



FREE DIGITAL TRANSPORTATION INNOVATION FOR EQUITABLE PUBLIC ACCESS IN TUBAN REGENCY

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Abstract :

Limited access to public transportation in regency areas remains a structural barrier to equitable access to basic services. This study analyzes the implementation of the Si Mas Ganteng Program (Tuban Free Digital Transportation Management System) as a digital public service innovation in Tuban Regency, its contribution to equitable community access, and the factors supporting and constraining implementation. The study employed a qualitative case study approach. Data were collected through in-depth interviews with seven purposively selected informants, including Transportation Agency officials, drivers, service users, a village head, and an academic, supported by observation and document analysis. Data were interpreted using Rogers' Diffusion of Innovations Theory, Edwards III's Policy Implementation Theory, and Denhardt and Denhardt's New Public Service paradigm. The findings indicate that registered users increased by 1,378% from 2022 to 2024, supported by strong implementer commitment and the program's free service, which encouraged trialability. Nevertheless, limited fleets, weak coordination across government levels, low digital literacy among older residents, and urban-centered user distribution continue to constrain equitable access. The program reflects New Public Service principles by prioritizing citizen welfare over market logic and offers a relevant model for inclusive digital public transportation in other regions.

Keywords: Public Service Innovation; Digital Transportation; Equitable Access

INTRODUCTION

Digital transformation has become a central trend in global governance. Countries around the world are increasingly integrating information and communication technologies into public service systems in response to the increasingly dynamic needs of society. In its 2022 E-Government Survey, the United Nations reported a significant increase in the global e-government development index, with more than 193 member countries making the digitalization of public services a national policy priority (United Nations, 2022). This paradigm shift is not merely technological; it concerns a more fundamental dimension, namely how the state can be present inclusively and responsively in serving all segments of society.

In developing countries, the digitalization of public services faces challenges that are far more complex than those encountered in developed countries. The digital divide, limited infrastructure, low technological literacy among marginalized groups, and interregional budget disparities constitute structural barriers that often impede the realization of equitable and just public



services. According to Solong and Muliadi (2020), innovation in the public sector should not focus solely on technology adoption, but must also answer a fundamental question: does the innovation genuinely reach those who need it most? This question is particularly relevant when digital innovation may instead widen the social distance between technologically literate groups and those excluded from access to services.

In Indonesia, the transformation of public services through digital innovation has received serious government attention, particularly since the issuance of Presidential Regulation Number 95 of 2018 concerning the Electronic-Based Government System (SPBE). This regulatory framework encourages all government institutions, at both central and regional levels, to develop integrated, efficient, and user-oriented digital service ecosystems. Public service innovation in Indonesia is no longer limited to population administration or licensing, but has expanded into other strategic sectors, including health, education, and transportation (Dewi et al., 2022). This development is consistent with the bureaucratic reform agenda, which identifies improved public service quality as one of its eight principal areas of change.

Public transportation occupies a highly strategic position within the public service framework. Transportation is not merely a means of physical mobility; it enables communities to access other basic services, including education, health care, and economic activities. When transportation access is limited or unaffordable, people's ability to use these essential services is also substantially reduced. In this context, high-quality, affordable, and inclusive public transportation is a prerequisite for equitable welfare (Youlinda, 2025). Nevertheless, public transportation services in Indonesia remain far from ideal, particularly in regencies and small cities outside Java and in geographically remote areas.

Innovation in the public transportation sector has accelerated considerably since the emergence of digital platforms. Ride-hailing applications such as Gojek and Grab have profoundly transformed urban mobility, although these services operate in the private sector and cannot fully guarantee equitable access. Regional governments have therefore initiated more inclusive alternative models, namely government-managed, digital public transportation services that are available free of charge or at subsidized fares. This phenomenon reflects a paradigm shift from traditional public transportation toward smart public transportation oriented toward social justice (Grace Desy Hanatasha Ginting, 2025). Such innovation should be assessed not only on the basis of its technology, but also by the extent to which it responds to the actual needs of communities.

