

IMPLEMENTATION OF DISABILITY-FRIENDLY DEVELOPMENT; A Study on the Efforts of the Banyuwangi Regency Government to Provide Equal Access to People with Disabilities

⁽¹⁾Rizka Nanda Aprilita; ⁽²⁾Hary Priyanto; ⁽³⁾Niko Pahlevi Hentika²

⁽¹⁾ First Author & Correspondence; ⁽²⁾ Second Author; ⁽³⁾ Third Author

^(1, 2) Universitas 17 Agustus 1945 Banyuwangi

Email: ⁽¹⁾ rizkananda0908@gmail.com; ⁽²⁾ harysangabi@gmail.com; ⁽³⁾ nikopahlevi@gmail.com

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Abstract

People with disabilities still experience structural vulnerability due to limited accessibility and participation in development, despite the existence of policies that guarantee the fulfillment of disability rights. This condition demands the implementation of inclusive development based on cross-actor collaboration. This study aims to analyze the implementation of cross-actor collaboration in involving people with disabilities to support inclusive development in Banyuwangi Regency. The study used a descriptive qualitative approach with data collection techniques through in-depth interviews, observations, and documentation studies. Informants were determined purposively by involving elements of the local government, the legislature, people with disabilities, and supporting organizations. The results show that the implementation of cross-actor collaboration has been quite effective in building synergy between stakeholders, increasing access, and participation of people with disabilities. The impact of inclusive development has not fully met the needs of people with disabilities, especially in aspects of physical accessibility and substantive involvement in decision-making. The importance of strengthening collaborative commitment, clarifying technical regulations, and continuous evaluation mechanisms is crucial to realize equitable inclusive development.

Keywords: *Inclusive Development; Disability; Cross-Actor Collaboration .*

INTRODUCTION

People with disabilities are positioned as a vulnerable group due to structural limitations in access and opportunities, particularly when the social, economic, and institutional environment has not been inclusively designed to accommodate their needs. The inability of the environment to provide adequate accessibility not only disrupts social interactions but also increases the risk of economic vulnerability, leading to poverty (Santoso et al., 2015). The number of people with disabilities in Banyuwangi Regency is very high.

Table 1:

Number of People with Disabilities in Banyuwangi							
Indicator	Affairs	Regional Government Work Unit	Unit	Category	2022	2023	2024
Number of People with Disabilities	Social	Department of Social Services, Women's Empowerment and Family Planning	Person	Sectoral Statistics	6232	7188	8790

Source: Social Services PPKB Banyuwangi Regency (2025)

Law Number 8 of 2016 affirms that the state and government have a constitutional and moral obligation to guarantee the fulfillment of all rights of persons with disabilities as an integral part of the nation's citizens. The fulfillment of these rights is based on the principles of equality, non-discrimination, and respect for human dignity, where persons with disabilities are seen as having the same rights to live independently, progress, and develop fairly in all aspects of social, economic, and political life. These principles serve as the normative foundation for the

formulation and implementation of public policies oriented towards social justice and inclusive development. At the regional level, this normative commitment is outlined in Banyuwangi Regency Regulation (Perda) Number 6 of 2017, which explicitly regulates and guarantees the rights of persons with disabilities. This regulation covers the right to employment and social welfare, inclusive education, accessible health services, political participation, accessibility, and public services responsive to the needs of persons with disabilities. The existence of this regulation demonstrates the Banyuwangi Regency Government's awareness of the importance of mainstreaming disability issues in regional development planning and implementation.

However, in practice, the involvement of persons with disabilities in the development process remains relatively limited. This minimal involvement has direct implications for the persistence of poverty, underdevelopment, and the increase in various forms of social vulnerability among persons with disabilities. This condition is not solely caused by individual limitations, but also by structural factors such as discrimination that persists in program formulation, policy implementation, and budget allocation, which are not fully based on the actual needs of persons with disabilities (Lestari et al., 2017; Dewi et al., 2020). The low level of awareness among some parents in recognizing and supporting the potential of children with disabilities also limits access to education, health services, and economic empowerment from an early stage in life.

