

# Inclusive Public Service: The Civil Rights in Administrative Service for Disabilities People at Bojonegoro Regency

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**Abstract.** *This study aims to analyze the fulfillment of civil rights for persons with disabilities in population administrative services, particularly in the issuance of the Identity Card in Bojonegoro Regency. The research employed a qualitative method with a descriptive-analytical approach. Data were collected through in-depth interviews, field observations, and documentation. The findings indicate that the fulfillment of civil rights for persons with disabilities in administrative services still faces various challenges in terms of accessibility, staff competence, and policy implementation. Public service infrastructure remains insufficiently disability-friendly, policy dissemination is limited, and interagency coordination is not yet optimal. Although positive initiatives such as mobile services and social assistance programs have been implemented, these efforts remain partial and have not fully reached all persons with disabilities. The study concludes that fulfilling the civil rights of persons with disabilities in Bojonegoro Regency requires inclusive administrative service reforms, improved staff capacity, and strengthened cross-sectoral collaboration to ensure justice and equal access for all citizens.*

**Keywords:** *Civil Rights, Persons with Disabilities, Administrative Services, Inclusivity*

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## INTRODUCTION

Every citizen has equal rights before the law, including the right to legal identity as part of their civil rights (Janoski & Gran, 2002). This identity is manifested through the possession of administrative documents of residence. Based on Law Number 24 of 2013, population administration includes population registration and civil registration that produce official documents such as birth certificates, death certificates, marriage certificates, certificates of relocation and arrival, Family Cards (KK), Child Identity Cards (KIA), and Identity Cards (KTP). These documents serve as authentic proof of citizenship status and are the basis for obtaining various public services such as education, health, social assistance and political participation (Hunter & Brill, 2016).

The identity Card (KTP) serves as a valid form of personal identification and is an administrative requirement for the fulfilment of civil rights. The fulfilment of the right to legal identity is regulated in Law Number 23 of 2006 concerning Population Administration as amended by Law Number 24 of 2013 (Daniel, 2024). This provision emphasizes that population

administration services must be carried out fairly and without discrimination, including for persons with disabilities (Permatasari & Harsasto, 2019).

However, the reality on the ground shows that not all citizens have equal access. A 2022 survey by the Central Statistics Agency shows that only about 40% of people with disabilities in Bojonegoro Regency have an Identity Card, indicating a gap in the fulfilment of civil rights (Al & Barru, n.d.). these obstacles include physical, intellectual, and sensory limitations, difficulties in biometric recording such as fingerprints or retinas, and a lack of disability-friendly service facilities (Imamudin et al., 2021).

Law Number 8 of 2016 stipulates that persons with disabilities have the right to obtain identity documents as part of their civil rights (Karmila & Fahri, 2023). Furthermore, through Law Number 19 of 2011, the state is obliged to respect, protect and fulfill the rights of persons with disabilities, including recognition as legal subjects (Gelb & Clark, 2013). From a public administration perspective, the issuance of identity documents should prioritize accessibility, fairness and effectiveness (Cepiku & Mastrodascio, 2021). Nevertheless, in practice, there are still limitations in terms of facilities, staff readiness, and supporting infrastructure that are not yet fully inclusive (Anggraini & Manar, 2025).

Several regions have attempted to innovate, such as providing door-to-door services for Identity Card registration for persons with disabilities, as done by the Population and Civil Registration Office of DKI Jakarta Province. The program has proven to be helpful in reaching vulnerable groups, but it still faces technical obstacles and resource constraints (Ilosa & Rusdi, 2020). This situation is also relevant to Bojonegoro Regency, where population administration services are considered to be quite good, but there has been no research specifically examining IDcard services for people with disabilities (Završnik, 2020).

This access gap indicates that policy implementation is still not optimal (Irfadat & Nurlaila, 2021). Identity Card services should not only provide opportunities to process documents but also ensure physical access, assistance from officers, and adequate understanding of the needs of persons with disabilities (Anwar, 2024). Therefore, this study is important to analyse the fulfilment of the civil rights of persons with disabilities in Identity Card issuance services in Bojonegoro Regency.

This study offers novelty because it focuses on the local context of Bojonegoro Reegency, which has not been widely discussed in previous studies (Sarah, 2021). This study recommends that can improve the quality of population administration services for persons with disabilities at the regional level (Mardhotillah, 2024).

