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Implementation of Disability-Friendly Population Services: A Model for Inclusive and Accessible

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ABSTRACT

This study focuses on the implementation of the population document facilitation service program (NASI UDUK PEDAS) at the Population and Civil Registration Office of Trenggalek Regency in an effort to maintain orderly administration in various vulnerable groups. This study uses a qualitative descriptive approach with data collection techniques through in-depth interviews with key informants, including Disdukcapil staff and disability companions, as well as document analysis and direct observation. Data sources include primary and secondary data collected through observation, documentation, and interviews. Data analysis techniques include data collection, data condensation, data presentation, and drawing conclusions. The results show that the Population and Civil Registration Office of Trenggalek Regency has implemented the NASI UDUK PEDAS program to realize orderly administration, which focuses on outreach services for people with disabilities. However, implementation in the field faces several challenges such as the lack of standard operating procedures, obstacles from families, program consistency, budget efficiency, and geographical conditions. From this analysis, the main recommendations given include creating standard operating procedures, providing more routine socialization, and creating a consistent service schedule every month.

INTRODUCTION

Public services are a crucial element in state administration and national development efforts, aimed at meeting the needs and expectations of citizens in an effective, appropriate, transparent, and fair manner. The quality of public services significantly impacts public satisfaction with government and also serves as a key indicator of governance quality. However, in practice, various problems such as complex bureaucratic procedures, unclear regulations, and the lack of technology often hinder the improvement of these services. Quality services mean meeting the expectations of all stakeholders, including service providers and the public as recipients. By providing high-quality services, the state's aspiration to improve shared prosperity can be achieved. In this context, public services are facilities provided to the public in the procurement of goods and services. Providing basic rights and essential needs for every citizen through public services is a primary obligation of the government (Ummah, 2019).

One important effort to realize the principle of justice and equality in access to various public services is inclusive service. This aligns with one of the main focuses of the SDGs, particularly Goal 10, which is the effort to reduce disparities both domestically and internationally. Furthermore, the SDG framework emphasizes the commitment to ensure social, economic, and political inclusion for all individuals, without discrimination based on age, gender, disability, race, ethnicity, origin, religion, economic status, or other factors. SDG 10 calls for the elimination of discriminatory practices, laws, and policies to provide equal opportunities and reduce disparities, especially for the most vulnerable and marginalized groups. The main principles of the Sustainable Development Goals (SDGs) are diversity and inclusion. This concept is not only an important component of the specific SDGs but also part of a broader framework, which emphasizes the importance of a fair and inclusive approach in every aspect of development. To realize the vision of the SDGs, pursuing diversity and inclusion is crucial. These principles are not limited to specific goals, but are integrated within a broad framework, demonstrating that a just, sustainable, and prosperous world can only be achieved if everyone has the opportunity to contribute to and benefit from development. The SDGs recognize that addressing inequality, empowering marginalized groups, and ensuring inclusive participation are key to sustainable development (Sholichah et al., 2025).

The basic principles and standards for the delivery of public services in Indonesia are regulated by Law Number 25 of 2009. Equal treatment or non-discrimination is one of the 12 aspects that determine the implementation of public services. To ensure that every citizen has equal access to government services, the principle of non-discrimination is crucial. This means that everyone has the right to receive fair public services, without discrimination or unequal treatment based on factors such as religion, ethnicity, social class, gender, socio-economic status, or political affiliation. The implementation of public services without discrimination demonstrates the state's commitment to creating an inclusive and democratic system of government that respects diversity and the fundamental rights of every individual. This approach requires service providers to operate with high professional standards, strict objectivity, and full respect for individual rights (Undang-Undang Republik Indonesia Nomor 25 Tahun 2009 Tentang Pelayanan Publik, 2009).