The Banyuwangi Regency Government is striving to open and expand participation spaces for people with disabilities as part of its strategy to fulfill human rights and strengthen inclusive development. This effort is not merely interpreted as symbolic involvement, but as a substantive process that enables people with disabilities to play a role as subjects of development. Within the framework of agency theory, participation is understood as a mechanism to clarify the relationship between rights, obligations, and responsibilities between the actors involved, based on comprehensive and sustainable benefits (Chenkiani & Prasetyo, 2023). This relationship encompasses the government's position as the principal issuing policy mandates, and various implementing actors, including people with disabilities, as agents who receive and carry out development mandates.

Each region has the opportunity and capacity to implement development policies oriented toward inclusivity and cross-actor collaboration. Empirical studies that deeply examine the impact of policy implementation, collaboration patterns among stakeholders, and specific public policy needs in the context of disability are relatively limited. These limitations indicate a significant research gap, particularly in understanding how cross-actor collaboration can be effectively implemented to empower people with disabilities as an inclusive development strategy in Banyuwangi Regency. The research problem formulation is directed at the question of the implementation of cross-actor collaboration in empowering persons with disabilities to support inclusive development in Banyuwangi Regency. In line with the problem formulation, the purpose of this research is to analyze and interpret the process, actors, and dynamics of the implementation of cross-actor collaboration in empowering persons with disabilities for inclusive development in Banyuwangi Regency. The urgency of this research lies in its contribution in providing an empirical and conceptual basis for the formulation of more responsive, collaborative, and equitable public policy recommendations in strengthening inclusive development in Banyuwangi Regency.

LITERATURE REVIEW

1. Cross-Actor Collaboration : Previous Research Discourse

Bharata et al.'s (2021) study emphasized the cross-actor collaboration process within a *double helix framework*, which focuses on collaboration between the government and other key actors. The results showed that increasing the involvement of people with disabilities in development planning can result in policies that are more responsive to the needs of facilities and infrastructure, while simultaneously encouraging economic empowerment. This finding indicates that direct involvement of target groups in the planning process is a crucial prerequisite for effective inclusive development. Meanwhile, Imamudin et al. (2021) developed an analysis of cross-actor collaboration practices using a *triple helix model*, involving the government, academics, and business groups. This study demonstrated that synergy between these three actors can improve the effectiveness of services for people with disabilities. These findings demonstrate that the involvement of non-governmental actors, particularly academics and the business sector, contributes significantly to strengthening the capacity for inclusive public services. Muzaqi and Hanum (2020) found that intensive interaction between *quadra helix actors* can generate new innovations and creativity in the form of regional policies and development. Conversely, Winarni et al. (2021) showed that cross-actor collaboration has not been optimal due to weak commitment and trust between actors, the absence of supporting regulations, and limited budget and infrastructure. These differences in findings indicate that the success of cross-actor collaboration is determined not only by the number of actors involved, but also by the quality of relationships, clarity of regulations, and resource support. At a more complex level of collaboration,

Lestari et al. (2022) revealed that although communication in inclusive development has been established, coordination between stakeholders is not optimal, particularly because academic involvement is still limited to community relations and has not been integrated with other *penta helix actors*. Conversely, Faiza (2023) showed that the synergy of the five *penta helix* elements can accelerate vaccination for people with disabilities, despite still facing commitment constraints between actors. A synthesis of scientific articles shows that the implementation of cross-actor collaboration in inclusive development is contextual and heavily influenced by the level of collaboration, commitment, trust, and regulatory and resource support. These findings provide an important basis for analyzing how cross-actor collaboration can be effectively implemented to empower people with disabilities for inclusive development in Banyuwangi Regency. Zakiyah & Priyanto (2024) explain the need for a government-initiated cross-stakeholder communication or coordination forum to serve as a platform for overseeing stakeholder commitment and optimal implementation.