The concept of public service innovation has received substantial attention in contemporary public administration literature. Farhan (2023) defines public service innovation as the introduction and application of new ideas that improve the performance of public organizations and create added value for society. The Organisation for Economic Co-operation and Development, as cited by El Habyb (2025), emphasizes that successful public service innovation responds to the specific needs of target groups, optimizes available resources, and generates

sustainable impacts. In Indonesia, the Ministry of Administrative and Bureaucratic Reform, as discussed by Faical Salsabih and Ratna Sari (2024), has consistently promoted creative, impactful, and nationally replicable regional innovations through the Public Service Innovation Competition (KIPP).

One regional innovation that warrants serious attention in public administration studies is the Si Mas Ganteng Program, an acronym for the Tuban Free Digital Transportation Management System, launched by the Government of Tuban Regency, East Java. The program is an application-based public transportation service provided free of charge to all residents of Tuban Regency. Through the program, residents can order transportation using a smartphone application, while the vehicle fleet serves various parts of the regency, including areas previously isolated from conventional public transportation networks. The Si Mas Ganteng Program represents a concrete regional government response to long-standing transportation accessibility problems and demonstrates the Tuban Regency Government's commitment to accelerating digital transformation at the local level.

Tuban Regency has geographical and demographic characteristics that make transportation accessibility a highly relevant issue for investigation. Covering an area of 1,839.94 km² and comprising 20 districts, Tuban Regency has a widely dispersed and diverse settlement pattern, ranging from relatively dense urban areas to rural and coastal areas with limited accessibility (BPS Kabupaten Tuban, 2023). These conditions make it difficult for many residents, particularly vulnerable groups such as older people, women, persons with disabilities, and low-income households, to access essential public services. The Si Mas Ganteng Program is expected to serve as a bridge that enables these groups to participate more actively in social and economic life.

From a public administration perspective, the study of the Si Mas Ganteng Program is highly urgent for several reasons. First, the program provides a concrete example of how a regional government innovates in public service delivery by using digital technology as its principal instrument. Second, the program's free-of-charge feature places social equity at the core of government commitment to distributive fairness, rather than emphasizing service efficiency alone. Third, the program has the potential to become a replicable model for other Indonesian regencies and cities facing similar problems. According to Halvorsen et al., as cited by Mastura Alhabsyi (2025), a public service innovation successfully implemented in one region has substantial strategic value when it is documented, analyzed, and disseminated as a best practice.

Previous studies have examined public transportation innovation in various Indonesian regions, but most have focused on major cities such as Jakarta, Surabaya, and Yogyakarta (Agustina & Firman, 2025). Research specifically analyzing free digital transportation innovation in medium-sized cities or regencies such as Tuban remains very limited. Yet regencies often face more complex and more deeply felt challenges in achieving equitable transportation access. This literature gap gives research on the Si Mas Ganteng Program an important original contribution, both to the development of public

administration scholarship and to regional transportation policy practice in Indonesia.

Based on the preceding discussion, the Si Mas Ganteng phenomenon is strongly relevant to the study of public service innovation from a public administration perspective. This study seeks to address the existing literature gap by examining in depth how the Si Mas Ganteng Program is implemented, which factors support and inhibit its success, and the extent to which it contributes to equitable access to services for the people of Tuban Regency. The study is therefore expected to provide a meaningful scientific contribution and constructive policy recommendations for the Government of Tuban Regency and other regional governments developing similar innovations.

Literature Review

Public Service Innovation

According to Everett M. Rogers (2003), as discussed by Prabowo et al. (2022), public service innovation is an idea, practice, or object perceived as new by an individual or another adoption unit and intended to improve the quality of services provided to society. An innovation does not need to be objectively new; it is sufficient that adopters perceive it as new. Rogers identifies five innovation characteristics that influence adoption success. First, relative advantage refers to the perception that an innovation is better than previous practices in terms of efficiency, effectiveness, and service quality. Second, compatibility concerns the consistency of an innovation with adopters' values, prior experiences, and needs. Third, complexity refers to the degree of difficulty involved in understanding and using the innovation. Fourth, trialability is the extent to which an innovation can be tested on a limited scale before full implementation. Fifth, observability refers to the degree to which the results of an innovation can be seen and communicated to others. Rogers also explains five stages in the innovation adoption process: knowledge, persuasion, decision, implementation, and confirmation. Understanding these characteristics and stages is important for designing effective and sustainable public service innovations.

