reasons that hinder the adoption and implementation of innovative policies through competition, Non-Transparent and Unfair Competition Processes. Unclear Evaluation Criteria: Lack of transparency in



evaluation and selection criteria can give rise to suspicion and distrust. Biased Process, Unfairness or bias in the selection process causes dissatisfaction and unsustainability of an innovation.

Poor Competition Design, and the Negative Consequences of Competition Results in Quality Beating Quantity. Focusing on winning the competition can cause entities to ignore the quality aspects of policies in order to meet competition criteria. Hampered Collaboration Competition can hinder collaboration between entities that might be more beneficial in the long run.

To overcome the failure of competition mechanisms, it is important for policy makers to: Design attractive and clear incentives, Ensure competition processes are transparent, fair and free from bias. Involving the community in the competition process. Carry out ongoing monitoring and evaluation and be responsive to feedback. By paying attention to these factors, the likelihood of success in implementing competition mechanisms can be increased, so that policy innovations can be adopted and implemented more effectively.

### **Imitation**

An understanding of policy diffusion using the imitation method is the activities carried out by policy makers in adopting a policy, which will always be related to focusing on how to make the policy implemented look the same as the implementation of similar policies that have been successfully implemented by governments in other regions ( Shipan & Volden, 2012).

Based on the data obtained, the Pekan Kita Application is the result of learning from the Qlue Application in the Special Capital Region of Jakarta which was then adopted but was not adopted as a whole but was innovated. It can be understood that Pekan Kita application policy is an imitation activity obtained from learning results.

Pekan Kita application innovation policy is only limited to providing technology, it has not yet reached electronic governance, as can be seen from the lack of cooperation between regional apparatus organizations within the Pekanbaru city government so that the new application is connected to 1 service, namely the Pekanbaru City Transportation Service. At the imitation stage, it is not only necessary to prepare the technology but also to pay attention to the governance of the technology for sustainable technology.

How the Imitation Mechanism Works first goes through Successful Policy Identification, observing the policies implemented by qlue applications that are considered successful. They analyze how the policy works and why it works. Adaptation and Adjustment to Local Conditions: Policies that are imitated are adapted to local conditions, such as social, economic, cultural and infrastructure contexts.

Modifications and Improvements Based on learning from copied policies, make modifications to improve or adapt policies to better suit local needs and capabilities. However, there are further weaknesses at the Policy Implementation stage, the Implementation Plan is not developed to include the steps needed to adopt a new policy. Policies are implemented in accordance with plans that have been prepared, but do not include resource allocation and training for policy implementers.

Imitation mechanisms, although they have great potential to accelerate the adoption of innovative policies that have proven successful elsewhere, can fail for a variety of reasons. Lack of Support and Commitment Without strong support from political leaders and policy makers, the implementation of imitated policies can be disrupted. Resistance from Stakeholders, the inability to obtain support or participation from key stakeholders, including the community, can hinder the success of policies. Poor Information Quality, Inaccurate or Irrelevant Information, Adopting policies based on incorrect or irrelevant information can lead to failure. Lack of Data and Evaluation Without sufficient data and proper evaluation, it is difficult to assess whether an imitated policy will be successful in a new context.

To overcome the failure of the imitation mechanism, it is important for policy makers to obtain support and commitment from key stakeholders, rely on accurate and relevant information, anticipate and adapt policies to changing external conditions, plan carefully and ensure effective monitoring and evaluation. By taking these factors into account, the likelihood of success in implementing the imitated policy can be increased.

### **Coercion**

Based on the explanation from (Simmons et al., 2006), coercion is an activity that seeks to use all types of power possessed by stronger policy makers or decision makers to pressure weaker policy makers to change the behavior or policies they choose.

The Pekan Kita application is based on Pekanbaru City Regional Regulation Number 3 of 2021 concerning Regional Innovation, the technology was created on the strong basis of the desire of the Pekanbaru City Information, Communication, Statistics and Encryption Service to improve complaint management. public. As a form of regional innovation efforts it actually looks forced, the forced technology application can be seen in user data as follows:

**Table 1. Recapitulation of the number of people who have registered for the PEKA application in 2022-2023**

2022		2023	
Time	Amount	Time	Amount
July	3	January	1
August	8	February	-
September	2	March	-
October	13	April	-
November	6	May	13
December	3	June	24
		July	9
		August	5
Total	35	Total	52

(Source : Pekanbaru City Information, Statistics and Coding Communication Service)

The number of users is very small, the applications that have been launched and socialized do not trigger many users, this is due to the unpreparedness of the technology to meet people's aspirations.