2. Persons with Disabilities

Law Number 8 of 2016 and Regional Regulation Number 6 of 2017 provide a conceptual and normative basis for the definition of persons with disabilities. Both policies define persons with disabilities as individuals who experience physical, intellectual, mental, and/or sensory limitations for a relatively long period of time, who, in their interactions with the social, physical, and institutional environment, potentially face obstacles and difficulties. These obstacles impact the full and effective participation of persons with disabilities in community, national, and state life, even though in principle they have the same rights as other citizens. The policy groups people with disabilities into main categories: physical disabilities, intellectual disabilities, mental disabilities, and sensory disabilities. Mental disabilities are classified into high-level mental disorders, low-level mental disorders, and specific learning difficulties that affect an individual's ability to carry out social and cognitive functions. Meanwhile, physical disabilities are caused by abnormalities in body parts or sensory functions, which include disabilities in motor function (physically disabled), vision (blind), hearing (deaf), and the ability to speak (mute). In addition, there is also a category of multiple disabilities (*tuna ganda*), namely individuals who experience more than one type of disability, either a combination of physical and mental disabilities or other forms of disability, who generally face more complex access and participation challenges.

Persons with disabilities have equal status, rights, and obligations with other citizens. To ensure the fulfillment of this principle of equality, persons with disabilities require special, affirmative treatment to protect them from various forms of vulnerability, including discrimination and social exclusion. This protection also includes efforts to prevent all forms of human rights violations, including access to public services, economic opportunities, education, health, and political participation. Persons with disabilities constitute the largest minority group in the world, representing approximately 15% of the total global population. This fact demonstrates that disability issues are not marginal issues, but rather universal development challenges. Furthermore, approximately 82% of persons with disabilities live in developing countries and face the reality of life below the poverty line, confirming the close link between disability, poverty, and structural inequality (Probosiwi, 2017). This situation reinforces the urgency of strengthening inclusive and equitable public policies, both at the national and regional levels, so that persons with disabilities can participate optimally in the development process.

3. Inclusive Development

Disability-friendly development in Banyuwangi Regency is understood as a strategic effort to create a physical, social, and institutional environment that is equally accessible to all levels of society. This approach encompasses aspects of public services, social interaction, and the expansion of non-discriminatory economic opportunities, so that people with disabilities can participate fully in community life and regional development. The principles of disability-friendly development are based on concern for human dignity and recognition of the value of equality as a fundamental right of every citizen, including people with disabilities, as affirmed in Banyuwangi Regency Regulation Number 6 of 2017. Development does not solely rely on the capacity and role of the government as a single actor, but is largely determined by the degree of community participation in all stages of development. Community participation is an important prerequisite for the effectiveness and sustainability of development policies. Priyanto (2023) put forward three main principles in community participation, namely: first, the community as a party entitled to obtain adequate information regarding the conditions, needs, and attitudes of the local community; second, community involvement in the development planning process will foster trust in the implementation of development, because the community understands the procedures and mechanisms implemented, while also encouraging the emergence of a sense of ownership of development results; and third, community participation grows along with an understanding of democratic values, where the community realizes the

importance of active involvement in the implementation of development as part of the rights and obligations of citizens. This active community involvement gave rise to the concept of inclusive development, a development approach that prioritizes openness and diversity. Inclusive development emphasizes the involvement of all components of society, regardless of background, characteristics, skills, social status, physical condition, ethnicity, or cultural affiliation (Priyanto, 2024). Inclusive development focuses not only on the final outcome but also on a process that ensures justice, equality, and meaningful participation for all groups in society.