Article 20 of Law Number 25 of 2009 concerning Public Services (Undang-Undang Republik Indonesia Nomor 25 Tahun 2009 Tentang Pelayanan Publik, 2009) emphasizes that community and related party participation in the implementa-

tion of public services is carried out together with non-discriminatory principles, related to the type of service, competence, deliberation, and attention to diversity. To ensure that every citizen, including vulnerable groups such as people with disabilities, has equal and fair access to services provided by the government and public institutions, non-discriminatory public services are very important. According to Article 5 of Regulation of the Minister of Administrative and Bureaucratic Reform Number 11 of 2024, people with disabilities refer to those who experience physical, intellectual, mental, or sensory limitations for a long period of time facing challenges and difficulties in participating fully with fellow citizens based on equal rights (Peraturan Menteri Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi Republik Indonesia Nomor 11 Tahun 2024 Tentang Penyelanggaraan Pelayanan Publik Ramah Kelompok Rentan, 2024). People with disabilities often face various physical, social, and cultural challenges that prevent them from fully enjoying public services. This requires a strong commitment from the government to eliminate physical and non-physical barriers that hinder access to public services. By implementing inclusiveness, the government can not only ensure social justice but also improve quality of life, social cohesion, and trust in government (Chairunnisa & Sulistio, 2025).

Inclusive services are closely related to Human Rights (HAM), as they affirm the principle of respecting, protecting, and fulfilling the rights of every citizen, including those with special needs. In the context of Human Rights (HAM), inclusive services are a concrete implementation of basic human rights to receive fair and non-discriminatory public services. Inclusive services reflect social justice and respect for human dignity, in accordance with the normative framework of Human Rights (HAM) recognized both nationally and internationally (Farhan & Suherman, 2024).

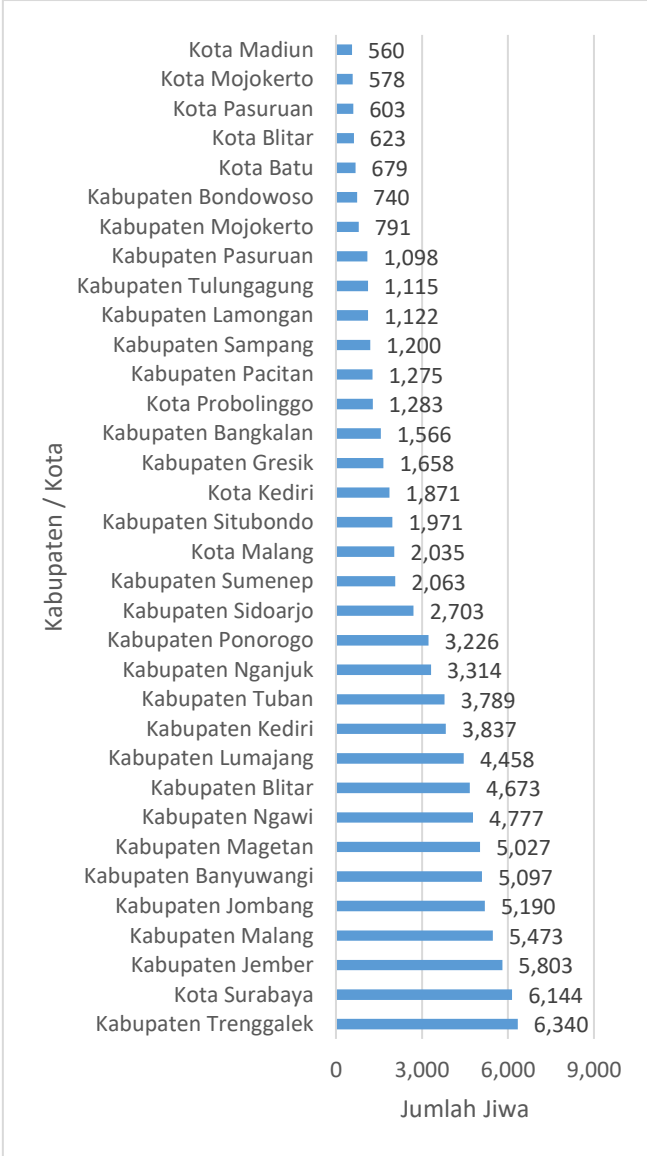
In terms of scope, public service delivery encompasses all aspects of life, from birth to death. Population administration, according to Law Number 24 of 2013 is a series of activities for organizing and regulating the issuance of population documents and data through Population Registration, Civil Registration, management of population administration information, and utilization of the results for public services (UU Republik Indonesia Nomor 24 Tahun 2013 Tentang Administrasi Kependudukan, 2013). Population administration services can also be interpreted as services related to the arrangement and regulation of population documents and data (Berlianto & Muljanto, 2024). Orderly population administration is crucial to ensuring that current data remains accurate, secure, and consistent. This ensures that this data can be used effectively to achieve public goals and national progress. Without proper population administration, data-driven decision-making becomes more difficult and threatens the efficiency of government and public services (Purwanti & Suharyadi, 2018).