## **METHODS**

This study uses qualitative methods (Sugiyono, 2011) and case study methods. Case studies were chosen because they can provide an in-depth description of the fulfillment of civil rights in the issuance of Identity Card for persons with disabilities in Bojonegoro Regency. This case study design was deliberately selected to address the research questions that focus on *how* and *why* civil rights fulfillment for persons with disabilities is implemented unevenly in population administrative services. Bojonegoro Regency constitutes a bounded case because it represents a single administrative jurisdiction with specific institutional arrangements, service procedures, and local policy contexts related to civil registration services. By limiting the scope to one regency, this study enables an in-depth examination of service practices, institutional capacity, and lived experiences of persons with disabilities within a clearly defined organizational and geographic boundary, consistent with Creswell's in Chowdhury & Shil (2021) case study framework. According to Chowdhury & Shil (2021) case studies are one of the qualitative research strategies that allow researchers to explore phenomena comprehensively in the context of real life (bounded system) through various rich data sources. This approach is appropriate because it can provide detailed, in-depth and comprehensive information about the phenomenon being studied.

Data collection was carried out through in-depth interviews at the research site. The informants in this study consisted of one official from the Department of Population and Civil Registration of Bojonegoro Regency and ten persons with disabilities who has undergone the ID card issuance process. The number of ten persons with disabilities was determined based on the principle of data saturation, where additional interviews no longer yielded substantively new information or themes. Efforts were made to ensure diversity among participants in terms of gender, age range, and type of disability (physical, sensory, and intellectual), as well as frequency of interaction with population administration services. This variation was essential to capture heterogeneous service experiences and avoid homogenizing disability as a single category. These informants were selected to provide diverse perspectives and to ensure the depth and validity of the collected data. Primary data is data collected by individuals/organizations directly from the objects being studied for purposes in the form of interviews and observations. Primary data was obtained through in-depth interviews with the Population and Civil Registration Office. The data obtained consist of arguments related to the fulfilment of civil rights for persons with disabilities in Bojonegoro (Widijantoro et al., 2021; Huda & Kumalasari, 2024; Yasir & Alamanda, 2025). Secondary data is data that is obtained, summarized and compiled based on previous research or published by various other institutions. The informant selection technique used was purposive sampling. According to Rai & Thapa (2015), various non-probability sampling methods are grouped under the term “purposeful sampling”. Purposive sampling, sometimes referred to as judgmental, selective or subjective sampling, is based on how researchers select study units individuals, agencies, organizations, events and data points (Husna et al., 2024). In most cases, the sample size studied is rather small, especially when compared to probability sampling methods. Purposive sampling here includes young expert policy analyst sub-coordinators of population data identity at the Bojonegoro district population and civil registration office.

Data were collected through semi-structured interviews, allowing flexibility for participants to elaborate on their experiences while maintaining consistency across key thematic areas. Interviews lasted between 45–90 minutes and were conducted primarily in person at locations accessible to participants, including their homes and service offices. Sample interview questions included:

*“Can you describe your experience obtaining an ID card?” and “What obstacles did you face during the administrative process?”*

This study analysed data during a specific data collection period. During the interviews, the researcher analysed the respondent responses. If the respondents or informant responses were unsatisfactory, the researchers would continue asking questions to obtain more accurate data or information (Solarino & Aguinis, 2021; Krause et al., 2018; Wagner et al., 2010). Data analysis was carried out simultaneously with data collection process. Referring Chowdhury & Shil (2021), the analysis steps include organizing and preparing data for analysis, reading all data to gain a general understanding, coding meaningful data, developing categories and main themes, interpreting the meaning of the themes found, and presenting the results in the form of descriptive narratives. In this study, the data analysis process was assisted by NVivo 15 software, which facilitated the processes of open coding, axial coding, selective coding, matrix coding query, word frequency query, project map and framework matrices.

