

THE EFFECTIVENESS OF THE IMPLEMENTATION OF DISABILITY-FRIENDLY TOURISM ACCESSIBILITY FULFILLMENT PROGRAM IN THE CITY OF SURAKARTA

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Abstract

The implementation of inclusive tourism in Surakarta City still faces various obstacles, despite regulations that protect and uphold the rights of people with disabilities. This study aims to evaluate the effectiveness of implementing disability-friendly tourism accessibility measures, identify stakeholders' roles, and analyze the obstacles to realizing inclusive tourism in Surakarta City. This study employed a mixed-methods approach using the CIPPO (Context, Input, Process, Product, Outcome) evaluation model through the distribution of questionnaires to 96 people with disabilities and in-depth interviews with relevant stakeholders. The results indicate that policy implementation has been supported by Surakarta City Regulation No. 9 of 2020 and involves various stakeholders, including the local government, tourism destination managers, and the disability community. Strategies implemented include outreach and mentoring for tourism stakeholders, participatory planning, the development of inclusive infrastructure, and monitoring and evaluation. The level of physical accessibility received an index score of 2.93, while information and communication accessibility received a score of 2.55, both falling into the "adequate" category. However, policy implementation still faces various obstacles, including a gap between regulations and implementation, suboptimal coordination among stakeholders, limited budgets and human resources, low participation of the disability community in the planning process, and low public awareness of the functions of accessible facilities. The research findings indicate that tourism accessibility in Surakarta City has improved but still requires strengthening in the areas of services, information, participation of people with disabilities, and collaboration among stakeholders to achieve more inclusive tourism.

Keywords: accessibility; inclusive tourism; people with disabilities; policy evaluation; stakeholders.

Abstrak

Implementasi pariwisata inklusif di Kota Surakarta masih menghadapi berbagai hambatan meskipun telah didukung oleh regulasi yang mengatur perlindungan dan pemenuhan hak penyandang disabilitas. Penelitian ini bertujuan untuk mengevaluasi efektivitas implementasi aksesibilitas ramah disabilitas, mengidentifikasi peran stakeholder, serta menganalisis berbagai hambatan dalam mewujudkan pariwisata yang inklusif di Kota Surakarta. Penelitian ini menggunakan mixed methods dengan model evaluasi CIPPO (*Context, Input, Process, Product*) melalui penyebaran kuesioner kepada 96 penyandang disabilitas serta wawancara mendalam dengan stakeholder terkait. Hasil penelitian menunjukkan bahwa implementasi kebijakan telah didukung oleh Peraturan Daerah Kota Surakarta Nomor 9 Tahun 2020 dan melibatkan stakeholder, yaitu pemerintah daerah, pengelola destinasi wisata, serta komunitas disabilitas. Strategi yang dilakukan meliputi sosialisasi dan pendampingan kepada pelaku pariwisata, perencanaan partisipatif, pembangunan infrastruktur yang inklusif, serta monitoring dan evaluasi. Tingkat aksesibilitas fisik memperoleh indeks 2,93, sedangkan aksesibilitas informasi serta komunikasi memperoleh indeks 2,55, yang termasuk dalam kategori cukup. Namun demikian, implementasi kebijakan masih menghadapi berbagai hambatan berupa kesenjangan antara regulasi dan pelaksanaan, koordinasi antar stakeholder yang belum optimal, keterbatasan anggaran dan sumber daya manusia, rendahnya partisipasi komunitas disabilitas dalam proses perencanaan, serta rendahnya kesadaran masyarakat terhadap fungsi aksesibel. Temuan penelitian menunjukkan bahwa aksesibilitas pariwisata di Kota Surakarta telah berkembang, tetapi masih memerlukan penguatan pada aspek layanan, informasi, partisipasi penyandang disabilitas, dan kolaborasi antar-stakeholder untuk mewujudkan pariwisata yang lebih inklusif.

Kata kunci: aksesibilitas; evaluasi kebijakan; pariwisata inklusif; penyandang disabilitas; stakeholder.

How to Cite: Nafidiin, S.K., Anggraeni, S., Aini, Z.N., Vadila, R.N., Ayun, F.Q., Nababan, E., & Istiawan, E. (2026). The effectiveness of the implementation of the disability-friendly tourism accessibility fulfillment program in the city of Surakarta. *Journal of Disability*, 6 (1), 46 - 64. <https://dx.doi.org/10.20961/jod.v6i1.121675>.



INTRODUCTION

Tourism has become a global phenomenon that continues to evolve. The growth of tourism has driven the provision of facilities and accessibility to support tourism activities for all travelers, including people with disabilities. According to data from the Coordinating Ministry for Human Development and Culture (Kemenko PMK, 2023), the number of people with disabilities in Indonesia stands at 22.97 million, or approximately 8.5% of the country's total population. This significant figure indicates that people with disabilities are an integral part of society who have the same rights to access and enjoy tourism services. Dewi & Aprinica (2024) state that the discourse on inclusivity and accessibility has been a focal point in the tourism industry in recent years. Inclusive tourism is a form of tourism that emphasizes equality and independence for people with disabilities in tourism activities (Gole et al., 2025). Furthermore, inclusive tourism also encourages the participation of all segments of society—including people with disabilities—in the planning, management, and utilization of tourism resources. Tourism development should not exclude any particular group but rather ensure equal opportunities and access for everyone to participate in and benefit from the sector (Tarigan et al., 2024).