Inclusive public services are certainly a fundamental right for all people. This is in line with Trenggalek Regency's strong commitment to realizing friendly and accessible public services for people with disabilities, so that Trenggalek Regency received the Best Inclusive Regency award in 2023 from the Governor of East Java at the Commemoration of International Day of Persons with Disabilities and the 2023 East Java Provincial Inclusion Meeting. Mr. Edy Supriyanto, Secretary of Trenggalek Regency, stated that the award is a result of the hard work of the entire Trenggalek community. Because realizing an inclusive district requires commitment from various parties, not just the government.

Due to this urgency, the Population and Civil Registration Office of Trenggalek Regency has created a public service innovation aimed at people with disabilities, namely the Population Document Facilitation Service for People with Disabilities (NASI UDUK PEDAS) which was established by the head of the office through Decree of the Head of the Population and Civil Registration Office of Trenggalek Regency Number 470/90/406.017/2022. In this program, several services are provided to people with disabilities, namely the issuance of biodata, issuance of Family Cards (KK), issuance of KTP, issuance of Child ID Cards (KIA), and biometric recording (Dinas Kependudukan dan Pencatatan Sipil Kabupaten Trenggalek, 2022).

In reality, accessibility to inclusive services for people with disabilities still faces various challenges and obstacles. The graph below illustrates the number of people with disabilities in each district/city in East Java Province in 2023.

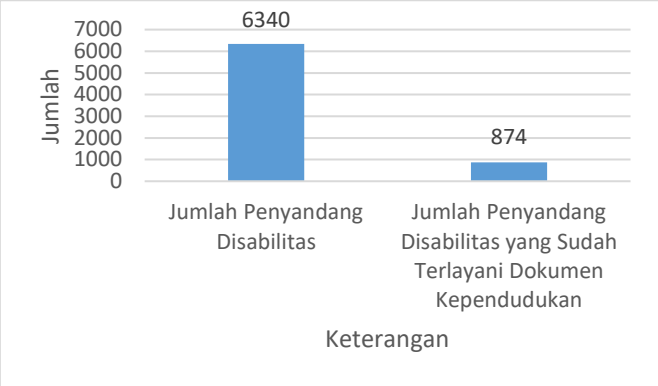
Table 1. People Disabilities in in East Java Province 2023



Based on the data above, Trenggalek Regency ranks first with a total of 6,340 people with disabilities according to the Trenggalek Regency P3A Social Service. This number is higher compared to other regencies and cities. In the context of inclusive development, data on people with disabilities in

Trenggalek Regency is a primary concern for the local government, especially considering Trenggalek Regency's achievement as the Best Inclusive Regency in 2023. Data submitted by the Trenggalek Regency P3A Social Service shows that people with disabilities reached 6,340 people as of 2023, with the largest number in Panggul District.

Table 2. Trenggalek Regency P3A Social Service



This visual illustration depicts the contrast between the total number of individuals with disabilities and the number of those who have received services related to population documents. This data analysis reveals that approximately 5,466 individuals with disabilities still do not have access to these services. To achieve this inclusion target, the Population and Civil Registration Office of Trenggalek Regency needs to develop a population administration mechanism that is inclusive and easily accessible to groups with disabilities. After observing the problems encountered in the NASI UDUK PEDAS program, the author is interested in analyzing and describing the program's implementation.

