



Analysis of Inclusive Public Service Innovation through the “DAYADINAKARA” Program at UPT RSBG Tuban

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Abstract: Inclusive public services for persons with intellectual disabilities still face various challenges, including social stigma, low public literacy, and limited access to information and social participation. In response to these problems, the Technical Implementation Unit for Social Rehabilitation of Persons with Intellectual Disabilities (UPT RSBG) Tuban developed the DAYA DINAKARA public service innovation (Support and Services for Persons with Intellectual Disabilities to Become Independent and Productive), which integrates digital approaches and social empowerment. This study aims to analyze the implementation of the DAYA DINAKARA Program in realizing inclusive public services for persons with intellectual disabilities. The study employed a descriptive qualitative approach, with data collected through in-depth interviews, observation, and document review. Data analysis was conducted using the Miles, Huberman, and Saldaña model, while the findings were interpreted using Mark H. Moore’s Public Value Theory and Ansell and Gash’s Collaborative Governance framework. The results show that DAYA DINAKARA has successfully created public value by improving public understanding, reducing social stigma, increasing beneficiaries’ independence, and strengthening the social participation of persons with intellectual disabilities. Program success is supported by institutional legitimacy, the use of digital media, family support, and multi-stakeholder collaboration. Nevertheless, the program still faces obstacles, including limited service coverage, the suboptimal development of formal collaborative forums, and the persistence of negative stigma in some communities. Therefore, strengthening institutional capacity, expanding collaborative networks, and optimizing digital media are necessary to improve the sustainability and impact of inclusive public service innovation.

Keywords: Collaborative Governance; Inclusive Services; Intellectual Disability; Public Service Innovation; Public Value.

1. Introduction

Inclusive public service has become a strategic issue in modern social development, particularly in ensuring the fulfillment of the rights of vulnerable groups, including persons with intellectual disabilities. From a public administration perspective, inclusive service is not merely understood as the provision of services that can be accessed by all citizens, but also as a form of state commitment to groups that have long experienced social marginalization, discrimination, and limited access to basic services (Sholichah et al., 2025). The concept of inclusiveness in public services has developed in line with growing global attention to the principle of no one left behind in the Sustainable Development Goals (SDGs), especially in relation to reducing inequality, inclusive education, and the development of socially just communities.

In Indonesia, disability issues have received more serious attention since the enactment of Law Number 8 of 2016 concerning Persons with Disabilities, which affirms that persons with disabilities have equal rights to public services, education, employment, and social life. Data from the Central Statistics Agency (BPS) in 2023 indicate that the number of persons with disabilities in Indonesia exceeded 22 million. However, the levels of educational and labor-force participation among persons with disabilities remain relatively low compared with non-disabled groups. This condition indicates that gaps remain in the implementation of inclusive public services. Studies conducted by the World Health Organization and various scholars show that persons with intellectual disabilities are among the most vulnerable groups to social discrimination due to communication limitations, low public literacy regarding intellectual disability, and weak social support from the surrounding environment.

Received: January 10, 2026;
Revised: February 15, 2026;
Accepted: April 25, 2026;
Published: June 30, 2026;
Curr. Ver.: June 30, 2026;



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These problems are also found at the regional level in East Java Province. Based on the most recent data from the East Java Provincial Social Affairs Office in 2022, the number of persons with disabilities in East Java reached hundreds of thousands, with a significant proportion belonging to the intellectual disability group.

Table 1. The 10 Regencies/Cities with the Highest Number of Persons with Intellectual Disabilities in East Java

No	Regency/City	Number of Persons with Intellectual Disabilities
1	Bojonegoro Regency	327
2	Lamongan Regency	325
3	Malang Regency	303
4	Kediri Regency	298
5	Jombang Regency	279
6	Banyuwangi Regency	271
7	Tuban Regency	265
8	Ponorogo Regency	259
9	Pasuruan Regency	251
10	Blitar Regency	247

Source: Village Potential Statistics, BPS East Java 2022

Tuban Regency is one of the areas with a relatively high need for social rehabilitation services for persons with intellectual disabilities. In practice, however, persons with intellectual disabilities continue to face various problems, such as social stigma, limited access to information, low community acceptance, and limited space for self-actualization. These conditions have an impact on the low level of social and economic independence among persons with intellectual disabilities.

