

## Implementation of a Free Inclusive Program for Children with Disabilities at Rumah Anak Prestasi (RAP) Kedung Cowek Surabaya City

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### ABSTRACT

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This study provides an in-depth examination of the implementation of health services and skills training programs at Rumah Anak Prestasi (RAP) Kedung Cowek in Surabaya. It focuses specifically on the provision of free services for children with disabilities. The background of this research arises from the increasing number of children with special needs (ABK) in society, coupled with the economic constraints faced by many families in accessing essential health services and skill training opportunities. RAP Kedung Cowek serves as a vital alternative, offering a range of free services, including eye examinations, ENT check-ups, occupational therapy, and various creative training programs, all at no cost to the families. The research employs a qualitative descriptive approach, utilizing data collection techniques such as in-depth interviews, direct observation, and documentation. Data analysis is conducted using George C. Edwards III's implementation theory from the book *Implementing Public Policy*, which encompasses dimensions of communication, resources, disposition, and bureaucratic structure. The findings of this research indicate that the implementation of the program has been facilitated through inter-party coordination, the strategic use of digital media, and the strong commitment of the implementers. However, several challenges persist, including communication that has not yet been fully optimized, despite showing signs of improvement, and a bureaucratic structure that lacks written Standard Operating Procedures (SOPs) and clarity in task distribution. This study underscores the importance of strengthening the communication system within the program to enhance its overall performance and reach.

### INTRODUCTION

People with disabilities, especially children, are a vulnerable group requiring special attention in fulfilling their rights, including access to healthcare and skills training. In urban settings, the increasing number of children with special needs (ABK) demands supportive policies and equally accessible programs, especially for families with limited economic resources. Financial constraints are often a major barrier to accessing basic healthcare services, routine therapy, and access to training that can support children's independence. The Surabaya City Government, through the Social Services Agency, is addressing this challenge by establishing Rumah Anak Prestasi (RAP), a child-friendly space for children with disabilities.

One of its units, RAP Kedung Cowek, is known for providing free eye and ear, nose, and throat (ENT) checkups, dental services, occupational therapy, and other services, as well as skills training programs such as drawing, dancing, and batik making. This program aims not only to support physical health but also to develop the potential and creativity of children with disabilities, enabling them to become more independent and accepted within the social environment. However, implementing an inclusive and sustainable program is not without its challenges. Technical issues such as sub-optimal communication between implementers, limited human resources, and the lack of written Standard Operating Procedures (SOPs) hinder program implementation.

Therefore, it is important to assess the extent to which the program has been implemented in accordance with its stated objectives. This study uses George C. Edwards III's policy implementation theory as an analytical tool. This theory outlines four key dimensions influencing implementation success: communication, resources, disposition, and bureaucratic structure. RAP Kedung Cowek is being implemented, as well as the challenges faced in providing inclusive services for children with disabilities. As the second largest city in Indonesia, Surabaya experiences an increasing number of disability cases each year. This phenomenon can be seen from the data presented in the diagram, which shows consistent growth in the number of people with disabilities year by year. This situation highlights the importance of providing adequate facilities and services to support the needs of people with disabilities in the city sustainably, ensuring that they have equal opportunities to access education, healthcare, and skill development programs. Moreover, it underscores the necessity for policymakers, service providers, and the community to work collaboratively in creating an inclusive environment that not only accommodates their basic needs but also promotes their active participation and empowerment in various aspects of urban life.

The Prestige Children's Home (Rumah Anak Prestasi/RAP) is a center designed to support the development and empowerment of children with disabilities through various services and facilities, including speech therapy, acupuncture therapy, behavioral and occupational therapy, as well as health

services covering general practitioners and specialists, physiotherapy, and spaces for creative activities such as painting, sewing, batik making, music, and modeling (Azzahra dan Vidya, 2024). Additionally, RAP also provides learning and counseling services, a minimarket, and a prayer room (mushola). RAP Kedung Cowek has several advantages compared to other RAP units. One of these is the availability of additional facilities including eye and ENT (Ear, Nose, Throat) consultation services, which are not found in RAP Nginden, Sonokwijenan, and RAP Dukuh Menanggal. RAP Kedung Cowek is expected to provide remarkable progress in supporting the development of children with disabilities (Superadio, 2023).