According to (Tambun et al., 2023), this study utilized NVivo 15 software with the following workflow: (1) importing all raw data (interview recordings, transcripts, observation notes, secondary documents) into the NVivo project; (2) conducting an initial reading and creating initial nodes for emerging categories (open coding); (3) examining and combining similar nodes, developing relationships between nodes (axial coding); (4) identifying and filtering central themes through selective coding; (5) using queries such as word frequency and matrix coding queries to explore patterns and interrelationships between themes; (6) visualizing findings with project maps and framework matrices to clarify relationships between concepts; and (7) exporting coding results and rechecking findings through member checking before

compiling the final report. During the interviews, the researcher analyzed the informant responses directly; if the responses were insufficient, the researcher continued with questions to obtain more accurate data (Ranney et al., 2015; Lokot, 2021; Homburg et al., 2012). Applying qualitative validity techniques, such as triangulating data sources to fully comprehend the research context, is how data validity is preserved. Data validity was ensured through triangulation of sources and methods, including cross-checking interview data with observation notes and official documents. Member checking was conducted by returning interview summaries to selected participants for confirmation and clarification, ensuring that interpretations accurately reflected participants' intended meanings. This process strengthened credibility and reduced researcher misinterpretation. Informed consent was obtained verbally and in writing, depending on participant needs. Reasonable accommodations were provided, including flexible interview locations, extended interview time, and simplified language to ensure accessibility and ethical inclusion of participants with disabilities.

## RESULTS AND DISCUSSION

Qualitative data analyzing using NVivo 15 software produced three main themes that reflect the dynamics of fulfillings the civil rights of persons with disabilities in the issuance of ID cards in Bojonegoro Regency, namely; (1) Accessibility, (2) Service Equity and (3) Policy Adaption. All analyses in this section are based on interviews with a total of 11 informants, consisting of one Disdukcapil official and ten persons with disabilities. Percentages reported from NVivo (e.g., 38%, 31%, 27%) represent the proportion of coded references associated with each theme relative to the total number of coded references across all interviews, rather than the proportion of participants. This clarification is provided to avoid misinterpretation of NVivo outputs as respondent frequencies.

These three themes form a comprehensive picture of the actual conditions of population administration services, which still face structural, technological, and institutional challenges. Coding was conducted by a single researcher using NVivo 15 following iterative cycles of open, axial, and selective coding. To mitigate researcher bias, peer debriefing was conducted with two senior qualitative researchers, and an audit trail documenting coding decisions and theme refinement was maintained throughout the analysis process.

Table 1. Results of NVivo 15 Inclusive Public Service: the Civil Rights in Administrative Service for Disabilities People at Bojonegoro Regency

No	Main Theme	Subtheme/Node	Description of Key Findings	Reference Proportion (%)
1	Accessibility of Population Administrative Services	- Physical facilities are not disability-friendly - Limitations of biometric recording devices - Lack of adaptive information systems	The infrastructure of the Disdukcapil office does not yet support wheelchair access; the waiting room and counters do not have special lanes. Service information is not yet available in disability-friendly formats (large text, sign language, or audio). These barriers cause delays in the recording of ID cards for persons with disabilities.	38%
2	Service Equity and Staff Competence	- Empathetic attitude of staff - Limited training in inclusive	Some officials show concern, but are not yet trained in dealing with persons with disabilities who have special needs. There	31%

		communication - Inequality in service treatment	are no standard operating procedures for inclusive communication. The service process still treats persons with disabilities as passive recipients rather than active partners.	
3	Policy Adaptation and Interagency Synergy	- Outreach program - Coordination between the Population and Civil Registration Office and the Social Services Agency - Lack of policy monitoring	The outreach program is running well but is not yet routine. There is no joint evaluation mechanism between the Population and Civil Registration Office and the Social Services Agency. Policy initiatives still depend on individuals rather than the system.	27%