The impact of inadequate inclusive public services for persons with intellectual disabilities is not only experienced by individuals with disabilities, but also affects the broader quality of social development. Persons with disabilities who do not receive adequate services tend to experience limited education, low employment opportunities, social dependency, and prolonged social exclusion (Ahmad et al., 2025). Other risk factors include limited public service innovation, minimal use of information technology in social services, weak cross-sector collaboration, and suboptimal publication of the potential of persons with intellectual disabilities.

In this context, public service innovation is a strategic step toward creating services that are adaptive, participatory, and inclusive. Public service innovation is considered capable of improving service quality through creative approaches and the use of digital technology (Utami, 2023). Various studies show that digital-based public service innovation can improve the accessibility of social services and expand community participation in social inclusion issues. Therefore, local governments are required to present service models that are not only administrative in nature, but also capable of building sustainable social empowerment.

As a response to these problems, the Technical Implementation Unit for Social Rehabilitation of Persons with Intellectual Disabilities (UPT RSBG) Tuban developed a public service innovation called *DAYA DINAKARA* (Support and Services for Persons with Intellectual Disabilities to Become Independent and Productive). This program is a public service innovation focused on strengthening social support, service publication, public education, and the empowerment of persons with intellectual disabilities through inclusive digital and social approaches. Based on the *DAYA DINAKARA* innovation guidebook, the program is developed through various activities, such as “Sapa Dinakara,” “Dinakara Berbagi,” “Sahabat Dinakara,” as well as educational and inspirational videos published through the official social media accounts of UPT RSBG Tuban. The program aims to improve public understanding of intellectual disability, reduce social stigma, strengthen the existence of beneficiaries, and open opportunities for social and economic collaboration for persons with intellectual disabilities.

The DAYA DINAKARA innovation also demonstrates a transformation in the social service approach from a conventional rehabilitative model toward a participatory approach based on social inclusion and digital technology. Through the use of social media and digital publications, persons with intellectual disabilities are no longer positioned merely as objects of social assistance, but as individuals with potential, creativity, and the ability to create work within society. In addition, this innovation reflects multi-stakeholder collaboration involving local government, social workers, academics, volunteers, communities, and society in building inclusive public services. To date, DAYA DINAKARA services have reached approximately 80 beneficiaries, indicating that this service innovation is not merely conceptual, but has had a tangible impact on persons with intellectual disabilities through increased access to social services, strengthened social participation, and community- and digital-media-based empowerment.

Table 2. Results of the Community Satisfaction Index (CSI) Survey of UPT RSBG Tuban in 2025

No	Survey Period	Community Satisfaction	
		Index (CSI)	Category
1	First Quarter of 2025	88.11%	Very Good
2	Second Quarter of 2025	88.11%	Very Good
3	Third Quarter of 2025	92.75%	Very Good
4	Fourth Quarter of 2025	95.30%	Very Good

Source: UPT RSBG Tuban, 2025

Based on the results of the Community Satisfaction Index (CSI) survey of UPT RSBG Tuban in 2025, there was a consistent upward trend in the quality of public services in each quarter. The CSI scores in the first and second quarters were 88.11%, indicating a very good and relatively stable service category. In the third quarter, the score increased significantly to 92.75%, indicating improved service quality, increased staff responsiveness, and better service access for beneficiaries. Finally, in the fourth quarter, the CSI score increased to 95.30%, demonstrating a very high level of public satisfaction with the services of UPT RSBG Tuban. This increase reflects that the inclusiveness-based service innovation, social assistance, and digital approach implemented through the DAYA DINAKARA program have had a positive impact on service quality and have increased public trust and satisfaction with public service institutions.