The realization of an inclusive Banyuwangi Regency is part of the international commitment to *the Sustainable Development Goals* (SDGs). This agenda emphasizes the principles of sustainable development. Therefore, inclusive development in Banyuwangi Regency requires a collective awareness of the importance of involving all community groups, including people with disabilities, both in government and in various strategic development activities. Efforts to realize an inclusive district as stipulated in the SDGs can begin through the Development Planning Consultation (Musrenbang) mechanism, which is held in stages, starting from the village or sub-district level, to the district level. Musrenbang serves as a deliberative space that allows for two-way communication between the government and persons with disabilities, so that their aspirations, needs, and experiences can be accommodated in development planning. Through this involvement, persons with disabilities are positioned not only as beneficiaries but also as subjects of development who play an active role in the decision-making process. Furthermore, the normative foundation for inclusive development is also derived from the 1945 Constitution of the Republic of Indonesia, which affirms that the goal of national development is to advance general welfare and improve the nation's intellectual life. This constitutional principle positions inclusive development, including disability-friendly development, as an integral part of efforts to achieve social justice for all Indonesians.

4. Involvement of Persons with Disabilities in Development

The participation of persons with disabilities in development should ideally be comprehensive and sustainable, from the planning stage through implementation, utilization of development outcomes, and policy evaluation. This comprehensive involvement serves not only as a means of fulfilling participatory rights but also as a strategic instrument for empowering persons with disabilities as subjects of development. This empowerment implies a growing sense of ownership of the development process and outcomes, which encourages policy sustainability and improves the quality of development itself. Therefore, governments at all levels need to consistently open up space for community participation to establish a development paradigm that is equitable and pro-minority, including persons with disabilities (Ndaumanu, 2020).

People with disabilities still face relatively significant barriers to achieving their equal rights. These barriers are not only physical but also structural and cognitive, including a limited understanding of development planning procedures and mechanisms. This lack of understanding has the potential to foster apathy and prejudice toward development outcomes, as people with disabilities feel excluded and their needs are not being met. This situation increases the risk of discrimination in fulfilling various basic rights, such as the right to education, employment, and access to public facilities, including transportation, places of worship, entertainment venues, and recreational spaces that are not yet fully disability-friendly.

The empowerment of persons with disabilities in the Musrenbang forum should not be formalistic or merely to fulfill administrative obligations. Participation of persons with disabilities in Musrenbang should be directed to effectively accommodate their needs and aspirations in the formulation of development policies and programs. According to Setiyawati and Kusdarini (2019), the participation of persons with disabilities, particularly in the form of contributing ideas and thoughts, must be strengthened from the Musrenbang preparation stage so that the aspirations conveyed can be substantially integrated into planning documents. Addressing the various barriers to inclusive development requires a comprehensive, cross-sectoral strategy. One approach is to actively involve people with disabilities in various government-organized activities at all levels, create spaces for equal dialogue with the community, and organize and renovate office facilities and public spaces to make them more accessible. These steps not only serve to improve physical accessibility but also symbolize the government's commitment to realizing inclusive, participatory, and equitable development for all citizens.

5. Cross-Actor Collaboration of the Penta Helix Stakeholder Model

Cross-actor collaboration is a crucial approach in development implementation because public policy implementation often faces coordination challenges across government agencies. Weak coordination not only impacts program implementation ineffectiveness but also hinders the involvement of target groups, including persons with disabilities, in the development process. The absence of regulations that clearly define the division of

primary tasks and functions among the agencies involved leads to overlapping authority and role gaps, thus limiting the participation of persons with disabilities. This situation has implications for the low level of involvement of persons with disabilities in development, even though this group has generally demonstrated positive acceptance of various government programs. Within the conceptual framework, cross-actor collaboration with the *penta-helix stakeholder model* is seen as a development and refinement of the *triple-helix stakeholder model*, which involves three main elements: government, business or the private sector, and academia. Furthermore, this model was expanded into a *penta-helix model* by adding two other important elements: non-governmental organizations or *civil society*, which in this context includes minority communities such as people with disabilities, and the mass media as an actor playing a role in information dissemination and public opinion formation (Astuti et al., 2020). The addition of these two elements reflects the need for more inclusive and participatory collaboration in addressing the complexity of development issues. Inclusive development in Banyuwangi Regency demands comprehensive cross-actor collaboration, synergistically involving all development actors. The application of the *penta-helix model* is relevant because it can accommodate the diverse interests, resources, and capacities of the actors involved. For inclusive development to be effective, the use of the *penta-helix model* must begin with a clear mapping of the five actors involved, according to their respective roles, functions, and contributions in the planning, implementation, and evaluation processes of policies.

