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Implementation Gaps in Public Service Accessibility for Persons with Disabilities: A Human Rights Analysis

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Abstract
The right to accessibility of public services for persons with disabilities has been guaranteed in various national and international legal instruments. Public service practices still show a gap between normative guarantees and implementation conditions in the field. Previous research generally discusses accessibility sectorally, such as transportation, places of worship, administrative services, or empowerment policies, without connecting these various forms of barriers in a single human rights-based analysis. This study aims to analyze the forms of gaps in the implementation of the right to accessibility of public services for persons with disabilities, the causal factors, and their compliance with human rights principles. The study uses a normative legal method with a statutory and conceptual approach. The analysis is conducted by comparing legal standards in the 1945 Constitution of the Republic of Indonesia, Law Number 19 of 2011, Law Number 8 of 2016, Law Number 25 of 2009, and Government Regulation Number 42 of 2020 with findings from case studies in Jember Regency, Surakarta City, Banjarbaru, and Makassar City. The research findings indicate that implementation gaps exist not only in physical accessibility, but also in access to information and communication, administrative procedures, digital services, apparatus capacity, complaint mechanisms, and the participation of persons with disabilities in policy development. These gaps are influenced by limited infrastructure, poor understanding of service providers, weak oversight, immature procedures, and minimal involvement of organizations for persons with disabilities. The novelty of this research lies in its integrated analysis, which positions public service accessibility as a human rights issue. This research contributes to broadening accessibility studies through an analytical framework that connects legal norms, service practices, forms of gaps, and human rights principles.

INTRODUCTION

Public services are an important part of fulfilling citizens' rights because through these services the state carries out its responsibility to ensure people's access to basic needs in a fair, equitable, and dignified manner.[1] Public services are not only related to administrative affairs, but also reflect the quality of governance, legal certainty, information disclosure, accountability, and respect for the rights of the community as service recipients.[2] Clear service standards are needed so that the public can obtain certainty regarding procedures, requirements, costs, settlement times, and complaint mechanisms in a transparent manner.[3] The fulfillment of public services must also pay attention to the principle of equality so that all citizens can access services without discriminatory treatment, including people with disabilities.[4]

The implementation of public services still shows that there is a gap between legal provisions and service delivery practices. Previous research found that the quality of public services is not fully optimal because there is still a complicated bureaucracy, SOPs that have not been implemented consistently, technological limitations, weak supervision, low competence of apparatus, and inadequate facilities and infrastructure.[5] These obstacles also arise in population administration services through limited geographical access, transportation costs, networks, human resources, and supporting facilities.[6] This condition shows that the quality of service is not only influenced by the existence of regulations, but also by the ability of organizers to translate regulations into services that are easily accessible to the public.

The issue of accessibility becomes more complex for people with disabilities because the barriers to public services are not only related to buildings or auxiliary equipment, but also policy designs, bureaucratic culture, and participation spaces that are not yet

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[2] Indriastuti. (2020). Re-understanding public services to realize *good governance*. *Governance: Journal of Public Policy and Management, 10*(1), 60–75.

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[4] Rahmatia, R. N. (2023). Juridical review of the services of state civil servants in regional agencies based on Law Number 25 of 2009 concerning Public Services. *Lex Administratum, 12*(1), 1–9.

[5] Suryana. (2018). Public services: Obligations and constraints. *Scientific Journal of Master of Administrative Sciences, 12*(1), 1–13.

[6] Tinggogoy, D. C., & Kaloly, J. H. (2023). Public services: Between community rights and government obligations: A study in North Loloda District, North Halmahera Regency. *Journal of Indonesian Public Administration and Governance Studies*, 74–87.

fully inclusive.[7] People with disabilities still experience limitations in accessing physical facilities, transportation, education, job training, employment, and other public services.Public [8] services that are not yet inclusive can widen social inequalities because physical, digital, and social accessibility is not yet fully able to reach vulnerable groups, while their participation in the policy process is still limited.[9] The representation of persons with disabilities in the implementation of public services is also still not optimal, so accessibility is not only related to the right to receive services, but also the right to be involved in the public service process equally.[10]

The gap in the implementation of accessibility needs to be understood as a problem between the legal norms that are available and bureaucratic social practices that have not fully implemented in accordance with the goal of protecting rights.[11] The existence of written rules does not always guarantee the fulfillment of people's rights if their implementation is still influenced by low legal awareness, complicated procedures, an unadaptive work culture, and the weak role of implementing institutions in bridging the needs of citizens.[12] Similar obstacles can be seen in the implementation of inclusive policies that still face limited facilities, human resources, budget support, and social stigma against groups with special needs.[13] Hard-to-access laws and subtle service procedures can widen the gap between communities and the legal protections they are supposed to get.[14]

