

Inclusive Public Service Innovation for Persons with Disabilities in Indonesia: An Analysis of Collaborative Governance and Public Value through a Systematic Literature Review

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Abstract: This study examines inclusive public service innovation for persons with disabilities in Indonesia through Collaborative Governance and Public Value perspectives. It responds to the persistent gap between a strong legal framework and uneven implementation, reflected in limited accessibility across local public services. The study applied a Systematic Literature Review using the PRISMA protocol. Twenty Sinta-indexed journal articles published from 2021 to 2026 were selected from 67 Google Scholar records and analyzed through thematic synthesis. The findings classify innovation into four categories: digital services, administrative arrangements, physical and infrastructure improvements, and programs and policies. These initiatives have improved access in several local contexts, but they remain fragmented and lack national integration. Collaborative governance analysis identifies recurring weaknesses in face-to-face dialogue, trust building, commitment to the process, shared understanding, intermediate outcomes, and facilitative leadership. Communication and trust remain limited, commitment is constrained by operational capacity, shared understanding is often normative, and leadership frequently depends on individual initiatives. Public value analysis also shows that efficiency, effectiveness, justice, equality, legitimacy, and public trust have not been achieved consistently because agencies face shortages in human resources, budgets, technology, and accessible infrastructure. Sustainable inclusive innovation therefore requires collaborative processes and public value creation to operate simultaneously. The study recommends operational regulations, dedicated funding, continuous staff training, routine participation of disability organizations, accessible digital and physical service standards, and institutionalized facilitative leadership. These measures can reduce implementation gaps and strengthen equitable public services for persons with disabilities.

Keywords: Collaborative Governance; Disability; Public Service Innovation; Public Value; Systematic Literature Review.

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1. Introduction

Public services are a primary reflection of the quality of state administration in fulfilling citizens' basic rights. In the era of democracy and good governance, public services are no longer understood as a form of generosity or charity provided by the state to the people. They are fundamental rights whose fulfillment must be guaranteed fairly and equally for all groups in society without exception. The state acts as a protector and facilitator responsible for ensuring that every citizen, regardless of condition, can access the public services needed to live a decent and dignified life. The more inclusive a public service system is, the higher the quality of democracy and social justice realized by the state. In the global context, public service inclusivity has become a serious concern in various international forums, including efforts to achieve the Sustainable Development Goals (SDGs). Goal 10 on reducing inequalities and Goal 16 on peace, justice, and strong institutions explicitly emphasize the importance of equal access to public services for all citizens without discrimination. The United Nations Conven-

tion on the Rights of Persons with Disabilities (CRPD), adopted in 2006, became an important milestone that shifted the approach to disability issues from a medical and charitable model to a human rights-based approach. It affirms that persons with disabilities have the same rights as other citizens to participate fully and effectively in all aspects of life, including access to public services.

As a country that ratified the CRPD through Law No. 19 of 2011, Indonesia has moral and legal obligations to implement the principles of inclusivity in all aspects of governance, including public services. This commitment was further strengthened by the enactment of Law No. 8 of 2016 on Persons with Disabilities, which replaced Law No. 4 of 1997 on Persons with Disabilities and reflected a significant paradigm shift from a deficit-based approach to a rights-based and empowerment approach. Under Law No. 8 of 2016, the right to public services is explicitly guaranteed in Article 19, which states that persons with disabilities are entitled to reasonable accommodation in public services that is optimal, appropriate, dignified, and non-discriminatory. They are also entitled to assistance, interpretation, and accessible facilities at public service locations without additional charges. However, the increasing number of persons with disabilities requires more serious government attention and intervention. According to World Health Organization data (2011), more than one billion people worldwide, or approximately 15% of the global population, live with disabilities. In Indonesia, the 2020 National Socioeconomic Survey recorded approximately 22.97 million persons with disabilities, or around 8.56% of the total population. This significant number shows that persons with disabilities are not a minority group that can be overlooked, but an integral part of society with equal rights and needs in accessing quality public services. Moreover, most persons with disabilities in Indonesia live below the poverty line and face various forms of discrimination and social stigmatization that further worsen their living conditions. These conditions create a cycle of poverty and social exclusion that is difficult to break without supportive policy interventions and a responsive public service system.