The narrative reported by [liputan6.com](http://www.liputan6.com) is as follows. The Prestige Children's Home (RAP) program is one of Surabaya City Government's initiatives to provide facilities supporting children's needs, including children with disabilities. This program is designed to create friendly and inclusive facilities so that people with disabilities can access services that meet their needs. This research focuses on the RAP program policy in providing facilities for people with disabilities at RAP Kedung Cowek. The research covers various policy stages, including planning, procurement, and facility management processes, as well as how these facilities are used to support the needs of people with disabilities. This study aims to provide an overview of facility provision designed in the RAP policy to meet the needs of people with disabilities, thereby supporting the creation of an inclusive and disability-friendly environment.

One of the policies supporting children with disabilities is the establishment of Rumah Anak Prestasi (RAP), which is regulated under Law Number 8 of 2016 concerning Persons with Disabilities. This law emphasizes the importance of providing equal rights for children with disabilities through facilities specifically designed to support their potential development. Rumah Anak Prestasi (RAP) symbolizes the city's commitment to expanding access for children with disabilities to obtain their basic rights, such as education and social protection. Surabaya, as one of the largest and most important cities in Indonesia, has taken various steps to create a more inclusive environment for children, especially those with disabilities. The city government strives to ensure that every child receives their rights in the fields of education, health, and social welfare. However, there are still various challenges that must be addressed to achieve this goal.

This aspect is highly relevant in the context of the Child-Friendly City policy, where the fulfillment of the right to education for all children, including children with disabilities, is a top priority. Local governments implementing this concept must ensure that children with disabilities are not only accepted in mainstream schools but also receive adequate support to optimize their potential development. This includes specialized training for teachers, the provision of physically accessible facilities, and the implementation of more inclusive and personalized teaching approaches.

Data on participants at Rumah Anak Prestasi (RAP) Kedung Cowek shows that the number of children participating in this program is spread across various levels of education. There are 69 participants at the toddler level, 51 participants at the kindergarten level, 204 participants at the elementary school level, 55 participants at the junior high school level, and 29 participants at the senior high school level. Additionally, there are 11 participants who have reached the

adult category. This data indicates that the RAP Kedung Cowek program is able to reach various ages and educational levels, with the highest number of participants coming from the elementary school level. This reflects the high demand for services at the elementary school age and the success of RAP in providing inclusive and comprehensive facilities for children with disabilities at various stages of development.

In this context, the city of Surabaya, through Rumah Anak Prestasi (RAP), provides a good example of providing disability-friendly facilities and involving children with disabilities in various self-development activities. RAP not only serves as a learning place but also as a space for children to explore their interests and talents. With facilities like RAP, it is hoped that children with special needs can achieve success and develop their potential without being hindered by physical or social barriers, allowing them to fully participate in society (Pramesti & Wibawani, 2024).

This program also demonstrates that when the community, government, and other stakeholders work together to support inclusive education, children with disabilities can achieve a better quality of life and gain equal access to education and self-development, thereby fostering their independence, enhancing their social integration, and empowering them to contribute actively to society in the future. In the long term, such collaborative efforts not only help eliminate barriers and stigma faced by persons with disabilities, but also create a more inclusive social environment where diversity is valued as a strength. Furthermore, the program serves as a model for sustainable development in the education and social sectors, proving that consistent commitment, adequate resources, and coordinated actions among stakeholders can lead to significant improvements in equality, human rights fulfillment, and the overall well-being of vulnerable groups.

The following is the schedule of services available at Rumah Anak Prestasi (RAP) Kedung Cowek. This information was obtained from direct sources, namely RAP Kedung Cowek, as well as through digital media such as the official Instagram account, and print media in the form of brochures distributed throughout the RAP location. The clarity and consistency of information from these various media sources are highly beneficial to the community, particularly individuals with disabilities and their families, in understanding operational hours and the types of services available according to their needs. To register at Rumah Anak Prestasi, parents or guardians of children with disabilities can come directly to the RAP office with a photocopy of their family card, parent/guardian ID card, and a disability certificate from a health facility, then fill out the registration form provided by the administrative staff.