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[7] Mozin, S. Y., Bangko, N. R., & Juliawati, N. K. (2025). The scope and legal basis of public services. *Public Administration and Communication Sciences Studies, 2*(2), 1–10.
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[10] Mumpuni, S. D., & Zainudin, A. (2017). Accessibility of people with disabilities in public services in Tegal Regency. *Journal of Educational Communication, 1*(2), 133–137.
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[12] Astrida, I., Rahmatiar, Y., & Abas, M. (2025). The fulfillment of the rights of vulnerable groups in obtaining public services at the Karawang Regency Investment and One-Stop Integrated Services Office is based on the perspective of Law Number 25 of 2009 concerning Public Services. *Journal of Law, Humanities and Politics, 6*(2), 1280–1296.
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The gap in accessibility of public services has a direct impact on the fulfillment of the human rights of persons with disabilities. Transportation barriers can limit mobility to work, study, seek medical treatment, and carry out daily activities, so that transportation access cannot be separated from the principle of justice and the fulfillment of citizens' basic rights.[15] People with disabilities also still face social stigma, limited disability-friendly facilities, and policies that do not fully accommodate their needs to access basic services equally.[16] Limited health services, education, social protection, population administration, transportation, and social participation have the potential to reduce independence and hinder respect for human dignity.[17]

Previous research has addressed accessibility for people with disabilities through diverse focuses. Research on the City of Makassar focuses more on the implementation of accessibility policies in the perspective of positive law and Islamic law.[18] Research in the city of Surakarta focuses on fulfilling the accessibility of places of worship facilities and local government policies in supporting them.[19] Other research discusses legal instruments and government efforts in fulfilling the accessibility rights of persons with disabilities at the national level.[20] Research on administrative services also highlights digital transformation and the need for service design that takes into account the needs of people with disabilities.[21] These studies have not specifically linked the gap between legal guarantees and public service practices through an integrated analysis of access to physical facilities, information, communication, service procedures, digital services, attitudes of apparatus, and participation of persons with disabilities.

The novelty of this research lies in the placement of the accessibility of public services as a matter of fulfilling human rights, not only as an administrative obligation or the provision of physical facilities. This study analyzes the forms of gaps in the

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[19] Putra, D. A. H., & Achmad. (2022). Local government policies in protecting the accessibility rights of persons with disabilities to places of worship facilities in the city of Surakarta. *Res Publica, 6*(3), 332–344.
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[21] Panggabean, R. P. (2026). Government policy on the right to public services in administrative matters for persons with disabilities. *Rechten Journal: Legal and Human Rights Research, 8*(1).

implementation of the right to accessibility of public services, the factors that cause the gap, and their impact on equality, non-discrimination, independence, participation, and respect for the dignity of persons with disabilities. This study aims to analyze the form of gaps in the implementation of the right to accessibility of public services for persons with disabilities and assess their conformity with human rights principles.

METHODS

This research uses normative legal research methods with a legislative approach and a conceptual approach. The legislative approach is used to identify norms that govern the obligations of the state and public service providers in fulfilling the right of accessibility for persons with disabilities. These norms are analyzed through the 1945 Constitution of the Republic of Indonesia, Law Number 19 of 2011 concerning the Ratification of *the Convention on the Rights of Persons with Disabilities*, Law Number 8 of 2016 concerning Persons with Disabilities, Law Number 25 of 2009 concerning Public Services, and Government Regulation Number 42 of 2020 concerning Accessibility to Settlements, Public Services, and Protection from Disasters for Persons with Persons with Disabilities Disability. This approach is used to determine legal standards regarding accessibility that should be available in public services.

A conceptual approach is used to assess the implementation of accessibility based on human rights principles, namely equality, non-discrimination, respect for human dignity, participation, and independence of persons with disabilities. Secondary legal material was obtained through journal articles, reports of public service supervisory agencies, policy documents, and previous research that discussed accessibility barriers in public services. These materials were selected purposively based on their suitability with the issue of access to physical facilities, information and communication, service procedures, digital services, apparatus competence, and the involvement of persons with disabilities in the implementation of public services.

The analysis was carried out through a prescriptive analysis technique by comparing legal standards and the results of public service practices contained in secondary legal materials. Each Outcome is classified into three categories: accessibility that has been met, that accessibility that has been met on a limited basis, and that accessibility that has not been met. The classification was carried out using indicators in the form of the availability of accessible physical facilities, access to information and communication, adequate accommodation, adaptive service procedures, inclusive digital services, and non-discriminatory treatment of apparatus.

The form of implementation gap is determined if there is a difference between the rights that have been guaranteed in laws and regulations and the conditions of public services found in previous research. The factors causing the gap are analyzed through the identification of institutional barriers, budget limitations, inadequate facilities and infrastructure, low competence of the apparatus, weak coordination, and lack of participation of persons with disabilities in policy formulation. The impact of the gap was then analyzed by linking it to human rights principles to assess whether public service practices have guaranteed equality of opportunity, non-discriminatory treatment, and respect for the dignity of persons with disabilities. The analysis stage is used to answer the form of implementation gaps, the causative factors, and the suitability of the implementation of public service accessibility with human rights principles.

RESULTS AND DISCUSSION

The discussion of this study uses four case studies to illustrate the form of gap in the implementation of the right to accessibility of public services for persons with disabilities. These cases include the accessibility of public transportation stops in Jember Regency, places of worship facilities in Surakarta City, administrative services for people with disabilities in Banjarbaru, and policies for empowering people with disabilities in Makassar City. The four cases were chosen because they show a variety of public service barriers that are not only related to physical facilities, but also administrative procedures, access to information, responsiveness of apparatus, empowerment policies, and participation of persons with disabilities.