Field conditions show that although regulatory and policy frameworks are available, the implementation of inclusive public services for persons with disabilities still faces complex and multidimensional barriers. Pramashela and Rachim (2021) found that only two of the ten Indonesian cities examined had optimal public service accessibility for persons with disabilities. Most cities still lacked physical facilities such as ramps, tactile guiding blocks, accessible toilets, and disability-friendly public transportation. These barriers are aggravated by the limited awareness and understanding of the public and government officials regarding the rights of persons with disabilities, which often results in discriminatory treatment in public services. In Garut Regency, Pasciana (2020) found that public service provision for persons with disabilities still encountered serious problems, including extremely limited special facilities, low accessibility, a shortage of professional personnel, and the continued practice of families hiding members with disabilities. As a result, these individuals were not registered and did not possess a Population Identification Number (NIK). Similar conditions were identified by Susilawati et al. (2023) in Makassar City, where public service accessibility at the Social Affairs Office had not met the indicators of safety, comfort, convenience, and aesthetics for persons with disabilities. Limited budgets, weak local regulations, and low awareness among service providers were identified as the main barriers. Another challenge has emerged in the context of the rapid digital transformation of public services in Indonesia. On the one hand, digitalization creates major opportunities to improve efficiency, transparency, and accessibility. On the other hand, it may generate a new digital divide for groups with limited access to technology and limited digital literacy, including persons with disabilities. Monalisa et al. (2025), in their study of the Sipintar application in Pekanbaru City, found that the implementation of digital public service innovation for persons with disabilities remained suboptimal, with only three of the seven indicators in the digital service innovation framework being fulfilled. Khan et al. (2025) further found that most local government websites in Bengkulu Province lacked basic accessibility features such as screen readers, keyboard navigation, and visual contrast settings, which are essential for persons with sensory disabilities. This finding indicates that the digital transformation of public services has not fully incorporated universal design and inclusivity principles.

Amid these challenges, various public service innovations have emerged to address the specific needs of persons with disabilities. These innovations demonstrate growing awareness and commitment among stakeholders to create more inclusive and responsive public services. In Pasuruan Regency, the Population and Civil Registration Office developed the "Jalan Pintas" innovation, which provides mobile outreach services to help persons with disabilities obtain population administration documents (Riberu et al., 2024). The innovation successfully

facilitated access to personal biodata records, Family Cards, and electronic identity cards without requiring persons with disabilities to visit the service office. Supporting factors included enabling regulations, adequate facilities and infrastructure, and a cohesive and highly dedicated implementation team. At the Class II Immigration Office of Pematangsiantar, Manurung et al. (2025) reported an innovation that created a separate service channel for applicants with disabilities and members of the public with limited technological literacy. The initiative emerged from frontline officers who recognized the gap between the digitalization requirements of passport services through the M-Paspor application and the ability of vulnerable groups to access technology. The innovation was implemented through direct assistance from officers, which effectively supported vulnerable groups. Its supporting factors included good internal communication, employee competence, and positive dispositions reflected in officers' empathy and commitment. However, the main barriers were limited public outreach, inadequate human resources, and insufficient facilities and infrastructure. Policy and program innovations have also continued to develop to meet the basic needs of persons with disabilities. One example is the 2024 Food Assistance Program for Persons with Disabilities, evaluated by Hermawati et al. (2025) using the CIPP model, which covers Context, Input, Process, and Product. The program was generally effective and achieved its highest score in the product dimension at 94%, indicating high food quality and beneficiary satisfaction. However, the main challenges occurred in the process dimension, particularly digital reporting and distribution in geographically difficult areas, which received the lowest score of 81.1%. This finding emphasizes the importance of focusing not only on final program outcomes but also on implementation processes, which often encounter significant technical and logistical barriers.