RESEARCH METHODS

This research uses a qualitative approach, which builds knowledge statements based on constructivist and/or participatory perspectives, and starts from subjective interpretations of the social reality being studied (Priyato & Noviana, 2023). A qualitative approach was chosen because it is considered capable of deeply exploring the dynamics, meanings, and interactions between actors in the implementation of inclusive development, particularly those related to cross-actor collaboration practices and the participation of persons with disabilities. This study does not explicitly use theory, as in a pure phenomenological approach. Qualitative research allows researchers to begin their study from personal reflections and statements related to empirical experiences in viewing a phenomenon in a substantial way. Therefore, theory in this study is positioned as an explanatory framework that helps understand the phenomenon under study, rather than as an instrument for rigorously testing hypotheses. A descriptive approach is applied to systematically and factually describe the empirical conditions of development in Banyuwangi Regency. Data collection was conducted through in-depth interviews, field observations, official document reviews, and documentation relevant to the research focus. The combination of data collection techniques allows for a comprehensive picture of cross-actor collaboration practices and the level of participation of people with disabilities in development. The determination of research informants was carried out using a *purposive sampling technique*, namely the deliberate selection of informants based on considerations of their relevance, capacity, and relevance to the research focus. The researcher attempted to present empirical facts of development in Banyuwangi Regency in a naturalistic manner, while simultaneously uncovering *hidden values* related to cross-actor collaboration practices and efforts to participate in development for people with disabilities. The development theories and models in this study are not intended to be tested in a verifiable manner, but rather are used as analytical tools to explain why existing development practices have not been implemented optimally, so they have not been able to fully meet the expectations and needs of people with disabilities as the target group.

RESEARCH RESULTS AND DISCUSSION

1. Inclusive Development Achievement Targets

The target of achieving inclusive development in Banyuwangi Regency is understood as a systematic effort by the local government to realize development that is just, equal, and accessible to all levels of society, especially people with disabilities. Inclusive development is no longer positioned as a sectoral agenda or a supplement to policy, but rather as a fundamental principle in regional development implementation. This is reflected in the government's policy orientation, which places the principles of participation, accessibility, and non-discrimination as the primary foundation for development planning and implementation (Ismail, 2009:56). Based on field research, the target of inclusive development in Banyuwangi is not only directed at providing disability-friendly physical infrastructure, but also at establishing a development system that guarantees the protection of rights, active involvement, and improvement of the quality of life of people with disabilities. Disability-friendly development is defined as development that allows all members of the community to access public services, from office services and transportation, places of worship, green open spaces, and recreational areas, without experiencing structural or social barriers. The success of inclusive development is not measured by the existence of physical facilities, but by the extent to which development guarantees the participation and fulfillment of the rights of people with disabilities

in a substantive manner. Interview results indicate that the Banyuwangi Regency Government is striving to integrate the needs of people with disabilities into development, both through regulatory policies and the provision of public facilities. Regional development is designed with the involvement of people with disabilities to ensure physical and non-physical accessibility meets their needs. These efforts are realized through the construction of sidewalks with *guiding blocks*, the provision of disability-friendly bus stops, ramps in public spaces, and the strengthening of the Disability Services Unit (ULD), particularly in the employment sector. Research findings indicate that achieving inclusive development targets still faces various challenges. One of the main challenges is the gap between policy formulation and implementation on the ground. Despite the existence of Regional Regulation No. 6 of 2017 concerning the Protection and Fulfillment of the Rights of Persons with Disabilities, the implementation of this policy does not fully reflect the principles of disability-friendly development. Disability advocacy organizations assess that some physical developments are still not fully accessible and have not been designed based on the actual needs of people with disabilities.