The case in Jember Regency illustrates the accessibility barriers in public transportation services. Previous research has shown that public transportation stops in Jember Regency have not provided adequate facilities for people with disabilities. These difficulties are related to access to bus stops, limited supporting facilities, low service responsiveness, and suboptimal community participation in the implementation of transportation services.[22]

The case in Surakarta City shows the problem of accessibility in places of worship facilities. Research on forty places of worship from various religions shows that no place of worship has achieved a very good accessibility category. Only two places of worship are in the good category, while most places of worship are still in the moderate, bad, and

[22] Priyambodo, A. R. A., & Ubaidillah, L. (2025). Juridical analysis of the fulfillment of public service rights for people with disabilities in Jember Regency. *Aladalah: Journal of Politics, Social, Law and Humanities, 3*(1), 1–15.

very bad categories. This condition shows that people with disabilities still face obstacles in using places of worship facilities independently and equally.[23]

The Banjarbaru case presents obstacles in administrative services, especially for people with visual disabilities. A number of families with disabilities experience difficulties in accessing health services, health insurance, marriage registration, divorce, and population administration. This issue shows that accessibility is not only related to ramps or disability-friendly toilets, but also related to service procedures, administrative requirements, easily accessible information, and the need for assistance in the management of public documents.[24]

The case in Makassar City shows the implementation of policies for the protection and empowerment of persons with disabilities. The Makassar City Government has Regional Regulation Number 6 of 2013 concerning the Fulfillment of the Rights of Persons with Disabilities and runs several programs, such as social security, skills training, productive economic business assistance, and coaching towards independence. The implementation of these policies still faces obstacles because people with disabilities continue to face social stigma, limited access to education, employment, and the availability of programs influenced by budget constraints.[25]

1. Legal Standards for the Right of Accessibility in Public Services

The analysis of each case study uses laws and regulations as a benchmark to determine what rights should be fulfilled by the state and public service providers. These legal standards are sourced from the 1945 Constitution of the Republic of Indonesia, Law Number 19 of 2011 concerning the Ratification of *the Convention on the Rights of Persons with Disabilities*, Law Number 8 of 2016 concerning Persons with Disabilities, Law Number 25 of 2009 concerning Public Services, and Government Regulation Number 42 of 2020 concerning Accessibility to Settlements, Public Services, and Protection from Disasters for Persons with Disabilities.

The 1945 Constitution of the Republic of Indonesia provides a constitutional basis for the fulfillment of the rights of persons with disabilities through the principle of equality before the law, protection from discriminatory treatment, and the right to convenience and special treatment to achieve equality and justice. The provision emphasizes that

[23] Putra, D. A. H., & Achmad. (2022). Local government policies in protecting the accessibility rights of persons with disabilities to places of worship facilities in the city of Surakarta. *Res Publica, 6*(3), 332–344.
[24] Panggabean, R. P. (2026). Government policy on the right to public services in administrative matters for persons with disabilities. *Rechten Journal: Legal Research and Human Rights, 8*(1), 1–15.
[25] Nasir, S. A., & Jayadi, A. (2023). The implementation of accessibility rights for people with disabilities from a positive legal perspective and Islamic law in Makassar City. *Shautuna*.

special treatment for persons with disabilities is not a form of unfounded privilege, but a means to remove obstacles that cause inequality in the use of public services.[26]

Law Number 19 of 2011 strengthens the state's obligation to respect, protect, and fulfill the rights of persons with disabilities through the ratification of *the Convention on the Rights of Persons with Disabilities*. The Convention places persons with disabilities as subjects of rights who must have equal opportunities in the fields of social, economic, political, educational, health, transportation, and public services. The fulfillment of accessibility must be directed to ensure the full participation of persons with disabilities in society, not just to provide temporary social assistance.[27]

Law Number 8 of 2016 regulates the rights of persons with disabilities to obtain accessibility to public facilities and get decent accommodation as a form of equal opportunity. The government and local governments are also required to provide easily accessible public services, including public transportation services. Easily accessible public services not only mean the availability of physical buildings or facilities, but also include procedures, information, communication, and services that can be used according to the needs of people with disabilities.[28]

Law Number 25 of 2009 provides the principles of public service implementation that must be fulfilled by every service provider. These principles include equal rights, equal treatment or non-discrimination, participation, openness, accountability, facilities and special treatment for vulnerable groups, and ease and affordability of services. These provisions are used to assess whether persons with disabilities have received equal services or face obstacles due to service design that only considers the needs of users without disabilities (Republic of Indonesia, 2009).