At the theoretical level, the success of inclusive public service innovation is strongly determined by the quality of collaboration among the stakeholders involved. Ansell and Gash (2008), through Collaborative Governance Theory, emphasize that resolving complex public problems requires the active involvement of multiple parties through face-to-face dialogue, trust building, commitment to the process, shared understanding, and facilitative leadership. In the context of inclusive public services, collaboration among central and local governments, organizations of persons with disabilities, the private sector, academics, and civil society is an essential prerequisite for creating innovations that genuinely respond to the needs of persons with disabilities. Istiarsyah and Fauzan (2026) stresses that inclusive public policy can only be realized when it is designed with affirmative support, involves multiple stakeholders, and is accompanied by a bureaucratic paradigm shift toward adaptive and human-centered governance. In addition to collaboration, inclusive public service innovation must also create substantive public value for society. Moore (1995), through Public Value Theory, argues that public organizations must act as "public value entrepreneurs" capable of identifying, creating, and measuring the public value generated by every policy and program. In the context of inclusive public services, public value includes not only administrative efficiency and effectiveness but also equitable access, equal treatment, and improved well-being for persons with disabilities as citizens with dignity. Chairunnisa and Sulistio (2025) show that although Indonesia has established a comprehensive regulatory framework through Law No. 8 of 2016 and Government Regulation No. 70 of 2019, policy implementation still faces obstacles such as inadequate infrastructure, limited public awareness, and weak synergy among stakeholders. Consequently, the expected public value of these policies has not been fully realized. The gap between policy design and field implementation shows that inclusive public service innovation requires a more holistic and integrated approach. Rahmahgiani and Fitriana (2024) found in Kebumen Regency that although the implementation of policies to fulfill the rights of persons with disabilities in population administration services had generally progressed well through dedicated officers, sign language interpreters, disability service standard operating procedures, specific budgets, accessibility facilities, and the GO-LAK Door to Door program, implementation effectiveness remained suboptimal. The main causes were uneven public outreach, inadequate coordination across regional government agencies, and the continued low ownership of population administration documents among persons with disabilities. These findings show that even well-designed policies will not achieve their objectives without effective communication, strong coordination, and active participation from the target group.

This study is important for several strategic reasons. First, research on inclusive public service innovation for persons with disabilities remains limited and has not been systematically integrated. Most studies remain partial, focusing on only one type of innovation or one specific region without providing a comprehensive national overview of inclusive public service innovation in Indonesia. Second, this study addresses the gap between theory and prac-

tice by integrating Collaborative Governance and Public Value Theory as complementary analytical frameworks. This integration enables a deeper understanding of how public service innovations should be developed through collaborative processes and what they should produce in terms of public value. Third, this study presents best practices from various regions that can serve as references and learning resources for other regions seeking to develop inclusive public service innovations. Fourth, this study contributes to the development of more responsive and inclusive public policies by presenting empirical evidence from various innovation practices in the field. Using a Systematic Literature Review (SLR) of 20 journal articles indexed in Sinta 2-4 and published between 2021 and 2026, this study aims to comprehensively analyze inclusive public service innovation for persons with disabilities in Indonesia. The SLR approach was selected because it enables the systematic and transparent identification, evaluation, and synthesis of the literature, thereby producing a more complete understanding of the conditions, challenges, and opportunities for developing inclusive public service innovation in Indonesia. Through an in-depth analysis using the two main theoretical frameworks, Collaborative Governance (Ansell & Gash, 2008) and Public Value Theory (Moore, 1995), this study is expected to make a significant contribution to the development of public administration scholarship, particularly in the fields of public service innovation and inclusive governance. It also aims to provide evidence-based policy recommendations for realizing public services that are genuinely inclusive and equitable for all citizens, including persons with disabilities.

2. Theoretical Review

Collaborative Governance

Collaborative Governance, as defined by Ansell and Gash (2008), is an approach in public administration that directly involves public institutions and non-state stakeholders in a collective, consensus-oriented, and deliberative decision-making process to formulate or implement public policies or manage public programs. The approach was developed in response to the limitations of traditional governance models in addressing increasingly complex and multidimensional public problems, such as poverty, social inequality, and social inclusion, which require cross-sector collaboration among government, civil society, the private sector, and academia. The collaborative governance framework consists of six key dimensions. Face-to-face dialogue forms the foundation of collaboration by enabling stakeholders to become acquainted, understand each other's perspectives, and build interpersonal relationships through inclusive, open, and equal information exchange. Trust building distinguishes between interpersonal trust, which develops through direct interaction and positive experiences, and institutional trust, which concerns confidence that institutions and systems are reliable and fair. Trust requires time and consistent effort through transparency, consistency, honesty, and the fulfillment of commitments. Commitment to the process refers to stakeholders' willingness to remain engaged in collaboration despite challenges. It is influenced by incentives to participate, confidence that collaboration will produce better outcomes, and strong leadership that maintains momentum. Shared understanding refers to a common perception, interpretation, and meaning regarding problems, objectives, and solutions, which is achieved through dialogue, deliberation, and mutual learning. Intermediate outcomes function as indicators of progress and help sustain collaborative momentum through small achievements, increased trust, joint capacity development, and incremental changes in policy or practice. Facilitative leadership focuses on empowerment, mediation, and the facilitation of collaboration. Leaders act as catalysts, mediators, facilitators, and guardians of commitment and may emerge from various sources within government or civil society.