### Accessibility of Population Administrative Services

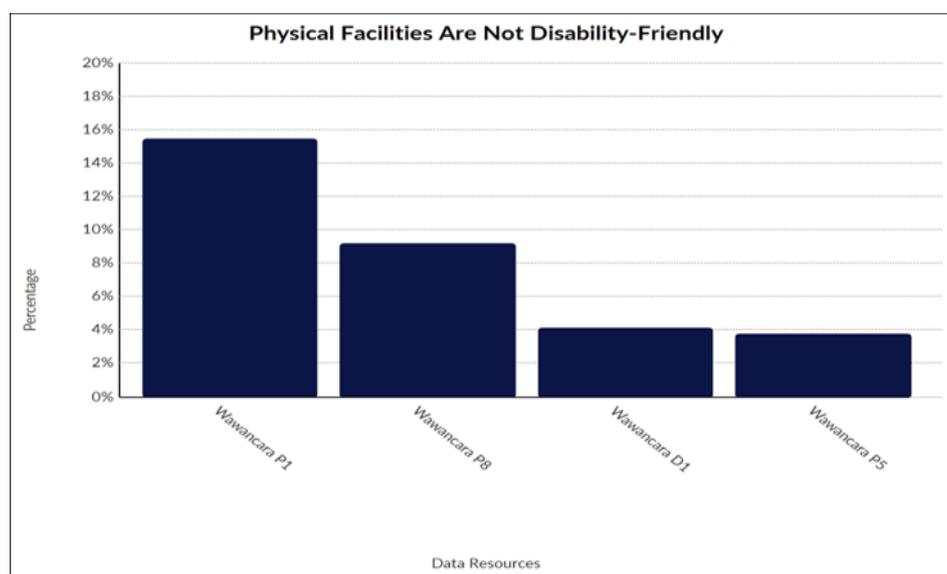


Figure1. Visualization of a Chart Showing Physical Facilities that are Not Disability-Friendly  
Source: researchers' data analysis results using NVivo 15

The theme of accessibility was the most dominant issue in the analysis results, accounting for 38% of all references identified in NVivo 15. These results show that physical and technological barriers are the most significant factors hindering the fulfillment of legal identity rights for persons with disabilities. One participant with a physical disability (PWD-03) stated:

*"I had to ask for help just to enter the building because there was no ramp. Inside, I waited much longer because the counter was too high for my wheelchair."*

Another participant with visual impairment (PWD-07) explained:

*"There is information on the wall, but nothing is readable for someone like me. I always depend on others to explain the procedures."*

These accounts illustrate how physical and informational barriers directly shape exclusionary service experiences. Based on the interview results, eight out of ten participants with disabilities reported that the population registration and civil registration office infrastructure does not adequately support wheelchair access, and that waiting rooms and service counters lack dedicated accessibility lanes. Service information is not yet available in

disability-friendly formats (large text, sign language or audio). These obstacles cause delays in the recording of IDcards for people with disabilities in Bojonegoro. This is line with the theory accessibility, which states that people with disabilities still face various obstacles, including a lack of special facilities for people with disabilities at service providers, a lack of accessibility, and a limited number of professionals who can support people with disabilities in receiving public services (Clemente et al., 2022; Leal et al., 2015; DeJong et al., 2002; Hashemi et al., 2022).

Conceptually, accessibility is a prerequisite for citizen participation in public services (Duțu, A., & Diaconu, 2017; Olphert & Damodaran, 2007; Marzouki et al., 2017). However, the results of this study show that physical facilities, service layout and recording equipment in service offices are still designed based on the needs of the general public, not specific needs. This is in line with the findings of (Disabilitas, 2025), which confirm that public services in the regions often do not apply the principles of universal design, making it difficult for vulnerable groups such as people with disabilities. From a public administration perspective, accessibility barriers are not only a matter of infrastructure, but also related to systemic aspects such as service information and technological support. For example, the lack of adaptive information systems for people with sensory disabilities results in information exclusion, namely, limited access to administrative information (Salsabila & Apsari, 2021)

The limited access has a direct impact on the fulfillment of civil rights as stipulated in Law Number 23 of 2006 concerning population administration. Without the availability of supporting facilities and technology, people with disabilities are vulnerable to administrative marginalization. According to Muhammad et al. (2023) public services that do not take into account the principle of accessibility will reinforce social inequality because the state fails to provide equal opportunities for participation for all its citizens. The analysis reveals that, despite institutional recognition of the value of inclusive access in the Bojonegoro Regency, its implementation is still restricted to the planning stage. Therefore, policies based on inclusive infrastructure and adaptive technology that allow all citizens, without exception, to get their legal identification rights must be implemented in order to improve accessibility.

