



The Yogyakarta City Government's Policy in Realizing an Inclusive City for People with Disabilities

Danik Ummu Izzah^{*a}, Muhammad Eko Atmojo^a

^aProgram Studi Ilmu Pemerintahan, Fakultas Ilmu Sosial dan Ilmu Politik, Universitas Muhammadiyah Yogyakarta, Daerah Istimewa Yogyakarta, Indonesia

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ABSTRACT

The digest of the findings of this article aims to analyze the implementation of inclusion policies for people with disabilities in Yogyakarta City, in accordance with Law Number 8 of 2016 and Regional Regulation Number 4 of 2019, using Merilee S. Grindle's theory which emphasizes the alignment between policy content and implementation context. The method used is a qualitative case study approach applied by collecting data through field observations, and in-depth interviews with relevant Regional Apparatus Organizations (OPD). The results show that despite various initiatives, such as the establishment of the Inclusive Kemantren Forum (FKI) and the development of disability-friendly infrastructure, challenges are still faced in cross-sector coordination and the availability of accessible public facilities. Therefore, increased synergy between the government, private sector and communities is deemed necessary to ensure effective policy implementation. In conclusion, although progress has been made in building an inclusive city, continuous improvements in regulations, infrastructure, and public participation are still needed to achieve optimal inclusivity for people with disabilities in Yogyakarta City.

Key word: Policy; Inclusive City; People with Disabilities; Accessibility.

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Coresspondence email : danikummuizzah@gmail.com

1. INTRODUCTION

People with a disability is any individual who faces long-term physical, intellectual, mental, and sensory limitations who still experience some obstacles and difficulties in interacting with their surrounding environment to fully and actively participating in society, Azzahra (2020). In the book written by Luhpuri & Andayani (2019), it is explained that since March 2010, the term "cacat" (defect) has been replaced with the word "disabilitas" (disability), and disability is a general term that encompasses activity limitations, and impairments in participation. In Indonesia, it is estimated that around 10% of the total population are people with disabilities, including those with physical, visual, hearing, and intellectual impairments. They are often hampered by accessibility issues in public infrastructure and social discrimination. As stated by Siregar et al. (2022), "There are still many public facilities that are not disability-friendly, hindering their mobility and participation in society." Despite having the same potential, these limitations interfere with their quality of life and contribution to development.

It is important for governments and communities to create an inclusive environment through policies and programs that support equal access to education, employment and healthcare services. According to Law No. 8/2016 on Persons with Disabilities, "every person with a disability is entitled to equal opportunities to participate in the life of society, nation and state, Indonesia (2016). In the period from 1993 to 2022, Indonesia was among the countries praised in the Decade Evaluation of Persons with Disabilities in the Asia-Pacific region for its special attention and concern for people with disabilities, Irwanto et al. (2010). And as one of the most important cultural cities and tourist destinations in Indonesia, Yogyakarta City has a great responsibility to create an inclusive environment for all individu, including people with disabilities. This shows the importance of the city's commitment to creating accessibility for all citizens. As part of its efforts, the city of Yogyakarta has declared itself an inclusive city since 2014, by establishing the Committee for the Protection and Fulfillment of the Rights of People with disabilities.

The city government considers persons with disabilities as the most vulnerable group, which has not been adequately accommodated in policies compared to other vulnerable groups such as women, children, the elderly, and the poor, Putra (2024). As expressed by Suyanto (2020) "pro-disability policies must be consistent in its implementation essential to guarantee that people with disabilities receive their rights and can actively participate in society." To achieve these goals, the Yogyakarta City Government has implemented Regional Regulation No. 4/2012 on the Protection and Realization of the Rights of Persons with Disabilities and Regional Regulation No. 4/2019 on the Promotion and Protection of the Rights of Persons with Disabilities.