The success of collaborative governance is also influenced by four contextual factors. The first is the history of conflict or cooperation among stakeholders, which affects collaborative dynamics. The second is the incentive to participate, which encourages stakeholder engagement when participants perceive tangible benefits. The third is an imbalance of power and resources, which can obstruct collaboration because stronger actors tend to dominate both processes and outcomes. Equal participation mechanisms and empowerment are therefore needed for weaker parties, including persons with disabilities. The fourth is the complexity of the problem. Public service accessibility and inclusivity are highly complex because they involve physical, administrative, social, and cultural dimensions that require diverse perspectives, knowledge, and resources beyond the capacity of any single institution. Collaborative Governance is therefore highly relevant to research on inclusive public service innovation

because it provides a framework for understanding how collaboration among stakeholders can be effectively established and sustained. It allows the marginalized voices of persons with disabilities to be heard and considered, provides mechanisms for reaching a shared understanding of inclusivity through dialogue and deliberation, and explains the role of facilitative leadership in initiating and maintaining continuous multi-stakeholder collaboration.

Public Value Theory

Public Value Theory was developed by Mark H. Moore (1995) in his book "Creating Public Value: Strategic Management in Government" as a critical response to New Public Management, which placed excessive emphasis on efficiency and performance measurement while neglecting more substantive public values. Moore defines public value as the collective value created by government through service provision, rights protection, and the development of community capacity. It includes justice, equality, security, freedom, and shared well-being. The theory presents a "Strategic Triangle" consisting of three interrelated components: public value, which concerns the identification and definition of the value to be created through deliberation with society; legitimacy and support, which concern efforts to build support from the political environment and the public; and operational capacity, which includes the human, financial, technological, and managerial resources required to implement policy. Moore subsequently later expanded the theory by identifying three sources of public value: substantive value, or the direct results of policies such as improved health or education; procedural value, or fair, transparent, and participatory governance processes; and symbolic value, or respect for human rights and citizens' dignity. Subsequent public value scholarship identifies three dimensions of public value creation that can serve as an analytical framework: efficiency and effectiveness, measured by how quickly, easily, and affordably persons with disabilities can access public services; justice and equality, reflected in accessible facilities and non-discriminatory treatment; and legitimacy and trust, reflected in the satisfaction and confidence of persons with disabilities that the government is serious about fulfilling their rights. Although this theory has been criticized because the concept of public value is considered vague, difficult to operationalize, and overly dependent on the role of public managers, Public Value Theory remains an influential theoretical framework in public administration. It is highly relevant to research on inclusive public service innovation because it provides a basis for evaluating substantive public value, emphasizes justice and equality for vulnerable groups, helps explain how legitimacy and support can be built through public deliberation, and identifies gaps between public aspirations and available operational capacity as a basis for improving more inclusive and equitable public service policies for persons with disabilities in Indonesia.

3. Proposed Method

This study employed a Systematic Literature Review (SLR) following the PRISMA protocol, Preferred Reporting Items for Systematic Reviews and Meta-Analyses, to identify, evaluate, and synthesize scientific findings on inclusive public service innovation for persons with disabilities in Indonesia. The literature search was conducted through the Google Scholar database using the keywords "public service innovation," "disability," "inclusive public services," and "accessibility" for the 2021-2026 period. The search produced an initial pool of 67 articles, which were then screened using inclusion criteria, namely articles indexed in Sinta 2-4, available in full text, and discussing public service innovation for persons with disabilities, and exclusion criteria, namely opinion articles without empirical data and articles irrelevant to the research focus. This process resulted in 20 articles for in-depth analysis. Data were analyzed thematically using Collaborative Governance (Ansell & Gash, 2008) as the main theoretical framework, with its six dimensions of face-to-face dialogue, trust building, commitment to the process, shared understanding, intermediate outcomes, and facilitative leadership. Public Value Theory (Moore, 1995) served as the supporting framework, with three dimensions: public value, including efficiency and effectiveness and justice and equality; legitimacy and support; and operational capacity. All data were analyzed systematically through data collection, data reduction, data presentation, and conclusion drawing. Thematic synthesis was used to identify patterns of innovation, supporting and inhibiting factors, and the public value created by various inclusive public service innovation practices in Indonesia.