These findings show that public service innovation based on inclusiveness and digital approaches can not only improve service quality, but also have a tangible impact on public satisfaction. This condition is in line with various previous studies affirming that public service innovation for persons with disabilities continues to develop toward more inclusive, adaptive, and technology-based services, although its implementation still faces various structural and social challenges. An analysis of several previous studies shows that public service innovation for persons with disabilities has developed toward services that are more inclusive, adaptive, and technology-based, even though implementation continues to face structural and social challenges. The study by Sudarni et al. (2021) on the “Laraku Nyata” innovation in Bulukumba Regency emphasizes the importance of a humanistic approach and outreach services in fulfilling the rights of persons with disabilities. Meanwhile, Pasciana’s (2020) study in Garut Regency shows that the success of inclusive services is influenced by institutional capacity, apparatus competence, and the social sensitivity of bureaucracy. These two studies demonstrate that public service innovation is not only related to technology, but also to bureaucratic commitment, organizational culture, and the strengthening of service governance for vulnerable groups.

The development of public service innovation is also evident in the use of digital technology, as shown in the study by Monalisa et al. (2025) on the Sipintar application in Pekanbaru City and the study by Herwanto et al. (2023) on the SALAMAN application in Bandung City. Both studies show that digitalization can improve the efficiency and coverage of public services, but it still faces challenges related to accessibility, digital literacy, and the risk of exclusion for vulnerable groups, including persons with intellectual disabilities. In addition,

the study by Mindarti et al. (2018) on the Braille Corner service in Malang City highlights the importance of access to information and inclusive spaces for social participation among persons with disabilities. Overall, these studies show that inclusive public services require integration between digital innovation, institutional strengthening, and assistance-based social approaches so that services can be accessed equally by all community groups.

Based on the overall previous studies, it can be concluded that public service innovation for persons with disabilities has developed from conventional administrative services toward digital-based services and social inclusiveness. However, most studies still focus on aspects of service accessibility, civil registration administration, and general digitalization. These studies have not specifically discussed public service innovation that integrates digital media with a social empowerment approach for persons with intellectual disabilities. Therefore, research on DAYA DINAKARA offers novelty because it seeks to examine public service innovation that is not only oriented toward service access, but also toward strengthening the social capacity, communication, and empowerment of persons with intellectual disabilities through more participatory and inclusive digital media.

Based on the preliminary study conducted through a document review of the DAYA DINAKARA Innovation Guidebook of UPT RSBG Tuban, this innovation was found to have distinctive characteristics compared with other public service innovations. DAYA DINAKARA is not only oriented toward internal social rehabilitation, but also integrates public education, promotion of the work of persons with intellectual disabilities, anti-stigma campaigns, and the strengthening of social networks through digital platforms. This innovation also involves an adaptive and participatory public communication approach to build public awareness of the importance of social inclusion for persons with intellectual disabilities. Considering the importance of inclusive public service innovation for persons with intellectual disabilities, this study is relevant for analyzing the implementation, supporting factors, obstacles, and impacts of the DAYA DINAKARA innovation in realizing inclusive public services at UPT RSBG Tuban. This study is expected to provide an academic contribution to the development of public administration studies, particularly in public service innovation and social inclusion policy, while also offering practical recommendations for local governments in developing disability-friendly and sustainable public services.

2. Literature Review

Public Service Innovation in Social Services for Persons with Disabilities

Public service innovation refers to efforts to renew government services through creative, collaborative, and adaptive approaches to community needs (Suryani et al., 2024). In the context of social services for persons with disabilities in Indonesia, public service innovation has developed through service digitalization, community-based approaches, and the strengthening of social empowerment. Studies indicate that public service innovation can improve the effectiveness of social services while expanding the participation of vulnerable groups in social development.

Research on digital public service innovation for persons with disabilities in Pekanbaru City explains that the use of digital media can expand access to social information and improve interaction between government and disability groups (Monalisa et al., 2025). Other studies show that community-collaboration-based public service innovation can strengthen the social empowerment of persons with disabilities through participatory approaches. Community-based service models are considered more effective in building the social independence of vulnerable groups than conventional administrative approaches (Lestari et al., 2022).