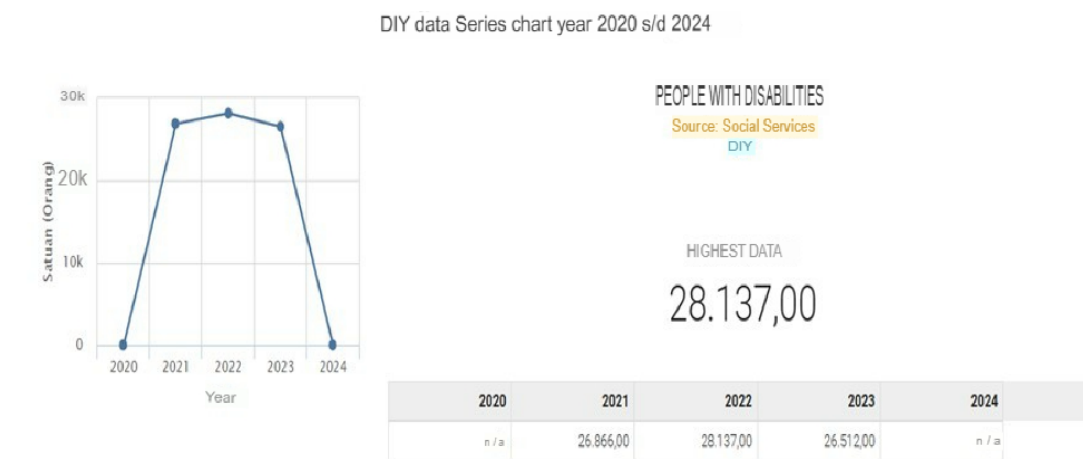


Figure 1. Data Graph of the Number of Persons with Disabilities in Yogyakarta City in the Last 5 Years

In the last five years, the number of people with disabilities in Yogyakarta City has shown a significant increase. Data from the Yogyakarta Special Region Social Service recorded 26,866 people with disabilities in 2020. According to the Central Bureau of Statistics, "the increase in the number of people with disabilities can be indicated as a result of increased awareness of the community and government" Badan Pusat Statistik Provinsi Yogyakarta (2021). By 2022, the number of people with disabilities increased to 28,137. The Ministry of Social Affairs states that "this increase shows that more individuals are registered and gaining access to services." Kementerian Sosial Republik Indonesia (2022). By 2023, the number will reach around 29,000 individuals, reflecting the continued efforts of government and non-government organizations in improving support and accessibility for people with disabilities. Accessibility itself is an essential need for persons with disabilities and is a part of human life. Therefore, people with disabilities should be able to move freely to various places they wish to go, Perdana (2020).

A public policy is the basis of government administration. It creates rules, regulations, and policies for the advancement of society, Wajdi & Andryan (2022). It involves government decisions in addressing problems, allocating resources, and promoting the common good that arise from the interaction of social, economic, and political factors, requiring comprehensive research, stakeholder engagement, and deliberation, Zulkenedi et al. (2023). The same applies to people with disabilities, policies that support the disabilities are essential to creating an inclusive and welcoming society. With around 10% of Indonesia's population counted as people with disabilities, addressing their rights and needs is not just a moral obligation, but also a crucial step in achieving social justice. The implementation of pro-disability policies will ensure that people with disabilities can actively participate in all aspects of life, from education to employment. This not only improves their quality of life, but also empowers them to contribute maximally to the development of society. By raising awareness and implementing effective policies, we can drive

positive change and create an environment where all individuals, without exception, have equal opportunities to thrive.

This finding aims to analyze the implementation of disability-inclusive policies in the Yogyakarta City Government. Using Merilee S. Grindle's policy implementation theory that emphasizes the alignment between policy content and implementation context, this article specifically asks the question "How is the implementation of disability inclusive policies in the Yogyakarta City Government, in accordance with Law No. 8 of 2016 and Local Regulation No. 4 of 2019, and how is the alignment between policy content and implementation context in the perspective of Merilee S. Grindle's theory?". These questions guide efforts to understand how existing policies are translated into action in the field and what contextual factors influence their success in realizing a disability-inclusive city.