Government Regulation Number 42 of 2020 is the operational basis for assessing accessibility in public services. Physical accessibility can be seen through the availability of ramps, elevators, disability-friendly toilets, accessible waiting rooms, guide lanes, priority counters, and safe service rooms for wheelchair users. Access to information and communication can be seen through the availability of braille, sign interpreters, audio information, easy-to-read information boards, simple information services, and communication assistance for people with sensory disabilities. Service procedures must

[26] Republic of Indonesia. (1945). *Constitution of the Republic of Indonesia in 1945*.
[27] Republic of Indonesia. (2011). *Law Number 19 of 2011 concerning the Ratification of the Convention on the Rights of Persons with Disabilities*.
[28] Republic of Indonesia. (2016). *Law Number 8 of 2016 concerning Persons with Disabilities*.

also provide proper accommodation, such as mentoring, translation, ease of filling out documents, service priority, and adjusting procedures based on user needs.[29]

The accessibility of public services must also include digital services. The use of public service applications and platforms needs to consider the needs of users with disabilities, including compatibility with screen readers, the use of alternative text, understandable visual and audio information, and designs that do not make it difficult for users with sensory or intellectual disabilities. The involvement of organizations of persons with disabilities in the preparation, implementation, and evaluation of public services is an important element because the needs of users cannot be determined unilaterally by service providers.

2. Analysis of the Gap in the Implementation of Accessibility Rights in the Case of Jember Regency

Jember Regency Regional Regulation Number 7 of 2016 provides guarantees for persons with disabilities to obtain proper accommodation, optimal services, dignified treatment, mentoring, translation, and easily accessible public service facilities. This obligation shows that public transportation stops should be able to be used safely, independently, and comfortably by people with disabilities. Bus stops not only serve as vehicle waiting places, but also become part of the transportation service chain that determines a person's ability to access education, employment, health, and social activities.

The results of the study show that public transportation stops in Jember Regency are still difficult to access for people with disabilities. The availability of accessibility facilities is still very minimal, while access to bus stops has not supported the safety of users with physical limitations. This condition shows that people with disabilities are not yet able to use public transportation with the same level of independence as users without disabilities. These obstacles are not only related to the unavailability of physical facilities, but also to the quality of transportation services that are not responsive to the needs of vulnerable groups.

The gap in physical accessibility in the Jember case can be seen from the unavailability of facilities that support the mobility of people with disabilities to and within the bus stop area. The route to the bus stop is difficult to reach, the unavailability of access for wheelchair users, and the lack of supporting facilities show that there is a difference between legal obligations and the reality of service. Persons with disabilities formally

[29] Republic of Indonesia. (2020). *Government Regulation Number 42 of 2020 concerning Accessibility to Settlements, Public Services, and Protection from Disasters for Persons with Disabilities*.

have the right to use public transportation, but available facilities do not allow this right to be exercised safely and independently.

Gaps are also seen in access to information and communication. An inclusive transportation stop should provide information on routes, schedules, travel directions, and vehicle arrival notifications in visual and audio form. Research in Jember Regency did not explain in detail the existence of audio information, braille, or tactile markers at the bus stop. The unavailability of such data cannot directly mean that all information facilities are not yet available, but it shows that the information and communication aspects are not yet the main concern in the evaluation of transportation accessibility. This condition is important because people with blind, deaf, or communication disabilities need different forms of information in order to use transportation independently.

The gap in service procedures can be seen from the lack of optimal service systems that provide assistance, assistance, or priority for people with disabilities. The study highlighted the low effectiveness of service organizing, low public participation, and the lack of adequate complaint and dispute resolution mechanisms. This situation causes people with disabilities not only to face obstacles when using transportation facilities, but also to experience limitations to submit complaints and obtain service improvements when experiencing discrimination or difficulty in access.

The capacity of transportation apparatus and operators is also part of the implementation gap. Disability-friendly transportation services require officers who understand how to provide assistance without degrading users, understand the needs of wheelchair users, are able to provide information that is easy to understand, and do not make it difficult for people with disabilities when using public facilities. Research in Jember Regency shows that public services have not been responsive to special needs groups. This condition indicates that the needs of people with disabilities have not been fully translated into daily work and service standards.

The factors causing the gap in Jember Regency are related to the limitations of facilities and infrastructure, the design of bus stops that are not yet accessibility-based, the low responsiveness of organizers, and the lack of optimal public participation in the implementation of transportation. The study also shows that there is no adequate complaint and dispute resolution mechanism. The absence of an accessible complaint channel makes it difficult for people with disabilities to convey experiences of discrimination or special needs to transportation operators.

These gaps have a direct impact on the fulfillment of the right to mobility, equality of opportunity, and social participation. People with disabilities who cannot access bus stops and public transportation will experience obstacles to go to school, work, medical

treatment, take care of administration, attend religious activities, and participate in community activities. Mobility barriers can expand dependency on family or other parties because people with disabilities cannot determine travel independently.

The implementation of public transportation services in Jember Regency has not been fully in accordance with human rights principles. The principle of equality has not been fulfilled because users with disabilities have not had the same opportunity to use public transportation. The principle of non-discrimination has also not been fulfilled because the design of facilities that appear neutral for all users actually results in heavier barriers for people with disabilities. The condition can be categorized as indirect discrimination because there is no formal prohibition for people with disabilities to use transportation, but the facilities available do not allow them to use the service equally.

3. Analysis of the Gap in the Implementation of Accessibility Rights in the Case of Surakarta City

Facilities for places of worship can be analyzed as public spaces that must be able to be used by all citizens, including people with disabilities. The right to worship is not only related to freedom of religion, but also to one's ability to enter, use, and participate in religious activities without physical or social barriers. The provision of accessibility in places of worship is a form of fulfilling the right to equal opportunities and respect for the dignity of persons with disabilities.