Inclusive tourism in Indonesia is implemented through Law No. 8 of 2016 on Persons with Disabilities. This law guarantees persons with disabilities the right to accessibility and equal treatment across various sectors of life, including the tourism industry. At the local level, the Surakarta City Government has demonstrated its commitment by enacting Surakarta City Regulation No. 9 of 2020 on the Protection and Fulfillment of the Rights of Persons with Disabilities and Mayor's Regulation No. 27 of 2024 on the Implementation of the Fulfillment of the Rights of Persons with Disabilities. Specifically, Article 42 of Surakarta City Regulation No. 9 of 2020 stipulates the local government's obligation to ensure access to tourism services for people with disabilities by providing information in audio, visual, and tactile formats, as well as tour guides proficient in sign language and mobility assistance. Therefore, local governments and public service providers are responsible for ensuring adequate accessibility for people with disabilities in cultural and tourism activities, as stipulated by various regulations.

The reality on the ground shows that inclusive tourism in Surakarta City still faces various challenges. Pravita et al. (2023) found that, normatively, Indonesia already has regulations guaranteeing the rights of people with disabilities—including in the tourism sector—but in practice, there remains a lack of commitment from the government and tourism operators to provide disability-friendly facilities and access. Similar findings were also reported by Gumelar & Karsono (2021), who stated that although Surakarta has policies supporting accessibility for tourists with disabilities, their implementation remains suboptimal. According to a report by Radar Solo (2023), the Chair of the Indonesia Congress and Convention Association (INCCA) Solo revealed that tourist destinations in Surakarta have not yet fully provided equal accessibility for people with disabilities. This is evident from the lack of supporting facilities. A visit by the Solo Disability Advocacy Team (TAD) to the Kasunanan Surakarta Palace also

revealed that this tourist destination is not yet fully accessible to people with disabilities (Suara.com, 2023). Aulia and Qomarun (2023) also found that accessibility provisions at Balekambang Park do not yet fully comply with the principles of universal design. Furthermore, Nugraheni et al. (2022) indicate that the accessibility of cultural tourism sites in Surakarta—particularly along pedestrian paths—remains in the “nearly non-compliant” category due to land-use changes that compromise the safety, comfort, and mobility of people with disabilities.

According to 2024 data from the Central Statistics Agency (BPS) of Surakarta City, the number of people with disabilities in Surakarta City reached 2,054, consisting of 1,007 people with mental or psychological disabilities, 320 people with physical disabilities, 305 people with hearing and speech impairments, 114 people with visual impairments, 79 people with dual disabilities (physical and mental), and 229 people in the “other disabilities” category. These data highlight the diversity of people with disabilities in Surakarta, which necessitates meeting a variety of accessibility needs. The development of inclusive tourism requires collaboration among various stakeholders—including the government, tourism businesses, academics, disability communities, and the general public—to ensure that facilities and services are tailored to the specific needs of each disability group.

Several studies have examined inclusive tourism. Lestari et al. (2026) examined the perceptions of people with disabilities regarding accessibility and services at tourist destinations in Wonogiri Regency. The results of the study showed that tourists’ experiences are greatly influenced by the availability of facilities and the quality of services provided. Meanwhile, Reindrawati et al. (2025) discussed disability-friendly hospitality services as part of the development of inclusive tourism in Indonesia. This study focuses solely on the accommodation sector and does not examine how policies are implemented or how stakeholders collaborate to ensure tourism accessibility at the broader destination level. Aprisa & Nugroho (2024) also found that even premier tourist destinations still face similar challenges. The novelty of this study lies in its evaluative approach, which integrates an analysis of policy, implementation, the effectiveness of program implementation, and the role of stakeholders in formulating inclusive tourism policies in Surakarta, thereby enabling an assessment of the gap between policy design and the implementation of accessibility measures for tourists with disabilities.

METHOD

This study is an evaluation using a mixed-methods approach with an exploratory design. The evaluation model used is CIPPO (Context, Input, Process, Product, and Outcome), developed by Daniel Stufflebeam to provide an analytical and rational basis for program decision-making based on the cycle of planning, organizing, implementing, and reviewing (Ryan & Cousins, 2009). A qualitative approach was used to explore in depth the implementation of policies, the roles of stakeholders, supporting factors, and barriers. Meanwhile, a quantitative approach was used to support the qualitative data by measuring the accessibility of tourist destinations based on the experiences of tourists with disabilities

accessing facilities, services, information, and communication at tourist destinations in Surakarta. The two approaches were integrated to gain a more comprehensive understanding of accessibility for disability-friendly tourism in Surakarta.