Digital Transformation and Social Media in Social Services

Digital transformation is an important part of the development of modern social services in Indonesia. The use of social media and digital communication technology enables the government to build public services that are more open, rapid, and participatory (Mokobombang et al., 2023). In the context of social services for persons with disabilities, social media is used as a medium for public education, anti-stigma campaigns, promotion of the work of persons with disabilities, and strengthening community social networks. Studies in Indonesia show that social media has a significant influence on improving public literacy regarding social inclusion issues. Digital campaigns carried out by government and community actors can shape positive public perceptions of persons with disabilities (Monalisa et al., 2025). In addition,

digital transformation also supports public service transparency and expands access to information for vulnerable groups (Setyawati, 2025). Research on the digitalization of social services shows that the use of digital platforms can improve the effectiveness of public communication and strengthen community participation in social services. In the context of this study, digital transformation is relevant to the DAYA DINAKARA innovation because the program uses social media as a medium for education and social empowerment for persons with intellectual disabilities.

3. Research Method

This study employed a qualitative approach with a descriptive research design to gain an in-depth understanding of the implementation of inclusive public service innovation through the DAYA DINAKARA Program (Support and Services for Persons with Intellectual Disabilities to Become Independent and Productive) at the Technical Implementation Unit for Social Rehabilitation of Persons with Intellectual Disabilities (UPT RSBG) Tuban, East Java. The research location was selected purposively because UPT RSBG Tuban is the institution that developed this innovation as an effort to realize inclusive social services for persons with intellectual disabilities. Research informants were determined using purposive sampling by appointing one key informant, namely the manager and person in charge of the DAYA DINAKARA Program, who possesses in-depth knowledge and experience regarding program planning, implementation, development, and evaluation. Data were collected through in-depth interviews, field observation, and document review, including the program guidebook, activity reports, beneficiary data, Community Satisfaction Index (CSI) documents, and documentation and publications from the official social media accounts of UPT RSBG Tuban.

Data validity was tested through methodological triangulation by comparing the results of interviews, observations, and documentation. Data analysis used the interactive model of Miles, Huberman, and Saldaña, which includes data condensation, data display, and conclusion drawing and verification. The research findings were analyzed using Mark H. Moore's Public Value Theory as the main theory, covering the dimensions of public value, authorizing environment, and operational capacity to identify the public value generated by the DAYA DINAKARA innovation. In addition, Ansell and Gash's Collaborative Governance theory was used as a supporting theory to analyze collaboration aspects through indicators of starting conditions, institutional design, facilitative leadership, and collaborative process. The use of these two theories is expected to provide a comprehensive understanding of public value creation and collaborative processes in the delivery of inclusive public services for persons with intellectual disabilities at UPT RSBG Tuban.

4. Results and Discussion

DAYA DINAKARA as an Inclusive Public Service Innovation in Creating Public Value through Multi-Stakeholder Collaboration

The findings show that the DAYA DINAKARA Program emerged as a response to low public understanding of intellectual disability, persistent social stigma, and limited spaces for participation for persons with intellectual disabilities. These initial conditions became the driving factor behind the emergence of public service innovation that is not only oriented toward social rehabilitation, but also toward public education, social empowerment, and the strengthening of social inclusion. From the perspective of Collaborative Governance, these conditions represent the starting conditions that formed the basis for collaboration between UPT RSBG Tuban and various actors, such as the Social Affairs Office, social apparatus, special schools, universities, beneficiaries' families, and the community. This collaboration was built because the problems of intellectual disability cannot be resolved by a single institution alone, but require the involvement of various parties with different resources, knowledge, and social networks.

The collaboration that was formed subsequently produced various educational and empowerment activities published through social media, such as the Sapa Dinakara program, Dinakara Berbagi, and various educational content related to intellectual disability. From the perspective of Public Value Theory, these activities demonstrate the success of DAYA DINAKARA in creating public value in the form of increased public understanding of intellectual disability, reduced social stigma, and increased public acceptance of the presence of per-

sons with intellectual disabilities. The public value generated is not only experienced by beneficiaries, but also by families and communities that gain new knowledge about the importance of social inclusion. Thus, the collaboration that was built functions not only as a mechanism of cooperation among actors, but also as a key instrument in creating socially valuable change for the community.