Research in the city of Surakarta shows that the majority of places of worship have not met accessibility standards for people with disabilities. Of the forty places of worship studied, there was no place of worship with a very good category. Only two places of worship are in the good category, nine places of worship are in the adequate category, while twenty-nine places of worship are in the bad and very bad category. These results show that the availability of a large number of places of worship does not automatically guarantee the fulfillment of accessibility for people with disabilities.

The gap in physical accessibility can be seen from the design of buildings that use a lot of high stairs without adequate alternative paths. Places of worship in strategic areas and educational environments also still do not meet accessibility criteria. Architectural design that prioritizes the shape of tall buildings and the use of stairs causes people with physical disabilities or wheelchair users to have difficulty entering the worship area. This condition shows that the need for accessibility has not been the main part in planning, construction, and renovation of places of worship.

The gap does not only concern the entrance to the building. Inclusive worship spaces should provide sufficient circulation space for wheelchair users, accessible toilets, safe ablution areas, flexible seating, guided paths, and access to religious activity spaces.

Surakarta research emphasizes more on the physical accessibility of buildings, so detailed data on braille, sign language interpreters, audio information, or religious literature in accessible formats is not available. The absence of such data needs to be treated as a limitation of research, not as evidence that all forms of access to information and communication are not available.

The gap in apparatus capacity can be seen from the lack of understanding of the local government regarding the provisions regarding the accessibility of places of worship. Local governments have not fully understood the legal obligations that govern the provision of accessibility. Monitoring of places of worship buildings is also still limited, so that the managers of places of worship do not get enough encouragement to make adjustments to facilities. This limited understanding makes regulations only stop as formal documents and have not yet become the basis for decision-making in the field.

The gap in the participation of people with disabilities can be seen from the lack of dialogue spaces between local governments, places of worship managers, and people with disabilities. The absence of a communication forum causes the needs of users with disabilities to not be identified appropriately. Places of worship managers may consider that accessibility facilities are not necessary because they do not see worshippers with disabilities. This view is wrong because the absence of worshippers with disabilities can be caused by building conditions that do not allow them to come and use the place of worship safely.

The factors causing the gap in the city of Surakarta include the low understanding of the local government on regulations, weak supervision of building accessibility, differences in understanding between the government and the managers of places of worship, and the lack of participation of people with disabilities in facility planning. Architectural patterns that prioritize the use of stairs and multi-storey buildings are also physical factors that strengthen accessibility barriers.

The impact of this gap is the limited freedom of people with disabilities to carry out worship with other communities. Persons with disabilities may not be directly prohibited from entering places of worship, but physical barriers prevent them from using the facility with the same degree of freedom. These circumstances can constitute indirect discrimination because buildings designed without considering the needs of users with disabilities close their opportunities to participate equally.

The implementation of accessibility in places of worship facilities in Surakarta City has not been fully in accordance with the principles of equality, non-discrimination, participation, and respect for human dignity. Equality is not enough to be realized through formal recognition that every citizen is allowed to worship. Equality must be

realized through the provision of facilities that allow people with disabilities to attend, enter, use worship spaces, and participate in religious activities safely and independently.

4. Analysis of the Gap in the Implementation of Accessibility Rights in the Banjarbaru Case

Administrative services are a form of public service that determines the recognition of a person's legal status as a citizen. Access to population administration, marriage registration, divorce, health insurance, and other legal documents has a direct relationship with the right to health, social security, family life, legal certainty, and state protection. Accessible administrative services must provide easy-to-understand procedures, accessible information, appropriate assistance, and service adjustments based on the needs of users with disabilities.

The Banjarbaru case shows that a number of families with disabilities, especially people with visual disabilities, have difficulty accessing health services and health insurance. Administrative problems were also found in the unrecorded number of marriages of persons with disabilities and divorce problems that had not been officially resolved. These difficulties show that the right to public services for persons with disabilities has not been comprehensively fulfilled, especially in administrative services related to health, family status, and population documents.

The gap in administrative procedures can be seen from the requirements and stages of services that cannot be fully carried out by people with disabilities independently. The same service procedure for all users does not necessarily result in equal treatment. People with visual disabilities need information that can be accessed through audio, braille, document reading, or mentoring that does not eliminate their right to understand and make decisions independently. When administrative procedures do not provide such accommodations, people with disabilities risk relying on their families or other parties to take care of their basic rights.

The gap in access to information and communication is also the main problem in the Banjarbaru case. Information regarding BPJS requirements, marriage registration, divorce procedures, and administrative documents must be available in a form that can be accessed by people with visual disabilities. Information services that rely solely on written forms, bulletin boards, or visual explanations can create barriers for users with sensory disabilities. Information accessibility should be understood as part of the service, not as an optional add-on.

The digital service gap needs to be carefully analyzed in the case of Banjarbaru. The articles used do not present an empirical audit of the public service applications or

platforms that have been running. The research further emphasizes that digital transformation can be a solution to improve administrative services if applications and platforms are designed with the needs of people with disabilities in mind. The digital divide in this case is more appropriately positioned as a normative need that cannot be directly proven through field data, rather than as a conclusion that all government digital services have failed to meet accessibility.