The findings of this article aim to provide information and data based on field facts that have been reviewed as a basis for further policy evaluation and implementation. Communities, professionals, and non- governmental organizations have an important role in maintaining the "check and balance" process in policy implementation, Ayuningtyas (2018). According to Aziz (2019), The use of this theory with its two indicators can be used as a guideline in discussing public policy implementation. The dimensions in this theory are seen from the process, which then questions the extent to which policy implementation is in accordance with the predetermined plan, and refers to whether the action of the policy has achieved its objectives or not. This is the benchmark for assessing the success of a policy implementation.

2. METHOD

This type of research is a case study with a qualitative approach which is a descriptive and analytical research. Descriptive in qualitative research means describing and describing the events, phenomena and social situations studied. Meanwhile analysis means interpreting and comparing the research data, Waruwu (2023). Where the data collection is done with three techniques: observation, interviews and documentation studies, Moelong (2018). The results obtained by researchers in this study are about the implementation of policies that aim to protect and guarantee the health rights of persons with disabilities in Yogyakarta City. The data collection method in this study consists of 1 main process, namely field observation. The unit of analysis of this research is Yogyakarta City, namely the Yogyakarta City Local Government Organization, Disability and Non-Disability Organizations only answer questions related to their main tasks and functions.

The criteria for selecting resource persons are based on their position or role in planning, implementing, and monitoring disability-related policies, such as from Bappeda, the Health Office (related to access to health services), and the Social Office (related to social welfare and protection). In addition, representatives from organizations of persons with disabilities can also

be added as resource persons to provide a policy user perspective. In collecting data, this study used several specific tools. In addition to the in-depth interview guide, a checklist was used for field observations related to the availability of disability inclusion support facilities in public spaces. This checklist may contain accessibility indicators such as ramps, accessible toilets, tactile road markings, and other supporting facilities. Documentation in the form of photographs is also used to record factual conditions in the field related to inclusion indicators.

The scope of the research mainly highlights the alignment between policy content and implementation context. The aspect of public facilities was one of the main focuses in the field observations. This research does not deeply explore the direct policy impact on the quality of life of individuals with disabilities, but rather the implementation process and challenges faced by local governments. In addition, this research may have limitations in terms of generalizability of findings, as it is a case study of one city. The success of implementation is measured through the achievement of results, which are evaluated from two aspects: the suitability of the implementation process and the policy design, as well as the policy's impact on individuals or target groups, Hernaman et al. (2015). In this study, Grindle's theory is used to evaluate the implementation and achievement of policy objectives that aimed at safeguarding the health rights of people with disabilities in Yogyakarta City.

3. FINDINGS AND DISCUSSION

3.1 Profile of People with disabilities in the City of Yogyakarta

Persons with disabilities have the same position, rights, and obligations. They should certainly receive fair and special treatment because they belong to a vulnerable group, Allo (2022). But in reality, people with disabilities face more difficulties than individuals without disabilities due to barriers in accessing public services, such as access to education, health, and employment services, Samatara et al. (2021). This research aims to analyze how the Yogyakarta City Government meets the needs of education, health, and social interaction for people with disabilities. Using policy implementation theory Grindle (1980), This research evaluates the dynamics between policy content and implementation context, emphasizing that successful implementation depends not only on policy design, but also on external factors that influence implementation.

Based on the 2023 data from Dinsosnakertrans Yogyakarta City shows the distribution of persons with disabilities in various Kemantren in Yogyakarta City based on the type of disability, namely Single, Double, and Multi. Data in 2023 that details the number of people with disabilities in each Kemantren, such as the highest number in Kemantren Umbulharjo, is very important for the Yogyakarta City Government. This can be used to plan and implement policies that are more targeted and in line with the specific needs in each area, in line with efforts to realize an inclusive city as mandated in Local Regulation No. 4/2019 and emphasized in this research. The increase

*Danik Ummu Izzah^{*a}, Muhammad Eko Atmojo^a*

in the number of people with disabilities recorded also indicates progress in registration and access to services, but the different distribution in each Kemantren indicates the need for varied attention in the provision of inclusive facilities and services.