Policy Implementation

Policy implementation is a crucial phase in the public policy cycle, during which formulated policies are translated into concrete action. Edwards III, as cited in studies by Akmal Yuda Tama and Ertien Rining Nawangsari (2024), Istiqomah (2025), Rohmah et al. (2024), and Safarudin (2022), defines implementation as the stage between policy formulation and its consequences for society, a stage characterized by social, political, and technical dynamics. To analyze implementation success, George C. Edwards III proposes the Direct and Indirect Impacts on Implementation model, which identifies four critical variables: clear and consistent communication to all implementers; adequate human resources, budgets, and authority; the disposition or commitment of implementers toward policy objectives; and a bureaucratic structure supported by effective standard operating procedures and sound interunit coordination (Kristian, 2023).

New Public Service (NPS)

The New Public Service (NPS) emerged as a critical response to the New Public Management (NPM) paradigm, which was considered excessively oriented toward market efficiency while neglecting the fundamental values of public service. Denhardt and Denhardt, as discussed by Firdiyani et al. (2023), introduced NPS as a new normative framework that places citizens, rather than customers, at the center of governmental activity, with government acting as a servant rather than a steerer. The paradigm is grounded in seven principal values: serving citizens, prioritizing the public interest, valuing citizenship over business logic, thinking strategically while acting democratically, recognizing the complexity of accountability, serving rather than steering, and valuing people rather than productivity alone (Baru et al., 2023; Salsabila. ananda et al., 2025; Ulya et al., 2025). In this study, the NPS framework is highly relevant to the analysis of the Si Mas Ganteng Program because the free digital transportation service inherently reflects NPS principles through equitable provision regardless of economic capacity, prioritization of the public interest in accessibility, and state support for groups historically marginalized from service access.

RESEARCH METHOD

This study employed a qualitative approach to analyze a free digital transportation-based public service innovation intended to support equitable public access through the Si Mas Ganteng Program in Tuban Regency. The approach was selected to obtain an in-depth understanding of how the innovation was designed and implemented based on Edwards III's policy implementation theory, which encompasses communication, resources, disposition, and bureaucratic structure. It was also used to analyze the relevance of the program to New Public Service principles in realizing equitable service access for all segments of society.

Data were collected through in-depth interviews with selected informants. The study was also supported by direct observation of transportation service operations in the field and document analysis, including relevant regional regulations, program planning and reporting documents, service user data, and Tuban Regency public service innovation policy documents. The collected data were then analyzed using the Miles and Huberman interactive model through three stages: data reduction, data display, and conclusion drawing. The research was designed to provide an in-depth understanding of the effectiveness of the Si Mas Ganteng Program and the enabling and inhibiting factors affecting its success in supporting equitable public access in Tuban Regency.

FINDINGS AND DISCUSSION

1. Overview of the Si Mas Ganteng Program in Tuban Regency

The Si Mas Ganteng Program, an acronym for the Tuban Free Digital Transportation Management System, is an application-based public transportation service innovation launched by the Government of Tuban Regency in 2022. The program was introduced in response to the limited

accessibility of conventional public transportation experienced by residents, particularly those living in remote and semi-urban areas of Tuban Regency. Through the program, residents can order free pick-up and drop-off services using a smartphone application, with the vehicle fleet managed directly under the coordination of the Tuban Regency Transportation Agency. Operationally, the program uses a relatively simple yet innovative mechanism. Users download the Si Mas Ganteng application from the Google Play Store, register using their national identification number (NIK), and then order transportation according to their needs. The fleet consists of four-wheeled vehicles with a capacity of four to six passengers and is equipped with real-time GPS tracking, enabling users to monitor vehicle locations directly through the application. The program operates on working days, with service hours adjusted to community mobility needs, especially for access to health facilities, government offices, traditional markets, and educational institutions. According to data obtained from the Tuban Regency Transportation Agency, from its launch through the end of 2024, the program served more than 35,000 trips and registered more than 18,000 users across various districts in Tuban Regency. This indicates considerable public enthusiasm, although substantial disparities in adoption remain between urban and rural areas.

1.1 Growth Data for the Si Mas Ganteng Program

The development of the Si Mas Ganteng Program from its launch in the first half of 2022 through the end of 2024 shows a consistent and significant growth trend. A complete summary of program growth is presented in Table 1.