The use of inclusive digital services can help people with disabilities obtain information, fill out forms, monitor application status, and access services without having to come to the service office repeatedly. Digitization will not automatically improve accessibility if the app's design is not compatible with screen readers, does not provide alt text, does not have easy-to-understand instructions, or does not involve users with disabilities in the design process. The development of digital services must be accompanied by accessibility tests and the involvement of organizations with disabilities in the planning and evaluation stages of services.

The factors causing the gap in the Banjarbaru case cannot be concluded on only one aspect because the article does not present field research that measures all technical factors of the service. The available data shows that there are problems with service procedures, the need for assistance, access to information, and the integration of health services, social security, and population administration has not been optimal. This study cannot state budget limitations or low competence of the apparatus as the main cause without sufficient empirical evidence. These restrictions are important so that the analysis remains in accordance with the available data.

The impact of administrative disparities is very large because it touches the basic rights of people with disabilities. Difficulties in obtaining health insurance can hinder the fulfillment of the right to health and social protection. Difficulties in registering a marriage or completing a divorce can affect the certainty of legal status, family recognition, child birth certificates, and access to other public services. Administrative barriers can also increase the dependence of people with disabilities on their families or outside parties.

Administrative services that do not provide accessible information, proper assistance, and adaptive procedures are not fully in accordance with human rights principles. The principle of equality requires that persons with disabilities have equal opportunities to manage documents and access health services. The principle of non-discrimination requires that service providers do not use procedures that appear to be the same for everyone, but actually create specific barriers for users with disabilities. The principle of

respect for human dignity requires that persons with disabilities be able to understand, agree, and take care of their administrative needs independently to the extent possible.

5. Analysis of the Gap in the Implementation of Accessibility Rights in the Case of Makassar City

The policy of empowering persons with disabilities in Makassar City can be analyzed as part of public services because it is related to the provision of assistance, training, social rehabilitation, social security, and support to increase the independence of persons with disabilities. Makassar City Regional Regulation Number 6 of 2013 regulates the fulfillment of the rights of persons with disabilities through equal opportunities, accessibility, habilitation and rehabilitation, maintenance of welfare levels, special protection, and empowerment of women and children with disabilities.

The Makassar City Government has carried out several empowerment programs through the Social Service. The program includes the provision of social security for people with severe and moderate disabilities, coaching towards independence, empowerment of women with disabilities, providing social security for people with excusal disabilities, and training recommendations in social institutions. The implementation of empowerment is also carried out through skills training, productive economic business assistance, empowerment group coaching, and business capital assistance for people with disabilities.

These results show that the fulfillment of rights in Makassar City cannot be categorized as not fully fulfilled. The local government has made efforts to build economic independence for people with disabilities through training and business assistance. The availability of these programs shows the recognition that people with disabilities need special support in order to participate in social and economic life.

Gaps remain visible because available policies and programs do not fully guarantee equal opportunities in education, employment, and social participation. The study shows that people with disabilities still face social stigma, the view of people who consider them incapable, and limited access to educational and employment facilities. People with disabilities can receive skills training, but opportunities to obtain decent employment and participate in public spaces still require broader policy support.

The participation gap needs to be analyzed through the extent to which people with disabilities are involved in program formulation. The article shows that the government receives advice and reports on specific needs, such as the need for tools or skills training. The data shows a form of communication between the government and people with disabilities. The involvement cannot be categorized as full participation in policy-making because the research does not explain in detail the involvement of organizations with

disabilities in the planning, budgeting, implementation, and evaluation stages of programs.

The resource gap is also seen from the recognition that program implementation is limited by budget availability. Budget constraints can cause the number of beneficiaries, the type of assistive devices, the scope of training, and the sustainability of the program to not fully meet the needs of people with disabilities. Budget constraints cannot be used as an excuse to ignore the rights of persons with disabilities, but are a factor that needs to be taken into account in the preparation of priorities and mechanisms for fulfilling accessibility in stages.

Empowerment policies that focus too much on social assistance also risk limiting the view of people with disabilities as recipients of assistance. Social assistance is indeed needed for people with disabilities with special needs or vulnerable economic conditions. This approach needs to be balanced with policies that expand access to inclusive education, employment, market needs-based training, access to capital, and spaces for social participation. People with disabilities need to be positioned as subjects who have the potential, ability, and right to make their life choices.

The impact of the gap in Makassar City can be seen in the limited opportunities for people with disabilities to achieve economic independence and social participation. Limited access to education and employment can strengthen dependence on social assistance. Social stigma can also affect the self-confidence of people with disabilities and limit their opportunities to interact equally with people without disabilities.

The implementation of policies in Makassar City can be categorized as the fulfillment of rights that are still limited. Some programs have shown protection and empowerment efforts, but the principles of equality, participation, independence, and non-discrimination have not been fully fulfilled. Human rights-based policies must ensure that empowerment programs do not stop at assistance, but actually create equal opportunities for people with disabilities to obtain education, employment, public services, and social participation.

6. Forms of Gaps in the Implementation of Public Service Accessibility Rights

The results of the analysis of four case studies show that the gap in the implementation of accessibility rights can be grouped into several forms. The gap in physical accessibility is most evident in the case of public transportation stops in Jember Regency and places of worship facilities in Surakarta City. The availability of public facilities has not been followed by a design that allows persons with disabilities to enter, use, and leave the facility safely and independently.