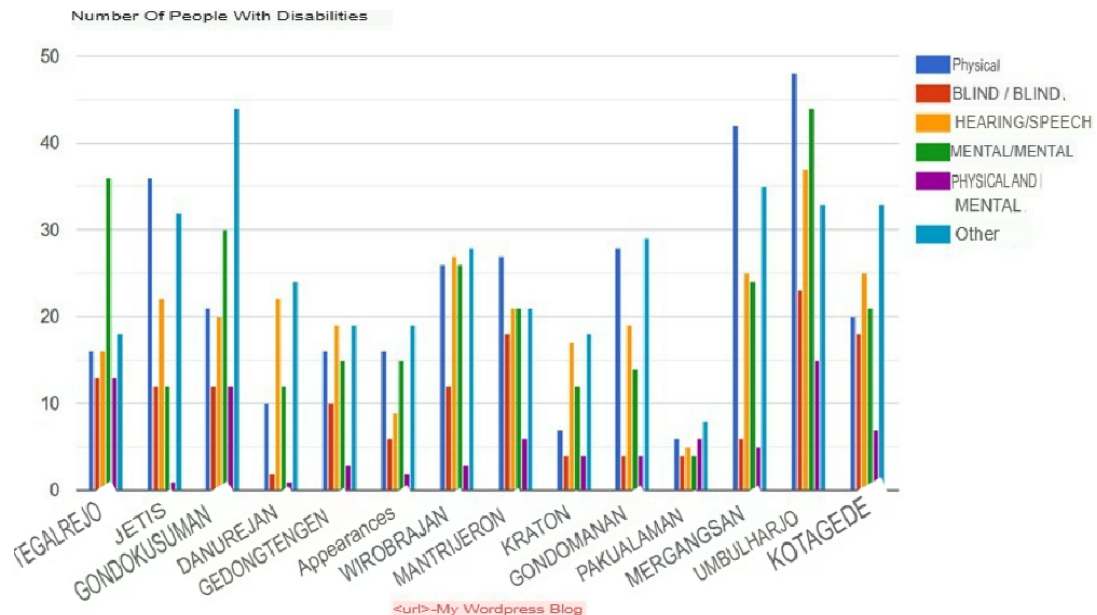


Figure 2. Number of Residents by Variety of Disability across All Kemantren in Yogyakarta City (Source: Data Section of Governance Bureau of DIY Regional Secretariat)

Local government policies in Yogyakarta City oriented towards respecting, protecting, and fulfilling the rights of persons with disabilities need to be improved. This research uses Grindle's theory to evaluate the implementation and achievement of policy objectives to protect the health rights of persons with disabilities. By analyzing the compatibility of the implementation process with the policy design, this research aims to identify challenges and opportunities in the implementation of the policy.

Law No. 23/2014 confirms that the implementation of social welfare is a mandatory matter for local governments, which must prioritize those who have an inadequate life. Persons with disabilities, as Persons with Social Welfare Problems (PMKS), are entitled to special facilities and treatment to achieve equality, Indonesia (2012). In this context, a disability-inclusive situational analysis that includes disaggregated data by age, gender and type of disability is essential for formulating more effective policies.