Table 1. Growth of the Si Mas Ganteng Program from H1 2022 to H2 2024

Period	Registered Users	Total Trips	Districts Served	User Growth
H1 2022	1,240	2,890	5	-
H2 2022	3,580	7,450	8	+188.7%
H1 2023	8,720	16,340	12	+143.6%
H2 2023	13,450	24,780	15	+54.2%
H1 2024	16,890	30,120	17	+25.6%
H2 2024	18,340	35,650	20	+8.6%

Source: Tuban Regency Transportation Agency, 2025

The data in Table 1 indicate that the highest user growth occurred in the first half of 2023, reaching 143.6%, coinciding with intensified outreach activities and expanded coverage to 12 districts. The slower growth observed in subsequent semesters does not indicate declining interest; rather, it reflects the normal pattern of Rogers' innovation diffusion curve, in which the adoption rate tends to slow as the number of prospective users who have not yet been exposed to the program becomes increasingly limited. This pattern is consistent with the program's current transition from the early majority to the late majority in Rogers' adopter categorization.

The growth trends in registered users and total trips are presented visually in Figure 1. The figure illustrates the consistent acceleration of adoption throughout 2022 to 2024 and confirms the successful diffusion of the Si Mas Ganteng innovation among communities in Tuban Regency.

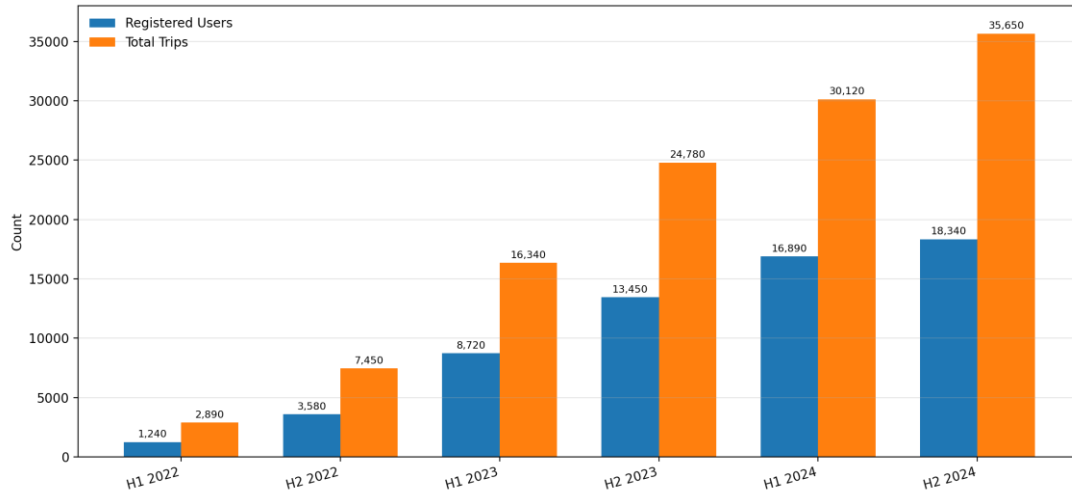


Figure 1. Growth in Registered Users and Total Trips of the Si Mas Ganteng Program, 2022 to 2024

Figure 1 shows significant growth in both registered users and total trips across the six half-year periods from 2022 to 2024. The largest increase occurred between the second half of 2022 and the first half of 2023, reflecting the takeoff phase of innovation adoption in Rogers' diffusion curve. During the first and second halves of 2024, the growth rate began to level off, indicating that the program had entered a maturity stage in which extending adoption to the late majority and laggard groups requires more intensive communication strategies that differ from the initial approach.

1.2 Distribution of Si Mas Ganteng Users by District

Active users of the Si Mas Ganteng Program are unevenly distributed across Tuban Regency. The five districts with the highest numbers of users account for 74.4% of all registered users, as shown in Figure 2.