Strengthening Legitimacy and Institutional Capacity through Collaborative Governance

The successful implementation of DAYA DINAKARA is inseparable from strong legitimacy and institutional capacity. This program has a clear legal basis through Law Number 8 of 2016 concerning Persons with Disabilities and various regional regulations governing protection and services for persons with disabilities. In addition to regulatory support, program legitimacy is also strengthened through the involvement of various stakeholders who recognize the existence of the program as a medium for public education and social empowerment. From the perspective of Public Value Theory, this condition indicates the formation of an authorizing environment that enables public service innovation to gain political, social, and institutional support for sustainable development.

At the same time, this legitimacy is strengthened through a collaborative institutional design as explained in Collaborative Governance theory. The involvement of the Social Affairs Office, District Social Welfare Workers (TKSK), special schools, universities, and the community reflects a division of roles and responsibilities that supports program implementation. This collaboration enables information exchange, strengthens social networks, and expands service access to the community. Therefore, the legitimacy of DAYA DINAKARA derives not only from formal regulations, but also from the recognition and participation of various actors who actively support program implementation.

In addition to legitimacy, the operational capacity of the program is also an important factor in the success of the innovation. The program is supported by competent human resources, the use of digital technology, and support from various external partners. The use of social media as a medium for education and publication demonstrates the organization's ability to adapt to technological developments in order to expand service coverage. From Moore's perspective, this condition reflects strong operational capacity, while from the perspective of Ansell and Gash, it reflects the success of collaborative institutional design in integrating the resources owned by various actors to achieve common goals.

Leadership and Collaborative Processes in Promoting Social Inclusion

The findings show that leadership plays an important role in maintaining the sustainability of the DAYA DINAKARA Program. Decision-making is carried out through discussion and coordination mechanisms involving various parties, thereby creating a shared understanding of the program's objectives and direction of development. From the perspective of Collaborative Governance, this condition reflects facilitative leadership, namely leadership capable of facilitating communication, building trust, and maintaining the commitment of the actors involved in collaboration.

Facilitative leadership subsequently encourages the formation of a collaborative process through ongoing communication and coordination. Although there is not yet a routine formal collaboration forum, working relationships among actors continue to run well through direct coordination based on program needs. This collaborative process produces various forms of social support and community participation that continue to increase over time. From the perspective of Public Value Theory, increased community participation and social acceptance of persons with intellectual disabilities are concrete forms of public value successfully created by the program. This means that the success of DAYA DINAKARA is determined not only by the quality of services provided, but also by its ability to build collective awareness and create a more inclusive social environment.

Overall, the findings show that the success of DAYA DINAKARA results from a mutually reinforcing relationship between public value creation and collaborative governance processes. Public value in the form of increased public understanding, stigma reduction, improved beneficiary independence, and strengthened social participation can be created because of collaboration involving various actors with adequate legitimacy, institutional capacity, and leadership support. Conversely, the collaboration that has been established gains sustainability because it is able to produce tangible benefits experienced by the community. Thus, DAYA DINAKARA can be understood as a model of inclusive public service innovation

that integrates public value creation with collaborative governance in supporting the social inclusion of persons with intellectual disabilities.

Supporting and Inhibiting Factors in the Implementation of the DAYA DINAKARA Program

The findings show that the implementation of the DAYA DINAKARA Program is supported by several important factors that contribute to the successful implementation of inclusive public service innovation. The main supporting factor comes from the support of beneficiaries' families, who play an active role in the learning process of activities of daily living (Activity Daily Living/ADL), thereby helping to increase the independence and self-confidence of persons with intellectual disabilities. In addition, the use of social media as a medium for education, publication, and program promotion is able to expand the reach of information to the community while increasing public understanding of intellectual disability. Institutional support from UPT RSBG Tuban, the Social Affairs Office, special schools, social apparatus, universities, and various parties involved in collaboration also serves as an important asset in strengthening program implementation. The high level of public enthusiasm for educational and publication activities carried out through DAYA DINAKARA further increases the opportunity to create a more inclusive environment for persons with intellectual disabilities.