**Fairness of Services and Competence of Officials**

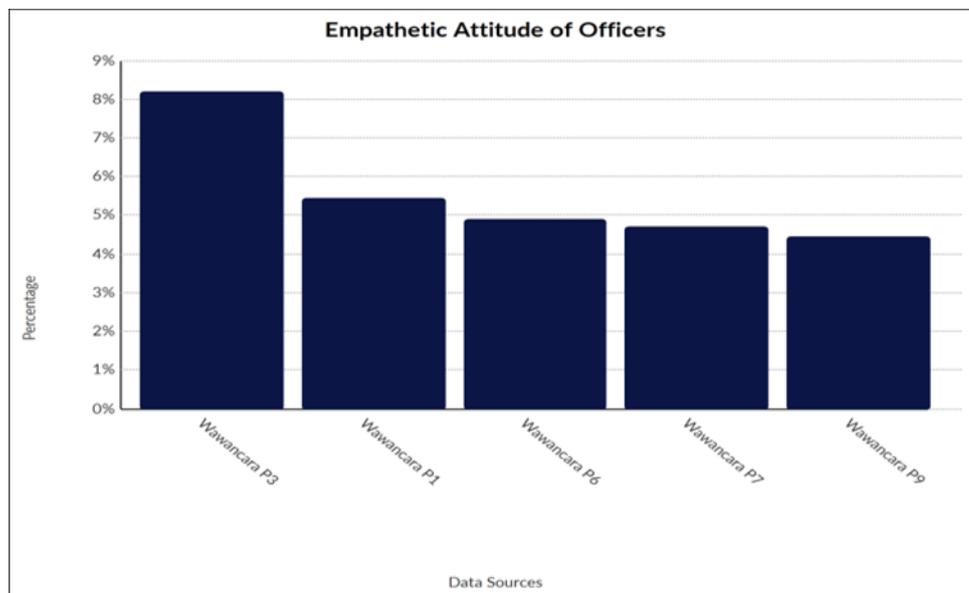


Figure 2. Visualization of a chart showing empathetic attitude of officers

Source: researchers' data analysis results using NVivo 15

The theme of service equity appeared in 31% of the NVivo 15 analysis results and became an important aspect in understanding the quality of public services for person with disabilities.

Equity in this context does not only mean formal equality of treatment, but also substantive equality that recognizes differences in individual needs and abilities (Anwar & Fanida, 2025). Although several officers demonstrated goodwill, participants emphasized the lack of inclusive communication skills. As noted by one participant with intellectual disability (PWD-05):

*“The officer was kind, but spoke too fast and did not explain step by step, so I felt confused and embarrassed to ask again.”*

This highlights how empathy without adequate training may still result in unequal service outcomes. The results of the study show that there is still a gap between the principle of non-discrimination as outlined in policy and actual service practices in the field. Some service officers demonstrate empathy, but lack adequate communication skills to understand the specific needs of persons with disabilities. This illustrates the weakness of capacity building in human resource management among civil servants in the regional public service sector. According to (Anwar, 2024), providing physical facilities without accompanying staff training will only result in pseudo-inclusion. Equitable services require interpersonal understanding and bureaucratic empathy so that persons with disabilities feel recognized as equal subjects of the law. This principle is in line with the idea of inclusive governance, which emphasizes the active participation of vulnerable groups in the public service process (Sahatutua et al., 2024).

Service fairness is also related to procedural clarity, speed of service, and the availability of assistance for persons with disabilities with sensory or intellectual limitations. When officers are not ready to provide appropriate assistance, service users will face psychological barriers such as feeling of dependence and doubt in accessing their rights. According to Rice (2007), the quality of equitable public services is determined by two main dimensions; the technical competence and social sensitivity of officers to the diverse needs of the community. Therefore, improving service fairness in Bojonegoro Regency needs to be directed at reforming human resources through disability service awareness training, implementing inclusive communication guidelines, and conducting evaluations based on feedback from users with disabilities. This approach will strengthen public trust and increase the social legitimacy of service institutions.