The data sources for this study consist of primary and secondary data. Primary data were collected through in-depth semi-structured interviews, focus group discussions (FGDs), observations, and questionnaires administered to tourists with disabilities. Observations were conducted to assess the state of physical accessibility and the implementation of disability-friendly tourism practices at tourist destinations in Surakarta, while questionnaires were used to gather general data on respondents' assessments of these destinations' accessibility. The FGDs were conducted with the participation of various stakeholders, including the Regional Disability Committee (KDD), the Indonesian Association of Orthopedagogical Professionals (APOI), the Surakarta City Department of Culture and Tourism, and people with disabilities. The goal was to gather participants' aspirations, experiences, and perspectives on the conditions, needs, and barriers to tourism accessibility in Surakarta City to enrich and validate the research findings. Questionnaire respondents were selected based on research criteria, and the sample size was determined using Cochran's formula. Quantitative data were analyzed using descriptive statistics, including scores, percentages, and means, to measure knowledge levels regarding Local Regulation No. 9 of 2020, physical accessibility, service quality, and information and communication accessibility at tourist destinations. Secondary data were obtained from policy documents, program planning documents, tourism statistics, visual documentation, and relevant scientific articles.

This study utilized two groups of research subjects: informants and respondents. Research informants were selected through purposive sampling based on their involvement in and knowledge of the development of disability-friendly tourism. The informants consisted of government officials, tourism destination managers, members of the disability community, and tourists with disabilities. Meanwhile, quantitative data were obtained from 96 respondents who met the criteria of being people with disabilities who had visited and accessed tourism facilities and services in Surakarta. The profiles of the informants are presented in Table 1.

Table 1. Informant Profile

| Informant Groups | Informants |
|------------------------------|---|
| Government | Department of Culture and Tourism, Department of Social Affairs, Department of Public Works and Spatial Planning (DPUPR), Department of Transportation, Regional Development Planning Agency (Bappeda), and Regional Disability Committee (KDD) |
| Tourism Destination Managers | Kasunanan Surakarta Hadiningrat Palace, Solo Safari, Balekambang Park, and Sheikh Zayed Grand Mosque in Surakarta |
| Disability Communities | Indonesian Association of the Blind (PERTUNI), Difabel Berdaya, and Movement for the Welfare of the Deaf in Indonesia (GERKATIN) |
| Service Users | Tourists with disabilities |

Data validity was ensured through triangulation of sources and methods by comparing results from interviews, observations, focus group discussions (FGDs), questionnaires, and supporting documents. Data analysis followed Creswell's mixed-methods approach, which involves thematic analysis for qualitative data and descriptive statistics for quantitative data. The results of both were then integrated to produce a comprehensive evaluation of the implementation of disability-friendly tourism in Surakarta and to serve as the basis for developing more inclusive policy recommendations.

RESULTS AND DISCUSSION

Surakarta is one of the regions committed to developing inclusive tourism for people with disabilities. This commitment is embodied in Surakarta City Regulation No. 9 of 2020 on the Protection and Fulfillment of the Rights of People with Disabilities and Surakarta Mayor's Regulation No. 27 of 2024. Through these regulations, the local government seeks to ensure the accessibility of tourism services by providing disability-friendly facilities, information, and support services. These efforts are also supported by the involvement of various stakeholders, such as the local government, tourism destination managers, disability communities, and the general public.

The implementation of inclusive tourism in Surakarta still faces various challenges. Several studies indicate that accessibility at many tourist destinations has not yet fully met the standards required by people with disabilities, in both physical infrastructure and support services. This situation highlights a gap between established policies and their implementation on the ground. Therefore, an evaluation is needed of the effectiveness of policy implementation, the roles of stakeholders, and the various obstacles faced in realizing inclusive and accessible tourism in Surakarta.

The Roles and Strategies of Stakeholders in Ensuring Disability-Friendly Tourism Accessibility in Surakarta

Ensuring disability-friendly tourism accessibility in Surakarta City requires the involvement of various stakeholders with different roles and responsibilities. Each party contributes to fostering an inclusive tourism environment, ranging from policy formulation, facility development, and service provision to monitoring the implementation of accessibility measures. Collaboration among stakeholders is crucial because the needs of people with disabilities extend beyond physical facilities to include easy access to information and services, as well as equitable tourism experiences. Based on the research findings, the following outlines the roles of each stakeholder in ensuring accessibility for disability-friendly tourism in Surakarta.

Table 2. Roles of Stakeholders in Ensuring Disability-Friendly Tourism Accessibility in Surakarta

| No | Stakeholder | Role in Ensuring Accessibility |
|----|---|--|
| 1 | Department of Culture and Tourism | Provides guidance, monitoring, evaluation, and coordination for the development of inclusive tourism |
| 2 | Regional Development Planning Agency | Integrating disability issues into regional development planning |
| 3 | Department of Public Works and Spatial Planning (DPUPR) | Developing and overseeing the construction of accessible infrastructure |
| 4 | Department of Social Affairs | Identifying the needs of people with disabilities and serving as a liaison with the government |
| 5 | Department of Transportation | Providing accessible transportation |
| 6 | Regional Disability Committee (KDD) | Representing people with disabilities and advocating for their rights |

Based on Table 2, ensuring disability-friendly tourism accessibility in Surakarta City involves various stakeholders who carry out their roles within their respective authorities. Synergy among these stakeholders is a key factor in realizing inclusive tourism. The research findings identified four main strategies to ensure accessibility: outreach and guidance for tourism operators; participatory planning involving people with disabilities; the development of inclusive infrastructure; and the implementation of periodic monitoring and evaluation. These strategies demonstrate the efforts of the local government and relevant stakeholders to improve accessibility for people with disabilities in the tourism sector.