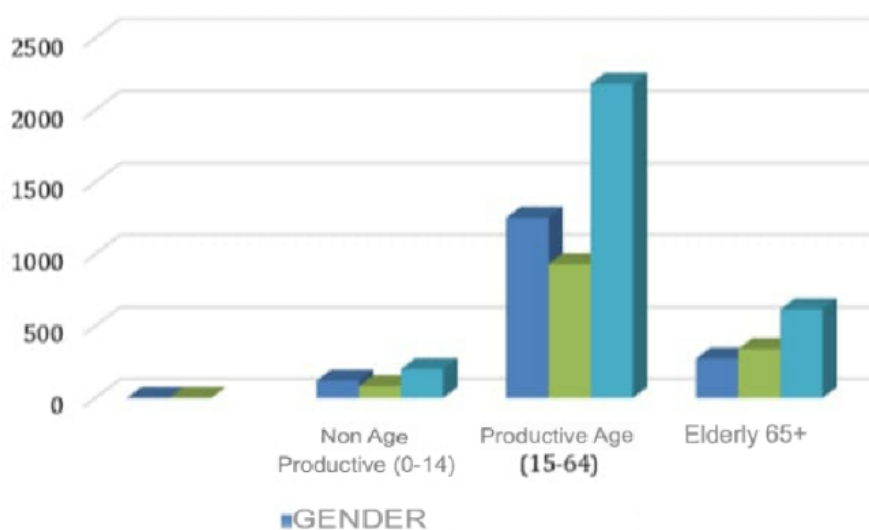


Figure 3. Number of Persons with Disabilities by Gender and Sub-district in Yogyakarta City

Source: Processed by Researchers from the Social Data and Information Substance Group, Social and Labor Affairs Office of Yogyakarta City, 2022

The data shows the distribution of people with disabilities in Yogyakarta City in 2023 by age group and gender. The productive age group (15-64 years) dominates, with the highest number reaching more than 2000 individu. Non-productive ages (0-14 years) and the elderly (65+ years) have lower numbers. Kemantren Umbulharjo again recorded the highest number in all age groups. This diverse distribution of people with disabilities indicates the need for a more inclusive and responsive approach from the government to meet their needs, as well as recommendations for future policy improvements.

The data showing the dominance of people with disabilities in Yogyakarta City in the productive age group (15-64 years) also reflects the challenges and opportunities that must be faced by the community and government. In this context, Dr. Michael Oliver, a disability expert, states that "Disability is not only an individual problem, but also a social issue that requires structural changes in society." Oliver (1996) This confirms the need for a comprehensive and collaborative approach to enhance the quality of life for people with disabilities. Governments and non-governmental organizations must work together to create an enabling environment, including equal access to education, job training, and policies that facilitate their integration into the job market. With these measures, people with disabilities can not only contribute economically, but can also enrich the diversity and social dynamics of Yogyakarta City.

3.2 Policy and Implementation of Yogyakarta City Government

The Yogyakarta City Government has taken significant steps in creating a comprehensive environment for people with disabilities. The policies taken not only focus on recognizing the rights of persons with disabilities, but also on fulfilling their needs in various aspects of life.

Through various regulations and programs, the government is committed to ensuring that people with disabilities can actively participate in society, without facing significant barriers. The results of these interviews provide a comprehensive picture of the policies and implementation of programs relating to disability in Yogyakarta, using two indicators: policy content and implementation context.

a. Policy Content

The Yogyakarta government's policy stems from Law No. 8/2016 on Persons with Disabilities. This law affirms that people with disabilities have the same rights as other individuals. These rights must be recognized and fulfilled by the state. In response, the local government issued Local Regulation (Perda) number 4 of 2019. This regulation focuses on three main aspects: the promotion, protection and fulfillment of the rights of persons with disabilities.

No.	Aspect of Fulfillment of Rights (Regulation 4/2019)	Inclusive Services (Central Level Regulatory Base)
1.	Social Welfare	Implementation of Social Welfare for disability (PP 52/2019)
2.	Health	
3.	Education	Decent accommodation for learners with disabilities (PP 13/2020)
4.	Employment, Entrepreneurship and Cooperatives	Disability Services Unit of Employment (PP 60/2020)
5.	Justice and Legal Protection	
6.	Protection of Women and Child Victims Violence	Decent Accomodation for People with disabilities in Judicial Process (PP 39/2020)
7.	Protection from Discrimination, Neglect, Torture and Exploitation	
8.	Infrastructure	Accessibility to Settlements, Public Services and Disaster Protection for People with disabilities (PP 42/2020)
9.	Public Service	

Table 1. Aspects of Service Coverage (Perda 4/2019) & Regulatory Basis

Source: Yogyakarta City Regional Development Planning Agency, 2024

This research highlights the importance of advocating for and safeguarding the rights of people with disabilities within public policy. In this context, advocacy involves efforts to enhance the education and skills of individuals with disabilities, enabling them to actively engage in society. This not only provides opportunities for them to develop their potential, but also contributes to more inclusive social and economic development. As expressed by Oliver (1996), "Disability is not an attribute of the individual, but rather the result of the interaction between the individual and a social environment that is not inclusive." By providing equal access to education and employment, we not only fulfill their basic rights, but also enrich society with a diversity of perspectives and experiences.