The gap in access to information and communication can be seen especially in the case of administrative services in Banjarbaru. People with visual disabilities need information that can be accessed through audio formats, braille, mentoring, or document reading. Public services that use only written information and visual procedures can create barriers for people with sensory disabilities. Access to information is not only a matter of media provision, but also related to the ability of users to understand rights, requirements, procedures, and service decisions.

Administrative and service procedural gaps arise when people with disabilities are required to follow designed procedures without considering their specific needs. Requirements that are too complicated, forms that are not easily accessible, lack of assistance, and no adjustment of procedures can make it difficult to realize the right to public service. This gap can be seen in the case of Banjarbaru, especially in the management of health services, social security, marriage registration, and population administration.

The digital service gap needs to be placed as an increasingly important problem in the implementation of public services. Digitalization can expand access if applications and platforms are designed inclusively. Digitization can be a new obstacle if the service relies only on visual displays, is not compatible with screen readers, does not have alt text, or does not provide information in an easy-to-understand form. The Banjarbaru case data is not enough to state that all government digital platforms are not accessible, but the need for disability-friendly digital services has been seen as an important part of improving administrative services.

The gap in capacity and attitude of the apparatus can be seen in the cases of Jember and Surakarta. Public service officials need to understand that people with disabilities not only need help, but also need recognition of rights, abilities, and independence. Low understanding of accessibility regulations, weak monitoring, and unresponsive services indicate that service providers have not fully integrated human rights principles in daily service practices.

The participation gap of persons with disabilities arises when policies and service designs are drafted without involving users with disabilities. The Surakarta case shows that there is no space for dialogue between local governments, managers of places of worship, and people with disabilities. The Jember case shows that public participation in the implementation of transportation services is still low. The Makassar case shows that there is communication about the needs of people with disabilities, but there is not enough explanation about their involvement in all stages of policy formulation and evaluation.

7. Factors Causing Implementation Gaps

Limited facilities and infrastructure are the main factors in the gap in physical accessibility. Bus stops in Jember Regency do not provide adequate facilities, while the majority of places of worship in Surakarta City do not have a building design that allows people with disabilities to enter and use the facilities independently. The absence of access lines, narrow circulation spaces, stairs without alternative access, and lack of supporting facilities show that accessibility has not been made an important part of public facility planning.

The low understanding of service providers of the rights of persons with disabilities is also an important factor. Local governments and managers of public facilities may have regulations on accessibility, but have not yet understood how to translate these provisions into building design, service procedures, officer work standards, and complaint mechanisms. This condition can be seen in the case of Surakarta, when the local government's understanding of accessibility provisions is still limited and monitoring of houses of worship has not been running optimally.

Unadaptive service procedures reinforce accessibility barriers. Administrative services in Banjarbaru show that people with disabilities can experience difficulties when procedures, documents, requirements, and information are not adapted to their needs. The need for adequate accommodation is often not identified because service providers still use uniform procedures for all users without taking into account diverse disability conditions.

Weak supervision of service standards also causes a gap between legal norms and service practices. Supervision is needed to ensure that the construction of public facilities, the provision of administrative services, and empowerment programs truly meet the needs of people with disabilities. Without supervision, accessibility provisions can stop as an administrative requirement in planning documents without being realized in real implementation.

The lack of involvement of organizations with disabilities makes policies often not in accordance with the needs of users. People with disabilities have first-hand experience of the obstacles faced when using public services. Their involvement is needed to identify facility needs, develop service standards, test digital applications, evaluate service quality, and formulate an easily accessible complaint mechanism.

Budget constraints can also affect the reach of empowerment programs and the provision of accessibility facilities. The Makassar case shows that the implementation of empowerment programs is influenced by budget limitations. Budget factors cannot be generalized as the main cause in all case studies because not all studies provide data on

budget planning and realization. This analysis shows that the budget factor can only be used in cases where there is sufficient evidence.

8. The Impact of Disparities on Human Rights Fulfillment

Gaps in accessibility implementation can hinder the fulfillment of the right to equality. Persons with disabilities may formally have the same rights to use transportation, worship, administer administration, obtain education, work, and access health services. These rights cannot be enjoyed in real terms if the facilities, procedures, information, and attitude of the apparatus do not support their needs. Equality from a human rights perspective doesn't just mean treating everyone equally, but ensuring everyone has an equal opportunity to use public services.

Accessibility gaps also increase the risk of direct and indirect discrimination. Direct discrimination can occur if people with disabilities are denied access to services or treated differently because of their disability. Indirect discrimination can occur when seemingly neutral rules or facilities actually result in greater barriers for people with disabilities. Bus stops without wheelchair access, places of worship with high stairs without alternative routes, forms that are not accessible to people with visual disabilities, and public service applications that are not compatible with screen readers are forms of policy or design that can result in indirect discrimination (Facharain & Hayati, 2024).

Accessibility barriers can limit people with disabilities' access to other basic rights. Limited transportation can hinder access to education, employment, health, and social activities. Administrative obstacles can affect legal certainty, social security, marriage registration, and child birth certificates. Limited facilities for places of worship can hinder the freedom to carry out worship. The limitations of empowerment programs can affect economic independence, employment opportunities, and social participation.