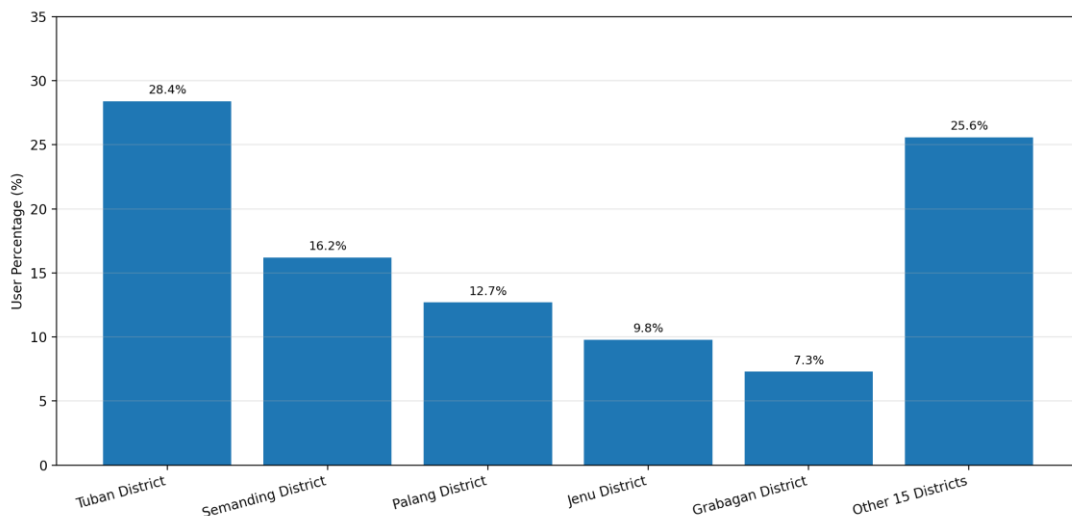


Figure 2. Distribution of Si Mas Ganteng Users by District, H2 2024

Figure 2 shows that Tuban District, the urban center, dominates the user distribution at 28.4%, followed by Semanding District at 16.2% and Palang District at 12.7%. The remaining 15 districts collectively account for only 25.6%. This pattern indicates an urban concentration of adoption that runs counter to the program's objective of equitable access. The spatial inequality in user distribution is a critical finding requiring serious attention from policymakers because rural areas with low accessibility, which should constitute the program's primary priority, continue to lag in adopting the Si Mas Ganteng service.

2. Implementation of the Si Mas Ganteng Program from the Perspective of Edwards III's Theory

The implementation analysis of the Si Mas Ganteng Program applies George C. Edwards III's policy implementation framework, which comprises four main variables: communication, resources, disposition, and bureaucratic structure. These four variables are examined in depth on the basis of field data obtained through interviews with selected informants.

2.1 Communication

Communication constitutes the primary foundation for the successful implementation of the Si Mas Ganteng Program. In this context, communication includes three dimensions: the transmission of information to field implementers, the clarity of policy messages, and the consistency of public outreach. Field findings indicate that the program's communication process has been structured, with the Tuban Regency Transportation Agency establishing clear coordination channels among technical officials, fleet operators, and drivers. Public outreach has been conducted through various channels, including the official social media of the Tuban Regency Government, announcements at village and urban ward offices, and direct socialization activities in markets and public gathering places. Nevertheless, field evidence also shows that communication effectiveness continues to face challenges, particularly in reaching people who are not active on social media and lack access to digital information. Older residents and rural communities located far from information centers are the groups most difficult to reach through the communication channels currently used. This situation was described by the Head of the Tuban Regency Transportation Agency, Mr. Hendra Kusuma, S.T., M.Si., in an interview conducted in February 2025:

"We have conducted extensive outreach through various channels, including social media, billboards, and coordination with village heads. However, we acknowledge that gaps remain, particularly in villages far from the town center, where information has not been distributed evenly. This is a task we must address by strengthening communication networks, perhaps through neighborhood and community unit leaders or local figures who are closer to residents."

This statement indicates that program information has been transmitted, but grassroots, community-based communication channels still require strengthening. From Edwards III's perspective, as discussed by Agustino (2022), uneven information transmission may produce disparities in program adoption between groups reached by outreach activities and those that remain unreachable.

Strengthening communication through community actors, including neighborhood leaders, religious figures, and integrated health post cadres, is therefore an urgent recommendation for expanding the program's informational reach.