4. Results and Discussion

Overview of Inclusive Public Service Innovation for Persons with Disabilities in Indonesia

Based on the analysis of 20 journal articles indexed in Sinta 2-4 and published between 2021 and 2026, inclusive public service innovation for persons with disabilities in Indonesia can be classified into four main types: digital-based innovation, administrative innovation, physical and infrastructure innovation, and program and policy innovation. Digital-based innovation is reflected in the development of the Sipintar application in Pekanbaru City, a service system designed to complete identity documentation for displaced persons (Monalisa et al., 2025), and in an evaluation of the accessibility of local government websites in Bengkulu Province, which showed that most government websites still lacked basic accessibility features such as screen readers, keyboard navigation, and visual contrast settings (Khan et al., 2025). Administrative innovation includes the "Jalan Pintas" program in Pasuruan Regency, which provides mobile outreach services to assist persons with disabilities in obtaining population administration documents (Riberu et al., 2024), and a separate service channel for applicants with disabilities and members of the public with limited technological literacy at the Class II Immigration Office of Pematangsiantar (Manurung et al., 2025). Physical and infrastructure innovation is reflected in the study by Pramashela and Rachim (2021), which showed that only two of ten Indonesian cities provided optimal public service accessibility for persons with disabilities, and in the study by Susilawati et al. (2023) at the Makassar City Social Affairs Office, which found that the available facilities had not met the indicators of safety, comfort, convenience, and aesthetics for persons with disabilities. Program and policy innovation is reflected in the evaluation of the Food Assistance Program for Persons with Disabilities using the CIPP model. The program was effective and achieved its highest score in the product dimension at 94%, but it still faced process-related problems involving digital reporting and distribution in remote areas (Hermawati et al., 2025). Overall, these innovations remain partial and have not been integrated into the national public service system. Their levels of success vary according to local conditions, stakeholder commitment, and resource availability.

Collaboration and Public Value in Communication, Trust, and the Legitimacy of Inclusive Public Services

The analysis of 20 articles shows that communication, trust, and legitimacy are interconnected foundations of inclusive public service innovation. Weakness in one aspect affects the others. Pasciana (2020) found that in Garut Regency, some persons with disabilities were still hidden by their families, leaving them unregistered and without a Population Identification Number. This condition indicates that communication to identify the needs of persons with disabilities had not functioned optimally. Rahmahgiani and Fitriana (2024) similarly found that public outreach regarding policies to fulfill the rights of persons with disabilities in Kebumen Regency had not reached all persons with disabilities because of limited time and coverage. Consequently, many persons with disabilities were still unaware of their rights and the procedures for accessing public services. This situation was aggravated by negative stigma among families and communities, which assumed that persons with disabilities did not need identity or population administration documents. As a result, many persons with disabilities lacked a Population Identification Number and other population documents (Rahmahgiani & Fitriana, 2024; Panggabean, 2025). These conditions show that the legal legitimacy established through Law No. 8 of 2016 and Law No. 25 of 2009 has not been accompanied by adequate public trust. Therefore, the public value expected from these policies has not been fully realized (Chairunnisa & Sulistio, 2025).

Nevertheless, several studies show positive efforts to build communication, trust, and legitimacy. Wirahono and Sari (2026) found that the Sidoarjo Regency General Elections Commission involved disability communities in service planning and evaluation through communication and consultation forums. It also provided disability-friendly facilities such as tactile guiding blocks, accessible toilets, parking areas, and priority seating. The involvement of disability communities in providing service input demonstrates that two-way communication can generate more responsive services and create public value through equal access. In their study of the separate service channel at the Pematangsiantar Immigration Office, Manurung et al. (2025) found that officers' positive dispositions, including empathy and commitment, were central to building trust among applicants with disabilities. Officers showed patience, empathy, and respect for the dignity of every citizen, which made service users feel

valued and acknowledged. Trust built through friendly and empathetic service subsequently increased the institution's legitimacy among persons with disabilities and created public value in the form of satisfaction and confidence that the government was serious about fulfilling their rights (Manurung et al., 2025; Wirahono & Sari, 2026). Riberu et al. (2024) also identified that the "Jalan Pintas" innovation in Pasuruan Regency successfully assisted persons with disabilities in obtaining population documents because of effective communication between the implementation team, village and subdistrict governments, and the families of persons with disabilities. The involvement of neighborhood association and community unit representatives, neighbors, and related family members was a major supporting factor in the innovation's implementation. According to Ansell and Gash (2008), effective face-to-face dialogue must be inclusive, open, and equal, while trust building requires time and consistent effort through transparency, consistency, honesty, and the fulfillment of commitments. Moore (1995) emphasizes that public legitimacy and trust must be built through continuous public deliberation and participation, as well as through the fulfillment of commitments and transparent accountability. Systematic efforts are therefore required to create safe and accessible dialogue spaces for persons with disabilities through public consultation forums involving organizations of persons with disabilities, easily accessible complaint mechanisms, and outreach activities that reach the village and urban community levels to build sustainable public trust and legitimacy.