RESEARCH METHODS

This research uses a qualitative approach and uses descriptive methods. According to Sugiono (2013) Qualitative research method is an approach based on the philosophy of postpositivism, which is applied to study objects in natural conditions, where the role of the researcher is very important. The author chose to use a qualitative descriptive method to understand and explain how well the population document service program for people with disabilities (NASI UDUK PEDAS) at the Population and Civil Registration Office of Trenggalek Regency. In this study, the researcher chose to focus on the implementation of the population document facilitation service program for people with disabilities (NASI UDUK PEDAS) at the Population and Civil Registration Office of Trenggalek Regency, which was analyzed using the policy implementation theory according to Ripley and Franklin, which includes three factors, namely apparatus compliance, smoothness & absence of problems, and performance (Kadji, 2015). This study uses primary data sources including observation, interviews, and documentation. Secondary data sources include internal data, websites, news, journals, and books. Purposeful sampling was used to select informants. Data analysis employed the interactive model of Miles, Hubermen, and Saldana (Huberman & Miles, 1992). The data validity standard used in this study is the credibility test.

RESULTS AND DISCUSSION

Public services for people with disabilities are a manifestation of the state's commitment to the principles of inclusivity and equality, as mandated by Law Number 8 of 2016 concerning Persons with Disabilities and Government Regulation Number 39 of 2020 concerning Basic Services for Persons with Disabilities. In Indonesia, population documents such as Family Cards (KK), Birth Certificates, e-KTPs, and Death Certificates often pose challenges for this group due to physical, sensory, or cognitive barriers, such as non-wheelchair-friendly building accessibility, complicated bureaucratic procedures, or a lack of officers trained in sign language and braille communication (Peraturan Pemerintah Republik Indonesia Nomor 39 Tahun 2O2O Tentang Akomodasi Yang Layak Untuk Penyandang Disabilitas Dalam Proses Peradilan, 2020). Disability-friendly public services emphasize a reasonable accommodation approach, namely service adjustments such as home service, voice-based digital applications or reading screens, and priority facilitation at no additional cost, as implemented in the NASI UDUK PEDAS (Population Document Facilitation Service for the Disabled) program at the Population and Civil Registration Office (Disdukcapil) of Trenggalek Regency. This implementation not only improves accessibility with a target of issuing 1,000 documents per year but also reduces administrative disparities that can hinder the basic rights of people with disabilities, such as access to social assistance, education, and health care. However, challenges such as limited human resources, uneven digital infrastructure, and public awareness remain major obstacles, necessitating strengthened regulations, officer training, and cross-sector collaboration to achieve truly disability-friendly and sustainable public services.

According to the World Health Organization (WHO), disability refers to a limitation of ability due to a physical impairment. Furthermore, the term "disability" is also used as a more sensitive alternative to refer to those with this limitation. This term is widely used by groups concerned with people with disabilities and is currently the more common terminology. People with disabilities are grouped into several categories with varying definitions to facilitate the determination of assistance provided to them so they can experience optimal growth and development. Law Number 8 of 2016 Article 1 (UU Republik Indonesia Nomor 8 Tahun 2016 Tentang Penyandang Disabilitas, 2016) lists four classifications of people with disabilities, namely physical, sensory, intellectual, and mental disabilities (Adellia Oktavianes et al., 2024).

The Convention on the Rights of Persons with Disabilities (CRPD) is an international human rights instrument that contains regulations regarding the respect, promotion, fulfillment, and protection of the rights of persons with disabilities. In everyday life, people with disabilities are closely related to the discriminatory treatment they experience. This discriminatory treatment is contrary to human rights. In general, discriminatory treatment is caused by negative awareness about people with disabilities, which stems from a societal mindset dominated by normality. Differences from normal conditions lead to people with disabilities being given negative labels, a process of stigmatization (Pasciana, 2020).

Compliance of Apparatus for the NASI UDUK PEDAS Program of the Population and Civil Registration Service

Compliance among civil servants is a crucial aspect in the provision of effective and accountable public services. Notoatmodjo (2003) states that compliance is a change in behavior from one that does not comply with regulations to one that complies with regulations (Yuliansyah & Munandar, 2017).

State officials are obligated to comply with all applicable laws and regulations, standard operating procedures, and codes of ethics in carrying out their public service duties. When officials implement public service programs in compliance with applicable regulations, service quality is guaranteed, potential irregularities are minimized, and public trust in the government is increased. State official compliance is not merely a formal obligation but also a key foundation for good governance and excellent public service for all levels of society (Yunni, 2020).