Outreach and Guidance for Tourism Stakeholders

Outreach and guidance are among the strategies used to enhance tourism business operators' understanding and awareness of the importance of accessibility for people with disabilities. Darmadi et al. (2021) emphasize that ensuring accessibility for people with disabilities is the government's responsibility in creating inclusive public facilities, both by providing physical infrastructure and by implementing policies that support equal access for all citizens. In practice, the Department of Culture and Tourism provides information, outreach, and training to tourism destination managers regarding inclusive service standards and the needs of tourists with disabilities. Meanwhile, the Department of Public Works and Spatial Planning (DPUPR) also provides technical guidance on construction standards for accessible facilities, including ramps, tactile paving, accessible restrooms, designated parking spaces for people with disabilities, and safe circulation routes. This strategy was adopted because the government lacks the authority to directly construct facilities at all tourist destinations—particularly those managed by the private sector—so a persuasive approach through education and guidance is being used to encourage the gradual provision of accessibility.

Participatory Planning Through the Involvement of People with Disabilities

A participatory planning strategy is implemented to ensure that the needs of people with disabilities are accommodated from the early stages of policy formulation and development programs.

In its implementation, the Regional Development Planning Agency (Bappeda) involves disability groups in village-level development planning meetings (Musrenbang), city-level Musrenbang, regional government forums, and various other public consultation forums. The aspirations of people with disabilities are gathered by the Regional Disability Committee (KDD), which conveys proposals and needs from various disability organizations to the local government. Bharata et al. (2021) explain that the participation of people with disabilities in development planning is crucial to ensuring that accessibility needs and public services are appropriately accommodated in local government policies. Through this strategy, accessibility needs can be identified directly by the target groups, ensuring that planned programs better align with users' needs.

Inclusive Infrastructure Development

The inclusive infrastructure development strategy focuses on developing accessibility designs and applying universal design principles in the construction of public facilities. In its implementation, the Department of Public Works and Spatial Planning (DPUPR) prepares technical plans based on user needs by developing Detailed Engineering Designs (DEDs) and provides guidance on accessibility standards for public facilities. This process involves people with disabilities in providing input on design, functionality, and accessibility requirements, ensuring that the resulting plans better meet user needs. According to Raffarin & Utomo (2025), the application of universal design in public space planning is essential to ensure equal access for all users without requiring special adaptations; therefore, accessibility aspects must be integrated from the planning stage. In addition to addressing user needs, the development of accessibility designs also adheres to Minister of Public Works and People's Housing Regulation No. 14 of 2017 on Building Accessibility Requirements and Surakarta City Regulation No. 9 of 2020 on the Protection and Fulfillment of the Rights of People with Disabilities. Once the facilities are built, people with disabilities are involved in the evaluation process to assess the functionality of facilities such as guiding blocks, ramps, pedestrian paths, accessible restrooms, and other supporting facilities. User involvement from the planning stage through evaluation demonstrates efforts toward more inclusive development, as people with disabilities are not merely beneficiaries but are actively engaged in the decision-making process. Irsyad & Setiawan (2023) explain that inclusive development positions people with disabilities as key participants in the development process who must be involved in every stage of policy planning and implementation.

The various strategies implemented by stakeholders to ensure disability-friendly tourism accessibility are evident not only in planning and policy aspects but are also reflected in the provision of accessibility facilities at tourist destinations in Surakarta. Outreach to tourism managers, the involvement of people with disabilities in the planning process, the development of accessibility designs, and regular monitoring and evaluation encourage the development of more accessible facilities

for people with disabilities. The implementation of these strategies is evident in the various accessibility facilities already available at several tourist destinations in Surakarta.

Table 3. Disability-Friendly Facilities and Accessibility Provided by Tourism Operators in Surakarta