The inclusive development target also includes increasing the participation of people with disabilities in all stages of development, from planning, implementation, utilization, and evaluation. In practice, participation of people with disabilities in the Musrenbang forum still tends to be formalistic. This involvement has not fully accommodated the needs and aspirations of people with disabilities in a substantive manner, resulting in development that is not fully responsive to the needs of these groups. This indicates that the inclusive participation target has not been fully achieved, particularly in terms of the quality of participation. This study found that achieving inclusive development targets is also closely related to changes in social and institutional paradigms. People with disabilities are often positioned as a vulnerable group considered a social burden, resulting in their rights often being neglected (Priyanto & Hentika, 2024). People with disabilities have the same status, rights, and obligations as citizens. Informants from the disability sector emphasized that they do not expect pity, but rather recognition and fulfillment of their rights equally as part of society. This emphasizes that inclusive development targets are not merely technical but also require changes in the government and society's perspectives on disability (Priyanto, 2025).

Inclusive development demands guaranteed equal access to education, health care, employment, and social protection for people with disabilities. The inability of development to accommodate the needs of minority groups has the potential to widen social inequality and reinforce structural exclusion (Thoha, 2008:15). Achieving inclusive development targets requires a collaborative approach involving various stakeholders. Development cannot rely solely on government capacity but also requires the active participation of the community, disability organizations, the private sector, and academia. Community participation in development will foster a sense of ownership and responsibility for development outcomes, as well as increase trust in development itself (Priyanto & Noviana, 2018). Inclusive development targets should be directed toward establishing a participatory, accountable, and equitable development ecosystem. The inclusive development targets in Banyuwangi Regency have a strong policy foundation and institutional commitment. However, these achievements need to be optimized through strengthened implementation, improved participation of persons with disabilities, and a shift in development paradigms toward social justice. Inclusive development is development that not only provides physical facilities but also ensures the fulfillment of rights, eliminates discrimination, and sustainably improves the quality of life for persons with disabilities.

2. Implementation of Cross-Actor Collaboration of the Penta Helix Stakeholder Model

The implementation of cross-actor collaboration in inclusive development in Banyuwangi Regency demonstrates that successfully fulfilling the rights of persons with disabilities cannot be achieved through government alone, but rather requires structured and sustainable multi-stakeholder synergy. Collaboration across actors, a *penta-helix model* involving the government, the private sector, academics, communities or non-governmental organizations, and the media, is a strategic approach to addressing the complexities of inclusive development, which are multidimensional and multi-sectoral.

The research results show that the Banyuwangi Regency Government positions itself as a key actor, regulator, and coordinator in the penta-helix collaboration. The government plays a role in providing a regulatory framework, policies, and cross-sector coordination mechanisms to ensure that regional development is carried out in accordance with the principles of participation, accessibility, and non-discrimination (Priyanto et al., 2021). Regional development is not only focused on economic growth but also directed at equalizing prosperity and creating an inclusive environmental carrying capacity. Cross-actor collaboration is realized through various coordination forums, cross-agency meetings, and the involvement of disability advocacy organizations in program planning and evaluation. The government also encourages the involvement of non-governmental actors, including

the private sector, academics, and communities, to address limited government resources. This aligns with the view of Kusman et al. (2025), who argue that development policies depend not only on state capacity but also on the contributions of communities and other actors in implementing development programs. The private sector's role in implementing *the Penta Helix collaboration* in Banyuwangi appears to be *an enabler* of inclusive development. The private sector contributes through job creation, vocational training, technology support, and corporate social responsibility (CSR) programs targeting people with disabilities. This collaboration aims to create a conducive business environment while improving the quality of life for people with disabilities. Synergy with the private sector is intended to encourage innovation, investment, and improve community welfare in an inclusive manner. Research shows that private sector involvement has not been fully integrated into regional development planning. Private sector participation still tends to be based on incidental CSR programs, not fully integrated into a long-term inclusive development strategy. This condition indicates that the *Penta Helix collaboration* still requires strengthened coordination and harmonization of interests between actors.