This finding aligns with research conducted by the author at the Population and Civil Registration Office of Trenggalek Regency. Based on the results, the author found that state officials' compliance with the NASI UDUK PEDAS program is a crucial indicator in assessing the program's implementation to serve people with disabilities. In this context, state officials' compliance is measured not only by the existence of standard operating procedures and officer discipline, but also by the officers' handling of various disability categories and the guarantees provided. These indicators will determine the success of the NASI UDUK PEDAS program.

In this case, the compliance of the apparatus in the implementation of the NASI UDUK PEDAS program is said to be implemented but not optimal, which includes employee discipline in program implementation, guarantees provided, and handling of various categories of disabilities. The NASI UDUK PEDAS program does not yet have a written standard operating procedure. Written SOPs in a program are very important because they serve as clear and structured guidelines for all employees in carrying out their duties, so that each work step can be carried out consistently and on time without relying on individual memory or interpretation. With SOPs, the risk of errors or omissions can be minimized because each process has established operational standards, from receiving complaints to handling services. In addition, SOPs are an effective training tool for employees who are new to the service, speeding up the orientation process and ensuring that all employees have the same understanding of the procedures to be followed. SOPs also support performance monitoring and evaluation activities, because each activity can be measured against predetermined parameters, allowing management to identify areas that need improvement and make continuous improvements. Thus, well-documented SOPs are the foundation for the quality, efficiency, accountability, and sustainability of the program. This requires more attention from the Population and Civil Registration Service of Trenggalek Regency to realize structured services.

Smoothness and No Problems with the NASI UDUK PEDAS Program of the Population and Civil Registration Service

Smoothness and the absence of problems are important benchmarks for assessing the success of a public service program, as they reflect the extent to which the service can run optimally without any obstacles. Smoothness in this context means that the entire service process proceeds without any lasting obstacles. Meanwhile, the absence of problems means that no significant problems arise during program implementation. When a service program runs smoothly and without problems, public satisfaction increases, program objectives are achieved optimally, and a positive image of the agency in the public eye is fostered. Therefore, these factors are a primary focus in the implementation of every public service program, as both are a clear reflection of successful good governance (Tunnisa & Aslim, 2025).

In the research results, the author found several problems in the implementation of the NASI UDUK PEDAS program. These include resistance from persons with disabilities and their companions, the consistency of the program's implementation, the budget for the NASI UDUK PEDAS program, and geographic conditions that could impact its implementation. These problems have resulted in the suboptimal implementation of the NASI UDUK PEDAS program. Many people with disabilities still refuse to be recorded, and caregivers often conceal the condition of their children or siblings. The social conditions of people with disabilities are a significant factor that can hinder the success of a service program, creating various structural and beha-vioral barriers that limit their access. One major obstacle is the stigma and discrimination that persists in society, where people with disabilities are often underestimated or considered unable to fully participate in social life, making them reluctant or afraid to participate in services.

The NASI UDUK PEDAS program is also inconsistent in its implementation. It is not held regularly every month because it waits for a large number of complaints to be received to ensure efficient budget management. Consistency in a service program is a fundamental aspect that determines the success and sustainability of an organization in providing services. When a service program is implemented consistently, it creates a reliable and predictable experience, allowing trust and satisfaction to build slowly but surely. Consistency also makes it easier for organizations to measure program success because the performance parameters used remain stable and can be compared over time.

In the implementation of the NASI UDUK PEDAS program, geography also poses a barrier. Trenggalek Regency is predominantly mountainous, making implementation of the NASI UDUK PEDAS program challenging. Geographical conditions also impact internet connectivity, as this service requires a good internet connection for smooth registration of civil registration documents. Therefore, the smooth and problem-free implementation of the NASI UDUK PEDAS program is considered to be implemented, but not optimally. The problems that occurred in the implementation of the NASI UDUK PEDAS program must be the subject of evaluation by the Population and Civil Registration Service of Trenggalek Regency so that the next implementation can be more optimal.