## RESEARCH METHOD

This study aims to describe the Rumah Anak Prestasi Kedung Cowek Program in providing facilities for children with disabilities in Surabaya City, using a qualitative descriptive approach. According to Hardani et al. (2020:54), descriptive research aims to systematically and accurately depict phenomena, facts, or events, particularly related to the characteristics of a specific population or area. In qualitative research, sample selection is based on the situation, subjects, informants, and time, with the goal of obtaining as much information as possible (Hardani et al., 2020:274). Based on the research objectives, there are three types of research: exploratory, developmental, and verificative. This study falls

into the verificative category as it aims to test the truth of a phenomenon (Hardani et al., 2020:249). Therefore, this research uses a descriptive approach in qualitative methods to present data and facts in detail in both narrative and visual forms. It is hoped that the results of this study can provide a clear understanding of how the Rumah Anak Prestasi Kedung Cowek Program provides facilities for children with disabilities in Surabaya City.

The description of the location also includes geographical location, physical condition of the building (map), organizational structure, programs being run, and daily activities taking place within it. The selection of the location is based on factors of uniqueness, attractiveness, and its relevance to the issues being studied (Hardani et al., n.d.). This research was conducted at Rumah Anak Prestasi Kedung Cowek, located at Jl. Mohammad Noer No. 1, Bulak District, Surabaya. The research location includes the identification of the characteristics of the research site, reasons for location selection, and how the researcher can access it. Surabaya City has been awarded the title of Child-Friendly City (KLA), but still faces various challenges in fulfilling the rights of children with disabilities, especially in providing facilities that meet their needs. Although several facilities for children with disabilities are available, access to these services remains limited. Therefore, the Surabaya City Government established Rumah Anak Prestasi as a center for free training and talent development for children with disabilities. This program is expected to be a solution in improving accessibility and supporting the fulfillment of the rights of children with disabilities.

## RESULTS AND DISCUSSION

### 1. Relevance of the Program to the Needs of Beneficiaries

The programs implemented at Rumah Anak Prestasi (RAP) Kedung Cowek are highly tailored to the specific needs of children with disabilities in Surabaya. The center provides a comprehensive range of services, including healthcare access, such as ophthalmology and ENT consultations, which are often difficult for families to access elsewhere. In addition to healthcare, RAP Kedung Cowek offers skill-training programs aimed at improving cognitive, motor, and social abilities, as well as creative activities designed to nurture the children's talents and interests. Interviews with parents revealed that these programs significantly contribute to the improvement of their children's daily functioning and social participation. For instance, parents noted increased confidence, better communication skills, and more independence in children who regularly attend RAP programs. Accessibility measures, such as ramps, adaptive learning tools, and dedicated spaces for therapy, ensure that children with varying degrees of disability can actively participate. This alignment between program offerings and the actual needs of beneficiaries demonstrates the program's relevance, making it a critical support system for both children and their families.

The Kedung Cowek Children's Achievement Home (RAP) is a social service unit that facilitates people with disabilities, especially children with special needs, with a variety of integrated services. One of the main services provided is healthcare, which includes general health checks, eye examinations, and ear, nose, and throat (ENT) examinations. This service is provided free of charge as a form of commitment from the Surabaya City Government, through the Social Services Agency and the UPTD RAP Kedung Cowek, to ensure accessibility to healthcare for children with disabilities in Surabaya and the surrounding area.

In addition to providing health services, Rumah Anak Prestasi (RAP) Kedung Cowek also facilitates skills training services for children with special needs who are registered as program participants. This skills training aims to develop the potential and talents of each child so that they can be more independent and have confidence in their daily lives. The training is provided using methods that are tailored to the conditions and abilities of each child.

### 2. Institutional Capacity and Organizational Readiness

RAP Kedung Cowek demonstrates strong institutional capacity and readiness in the delivery of its programs. The center employs a multidisciplinary team consisting of trained medical personnel, dedicated caregivers, administrative staff, and volunteers, each with well-defined roles and responsibilities. Coordination among staff is facilitated through regular meetings, structured reporting systems, and clear standard operating procedures, which help ensure smooth program execution and effective monitoring of outcomes. Moreover, the availability of specialized facilities and learning materials supports the implementation of various interventions. Staff members are not only technically competent but also trained to engage empathetically with children with diverse disabilities, creating a supportive and responsive environment. The organization's readiness extends beyond operational capacity; it also includes the ability to adapt to unforeseen challenges, such as accommodating children with new or complex needs, demonstrating flexibility and resilience that are crucial for sustaining high-quality services.