In addition to these supporting factors, the study also found several inhibiting factors that continue to be encountered in program implementation. The main obstacle is that some community members still hold negative stigma toward persons with intellectual disabilities, so the education process and mindset change require a relatively long time. In addition, the use of digital media as an educational medium has limitations because the information conveyed tends to be brief, so not all material can be understood in depth by the community. The absence of a formal collaboration forum held routinely also causes coordination among actors to remain situational according to program needs. On the other hand, the program's coverage, which remains limited to certain areas, is an obstacle to expanding service benefits to the broader community. Therefore, it is necessary to strengthen collaborative networks, increase the intensity of public communication, and expand program coverage so that DAYA DINAKARA can develop sustainably and provide greater impact for persons with intellectual disabilities and society in general.

5. Conclusion

Based on the research findings, it can be concluded that the DAYA DINAKARA Program (Support and Services for Persons with Intellectual Disabilities to Become Independent and Productive) is a public service innovation that has successfully integrated social inclusion, community empowerment, and digital transformation approaches in services for persons with intellectual disabilities. The program emerged as a response to low public literacy regarding intellectual disability, strong social stigma, and limited spaces for participation and access to information for persons with intellectual disabilities. Through various educational activities, digital publications, and social assistance, DAYA DINAKARA functions not only as a means of social rehabilitation, but also as an instrument of social change that encourages the realization of a more inclusive and disability-friendly environment.

Viewed from the perspective of Public Value Theory developed by Mark H. Moore, this program has successfully created public value through increased public understanding of intellectual disability, reduced stigma and social discrimination, increased beneficiary independence in activities of daily living, and the growth of better social acceptance of persons with intellectual disabilities. This success demonstrates that public service innovation not only produces administrative benefits, but is also capable of creating tangible social impacts for the community. This public value is strengthened by regulatory support, institutional legitimacy, and adequate organizational capacity through the involvement of human resources, the use of digital media, and the support of various parties in program implementation.

Meanwhile, based on Ansell and Gash's Collaborative Governance perspective, the success of DAYA DINAKARA is inseparable from the involvement of various actors collaborating to support services for persons with intellectual disabilities, such as UPT RSBG Tuban, the Social Affairs Office, social apparatus, special schools, universities, beneficiaries' families, and the community. This collaboration shows that resolving disability-related problems re-

quires a cross-sector approach that prioritizes participation, coordination, and shared commitment. Nevertheless, this study also found that the collaboration process remains informal and is not yet supported by structured and sustainable coordination mechanisms. In addition, several challenges remain, including limited service coverage, the suboptimal use of digital media as a comprehensive educational medium, and the persistence of negative stigma in some communities.

Therefore, to improve the effectiveness and sustainability of the program, UPT RSBG Tuban needs to expand service coverage through the development of an innovation replication model in other areas with similar problem characteristics. Digital capacity strengthening also needs to be carried out through the development of more interactive and in-depth educational content, as well as the provision of digital service platforms that can support consultation, family education, and continuous information dissemination. In addition, a more formal collaboration forum needs to be established by involving local government, educational institutions, social organizations, disability communities, universities, the business sector, and the wider community so that the collaboration process is not merely incidental but develops into a sustainable strategic partnership. Family and community involvement also needs to be continuously strengthened through educational activities and social campaigns to build a more inclusive environment. Government support in the form of strengthening human resources, budgets, digital infrastructure, and cross-sector cooperation facilitation is an important factor so that DAYA DINAKARA can develop as a best-practice model of inclusive public service innovation that can be replicated in various regions. Future research needs to involve more informants and measure the long-term impact of the program on quality of life, social functioning, and the economic independence of persons with intellectual disabilities in order to produce a more comprehensive understanding of the effectiveness of inclusive public service innovation.

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