Academics in the *penta-helix model* play a role as conceptualizers and providers of the knowledge base for inclusive development. Research shows that academics in Banyuwangi have been involved through research activities, community service, and educational programs related to disability issues. Academic involvement is considered crucial in helping the government and other actors understand the real needs of people with disabilities and formulate evidence-based policies. However, academic contributions still face challenges, particularly the limited integration of research findings into the policy-making process. Research findings indicate that academic studies have not yet fully become the primary reference in inclusive development planning, thus the potential of academics as drivers of policy innovation has not been optimally utilized. Communities and non-governmental organizations, particularly disability advocacy organizations, act as accelerators and bridges between the government and persons with disabilities. These organizations also play a role in voicing the aspirations and needs of persons with disabilities, which are often not accommodated in formal development mechanisms. Informants from advocacy organizations emphasized that advocacy is not only curative, but also preventive and empowering, so that persons with disabilities can be competitive and actively participate in development. The existence of communities also functions as a social monitor for the implementation of inclusive development policies (Askar, 2019). The Banyuwangi Regency Government's interest in involving communities and non-governmental organizations ensures that development does not deviate from the principles of justice and equality. However, collaboration with communities still faces obstacles such as limited resources, dependence on government support, and the lack of a formal, binding mechanism for long-term engagement.

Media, within the *penta-helix model*, plays a role in expanding the reach of information and shaping public opinion regarding inclusive development. Research shows that mass media in Banyuwangi have contributed to publicizing training activities, the construction of disability-friendly facilities, and empowerment programs for people with disabilities. This study found that representations of people with disabilities in the media are often trapped in stereotypes, either as objects of pity or as exaggerated heroic figures. Disability advocacy organizations believe that the media has not fully portrayed people with disabilities as equal subjects of development. This suggests that the media's role in *penta-helix collaboration* still needs to be directed toward stronger educational and advocacy functions. *the Penta Helix model* of cross-actor collaboration in Banyuwangi Regency has shown positive progress in supporting inclusive development. Synergy between actors has resulted in various programs and policies that improve accessibility, participation, and protection of the rights of persons with disabilities. This collaboration has not been fully institutionalized and still faces challenges in coordination, policy consistency, and capacity gaps between actors. The success of the *Penta Helix model* in inclusive development is largely determined by shared commitment, clear roles, and sustainable collaboration mechanisms (Priyanto, 2023). Ideal inclusive development requires the integration of the roles of all actors in an equal, transparent, and accountable manner, so that the goal of fulfilling the rights of persons with disabilities can be achieved optimally and sustainably.

CLOSING

1. Conclusion

The implementation of cross-actor collaboration through the *penta-helix model* has contributed positively to supporting inclusive development. The government, private sector, academics, communities, and the media have all played their respective roles, but this collaboration has not been institutionalized in a strong and sustainable manner. Inclusive development still requires strengthening cross-actor synergy and a shift in development paradigm that positions people with disabilities as subjects of development. The gap between policy formulation and field practice remains a major issue. Disability-friendly development tends to emphasize symbolic and physical aspects, while the fulfillment of substantive rights, particularly the meaningful participation of persons with disabilities in

decision-making, has not been optimally realized. Participation of persons with disabilities in development planning forums remains formalistic, so the aspirations and real needs of persons with disabilities have not been fully integrated into development documents and programs.

2. Recommendation

The Banyuwangi Regency Government needs to strengthen the implementation of disability-friendly development through binding technical regulations across sectors, along with budgeting and evaluation mechanisms based on the real needs of people with disabilities. Participation of people with disabilities must shift from formal to substantive involvement, from the planning, implementation, and evaluation stages, so that people with disabilities play a role as subjects of development. A paradigm shift in bureaucratic and societal attitudes toward disability is a key prerequisite for successful inclusive development, by positioning people with disabilities as holders of equal rights. Future research is recommended to examine the impact evaluation of inclusive development policies in a more measurable manner to strengthen evidence-based policy formulation.

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