| No | Tourist Destination | Accessibility Features Provided | Target Disabilities | Notes |
|--------------------------------------|-------------------------------|---|-----------------------------------|---|
| 1 | Solo Safari | Gentle slopes/ramps in circulation areas | People with physical disabilities | The entire pathway is designed to be wheelchair accessible. |
| | | Accessible Restrooms | Various types of disabilities | Restrooms are available for visitors in wheelchairs. |
| | | Wheelchair Rental | People with physical disabilities | Visitors can borrow wheelchairs free of charge, subject to availability. |
| | | Golf cart | Various types of disabilities | Provided as a mobility support facility for visitors. |
| | | Staff assistance | Various types of disabilities | Assistance is provided as needed, although there is no specific system in place yet. |
| | | CSR programs for people with disabilities | Various types of disabilities | We have organized sightseeing trips for people with disabilities and students at special education schools. |
| | | Wheelchairs | People with physical disabilities | Available at the entrance and accessible to people with physical disabilities. |
| 2 | Balekambang Park | Accessible restrooms | Various types of disabilities | Some restrooms have been adapted, while others are still under development. |
| | | Accessible pathways and stairs | People with physical disabilities | Some areas already have dedicated pathways and easier access. |
| | | Designated parking | People with physical disabilities | Visitors with disabilities are permitted to drive their vehicles to areas closer to the tourist site. |
| | | Staff Assistance | Various types of disabilities | Staff are ready to assist and accompany visitors who need mobility assistance. |
| 3 | Surakarta Palace | Alternative payment methods | Various types of disabilities | Visitors who have difficulty using QRIS can receive assistance from staff via the admin device. |
| | | Collection descriptions and written information | Deaf | Provision of information panels and collection descriptions to help visitors understand the attractions on their own. |
| | | Ramp | People with physical disabilities | Available in the mosque area and has been designed to meet accessibility standards since the beginning of construction. |
| | | Elevator | Various types of disabilities | Provided to assist visitors with mobility needs while on the mosque grounds. |
| 4 | Sheikh Zayed Grand Mosque | Wheelchairs | People with physical disabilities | Provided to assist visitors with mobility needs while on the mosque grounds. |
| | | Accessible restrooms | Various types of disabilities | Special restrooms are available that can be accessed independently by people with disabilities. |
| | | Accessible ablution area | Physical Disabilities | A wudu facility with a seated option is available for visitors who are unable to stand for extended periods. |
| | | Braille Qur'an | Visually Impaired | Provided through a partnership with the Indonesian Ministry of Religious Affairs to meet the worship needs of people with visual impairments. |
| | | Assistance from Security Personnel | Various types of disabilities | Staff provide supervision and assistance when visitors with special needs are identified. |
| Communication and Complaint Channels | Various types of disabilities | A WhatsApp service is available to coordinate visits and address accessibility needs. | | |

Tourist destinations in Surakarta have provided various forms of accessibility for people with disabilities, although the availability of facilities varies by destination. Solo Safari and the Sheikh Zayed Grand Mosque have relatively more comprehensive accessibility facilities, such as ramps, accessible restrooms, wheelchairs, and staff assistance. Meanwhile, Balekambang has provided some basic

facilities such as wheelchairs, disability-friendly restrooms, and dedicated parking access, while the Surakarta Palace is still limited to providing written information and collection descriptions for deaf visitors.

These findings indicate that efforts to ensure accessibility at Surakarta's tourist destinations remain focused on providing physical access for people with physical disabilities rather than accessibility for other types of disabilities. These findings indicate that accessibility at Surakarta's tourist destinations is still dominated by facilities for people with physical disabilities. A similar situation was also identified by Simanjuntak et al. (2018), who noted that accessibility provisions in the tourism sector tend to focus on physical access, while access to information and communication for people with other types of disabilities remains limited.

The various accessibility facilities available at tourist destinations in Surakarta demonstrate efforts to meet the needs of tourists with disabilities. However, the provision of these facilities does not yet fully guarantee optimal accessibility, as it must be evaluated based on their condition, compliance with standards, and ease of use for visitors. The assessment of accessibility is not only based on the availability of facilities but also on the quality and functionality of these facilities in supporting the independence of people with disabilities when accessing tourist destinations. Accessibility is measured using several indicators that cover both physical and non-physical aspects as part of the evaluation of tourism accessibility implementation. Physical accessibility indicators are measured using six survey items covering designated parking spaces for people with disabilities, ramps or sloped pathways, guiding blocks, accessible restrooms, and other supporting facilities. The measurement results are presented in the following table 4.

Table 4. Physical Accessibility Index for Tourism Facilities in Surakarta

| Aspect | Parameter | Index | Category |
|--|--|-------------|--------------|
| Physical Accessibility | Proximity of the designated parking area for people with disabilities to the main entrance of the tourist attraction | 2.85 | Sufficient |
| | Availability of designated parking spaces for people with disabilities | 2.78 | Sufficient |
| | Suitability of ramps/sloped paths | 3.09 | Sufficient |
| | Function of <i>guiding blocks</i> | 2.53 | Fair |
| | Ease of finding accessible restrooms that meet standards | 3.10 | Fair |
| | Ease of accessing and using support facilities | 3.25 | Fair |
| Index Scale Score | | 2.93 | Fair |
| Communication and Information Accessibility | Availability of audio guides or voice announcements | 2.45 | Fair |
| | Availability of directional signs or visual information | 3.13 | Sufficient |
| | Availability of assistive devices in Braille | 1.80 | Insufficient |
| | Ease of independently obtaining information about tourist attractions | 2.81 | Fair |
| Index Scale Value | | 2.55 | Fair |

Source: Analysis of primary data from 2026

Based on the measurement results in the table above, the physical accessibility of tourism facilities in Surakarta City received an index score of 2.93, falling into the “adequate” category. This indicates that most physical facilities are available, but there are still areas for improvement, particularly the functionality of guiding blocks and the provision of designated parking areas for people with disabilities. Meanwhile, the information and communication accessibility aspect received an index score of 2.55, falling into the “adequate” category. Although some indicators—such as visual information boards and the ease of obtaining information—have shown fairly good conditions, the indicator for the availability of information in Braille remains in the “inadequate” category with a score of 1.80. This indicates that ensuring access to information for people with sensory disabilities remains an area that needs strengthening. These findings indicate that the implementation of accessibility at tourist destinations in Surakarta still places greater emphasis on physical mobility than on providing inclusive information services for people with all types of disabilities.