### Policy Adaptation and Interagency Synergy

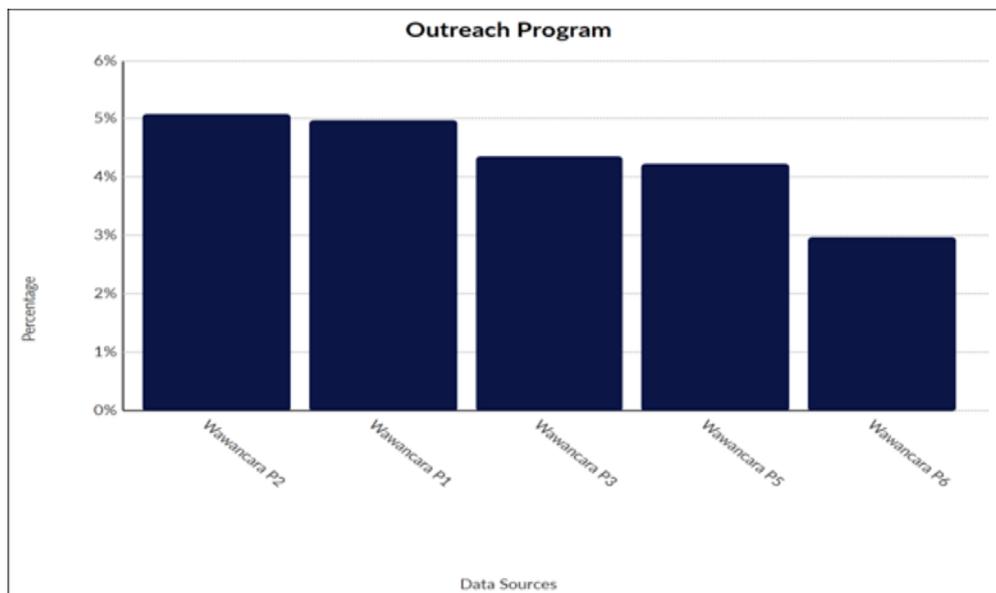


Figure 3. Visualization of a Chart Showing Outreach Program

Source: researchers' data analysis results using NVivo 15

The theme of policy adaptation covers 27% of the analysis results and is related to institutional innovation and the sustainability of inclusive service programs. The results of the

study show that local governments have initiatives such as pick-up services. The graph shows that 11 out of 4 informants stated that the implementation was not yet optimal due to budget cintraints, human resources and the lack of a routine coordination mechanism between agencies. From an institutional perspective, a Disdukcapil official (OFF-01) acknowledged that outreach initiatives remain fragmented:

*“We have mobile services, but they are not scheduled regularly. Coordination with the Social Services Office depends on personal communication rather than formal mechanisms.”*

This statement confirms that inclusive policy implementation relies heavily on individual initiative rather than systemic integration. This phenomenon reflects the policy implementation gap as described by (Kolyubi et al., 2024), a condition in which normative policies are not fully realized in bureaucratic practice due to weak coordination and supervision management. In this context, population services for persons with disabilities often depend on the personal initiative of a officials, rather than a sustainable institutional syste. In addition, the dissemination of information regarding inclusive service policies remains passive. Public information that is not presented in a disability-friendly format results in low participation of persons with disabilities in accessing services. (Setiawan & Kusuma, 2023) emphasize that accessible communication such as the use of audio media, large text, or sig language is an integral part of effective public service policies.

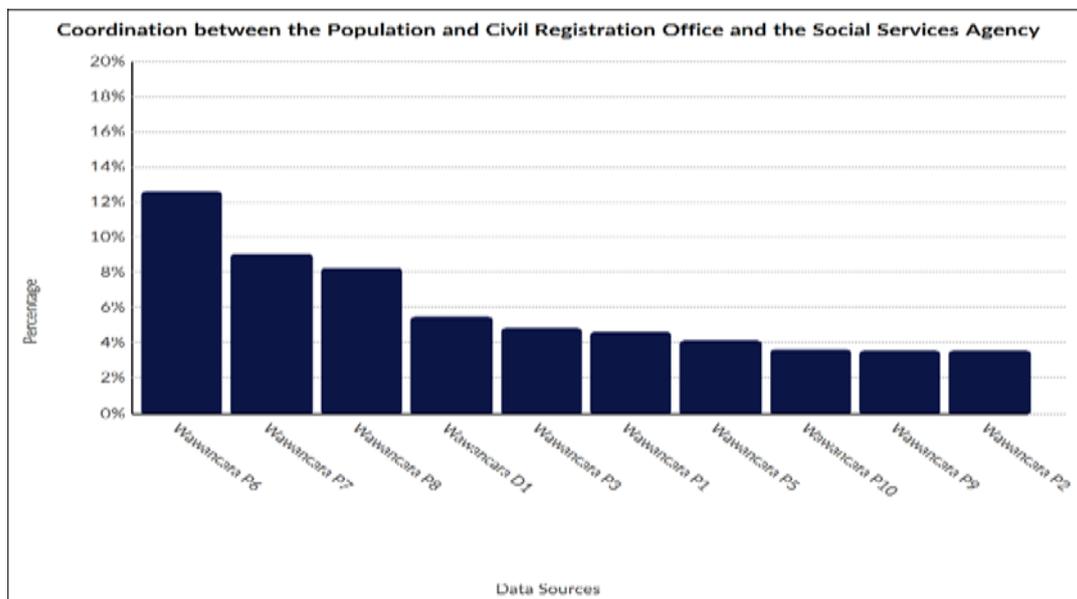


Figure 4. Visualization of a Chart Showing Coordination Between the Population and Civil Registration Office and The Social Services Office

