

## Disability Empowerment in the Perspective of Collaborative Governance in Kampar District

Steven Anthony<sup>1</sup>, Iqbal Miftakhul Mujtahid<sup>2</sup>, Auradian Marta<sup>3</sup>, Baskoro Wicaksono<sup>4</sup>,  
Musa Thahir<sup>5</sup>

Public Administration Study Program, Universitas Terbuka<sup>1,2</sup>, Universitas Riau<sup>3,4</sup>, Universitas Islam  
Negeri Sultan Syarif Kasim<sup>5</sup>, Indonesia

E-mail: steven@ecampus.ut.ac.id, iqbal@ecampus.ut.ac.id, auradian\_unri@yahoo.com,  
baskoro.wicaksono@lecturer.unri.ac.id, musa.thahir@uin.suska.ac.id

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### ABSTRACT

The capacity of local governments to empower persons with disabilities is still limited and not optimal, therefore it requires a collaborative approach involving all stakeholders in the region. Empowerment of individuals and communities with disabilities in Kampar District is not carried out continuously, fragmented, and has not been implemented holistically. In fact, the design of institutions in community empowerment is also unclear so that the disability community does not get their rights. The purpose of this study is to describe the policies carried out by the local government of Kampar Regency in fulfilling the rights of people with disabilities and the impact of these policies from the perspective of collaborative governance. This study uses a qualitative research approach using data collection techniques in the form of interviews and document review. The analysis used in this study adapts to the case study approach, which is to build explanations by collecting information from (many) different sources to then be discussed and analyzed with relevant theories and clear statements. Based on the results of the study, it was found that (1) empowerment from the perspective of participation in disability empowerment is still very minimal, especially the involvement of the private sector in empowering, disability empowerment in Kampar Regency in the perspective of collaborative governance has not shown optimal results, (2) disability empowerment in Kampar Regency in the perspective of collaborative governance has not shown optimal results, (3) the facilitative leadership aspect has also not shown its role in gathering all parties and potential resources available in empowering people with disabilities. Therefore, this study recommends the importance for local governments to expand networks, communication, coordination and intensive and sustainable cooperation with various stakeholders, both public and private, to strengthen regional disability programs.

### Keywords

*Empowerment; Collaborative,  
multi-actor*

## INTRODUCTION

The global development agenda was implemented in 2000 by initiating the Millennium Development Goals (MDGs). The idea of MDGs was initiated by the United Nations with the participation of 189 countries by setting eight goals, namely: (1) *eradicate extreme hunger and poverty*; (2) *achieve universal primary education*; (3) *promote gender equality and empower women*; (4) *reduce child mortality*; (5) *improve maternal health*; (6) *combat HIV/AIDS, Malaria and other diseases*; (7) *ensure environmental sustainability*; (8) *develop a global partnership for development* (Bager et al., 2016). The era of MDGs has ended in 2015 and transformed into Sustainable Development Goals (SDGs) by targeting 17 goals which include: (1) *no poverty*; (2) *zero hunger*; (3) *good health and well-being*; (4) *quality education*; (5) *gender equality*; (6) *clean water and*

*sanitation; (7) affordable and clean energy; (8) decent work and economic growth; (9) industry, innovation, and infrastructure; (10) reduce inequality; (11) sustainable cities and communities; (12) responsible consumption and production; (13) climate action; (14) life below water; (15) life on land; (16) peace, justice, and strong institutions; and (17) partnerships for the goals*(Sachs, 2012) .

One of the strategic issues that are part of the SDGs is disability. WHO defines *disability as disability in terms of deficits in the performance of activities as the result of physical impairment following disease or disorder. Disability is contrasted with 'physical impairment', which describes deficits in the structure or function of some part of the body, and with 'social handicap', where the deficits are in social functioning*(Johnston, 1996) . explained that Oliver, (2018) *disability is something imposed on top of our impairments by the way we are unnecessarily isolated and excluded from full participation in society.*

The realization of SDGs can be done through the form of empowerment of both the community at large and the community. The discourse on community empowerment today is growing rapidly. Empowerment is the expansion of assets and increasing the ability of the poor to participate, negotiate, influence, and control institutions that affect their lives. Narayan & Parker (2002)

Empowerment refers broadly to the expansion of rights or freedoms and actions to shape one's life It was further conveyed that there are 4 (four) key elements of empowerment, namely: (1) access to information; (2) inclusion/participation; (3) accountability; and (4) organizational capacity. put forward an approach to empowerment known as(Narayan & Parker, 2002). Clark et al., (2019) *the capability approach. Capability Approach* according to , there are fundamental factors in empowerment, namely participation and adaptive. Both of these are key to successful empowerment. Empowerment is a big concept through collective self-awareness, awareness and action Clark et al., (2019)(Fielding, 2022; Macdonald et al., 2022)