Facilities that have been built need to be monitored periodically to ensure their condition, service quality, and the effectiveness of their use by people with disabilities. Monitoring and evaluation are conducted periodically by relevant stakeholders. The Department of Culture and Tourism monitors tourist destinations and tourism businesses approximately 3–4 times a year. Evaluations are conducted to identify deficiencies in facilities and service standards, as well as necessary improvements that must be implemented by tourist destination managers. The Regional Disability Commission (KDD) estimates that the involvement of people with disabilities in both the policy formulation and evaluation processes is approximately 30%. The KDD also reports that the government routinely organizes focus group discussions (FGDs) involving the disability community about once a year to gather input regarding accessibility and public services, including in the tourism sector. Through these forums, people with disabilities can voice their needs, challenges, and recommendations for improvements that local governments should address.

The various accessibility facilities available at tourist destinations in Surakarta demonstrate efforts to meet the needs of tourists with disabilities. However, the presence of these facilities should be assessed not only on their availability but also on their suitability and ability to meet users’ needs. Prayoga et al. (2023) explain that an evaluation of accessibility facilities is necessary to determine the extent to which public facilities can meet the needs of people with disabilities and to identify the various barriers they still encounter in their use. Therefore, monitoring and evaluation are crucial strategies for ensuring that accessibility implementation runs optimally and serves as the foundation for improving and developing more inclusive facilities.

This indicates that, although monitoring strategies have been implemented, the sustainability of facility maintenance remains a challenge that must be addressed to ensure that the established accessibility features continue to function optimally. Tsaputra & Pollard (2024) explain that inclusive development positions people with disabilities as active agents in the development process, not merely

as beneficiaries of policies. Therefore, expanding opportunities for participation and broader engagement across disability communities is necessary so that the resulting accessibility policies are more responsive to users' needs.

Inclusive tourism emphasizes removing physical, informational, and social barriers so that all individuals can enjoy tourism experiences on an equal footing. Reindrawati et al. (2022) explain that tourists with disabilities still frequently face unmet needs, limited access to independent travel, and a lack of understanding among tourism service providers of their needs. These conditions indicate that accessibility must be provided comprehensively so that all visitors can enjoy tourism experiences safely, comfortably, and on an equal footing. Thus, although various tourist destinations in Surakarta have demonstrated a commitment to providing accessibility for people with disabilities, there is still a need to develop a wider variety of facilities and services to optimally accommodate the needs of people with all types of disabilities. Thus, although various tourist destinations in Surakarta have demonstrated a commitment to providing accessibility for people with disabilities, there is still a need to develop a wider variety of facilities and services to optimally accommodate the needs of people with all types of disabilities.

Barriers Faced by Stakeholders in Providing Tourism Facilities and Accessibility for Tourists with Disabilities in Surakarta

Regulations and Implementation

Regulations pertain to the provision of facilities and accessibility for tourists with disabilities in Surakarta. Although the Surakarta City Government has a strong legal foundation through the Surakarta City Regulation on Persons with Disabilities, the implementation of tourism accessibility policies still faces various obstacles. Article 42 explicitly stipulates the local government's obligation to ensure the accessibility of tourism services for people with disabilities, including providing information in audio, visual, and tactile formats, as well as tour guides proficient in sign language and mobility assistance. Based on interviews with the Tourism Office, the government has made efforts to implement Local Regulation No. 9 of 2020 by providing accessibility facilities and conducting outreach to tourism destination managers. However, the research findings indicate that some of these provisions have not been fully implemented on the ground. This situation highlights a gap between regulations and the implementation of tourism accessibility policies in Surakarta City.

Table 5. Implementation Index of Local Regulation No. 9 of 2020

| Parameter | Index | Category |
|---|-------------|--------------|
| Understanding of Local Regulation No. 9 of 2020 on the Protection and Rights of Persons with Disabilities | 2.77 | Fair |
| Intensity of the government's outreach on disability protection policies | 2.04 | Insufficient |
| Respondents' Perceived Impact of Tourism Accessibility Policies | 2.72 | Fair |
| Index Scale Value | 2.51 | Fair |

Source: *Analysis of primary data from 2026*

These findings are supported by the results of a survey of tourists with disabilities. Respondents rated the implementation of Regional Regulation No. 9 of 2020 with an understanding index of 2.77—which falls into the “fair” category—and a policy impact index of 2.72, also in the “fair” category, while the intensity of policy outreach reached only 2.04, which is classified as “poor.” This indicates that although some respondents have already felt the benefits of the policy to a fair extent, the outreach process is still not functioning optimally.

Collaboration Among Stakeholders

Another obstacle to the development of inclusive tourism in Surakarta lies in the effort to build effective collaboration among stakeholders. The development of inclusive tourism involves various actors with different roles and levels of authority, thus requiring continuous coordination to ensure that the accessibility needs of people with disabilities are met. This diversity means that the implementation of inclusive tourism programs cannot be carried out in isolation by a single party but requires collaboration among *stakeholders*. KDD stated, *“The forum is held once a year, and there is a coordination meeting with government agencies without disability representatives, which also takes place once a year. So, we frequently interact and coordinate—both with government agencies and with the disability community.”* Although coordination forums between the government and the disability community already exist, the relatively infrequent meetings indicate that coordination among stakeholders is still not occurring intensively or sustainably. Ismail et al. (2023) note that the success of inclusive tourism development is heavily influenced by collaboration among stakeholders, whereas limited coordination and stakeholder engagement can pose obstacles to achieving it.