On the other hand, protecting individuals with disabilities is also a crucial aspect, Ahmad et al. (2025). Unfortunately, people with disabilities still often face discrimination and live in environments that are less accommodating to them, Sihombing & Sihombing (2024). Therefore,

the emphasis on protection in this policy is very relevant. Local regulations (Perda) that emphasize the protection of fundamental rights, such as the right to a dignified life and adequate housing, reflect the government's commitment to creating a safe and supportive environment for persons with disabilities. The government's responsibility in ensuring the fulfillment of these rights is a fundamental step towards creating social justice, Ansar & Hasmiyati (2024). As expressed by Shakespeare (2006), "We must ensure that people with disabilities are not only protected from violence, but also empowered to live with equal dignity and rights." In addition, according to Groce (1999), "People with disabilities are often marginalized in society, and the protection of their rights is an important step towards addressing this injustice."

The Mayor's Regulation number 8 of 2014, which serves as a derivative of the policy, demonstrates a concrete effort in establishing a committee to protect the rights of persons with disabilities. The involvement of various elements, including the government, private sector, and disability forums, in this committee creates the synergy needed to oversee and ensure effective implementation of the policy. This collaboration is crucial, as the challenges faced by persons with disabilities require a holistic and integrated approach. According to Kitchin (2000), "Social inclusion cannot be achieved without collaboration between different sectors and stakeholders." This is in line with Riddell & Watson (2003) view that "The involvement of various parties in the decision-making process is key to creating effective policies that are responsive to the needs of people with disabilities."

Concrete steps such as the establishment of the Inclusive Kemantren Forum (FKI) through the Mayor's decree number 271 of 2019 shows a commitment to creating an inclusive environment. By making Kemantren an example, it is hoped that it can encourage the creation of a community that respects and supports each other, regardless of differences in background or ability. The concept of inclusion, which includes not only physical aspects, but also social values, is key to creating support for all individuals. As stated by Barnes & Mercer (1996), "Inclusion is not just about physical access, but also about creating a culture that values differences and promotes active participation." Meanwhile, an inclusive city itself is a city where all individuals are able to live together safely and comfortably, and have equal opportunities to fully participate in the spatial, social, and economic dimensions without any discrimination, Firdaus (2018). In addition, according to Thomas & Vaughan (2004), "An inclusive society is one that values and celebrates diversity, and provides equal opportunities for all individuals."

Citizen engagement is also important, and the inclusive city should involve all citizens in the decision-making process through digital platforms, encouraging active participation in urban development projects and policy discussions, Makkonen & Inkinen (2024). Overall, this policy reflects a deep understanding of the importance of promoting and protecting people with disabilities. As a researcher, I believe that the successful implementation of this policy will largely

depend on the commitment of all parties to work together and create an inclusive and safe environment for people with disabilities. Further research is needed to evaluate the effectiveness of this policy and identify areas that need improvement, so that the ultimate goal of achieving equality and justice for people with disabilities can be realized. As Degener (2016) states, "Effective policies must be based on a deep understanding of the experiences of people with disabilities and the challenges they face." Thus, the evidence-based approach in this research is crucial to creating better and more responsive policies.

b. Context of Implementation

The discussion of public policy cannot be separated from the efforts to implement the public policy. Public policy implementation is a sequence of activities after a policy is formulated and determined. Policy implementation refers to mechanisms, resources, and relationships related to program implementation. Without its implementation, the policies that have been set will be in vain, Mansur (2021). In the context of public policy implementation, the theory put forward Grindle (1980) is one approach that can be used to analyze the effectiveness of policy implementation, including the delivery of services for people with disabilities. Grindle emphasizes that the success of policy implementation depends not only on the content of the policy itself, but also on the context of its implementation. In this case, factors such as policy characteristics, political and social environment, bureaucratic capacity, and the involvement of actors involved in implementation are key elements that determine the extent to which a policy can run effectively.