2.2 Resources

Resource availability is the second variable that directly determines the implementation capacity of the Si Mas Ganteng Program. In this context, resources include human resources, budget, technological infrastructure, and institutional authority. In terms of human resources, the program is supported by a technical team from the Transportation Agency responsible for application system management, fleet coordination, and user complaint handling. Drivers participating in the program are recruited through a selection mechanism involving driving competency tests and orientation in application use. Nevertheless, the limited number of available vehicles remains a consistently reported constraint, particularly during peak demand periods. Mr. Suryanto, a program driver who has participated since the program was launched, stated:

"Passenger demand can be extremely high, especially in the morning when people need to go to health centers, offices, or markets. However, the fleet is limited. A vehicle can be used in rotation, but it still cannot meet every request. Sometimes passengers have already placed an order but must wait a long time, so they eventually choose a motorcycle taxi instead."

Mr. Suryanto's statement reflects a gap between available resource capacity and actual field demand. Widodo, as cited by Agustino (2022), emphasizes that without adequate human and infrastructural resources, even the best policy cannot be implemented effectively. The fleet limitation directly affects the quality of service received by residents and may reduce user satisfaction and loyalty to the program. From a budgetary perspective, the Si Mas Ganteng Program is financed through the Tuban Regency Regional Revenue and Expenditure Budget (APBD). Consistent budgetary commitment from the Tuban Regency Government is the primary foundation of program sustainability. However, the allocated budget is not yet considered fully proportional to the intended service coverage, making fleet expansion and wider territorial coverage fiscal challenges that remain to be addressed.

2.3 Disposition

Disposition, or the attitude of program implementers, is the third variable that strongly determines implementation success. Field findings show that personnel of the Tuban Regency Transportation Agency generally demonstrate a positive disposition and strong commitment to the success of the Si Mas Ganteng Program. This is reflected in the technical team's rapid response to user complaints, proactive outreach initiatives, and the innovative spirit consistently maintained by agency leaders. Ms. Ratna Wulandari, S.AP., Head of the Land Transportation Division of the Tuban Regency Transportation Agency, explained the motivation underlying implementer commitment:

"This program is not merely an assignment from our superiors. We genuinely believe that the people of Tuban are entitled to decent and affordable transportation. Seeing older women finally able to reach a health center without waiting for someone to give them a ride or paying an expensive motorcycle taxi fare motivates us to continue improving this service."

The commitment expressed by Ms. Ratna reflects an implementer disposition that is not merely formal and administrative, but also possesses a strong ethical dimension, namely an awareness of the moral responsibility to serve citizens. According to Edwards III, as cited by Winarno (2020), such a disposition represents valuable social capital in public policy implementation because officials with an intrinsic commitment to policy objectives tend to be more innovative, responsive, and resilient in confronting implementation barriers. Nevertheless, this study also found variations in disposition among field-level implementers. Some drivers reported unclear incentive mechanisms and inadequate insurance protection, conditions that may affect their long-term motivation to operate the program.

2.4 Bureaucratic Structure

Bureaucratic structure includes the existence of Standard Operating Procedures (SOPs) and interunit coordination patterns. The bureaucratic structure operationalizing the Si Mas Ganteng Program involves at least three principal institutions: the Transportation Agency as the lead institution, the Communication and Informatics Agency as the partner responsible for digital infrastructure management, and the Regional Finance Agency as the budget administrator. Mr. Sugiyono, Head of Karanglo Village in Semanding District, whose area has benefited from the program, described his perspective on bureaucratic coordination:

"At the village level, we have been involved in promoting the program. The district office issued a circular asking us to inform residents. However, we are sometimes confused about where residents' complaints should be reported. The procedure is still not sufficiently clear at the village level."

Mr. Sugiyono's statement indicates that although internal SOPs have been established at the agency level, coordination mechanisms with lower levels of government, including villages and urban wards, still need to be strengthened. Fragmented coordination between the technical agency and village government structures may create barriers to information delivery, complaint handling, and the sustainable expansion of program coverage.

3. Si Mas Ganteng Program Innovation from the Perspective of Rogers' Theory

The analysis of the diffusion and adoption of the Si Mas Ganteng Program applies Everett M. Rogers' Diffusion of Innovations framework and focuses on five innovation attributes empirically shown to influence the rate and speed of adoption within a social system.