Source: researchers' data analysis results using NVivo 15

Based on the results of data processing in the form of a coordination chart between the population and civil registration office and the social services office, it shows that the highest response rate reached 12.59% of the total discussion, indicating that this issue is the central issue that was most discussed or became the main concern of the interviewees. To strengthen policy adaption, it is necessary to integrate data on persons with disabilities acrocss agencies through an integrated information system. This effoert is important to avoid program overlap and ensure evidence-based policy planning. (Sedlmeir et al., 2021) emphasize that the success of inclusive public services depends on synergy between policy, organizational capacity, and civil society engagement.

In the context of Bojonegoro Regency, policy adaptation strategies need to be directed at: (1) Increasing the budget for inclusive services and the procurement of disability-friendly

facilities; (2) Establishing an inter-agency coordination team between the Population and Civil Registration Office and organizations for person with disabilities; (3) Developing a community-based participatory monitoring system to ensure policy accountability. The results of this study show that the fulfilment of civil rights for person with disabilities in Bojonegoro Regency is still partial and not yet fully inclusive. Accessibility is the main foundation that determines the success of service delivery, service fairness reflects the quality of interaction between officials and the community, while policy adaptation is the key to the sustainability of inclusive programs. These three-aspect are interrelated and form an inseparable whole: without adequate access, service fairness is difficult to achieve and without adaptive policies service inclusiveness cannot be sustained.

The findings also show that population administration services at the regional level still tend to be oriented towards fulfilling administrative procedure, rather than the needs and diversity of service users. This bureaucratic approach often positions people with disabilities as passive service recipients, rather than as subjects who have the right to determine the form of service that suits their needs. This is in line with the views of Agung (2025), who emphasize the importance of shifting from rule-based bureaucracy to value-based bureaucracy, where empathy, participation and collaboration are at the core of inclusive public services. In addition, the effectiveness of population service policies for persons with disabilities is highly dependent on cross-sector collaboration. Synergy between the Population and Civil Registration Office, Social Service, Village Government and organization for persons with disabilities is a determining factor in the successful implementation of policies. Cross-institutional coordination enables the formulation of policies that are more responsive to the real needs of the community and strengthens program sustainability.

This study also confirms that the inclusiveness of public services does not only depend on physical infrastructure or available regulations, but also on the social and culture sensitivity of officials in interacting with people with disabilities. The awareness that every citizen has the same rights to legal identity is a tangible form of state legitimacy in ensuring social justice (Utami, 2023) refer to this condition as a form of “institutional empathy”, in which the bureaucracy not only performs administrative functions but also acts as an agent of social empowerment. Overall, the results of the study confirm the need for more holistic and equitable reforms to the civil registration services in Bojonegoro Regency. Improving accessibility, strengthening the capacity of officials and implementing consistent policies are strategic steps towards realizing inclusive public services. This approach not only aims to fulfil administrative obligations, but also reflects the values of justice, equality and respect for human dignity in the practice of public services at the local level.

## **CONCLUSION**

This study concludes that the fulfilment of civil rights for persons with disabilities in the issuance of identity cards in Bojonegoro Regency is still not optimal because there is still a gap between the normative policy framework and empirical implementation. Although existing regulations mandate inclusive non-discriminatory administration and universally accessible population services, field findings show that physical facilities, adaptive technology and disability-friendly information systems do not yet meet universal design standards, while the competence of officers in inclusive communication is still limited. This situation shows a divergence from theoretical expectations that emphasize substantive equality, institutional empathy and participatory service delivery. Furthermore, outreach and inter-agency collaboration initiatives, while commendable, still rely on fragmented efforts and lack systematic coordination and monitoring thereby reducing their effectiveness in reaching vulnerable groups.

## **SUGGESTION**

Based on the findings, this study recommends comprehensive reforms that include improving inclusive infrastructure, structured capacity building for service officers, developing

adaptive information mechanisms and strengthening cross-sector cooperation through a formal coordination framework. These measures are essential to ensure that civil registration services function not merely as administrative procedures, but as a tangible manifestation of the state's commitment to upholding justice, equality and the full realization of civil rights for all citizens without discrimination.

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