The providers of the public facilities in Yogyakarta must pay attention to the availability of public facilities and infrastructure that are indispensable and provide special access facilities for people with disabilities, Qur'ana & Purnomo (2020). The provision of disability-inclusive public services requires a systematic and coordinative approach between various local government organizations (OPDs). Each OPD has a specific role in ensuring that inclusive policies can be implemented properly, such as the Health Office which is responsible for access to health services, the Education Office which provides inclusive education, and the Social Office which handles social welfare and protection. In Grindle's perspective, the effectiveness of policy implementation is shaped by the policy's content, which includes objectives, benefits, and available resources, and the context of implementation, which includes implementing actors, bureaucracy, and socio-political dynamics that influence the course of the policy, Pramono (2020).

Through the framework of Integrated Public Services for Persons with Disabilities, it can be seen how Grindle's theory is applied in policy practice. The development planning deliberation (musrenbang) serves as an instrument in accommodating community aspirations to ensure that policies are designed in accordance with real needs. The Musrenbang itself is a strategic activity for development planning which is important for determining the future direction of the city of Yogyakarta, related the protection and fulfillment of the rights of people with disabilities in the city

of Yogyakarta. Mustaqim et al. (2023). Furthermore, the role of Bappeda as the coordinator in the preparation of the Regional Medium-Term Development Plan (RPJMD) and the Disability Master Plan (RIPD) demonstrate the importance of bureaucratic capacity in supporting effective policy implementation. In addition, regular monitoring and evaluation ensures that policies can continue to evolve and adapt according to the changing needs of persons with disabilities.

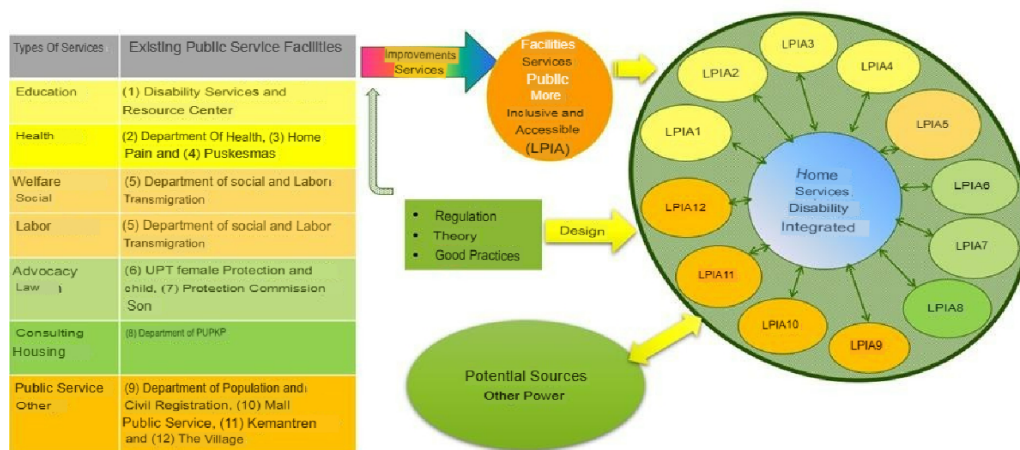


Figure 2. Integrated Public Service Framework for Persons with Disabilities
Source: Yogyakarta City Regional Development Planning Agency, 2024

The Integrated Public Service Framework for Persons with Disabilities serves as a conceptual model to understand the interaction of various elements in policy implementation. This framework emphasizes the importance of the involvement of regional apparatus organizations (OPD) and planning and evaluation mechanisms in creating inclusive and accessible services. Each OPD has specific responsibilities, such as the Health Office for health services, the Public Works Office for infrastructure accessibility, and the Education Office for inclusive schools. The involvement of various sectors is in line with Kitchen (2000) view that "The involvement of various sectors in policy implementation is key to creating an inclusive environment." In addition, an "inclusive city" must pay attention to the following four components: (1) Participation of persons with disabilities; (2) Availability of services for the rights of persons with disabilities; (3) Fulfillment of accessibility; and (4) Inclusive attitudes of city residents, both those serving as government officials and the general public, Maftuhin (2017).