Commitment, Shared Understanding, and Operational Capacity in Sustaining Public Service Innovation

Commitment to the process, shared understanding, and operational capacity are interconnected dimensions that strongly determine the sustainability of inclusive public service innovation. Hermawati et al. (2025) evaluated the Food Assistance Program for Persons with Disabilities and found that the commitment of program implementers was relatively strong. The program achieved its highest score in the product dimension at 94%, indicating high food quality and beneficiary satisfaction. However, this commitment was still constrained by a complicated digital reporting system and the distribution of assistance in remote areas with difficult terrain. These constraints show that commitment to the process had not been fully supported by adequate operational capacity. Chairunnisa and Sulistio (2025) analyzed improvements in public service accessibility in Indonesia and found that although Law No. 8 of 2016 and Government Regulation No. 70 of 2019 provided a comprehensive regulatory framework, implementation continued to face problems such as inadequate infrastructure, limited public awareness, and weak synergy among stakeholders. These conditions indicate that commitment to the process remains weak and inconsistent across levels of government. Monalisa et al. (2025), in their study of the Sipintar application in Pekanbaru City, found that digital public service innovation for persons with disabilities remained suboptimal because only three of the seven indicators in the digital service innovation framework had been fulfilled. The main barriers included limited public outreach, the absence of a standard service completion time, and the absence of a dedicated schedule for service officers. These barriers demonstrate limited operational capacity to support commitment to the process.

A shared understanding of inclusivity and disability rights also remains a significant challenge. In a literature review, Istiarsyah and Fauzan (2026) found that shared understanding of inclusivity was still limited to a normative level and had not been translated into concrete service practices. As a result, inclusive policies tended to be symbolic and failed to generate tangible change. Pasciana (2020) also found that government officials' limited understanding of the rights of persons with disabilities was a major obstacle to implementing inclusive public services in Garut Regency. This limitation was reflected in the shortage of specialized facilities, low accessibility, and the limited availability of professional personnel capable of supporting persons with disabilities. Rahmahgiani and Fitriana (2024) added that coordination between the Kebumen Regency Population and Civil Registration Office and other stakeholders, including special schools, social institutions, and organizations of persons with disabilities, remained limited. Consequently, a comprehensive shared understanding of the importance of population administration services for persons with disabilities had not been established. Khan et al. (2025) found that most local government websites in Bengkulu Province lacked basic accessibility features such as screen readers, keyboard navigation, and visual contrast settings. This finding indicates that understanding of digital accessibility remains extremely limited among government website developers and administrators.

Operational capacity is the primary challenge affecting commitment and shared understanding. Susilawati et al. (2023) found that limited budgets were the main barrier to providing accessible facilities at the Makassar City Social Affairs Office. Budget allocations prioritized assistance and program activities rather than improvements to service facilities and infrastructure for persons with disabilities. Hermawati et al. (2025) found that difficulties in distributing assistance to areas with challenging terrain and inadequate shipping costs were the main operational barriers in the Food Assistance Program. Riberu et al. (2024) also identified network disruptions as a major barrier during the identity data recording process within the Jalan Pintas innovation because the recording process had to connect to the Ministry of Home Affairs to be entered into the database. According to Ansell and Gash (2008), commitment to the process requires clear incentives for all stakeholders to remain involved in collaboration, as well as strong leadership capable of maintaining collaborative momentum and motivation. Shared understanding is achieved through continuous dialogue, deliberation, and mutual learning. Moore (1995) emphasizes that operational capacity must be developed continuously through investment in human resources, infrastructure development, and stronger management systems. Operational capacity must therefore be strengthened by increasing budgets for accessible facilities, providing continuous training for service officers on disability rights and inclusivity principles, developing technological infrastructure that supports accessibility, and applying incentives and sanctions to ensure sustained commitment to inclusive public service innovation.