Limited Funding and Human Resources

Another obstacle to the development of inclusive tourism in Surakarta is the limited budget and human resources. Budget availability is a key factor in providing and improving accessibility facilities for people with disabilities. However, budget constraints have prevented the optimal provision of accessibility facilities and infrastructure. As stated by the Surakarta City Transportation Agency, *“we’re putting this on hold for this year because there have been budget cuts.”* This situation indicates that efforts to improve accessibility still depend on each agency's budget availability. Additionally, human resources (HR) issues also pose a barrier to achieving inclusive tourism. The Chair of KDD Surakarta stated, *“Accessibility is not just about facilities, but also about the sensitivity of staff in serving people with diverse disabilities.”* According to him, staff still need to improve their understanding of how to interact with and provide assistance tailored to the needs of people with various types of disabilities.

Table 6. Service Quality Index at Tourist Attractions in Surakarta City

| Parameter | Index | Category |
|--|-------------|-------------|
| Willingness of staff or tour guides to offer assistance | 2.85 | Fair |
| Staff's ability to communicate using sign language | 2.03 | Poor |
| Tour guides' ability to explain directions or facilities | 2.99 | Fair |
| Index Scale Score | 2.62 | Fair |

Source: Analysis of primary data from 2026

These findings are supported by the results of a survey of tourists with disabilities. Respondents rated the willingness of staff or tour guides to offer assistance with an index of 2.85, which falls into the “adequate” category. However, staff members’ ability to communicate in sign language, with an index of 2.03, remains insufficient. Meanwhile, tour guides’ ability to explain directions or facilities, with an index of 2.99, also falls into the “inadequate” category. These survey results reinforce previous qualitative findings that the main barriers lie not only in the availability of facilities but also in the capacity of human resources to provide inclusive services for tourists with disabilities. These findings align with research by Ismail et al. (2025), which states that budget constraints and suboptimal human resource capacity are barriers to providing facilities and services accessible to people with disabilities.

Participation of the Disability Community

The involvement of the disability community in decision-making processes and policy formulation is often not systematically structured. Although the Surakarta City government has provided opportunities for participation through forums involving people with disabilities, the limited frequency of these meetings risks leaving the aspirations of various disability groups inadequately addressed. KDD explained, “*These forums are held once a year.*” This situation risks resulting in facilities and programs that are not fully aligned with users’ needs. As stated by the KDD chairperson, “*For them, this is already suitable for people with disabilities. But if there is no pilot testing, people with disabilities themselves feel that this does not meet our needs.*” This statement indicates that the involvement of the disability community is not only necessary during the stage of conveying aspirations but also in the planning, pilot testing, and evaluation of accessibility facilities.

Table 7. Implementation Index for Regional Regulation No. 9 of 2020

| Parameter | Index | Category |
|--|-------------|--------------|
| Ease of submitting complaints or feedback regarding tourism facilities to the government | 2.36 | Fair |
| Involvement of people with disabilities in planning forums for tourism facilities | 1.86 | Insufficient |
| Index Scale Value | 2.11 | Low |

Source: Analysis of primary data from 2026

The survey results reinforce previous qualitative findings indicating that the implementation of Local Regulation No. 9 of 2020 regarding the participation of people with disabilities remains in the “insufficient” category. The index score, which is classified as “adequate” for the ease of submitting

complaints or expressing concerns, indicates that people with disabilities have access to convey their needs and feedback to the government. However, the low index score regarding involvement in planning forums indicates that such participation has not yet been fully realized in the decision-making process. These results align with interview findings indicating that participatory forums, such as public forums, are still conducted on a limited basis and thus have not fully accommodated the aspirations of various disability groups.

Low Public Awareness in Supporting Accessibility for People with Disabilities

One of the barriers to the development of inclusive tourism in Surakarta is the still-low public awareness of the need to support accessible facilities in the tourism sector. Although various accessible facilities have been provided, their use often does not align with their intended functions. Based on the research findings, guiding blocks intended for the visually impaired are frequently used as parking spaces by the public or business operators. This situation indicates that the public's understanding of the function of accessible facilities remains limited, meaning that the facilities that have been provided cannot yet be optimally utilized by people with disabilities. Mr. Aridari from the Department of Transportation (Dishub) commented, *"If we don't put up barriers like that, the parking lot gets full. It's a matter of the type of community—it's more about the people themselves. You can't just blame the government. When there are no barriers, people just use them all for parking..."* This finding aligns with Rakhmanty's (2024) research, which revealed that pedestrian paths in Surakarta, particularly on Jl. Slamet Riyadi can still not be optimally utilized by people with disabilities because they do not fully meet safety and comfort standards for users. These conditions indicate that the success of accessibility is determined not only by the presence of physical facilities but also by the social environment that enables their use according to their intended functions.