Development planning meetings (musrenbang) play an important role in collecting community aspirations, including people with disabilities, and translating them into specific OPD programs. Thematic musrenbang can bridge government policies with the real needs of the community, as stated by Riddell & Watson (2003), that "Community participation in the planning process is a crucial element." In this framework, musrenbang helps design inclusive services integrated into the Integrated Disability Service House (RLDT). This framework supports a multi-sectoral approach, where each OPD develops programs according to their duties, such as the Education Office building inclusive schools and the Manpower Office providing job training. This

approach is in line with Degener (2016) who stated that "Effective policies must cover various aspects to empower people with disabilities." These programs are integrated into the RLDT to facilitate access and optimal impact.

Bappeda acts as a liaison between policy and program implementation through the Regional Medium-Term Development Plan (RPJMD) and the Master Plan for Persons with Disabilities (RIPD). This aligns with the view of Thomas & Vaughan (2004) that "A clear and focused plan is essential for good implementation." The availability of resources is also a determining factor for success, as stated by Groce (1999). The monitoring and evaluation cycle is also an important part of this framework. Monitoring aims to increase accountability, increase efficiency and effectiveness, BPMPP UMA (2024). While the evaluation aims to determine the impact of the policy, with the evaluation, the positive and negative effects of the policy on the community will be seen so that it can improve the situation of the community, Situmorang et al. (2025). Bappeda evaluates the effectiveness of services and adjusts programs according to new needs. As stated by Shakespeare (2006), "Effective monitoring and evaluation are key to ensuring that policies can adapt." Thus, the Integrated Public Service Framework for Persons with Disabilities is not only a conceptual model, but also reflects an integrated inclusive policy implementation mechanism at various levels of government, ensuring that services for persons with disabilities are available, accessible, responsive, and sustainable.

4. CONCLUSION

The Yogyakarta City Government has implemented various policies to create an inclusive city for people with disabilities. These policies are built upon both the national and regional regulations, such as Law Number 8 of 2016 and Regional Regulation Number 4 of 2019, and these regulations confirm the rights of people with disabilities across different areas of life. In evaluating the implementation of these policies, the theory of Merilee S. Grindle is applied, highlighting the significance of ensuring that the policy's content aligns with the context in which it is implemented.

Although a number of programs have been launched, challenges remain, such as lack of coordination between agencies and limited disability-friendly infrastructure. In addition, there is still a lack of understanding in the community about the rights of people with disabilities, which can hinder their participation in various activities. However, ongoing efforts through the Kemantren Inklusi Forum (FKI) and regular monitoring demonstrate the government's commitment to improving services for people with disabilities.

Through this research, it is hoped that the city of Yogyakarta, with a more systematic and collaborative approach between the government, the private sector, and the community, can develop its potential to become a better model of an inclusive city in Indonesia. By raising awareness and educating the public about disability issues, along with creating more accessible

infrastructure for all the citizens, including those with the disabilities so they can fully engage in the city's social, economic, and cultural life. In this way, the City of Yogyakarta will not only fulfill its legal obligations, but also create a more equitable and sustainable environment for all its citizens.

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AUTHOR PROFILE

Danik Ummu Izzah is a student who is currently pursuing S1 from the Department of Government at Universitas Muhammadiyah Yogyakarta.

Muhammad Eko Atmojo is a Lecturer in the Government Science Study Program, Faculty of Social and Political Sciences, Universitas Muhammadiyah Yogyakarta with a focus on urban governance policy research. The Bachelor's Degree (S1) in Government Science was obtained from Universitas Muhammadiyah Yogyakarta in 2013, while for the Master's Degree (S2) in Government Science from Universitas Muhammadiyah Yogyakarta in 2015.