Facilitative Leadership and the Impact of Innovation on Persons with Disabilities

Facilitative leadership and intermediate outcomes in collaborative governance play important roles in creating tangible impacts for persons with disabilities and serve as initial indicators of public value creation. Pasciana (2020) emphasizes the importance of leadership in promoting public service innovation in Garut Regency, where regional leaders hold a strategic role in mobilizing, facilitating, and sustaining collaboration among stakeholders by strengthening structural, cultural, technological, and leadership factors. Manurung et al. (2025) found that the initiative of immigration officers in Pematangsiantar to establish a separate service channel for applicants with disabilities represented a bottom-up form of facilitative leadership. It emerged from the awareness and empathy of frontline officials who recognized a gap between the digitalization requirements of passport services through the M-Paspor application and the ability of vulnerable groups to access technology, although the initiative had not yet received adequate support from a formal policy framework. Wirahono and Sari (2026) found that at the Sidoarjo General Elections Commission, facilitative leadership was demonstrated through service officer training that involved speakers directly from disability communities. This approach enabled officers to gain contextual understanding based on lived experience. It also included the establishment of a vulnerable-group-friendly service implementation team with a complete structure, from supervisors to members. Riberu et al. (2024) identified the cohesiveness and high level of concern within the "Jalan Pintas" team, together with the involvement of subdistrict, village, neighborhood association, community unit, neighbor, and family representatives, as major supporting factors in the implementation of service innovation for persons with disabilities in Pasuruan Regency. The cohesive, coordinated, and responsive mobile outreach team was central to the innovation's success. According to Ansell and Gash (2008), facilitative leadership may arise from various sources within government or civil society. What matters most is the presence of individuals or groups capable of initiating, facilitating, and sustaining collaborative processes. However, facilitative leadership has not yet been institutionalized and still depends heavily on individual initiatives. Leadership capacity therefore needs to be strengthened, and facilitative roles must be embedded in the organizational structure of public service institutions.

The intermediate outcomes of inclusive public service innovations demonstrate several positive achievements generated during collaborative processes. Riberu et al. (2024) found that the "Jalan Pintas" innovation in Pasuruan Regency successfully helped persons with disabilities obtain population administration documents, including personal biodata records, Family Cards, and electronic identity cards. These outputs represent significant intermediate outcomes in improving access to population administration services for people with physical and mental limitations. Monalisa et al. (2025) found that the Sipintar application in Pekanbaru City made it easier for persons with disabilities to obtain identity documents. Several users stated that the application was particularly helpful for those with limited technological

knowledge, although its implementation remained suboptimal. Manurung et al. (2025) reported that the separate service channel at the Pematangsiantar Immigration Office improved service access for vulnerable groups through direct assistance from officers. Applicants with disabilities stated that support officers provided a sense of security and certainty that their rights would continue to be served. Sukmana (2020) studied a skills development program for persons with visual disabilities at the Bina Netra Rehabilitation Center in Malang and found that physical and mental guidance, social guidance, vocational training, community placement, and advanced training successfully increased the independence of persons with visual disabilities in daily life. Hermawati et al. (2025) found that the Food Assistance Program for Persons with Disabilities was generally effective, with its highest score in the product dimension at 94%, indicating high food quality and beneficiary satisfaction. Beneficiaries reported that the program was helpful and improved their understanding of the nutrition they consumed.

These intermediate outcomes reflect the creation of public value in the dimensions of efficiency and effectiveness, justice and equality, and legitimacy and trust, as proposed by Moore (1995). However, the outcomes remain local and partial. Successful innovations therefore need to be scaled to other regions and integrated into the national public service system. According to Ansell and Gash (2008), intermediate outcomes are essential for sustaining stakeholder commitment and building confidence that collaborative efforts produce tangible change. Moore (1995) emphasizes that efficiency and effectiveness are important components of public value but should not become the sole measures because public value also includes the more substantive aspects of justice, equality, and legitimacy. Therefore, stronger inter-regional coordination, the exchange of best practices, and national policies supporting the replication and adaptation of inclusive public service innovations throughout Indonesia are required. These efforts must be supported by institutionalized facilitative leadership and adequate operational capacity to ensure the sustainability of innovation and the creation of equitable public value for persons with disabilities.