Application of the CIPPO Evaluation Model in This Study

The CIPPO model is an extension of the CIPP evaluation model—which consists of *context*, *input*, *process*, and *product*—that adds an *outcome* component. This model was designed by Stufflebeam & Shinkfield to support decision-making through a comprehensive assessment of a program's effectiveness. Mahmudi, as cited in Wiryatmo et al. (2023), explains that program evaluation focuses not only on achieving results but also on assessing *outcomes* to determine the impacts and benefits experienced by the target group after the program is implemented. Robiah et al. (2023) explain that evaluation aims to bring about improvement (to improve), not merely to prove a program's success (to prove). In that study, the CIPPO model was found to provide a detailed overview of a program's implementation, results, and impacts, thereby serving as a basis for decision-making and the formulation of more targeted policy recommendations.

Table 8. Application of the CIPPO Evaluation Model in the Evaluation of Policy Implementation for Disability-Friendly Tourism in Surakarta City

| | |
|---------|--|
| Context | Implementation of Local Regulation No. 9 of 2020 and the need for inclusive tourism accessibility |
| Inputs | Budget, human resources (HR), regulations, <i>stakeholders</i> , supporting facilities |
| Process | Outreach, participatory planning, infrastructure development, monitoring and evaluation |
| Product | Compliance with accessibility and universal design standards, availability of accessible services and information, and implementation of disability-friendly tourism policies |
| Outcome | Increased awareness among tourists with disabilities; increased understanding among government officials and tourism destination managers regarding the accessibility needs of inclusive tourism; formulation of recommendations for strengthening inclusive tourism |

Based on an analysis of data collected through interviews, observations, questionnaires, Focus Group Discussions (FGDs), and a review of documents, the research findings are presented according to the components of the CIPPO evaluation model. The context component evaluated includes the implementation of Local Regulation No. 9 of 2020 on the Protection and Fulfillment of the Rights of Persons with Disabilities, as well as accessibility needs in the development of inclusive tourism. The *input* component covers the availability of budget, human resources (HR), supporting regulations, stakeholder engagement, and supporting facilities that facilitate the implementation of disability-friendly tourism. The *process* component covers the implementation of outreach, participatory planning, infrastructure development, as well as monitoring and evaluation activities carried out by relevant stakeholders. The product component covers compliance with accessibility standards and universal design, the availability of accessible services and information, and the implementation of disability-friendly tourism policies at various tourist destinations in Surakarta. *The outcome* component includes increased awareness among tourists with disabilities, improved understanding among government and tourism destination managers of accessibility needs, and the formulation of recommendations to strengthen inclusive tourism through a standardization booklet on disability-inclusive tourism, serving as a basis for improving disability-inclusive tourism policies and practices in Surakarta.

Structural Framework in the Implementation of Disability-Friendly Tourism Policies in Surakarta

The implementation of disability-friendly tourism accessibility policies in Surakarta results from a dialectical relationship between structure and agents that unfolds continuously within the tourism sphere. According to Giddens, the term “structure” refers to a set of systems, rules, orders, and resources that shape and direct agents' social practices. Structure serves as a guideline that directs the execution of various social practices within a specific space and time. Structure is thus both the medium and the result of social practice (Giddens, 1984). Structure is manifested through various regulations, such as

Law No. 8 of 2016 on Persons with Disabilities, Surakarta City Regulation No. 9 of 2020 on the Protection and Fulfillment of the Rights of Persons with Disabilities, Surakarta Mayor's Regulation No. 27 of 2024 on the Implementation of the Fulfillment of the Rights of Persons with Disabilities, as well as various rules that serve as guidelines for local governments and tourism destination managers in Surakarta City in providing accessibility for persons with disabilities. There is a relationship between agents and structures in the implementation of accessibility policies: agents carry out policies based on available regulations and resources, while their actions also influence the practices of disability-friendly tourism management.

The agents in this study are local governments, tourism destination managers, and organizations of people with disabilities that are involved in implementing accessibility policies. As social actors, these agents can understand the conditions they face and act in accordance with their authority and available resources. This study found that the implementation of accessibility policies continues to focus primarily on the provision of physical facilities. However, the involvement of people with disabilities in the planning, implementation, and evaluation of these policies remains suboptimal. This situation indicates that the development of disability-friendly tourism in Surakarta still requires further efforts to achieve a more inclusive tourism sector.

CONCLUSION

Based on the research findings, the implementation of inclusive tourism in Surakarta City is generally rated as "adequate," as evidenced by regulatory support, the provision of physical accessibility facilities, service quality, and access to information that is beginning to accommodate the needs of people with disabilities. These efforts are supported by the involvement of various stakeholders, such as the local government, tourism destination managers, and the Regional Disability Committee, through strategies including public awareness campaigns, participatory planning, the development of inclusive infrastructure, and monitoring and evaluation. However, achieving full accessibility still faces several obstacles, including a gap between regulations and implementation, limited budgets and human resources, suboptimal coordination among stakeholders, limited participation from the disability community, and low public awareness of the use of accessible facilities. These findings indicate that the development of inclusive tourism in Surakarta City is underway but still requires stronger collaboration, increased participation by people with disabilities, and improvements to facilities and services to better accommodate the needs of people with all types of disabilities.

ACKNOWLEDGMENTS

The authors would like to express their sincere gratitude to all teachers who generously participated in this study. Their willingness to share their time, experiences, and perspectives made this

research possible. We deeply appreciate their valuable contributions and commitment to improving educational practices for students with dyslexia.

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