**Table 2. Types of complaints regarding transportation and road facilities categories at the Transportation Department**

Type of Complaint	OPD
Parking	Dinas Perhubungan
Traffic congestion	Dinas Perhubungan
Public street lighting	Dinas Perhubungan
Traffic light	Dinas Perhubungan
Motor vehicle testing	Dinas Perhubungan
Duku river port	Dinas Perhubungan
Trans metro Pekanbaru	Dinas Perhubungan
People's crossing bridge	Dinas Perhubungan

(Sumber : Pekanbaru City Information, Statistics and Coding Communication Service)

Based on this data, it can be seen that the Pekan Kita application was an application that was launched in an unprepared condition. Of all the existing regional apparatus organizations, only the integrated transportation service resulted in its not functioning effectively, as seen in the inappropriate types of complaints. The Pekanbaru City Information, Statistics and Coding Communication Service cannot force integration with all existing regional apparatus organizations, due to the ego of each department in innovating and it is still in the cooperation design stage.

Coercion in policy diffusion involves the use of power or authority to ensure policy adoption. This often occurs in the context of administrative hierarchies or when there is pressure from more powerful entities including Regulations and Mandates. The central government or higher authority enacts regulations that require subordinate entities to adopt certain policies. Sanctions and Incentives, Use of sanctions for non-compliance and incentives for those who comply with policies.

Political and Social Pressure can force governments or organizations to adopt new policies. Lobbying and Advocacy, Interest groups exert pressure through lobbying and advocacy to force policy adoption. Apart from that, Budget Control with Conditioned Funding Allocation of funds or financial assistance that is conditioned on the adoption of certain policies, the central government provides additional funds only if local governments carry out policy innovations. Termination of Funds, Stops or reduces funding for entities that do not adopt the desired policy.

The failure of coercive mechanisms in the context of the diffusion of policy innovations can be caused by various factors that hinder the effectiveness of implementing coerced policies. Resistance from Forced Parties, the resistance of groups forced to adopt policies that have values, beliefs or practices that conflict with the policy.

Organizational Resistance, Staff or management in an organization who must implement a policy of rejecting change because of discomfort, disagreement, or threat to the status quo. Lack of Insufficient Financial Resources, Implementation of new policies often requires significant funding. If funds are not available or insufficient, policies may fail to be implemented. Lack of experts or personnel trained to implement policies can hinder their successful implementation. Incompatibility with Local Context, imposed policies are not in accordance with local conditions, such as differences in infrastructure, economic conditions, or the specific needs of local communities.

Not Considering Local Variability. The absence of policy adjustments based on local context can lead to inefficiency and failure. Lack of Support and Commitment from the Authorities Weak from the Leadership, Without full support and commitment from the leadership at all levels, imposed policies may not be implemented well. Lack of Incentives for Implementation If there are insufficient incentives for those who must implement the policy, they may not be motivated to do it well.

To overcome the failure of coercive mechanisms, it is important for policymakers to identify and overcome potential resistance from the start. Providing adequate resources and ensuring the availability of experts, adapt policies to local conditions and ensure flexibility in implementation. Obtain commitment and support from all levels of leadership, improving planning and implementation processes, as well as carrying out continuous monitoring and evaluation. Improving communication and policy dissemination, anticipate negative impacts and design policies that are responsive to feedback. By taking these factors into account, the likelihood of success in implementing imposed policies can be increased.

#### **D. CONCLUSION**

Diffusion of the Pekan Kita application policy can occur through mechanisms of learning, competition, imitation and coercion, these mechanisms occur because of the digitalization trend. This mechanism does not pay attention to readiness for integration and cooperation which has only become a popular policy with conditions only limited to providing technology without many functions.

The mechanism for the diffusion of policy innovation can occur through various approaches, each of which has its own advantages and challenges. Through learning mechanisms, policies can be adopted and adapted successfully if accurate and relevant information is available, and there is a continuous process of evaluation and adjustment. Competition mechanisms encourage innovation by creating a competitive environment in which entities compete to achieve the best results, often driven by attractive and clear incentives. Imitation mechanisms allow entities to imitate policies that have proven successful elsewhere, but their success depends on adapting to local context and implementation capabilities. Meanwhile, coercive mechanisms can accelerate policy adoption through regulations and mandates, but their effectiveness depends on the level of political and institutional support, as well as the ability to

overcome internal resistance. The combination of these four mechanisms, when implemented with the right strategy, can increase the successful diffusion and implementation of innovative policies, resulting in optimal benefits for society.

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