6. Conclusions and Recommendations

Based on a systematic literature review of 20 journal articles indexed in Sinta 2-4 and published between 2021 and 2026 on inclusive public service innovation for persons with disabilities in Indonesia, this study produces several important conclusions analyzed through two theoretical frameworks, namely Collaborative Governance (Ansell & Gash, 2008) as the main theory and Public Value Theory (Moore, 1995) as the supporting theory. First, the overview of inclusive public service innovation in Indonesia shows that the innovations developed can be classified into four main types: digital-based innovation, administrative innovation, physical and infrastructure innovation, and program and policy innovation. However, these innovations remain partial, have not been integrated into the national public service system, and demonstrate varying levels of success depending on local conditions, stakeholder commitment, and resource availability. Of the ten cities examined, only two provided optimal public service accessibility for persons with disabilities, indicating that the implementation of inclusive policies still faces a significant gap between regulation and daily service practice. Second, from the Collaborative Governance perspective, all six dimensions continue to face challenges in the implementation of inclusive public service innovation. Face-to-face dialogue remains limited and has not become a standard practice, with many persons with disabilities still unregistered and excluded from service planning. Trust building remains weak, as reflected in the low ownership of population administration documents among persons with disabilities and the persistence of negative stigma from families and communities. Commitment to the process is relatively strong but remains constrained by limited infrastructure, budgets, and digital reporting systems. Shared understanding remains largely normative and has not been translated into concrete service practices, causing inclusive policies to become symbolic. Intermediate outcomes include positive achievements such as an increase in the number of persons with disabilities who possess population administration documents and improved beneficiary satisfaction, but these outcomes remain local and partial. Facilitative leadership has emerged through bottom-up initiatives driven by the awareness and empathy of frontline officials, but it has not yet been institutionalized and still depends on individual initiatives. Contextual factors, including the history of conflict or cooperation, incentives to participate, imbalances of power and resources, and problem complexity, also affect the success of collaborative governance in inclusive public service innovation. Third, from the Public

Value Theory perspective, inclusive public service innovations in Indonesia have not fully created substantive public value for persons with disabilities. Efficiency and effectiveness produce varied results. Some innovations demonstrate strong efficiency and effectiveness but remain constrained by limited operational capacity. Justice and equality remain low, as reflected in the fact that only two of the ten cities provide optimal public service accessibility, accessible facilities remain limited, and persons with disabilities continue to experience discriminatory treatment. Legitimacy and trust show that although strong regulatory legitimacy has been established through Law No. 8 of 2016 and Government Regulation No. 70 of 2019, operational support and public trust remain inadequate, creating a gap between policy and implementation. Operational capacity is the main challenge because limited human resources, budgets, technology, and infrastructure obstruct the effective and sustainable implementation of inclusive public service innovation. Fourth, integrating Collaborative Governance and Public Value Theory shows that the success of inclusive public service innovation requires a balance between collaborative processes and public value creation. Face-to-face dialogue with persons with disabilities enables the identification of desired public value and produces more responsive innovation. Trust built through friendly and empathetic services increases institutional legitimacy among persons with disabilities. Commitment to the process requires adequate operational capacity to sustain innovation. A shared understanding of inclusivity is a prerequisite for creating substantive public value. Positive intermediate outcomes provide initial evidence of public value creation and maintain collaborative momentum. Strong facilitative leadership promotes the development of operational capacity, while adequate operational capacity allows facilitative leadership to operate more effectively and sustainably. Therefore, successful inclusive public service innovation requires a holistic approach that simultaneously and continuously integrates collaborative processes and public value creation.

Based on these conclusions, this study provides several recommendations for different stakeholders. Central and local governments should strengthen regulatory and policy frameworks by formulating more operational and binding implementing regulations, including technical accessibility standards based on universal design principles and international standards. They should also provide incentives for regions that successfully implement innovation and impose sanctions on regions that neglect their obligations. Governments should improve operational capacity through dedicated budget allocations for accessible facilities, continuous training for public service officers, and the development of technological infrastructure that supports accessibility. Governments also need to establish sustained dialogue and collaboration with organizations of persons with disabilities through regular communication forums, public consultations, and accessible complaint mechanisms. Public outreach and education on disability rights should be expanded to build shared understanding and reduce negative stigma. Public service institutions should develop and implement disability-friendly standard operating procedures, provide accessible physical and non-physical facilities, develop inclusive digital services based on universal design principles, and establish complaint and feedback mechanisms that are easily accessible to persons with disabilities. Organizations of persons with disabilities and civil society should take an active role in advocating for inclusive public policies, empowering members to understand their rights and the procedures for accessing public services, and increasing public awareness and empathy through public campaigns and inclusive education. Academics and researchers should conduct more in-depth empirical studies of the direct experiences of persons with disabilities, comparative studies across regions to identify best practices, longitudinal research to measure the impact of innovations on the well-being of persons with disabilities, and the development of evaluation models that integrate Collaborative Governance and Public Value Theory. Future research should expand the literature coverage by including international articles, deepen analysis of a specific type of innovation, use mixed-methods approaches combining systematic literature reviews with empirical field studies, explore the role of emerging technologies such as artificial intelligence and the Internet of Things in improving accessibility, and enrich the collaborative governance perspective by involving non-governmental actors such as the private sector and civil society organizations. These steps would provide a more comprehensive understanding of collaborative dynamics in creating inclusive and equitable public service innovations for all citizens, especially persons with disabilities.

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