3.1 Relative Advantage

Relative advantage refers to the extent to which the Si Mas Ganteng Program is perceived as more beneficial than existing transportation alternatives. Field findings show that most active users consider the program's relative

advantage highly significant, particularly in economic terms, because the service is free; in convenience, because it provides pick-up and drop-off from the point of origin to the destination; and in accessibility, because it reaches areas not served by conventional public transportation. Ms. Mujiati, a resident of Latsari Urban Ward in Tuban District who regularly uses Si Mas Ganteng to obtain treatment at a community health center, described her experience:

"Previously, when I needed to go to the health center, I had to ask a neighbor for help or pay IDR 15,000 for a one-way motorcycle taxi ride. Now I only need to place an order using my child's phone, and the vehicle picks me up at home for free. It feels as though someone is paying attention to older people like us. This program is extremely helpful."

Ms. Mujiati's experience clearly illustrates the program's most fundamental relative advantage: reduced mobility costs for low-income and older residents. In Rogers' theoretical framework, as discussed by Suwarno (2021), a high perceived relative advantage, such as that experienced by Ms. Mujiati, is the strongest predictor of innovation adoption speed. A program that directly and visibly reduces users' economic burden will be adopted much faster than an innovation whose benefits are abstract or only indirectly experienced. Comparatively, online motorcycle taxi fares in Tuban Regency range from IDR 8,000 to IDR 25,000 per trip, while the absence of adequate urban public transportation in most areas makes Si Mas Ganteng the only affordable public transportation alternative. This condition strengthens the program's perceived relative advantage and serves as a powerful driver of adoption among lower-middle-income communities.

3.2 Compatibility

Compatibility concerns the alignment of the innovation with the values, needs, and experiences of the people of Tuban Regency. Field findings are mixed. On the one hand, the need for affordable transportation is high and consistent with the socioeconomic conditions of the Tuban population. On the other hand, the digital application-based service model is not fully compatible with the lifestyles and technological literacy of certain population segments, particularly older residents and rural communities unfamiliar with smartphones. Dimas Pratama, a university student from Palang District and an active user of Si Mas Ganteng, offered the following view:

"For young people, the application is easy to use. It is like Gojek, but free. The problem is that the signal is sometimes weak in outlying areas, so the application loads slowly. Overall, however, the program is highly compatible with our need for low-cost transportation."

Dimas's statement confirms that the program is considered highly compatible among young users familiar with technology. However, telecommunications network infrastructure remains uneven across Tuban Regency, reducing the program's compatibility, especially for users in areas with weak signals. From Rogers' perspective, as discussed by Setiawan and Purnama (2021), a mismatch between an innovation's technical requirements and existing field infrastructure constitutes a diffusion barrier that must be addressed simultaneously through telecommunications policy interventions.

3.3 Complexity

Complexity is negatively associated with adoption speed: the more complex an innovation is perceived to be, the more slowly it is adopted. Field findings show that the perceived complexity of using the Si Mas Ganteng application is one of the most consistently identified adoption barriers, particularly among older residents and people with low digital literacy. Dr. Ahmad Fauzi, M.AP., a public policy observer from Bojonegoro University who was interviewed as an expert informant, provided the following analysis:

"This is a classic dilemma of digital innovation in regional government. On the one hand, digitalization increases efficiency; on the other hand, it risks excluding groups that lack technological literacy. The Si Mas Ganteng Program needs to provide alternative mechanisms for people who cannot use the application, such as telephone-based ordering or assistance from officers at urban ward offices. Digital inclusion is not merely about whether an application exists, but whether everyone can access the service."

Dr. Ahmad Fauzi's observation emphasizes the urgency of integrating a digital inclusion strategy into the program's design. Without alternative mechanisms for nontechnology users, the program risks widening the access gap between digitally literate and digitally excluded residents, contrary to the equity objective on which the program is founded.

3.4 Trialability

Trialability refers to the ease with which an innovation can be tested before full adoption. The Si Mas Ganteng Program has a very high degree of trialability because it is free and does not require a long-term commitment from users. Residents can try the service without any financial risk, substantially reducing the psychological barrier to experimentation. Ms. Ratna Wulandari added in a follow-up interview:

"Precisely because it is free, many residents who were initially hesitant eventually decided to try it. They thought, 'There is nothing to lose by trying.' Once they had tried the service and experienced its benefits, they became loyal users. Word of mouth from existing users to prospective users has proven to be the most effective promotional medium for our program."