### 3. Synergy between Beneficiaries and Program Executors

A key factor in the success of RAP Kedung Cowek is the active synergy between program executors and beneficiaries. Parents and children are encouraged to participate in the planning and implementation of activities, which fosters a sense of ownership and strengthens commitment. Communication is maintained through multiple channels, including face-to-face meetings, WhatsApp updates, and social media platforms, ensuring transparency and responsiveness. This participatory approach allows staff to tailor interventions to each child's individual abilities and preferences. For example, children who show a particular interest in arts are guided through creative projects that enhance both their fine motor skills and self-expression. Parents reported feeling more empowered and knowledgeable about supporting their children's development, while children displayed increased enthusiasm and participation. This dynamic interaction strengthens trust between staff and beneficiaries, enhances program adherence, and contributes to both skill development and overall well-being of the children.

### 4. Challenges and Opportunities in Program Implementation

Despite its achievements, RAP Kedung Cowek faces several challenges in the implementation of its programs. Limited financial and human resources sometimes constrain service delivery, and staff workload can affect the consistency of activities. Engagement levels among families vary due to logistical or personal constraints, and communication gaps occasionally hinder the efficiency of program coordination. Furthermore, technical limitations, such as the availability of specialized equipment or therapy materials, can impact service quality. However, these challenges also present significant opportunities for improvement and innovation. Strengthening

staff training, optimizing resource allocation, and developing partnerships with local organizations can enhance program capacity. Additionally, RAP Kedung Cowek utilizes promotional strategies, such as Instagram, community outreach, brochures, and social events, to increase awareness and attract more participants. By strategically addressing these challenges and leveraging available opportunities, the program can ensure long-term sustainability, expand its reach, and continue providing meaningful support for children with disabilities in Surabaya.



**Picture 1.** Instagram RAP Information Media

Source: Instagram @rap.surabaya

This event was a chance for kids with disabilities to show off their talents and potential to the public. The kids in the RAP program took part in different performances, like storytelling with sign language, dancing, a kids' band, and even a creative fashion show. Plus, there were activity booths showing off the kids' work from the skills training at RAP Kedung Cowek.

Research on the implementation of the Health Services and Skills Training Program for Persons with Disabilities at Rumah Anak Prestasi (RAP) Kedung Cowek, Bulak District, Surabaya City, shows that this program is a strategic step taken by the Surabaya City Government as a form of concern for children with special needs. This program is designed to provide free access to health services and skills training for persons with disabilities, with the aim of supporting their growth and development as well as encouraging their independence. In this context, RAP Kedung Cowek serves as a service center that not only provides health check-ups but also skills training that can help children with special needs to interact and participate in society. Activities conducted at RAP Kedung Cowek include various services, such as eye and ENT check-ups, occupational therapy, and creative skills training such as drawing, dancing, and batik making. All these services are provided at no cost, making them accessible to the community in an inclusive and comprehensive manner.

In its implementation, this program involves various parties, including the UPTD Social Service, medical personnel, educators, facilitators, and active support from the parents of children with special needs. Additionally, RAP Kedung Cowek collaborates with disability communities, volunteers, and other social organizations to support the sustainability of activities. The surrounding environment is also involved to create a disability-friendly social ecosystem that supports the inclusion process in society. This research aims to outline and analyze the successes and challenges in the implementation of the Health Services and Skills Training Program at RAP Kedung Cowek. Several obstacles were found in the field, such as the limited availability of medical personnel who sometimes cannot attend according to the service schedule, as well as the absence of a newly documented organizational structure. Nevertheless, overall, the implementation of this program has been running well and has had a positive impact on participants and the surrounding environment. The

discussion in this research refers to the main indicators of policy implementation according to George C. Edwards III, namely communication, resources, disposition, and bureaucratic structure that influence both the success and obstacles in the program's administration.

**Communication:** In the context of policy implementation, communication serves as a bridge for conveying information from policymakers to policy implementers. At RAP Kedung Cowek, policy communication occurs through three main dimensions: transmission, clarity, and consistency. The process of transmitting information is conducted in stages and involves many parties, starting from the UPTD Social Service to the parents of children with special needs. Program socialization is carried out through direct meetings with parents, explaining that services can be accessed for free. Clarity in communication is crucial for implementers and participants to understand the goals, mechanisms, and benefits of the program. Consistency in conveying information is also maintained through regular coordination, ensuring that any schedule changes can be communicated quickly. This ensures that all involved parties receive accurate and timely information, which in turn enhances the trust and participation of parents and children in the program.