These gaps can also reduce the independence of people with disabilities. When a person is unable to travel alone, understand administrative procedures, access information, or use public facilities independently, dependence on family and other parties increases. Independence is an important part of respect for human dignity because everyone has the right to make life choices, make decisions, and access public services without unnecessary barriers.

Limited access to public services also hinders the participation of persons with disabilities in social and political life. People with disabilities who cannot use transportation, public facilities, administrative services, or accessible spaces will have difficulty participating in community activities, organizations, education, work, religious activities, and public decision-making processes. This condition narrows the space for

participation and strengthens the position of people with disabilities as a marginalized group.

9. Analysis of Implementation Conformity with Human Rights Principles

The principle of equality requires that persons with disabilities have equal opportunities to use public services. The Jember case shows that the right to mobility has not been fulfilled equally because transportation stops cannot be used safely and independently. The Surakarta case shows that freedom of worship has not been fully supported by accessible physical facilities. The Banjarbaru case shows that administrative services have not fully provided procedures and information that can be reached by people with visual disabilities. The Makassar case shows that there are efforts to fulfill rights, but opportunities in education, employment, and empowerment still need to be expanded.

The principle of non-discrimination requires that public service providers do not create rules, procedures, or facilities that create special barriers for people with disabilities. The absence of accessibility facilities may constitute indirect discrimination because persons with disabilities are not prohibited from using services, but do not have adequate means to use them. The fulfillment of the right to accessibility must be understood as a step to eliminate structural discrimination in public services.

The principle of participation requires persons with disabilities to be involved in the planning, implementation, and evaluation of public services. The needs of people with disabilities cannot be determined unilaterally by the government or service providers. The involvement of organizations of persons with disabilities is necessary to ensure that the design of facilities, administrative procedures, digital applications, empowerment programs, and complaint mechanisms are truly in accordance with the needs of users.

The principle of accessibility requires that public services can be used by people with disabilities without unnecessary obstacles. Accessibility cannot be limited to the presence of ramps or dedicated toilets. Accessibility also includes information, communication, mentoring, translation, adaptive procedures, digital services, and the attitude of the apparatus that respects users with disabilities. Services that only provide physical facilities without easily accessible information cannot be called fully inclusive services.

The principle of independence requires people with disabilities to have the opportunity to carry out activities and make decisions without excessive dependence. Self-reliance can be achieved through accessible transportation, easy-to-understand administrative procedures, inclusive information services, education and employment programs, and self-employable public facilities. The dependency that arises due to the

design of inaccessible services shows that the state has not fully provided the conditions that allow people with disabilities to live independently.

The principle of respect for human dignity requires that persons with disabilities be treated as subjects of rights, not as objects of compassion. Inclusive public services must provide space for people with disabilities to use services safely, properly, independently, and with dignity. Accessibility fulfillment is not just an administrative obligation, but part of the state's responsibility to respect, protect, and fulfill the human rights of persons with disabilities.

CONCLUSION

This study found that the gap in the implementation of the right to accessibility of public services for persons with disabilities still occurs in various forms. The gap can be seen in the physical accessibility of public transportation in Jember Regency, facilities for places of worship in Surakarta City, administrative service procedures in Banjarbaru, and policies for empowering people with disabilities in Makassar City. The obstacles found are not only in the absence of ramps, disability-friendly toilets, accessible waiting rooms, or other supporting facilities. Gaps also occur in access to information and communication, service procedures that are not yet adaptive, digital services that are not fully inclusive, low responsiveness of the apparatus, weak complaint mechanisms, and limited participation of persons with disabilities in the formulation and evaluation of public service policies.

These findings show that the existence of regulations does not automatically guarantee the fulfillment of accessibility rights in public service practices. The implementation gap is influenced by the limitations of facilities and infrastructure, the low understanding of service providers regarding the rights of persons with disabilities, weak supervision, suboptimal coordination between agencies, uniform service procedures, and the lack of involvement of organizations of persons with disabilities. This condition has the potential to form indirect discrimination because people with disabilities are not formally prohibited from using public services, but the design of facilities, procedures, information, and service systems has not allowed them to obtain access safely, independently, and equally.

The theoretical contribution of this research lies in strengthening the perspective that the accessibility of public services cannot be understood only as an administrative obligation or the provision of physical facilities. Accessibility is part of the fulfillment of human rights related to the principles of equality, non-discrimination, participation, independence, and respect for human dignity. The analytical framework used also shows

that the assessment of accessibility implementation needs to be carried out through a comparison between legal standards, public service conditions, forms of disparities, causative factors, and their impact on the rights of persons with disabilities.

The government and public service providers need to conduct regular accessibility audits of physical facilities, administrative procedures, information, communication, and digital services. The preparation of service standards needs to involve organizations with disabilities so that user needs can be translated into the right service design. Strengthening the capacity of the apparatus through inclusive service training, providing accessible complaint mechanisms, monitoring the fulfillment of accessibility standards, and allocating adequate budgets are important steps to ensure that public services are equally accessible to all citizens.

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