The phenomenon described by Ms. Ratna is consistent with Rogers' proposition concerning the relationship between trialability and innovation adoption. The program's free-of-charge characteristic removes not only economic barriers but also psychological barriers to trying the service, thereby dramatically accelerating adoption among previously hesitant residents. The word-of-mouth effect she described is also closely related to observability, the attribute discussed in the following section.

3.5 Observability

Observability concerns the extent to which the results of an innovation can be seen by others. Field findings show that the observability of the Si Mas Ganteng Program is relatively high at the local community level, particularly in densely populated neighborhoods. When residents observe neighbors successfully using the service and hear them describe positive experiences, their

willingness to try it increases directly. Mr. Sugiyono, Head of Karanglo Village, described the organic diffusion pattern in his village:

"At first, only one or two residents used the service, mainly those who already had Android phones and internet access. Once they told their neighbors about it, many others became curious and tried it. Dozens of residents in our village are now registered. Word of mouth is indeed the most effective form of promotion."

The organic diffusion pattern described by Mr. Sugiyono reflects the classic innovation diffusion mechanism in Rogers' theory, in which early adopters serve as opinion leaders and play a crucial role in accelerating adoption among the early majority and late majority. For program managers, this finding implies the importance of identifying and empowering early adopters in each village as organic outreach agents trusted by their communities.

4. Supporting and Inhibiting Factors in the Implementation of the Si Mas Ganteng Program

Based on the preceding analysis, the supporting and inhibiting factors in the implementation of the Si Mas Ganteng Program can be identified, as summarized in Table 2.

Table 2. Supporting and Inhibiting Factors in the Implementation of the Si Mas Ganteng Program

Dimension	Supporting Factors	Inhibiting Factors
Communication	Social media support; coordination with village heads	Limited reach among nondigital communities
Resources	Regional budget commitment; competent technical personnel	Limited fleet; uneven network infrastructure
Disposition	Strong commitment of Transportation Agency personnel; service motivation	Variation in driver motivation; unclear incentives
Bureaucratic Structure	Clear internal agency SOPs	Weak coordination with village level; fragmented complaint channels
Adoption (Rogers)	Free service creates high trialability; benefits are directly experienced	Technical complexity for older users; weak signals in remote areas
NPS Values	Support for vulnerable groups; no profit motive	Not all vulnerable groups have been reached

The supporting factors identified in Table 2 indicate that the Si Mas Ganteng Program has a strong foundation for continued development and sustainability, particularly through consistent regional budget support, the commitment of implementing officials, and the program's free-of-charge characteristic, which inherently encourages adoption. The inhibiting factors reflect structural challenges that must be addressed through more integrated policies, especially the expansion of digital infrastructure, stronger coordination mechanisms across levels of government, and the development of digital inclusion strategies targeting community segments not yet reached by the program.

CONCLUSION

The analysis and discussion demonstrate that the Si Mas Ganteng Program in Tuban Regency represents a concrete digital transportation-based public service innovation that has generally been implemented successfully. Its implementation is supported by the positive disposition of Transportation Agency personnel and consistent regional budgetary support, although it remains constrained by a limited vehicle fleet, weak coordination with village governments, and uneven communication coverage. From Rogers' Diffusion of Innovations perspective, the program demonstrates high relative advantage and trialability, as shown by registered user growth of 1,378% from 2022 to 2024. However, complexity remains the principal adoption barrier among older residents and communities with low digital literacy, while 74.4% of users remain concentrated in urban areas. From the New Public Service perspective, the program substantively reflects state commitment to citizens through free mobility services oriented toward equitable access. The Tuban Regency Government should therefore consider expanding the fleet in underserved rural areas, redesigning outreach strategies to become more inclusive and community-based, developing alternative nondigital service mechanisms for older residents and people with limited technological literacy, and strengthening cross-agency coordination through clearer SOPs. These measures would enable the program to improve equitable access more effectively and to be documented as a public service innovation model with replication potential in other Indonesian regions.

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