**Resources:** Resources are an important factor in the successful implementation of public policy. At RAP Kedung Cowek, the availability of human resources, budget, facilities, and information greatly supports the implementation of the program. The supporting personnel involved consist of volunteers, internship students, medical staff, and administrators. Although there are challenges in the availability of medical personnel, good communication ensures that parents remain informed of the latest updates. The budget resources are centrally managed by the Social Service, and although limited, support from other agencies helps meet operational needs. Adequate facilities are also provided to support activities, allowing children to learn and interact in a safe environment. The availability of good infrastructure and facilities is a key supporting factor in the successful implementation of services for persons with disabilities at RAP Kedung Cowek.

**Disposition:** The disposition or attitude of policy implementers significantly affects the success of program implementation. At RAP Kedung Cowek, the supporting personnel, medical staff, and volunteers demonstrate a high level of care and dedication. They do not merely perform their duties but also feel that this work is a form of social service. Despite the absence of material incentives, the motivation to help children with special needs is the main driving force. Parents of participants also provide positive testimonials regarding the attitudes and services received, indicating that program implementers possess high empathy and concern. This positive disposition creates a supportive atmosphere for children to develop and feel accepted in their social environment.

**Bureaucratic Structure:** An efficient bureaucratic structure is essential for the smooth implementation of policies. At RAP Kedung Cowek, although there is no formal documentation regarding the organizational structure, a structured and collaborative work pattern has been established. Coordination among the involved parties is functioning well, and communication is conducted through WhatsApp groups to ensure that all parties receive the same information. However, there is a need for efforts to formally document the organizational structure to ensure the sustainability of the program.

This is important to ensure that any changes in management or implementers do not disrupt the continuity of the program.

Overall, the implementation of the Health Services and Skills Training Program at RAP Kedung Cowek aligns with George C. Edwards III's theory. Although there are some obstacles, such as the limited availability of medical personnel and the lack of written SOPs that will later serve as a reference for program implementation, this program continues to run well and has a positive impact on children with special needs and the surrounding community. The success of this program highlights the importance of collaboration, good communication, and commitment from all parties involved. This research also recommends the need for strengthening documentation and organizational structure, as well as developing an incentive system to maintain the motivation of program implementers. With these steps, it is hoped that the program can continue and provide greater benefits for children with special needs in Surabaya City.

Thus, this research not only provides an overview of the program's implementation but also highlights the importance of support from various parties to create an inclusive and friendly environment for persons with disabilities. This serves as a foundation for the development of better policies in the future, as well as efforts to improve the quality of life for children with special needs in society.

## CONCLUSION

The implementation of the Health Services and Skills Training Program at Rumah Anak Prestasi (RAP) Kedung Cowek, it can be concluded that:

1. Communication in this program has been quite successful. The transmission of information is conducted in a hierarchical manner from the UPTD, RAP admin, to the parents of children with special needs (ABK). Information is conveyed in detail and structured, both through direct meetings and media such as WhatsApp. However, there are still instances where sudden information arises, necessitating adjustments in the field.
2. Resources are deemed to successfully support the implementation of the program. This is evident from the availability of competent facilitators and instructors, centralized budget management by the relevant department, and community self-support. The facilities used are adequate, such as therapy rooms and training spaces that are utilized free of charge. The information and authority given to the implementers are also quite clear. Nevertheless, funding limitations remain a challenge, particularly in the periodic provision of therapy equipment.
3. The disposition of the implementers shows successful results. The facilitators, admin staff, and instructors exhibit friendly, patient, and committed attitudes in guiding the children. Although they do not receive material incentives regularly, their motivation remains high through a spirit of mutual cooperation and social concern.
4. The bureaucratic structure is functioning quite well. The division of tasks among the admin, facilitators, medical personnel, and instructors is clear. Regular coordination is conducted; however, there are still challenges in the field, such as medical personnel occasionally canceling schedules unexpectedly. The SOPs used are flexible, adjusting to the needs of the children, but not all are formally documented.
5. Overall, the implementation of the Health Services and Skills Training Program at Rumah Anak Prestasi Kedung

Cowek can be categorized as successful. The program operates well with good communication, adequate resources, positive attitudes from implementers, and a clear bureaucratic structure. However, improvements are needed regarding procedural documentation and incentive support to ensure more optimal and sustainable implementation. The conclusion reflects the answers to the hypotheses and/or research objectives or scientific findings obtained. The conclusion should not merely repeat the results and discussions but should summarize the findings as expected in the objectives or hypotheses. If necessary, at the end of the conclusion, it may also include actions to be taken related to the subsequent ideas from the research.

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