Performance of the NASI UDUK PEDAS Program of the Population and Civil Registration Service

Performance is a crucial factor in measuring the success of a public service program. This factor encompasses the extent to which the program has achieved its objectives. Through regular performance measurement, agencies can conduct ongoing program evaluations, improvements, and developments to ensure that public services provide maximum benefits to the public and support an improved quality of life for citizens (Prasetyo & Kurniawati, 2025).

In the context of implementing the NASI UDUK PEDAS program, performance factors are measured through several aspects: employee service capabilities, human resource development for service delivery, targets and realization, and expectations from the NASI UDUK PEDAS program. The research findings indicate that the performance of the NASI UDUK PEDAS program can be considered well-imple-

mented. Employees possess strong skills in providing services to people with disabilities. To develop these skills, employees participate in technical guidance training organized by the agency. Employee skills in implementing a service program are a crucial factor in determining the success and quality of services provided to recipients. Competent and skilled employees are able to carry out their duties effectively and provide services that meet or even exceed recipient expectations. These capabilities encompass not only technical knowledge but also interpersonal skills such as effective communication, empathy, and problem-solving skills when faced with unexpected situations. When employees possess adequate capabilities, the risk of operational errors can be minimized and satisfaction levels significantly increase.

In practice, implementation sometimes falls short of established targets. This is due to the inherent difficulty of managing disabilities. Individuals with intellectual disabilities take longer to understand information or instructions, requiring staff to be patient and able to explain things in simpler terms. Autism, which includes difficulties with social interaction, sensitivity to sensory stimuli, and the need for consistent routines, can impact the way individuals with autism respond to services, causing them to feel anxious and uneasy in unfamiliar environments. Persons with disabilities and staff hope that the NASI UDUK PEDAS program will continue to run optimally and reach all individuals with disabilities in Trenggalek Regency.

The NASI UDUK PEDAS program is a public service initiative that plays a crucial role in ensuring that individuals with disabilities can access civil registration documents easily and without significant obstacles. With optimal implementation, the NASI UDUK PEDAS program can minimize the bureaucratic obstacles frequently faced by individuals with disabilities. An optimal program also reflects the government's commitment to providing inclusive and non-discriminatory public services, where every individual, regardless of physical condition, can enjoy their civil rights with dignity. More than just an administrative service, optimizing the NASI UDUK PEDAS program represents a concrete step toward building a more just and equitable society, where complete population documents will open access for people with disabilities to various services.

Based on the discussion above, conclusions can be drawn from this study using the research findings matrix below.

Table 3. Research Fokus and Result

No	Research Focus	Research result
1	Compliance of the apparatus	Implemented but not optimal
2	Smoothness and no problems	Implemented but not optimal
3	Performance	Implemented

The table above explains that the NASI UDUK PEDAS program has been implemented but is not optimal. From the results of this study, there are several things that can be done by the Population and Civil Registration Office of Trenggalek Regency to maximize the service, namely creating a Standard Operating Procedure (SOP) for the NASI UDUK PEDAS program from the initial reporting to the implementation of the service. This SOP serves as a reference in the implementation of the NASI UDUK PEDAS program so that it can be directed, providing more routine socialization, especially to disabled companions who still refuse this service. This aims to provide understanding and get closer to them so that they are orderly in population administration, and create a routine service schedule every month while still paying attention to the budget, so that the NASI UDUK PEDAS program can be consistent. Thus, the service will be more optimal and in accordance with the targets to be achieved.

CONCLUSION

The conclusion of this study is based on three indicators, namely: 1) Compliance of the Trenggalek Regency Population and Civil Registration Office apparatus is still not optimally implemented. This is reflected in the absence of SOPs as a reference for program implementation. To improve apparatus compliance, SOPs are needed to provide a reference for program implementation. 2) Smoothness and problems still often occur in program implementation. This is reflected in family resistance, inconsistency in service, budget efficiency, and geographical conditions that hinder service. To improve service, the Population and Civil Registration Office provides more routine socialization and creates a consistent service schedule. 3) The performance of the Trenggalek Regency Population and Civil Registration Office shows positive results in population administration services for people with disabilities.

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