Another approach in implementing empowerment is *the integrative approach*. Explain an integrative approach to empowerment by combining structural empowerment in the form of participatory decision making, feedback and delegation, with psychological empowerment. The result of combining these approaches leads to more integrated empowerment with better results. In addition, the current era of empowerment cannot be separated or closely related to innovation in the lower class that fosters solidarity networks and strengthens a sense of community, which is influenced by technology that raises critical awareness of structural issues, imbalances in the power of the economic context, knowledge production and politics(Cho & Faerman, (2010)(Raj et al., 2022)(Rehman et al., 2019)

Empowerment, in other words, according to is helping to unlock the potential of individuals or communities so that they can hold greater control over their lives. This community empowerment and covers all areas such as economic, social, political, legal, governmental, cultural and ideological mentality. Empowerment also targets various multi-dimensional target groups, namely empowerment of the poor, empowerment of women, empowerment of farmers and ranchers, to empowerment of productive groups. Community empowerment can be built with holistic principles, commitment to health, leadership, participation, synergy, independence, equality, and sustainability. Community development strategies can be carried out through regulations, which prioritize(Mc Laughlin, 2016) *hardware* and *software*, organizations/working groups, community education, funding and advocacy (Palutturi et al., 2021).(Palutturi et al., 2021)

One of the many communities that are a priority to be given empowerment is the disability community. A person with a disability is someone who is identified as having a disability and indicates a condition of deficiency. Disability, if not empowered or given access, will lead to poverty, so empowerment is needed by the Government(Johnston, 1996)(Puspitasari & Laksmono, 2021). People with disabilities are one of the public communities that need to get strengthening in terms of public services on an ongoing basis so that they also obtain or improve their welfare(Rahayu et al., 2022)

The above concept is reinforced by applicable regulations in Indonesia in the form of Law Number 8 of 2016 concerning Persons with Disabilities. According to the provision, what persons with disabilities say is "any person who experiences long-term physical, intellectual, mental, and/or sensory limitations who in interacting with the environment may experience obstacles and difficulties to participate fully and effectively with other citizens on the basis of equal rights." People with disabilities can experience several barriers in the built environment that can lead to social exclusion and isolation(Eisenberg et al., 2020) Therefore, an empowerment action is needed by both central and regional governments and requires a collaborative process with other stakeholders. Community empowerment cannot only be imposed entirely on state actors. In other words, it takes the participation of every *stakeholder* to be able to actively improve community capabilities. One theory or approach related to the involvement of multi-actors in governance is *collaborative governance*.

According to(Ansell & Gash, 2007) *collaborative governance*, it is: *A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.* According to him, there are several factors that can determine the results of collaboration, namely initial conditions, institutional design, collaboration process, facilitative leadership. The

initial conditions referred to in this case are those that can support and even hinder collaboration processes such as resources, incentives to participate, historical background such as conflict and cooperation. Furthermore, the collaboration process according to requires trust, commitment, mutual understanding, which is followed by a process of dialogue and discussion in achieving common goals. (Ansell & Gash, 2007, Bruno, 2020)(Ansell & Gash, 2007)

Meanwhile, the institutional design according to is inclusive participation, exclusiveness forums, and clear rules that are the basis for open access for all stakeholders to participate in collaboration. Finally, there is a role of leadership that facilitates dialogue and involvement of each element so that the expected common goals can be achieved with consensus or agreement in it. Collaborative forms of governance involving government and non-government stakeholders working together to deliver public goods and in an emergency demand leadership and coordinator roles to be taken advantage of the power of "the whole community" (Ansell & Gash, 2007)(Furqoni & Rosyadi, 2019; Li et al., 2022; Thahir, 2022).

The community empowerment model should ideally be implemented collaboratively and integrated, but the empirical fact that occurs in the region is that empowerment for individuals and communities with disabilities in Kampar Regency is not carried out in a sustainable manner, fragmented, and has not been implemented holistically. In fact, the design of institutions in community empowerment is also unclear so that the disability community does not get their rights as they should.

## METHODS

Research is a *field-research* using a qualitative approach. Qualitative (Lune & Berg, 2016)*research properly seeks answers by examining various social settings and the groups or individuals who inhabit these settings*. Another assertion regarding the use and characteristics of qualitative methods in the social sciences is explained by(Grønmo, 2019) that *qualitative data are expressed as text*.

This study discusses comprehensively about the empowerment of the disability community in the perspective of *collaborative governance*. Therefore, this study uses a case study which focuses on empowering the disability community in Kampar Regency. Explaining this case study has advantages in helping in elaborating this research, namely explaining the phenomenon with various sources so as to get valid data(Yin, 2018)

The research strategy used is in the form of case studies using interview data collection techniques and documentation studies. Interviews were conducted with the Kampar District Social Office, people with disabilities, PPDI Kampar Regency. Meanwhile, documentation studies are carried out through the dissemination of report data, meeting minutes, news articles, photographs, and audio-visual recordings.

## RESULTS

### Forms of Empowerment

The empowerment carried out by the Regional Government of Kampar Regency in this case is first, providing assistive equipment for people with disabilities. People with disabilities are in dire need of assistive devices due to deficiencies in their physical condition. Second, services for people with disabilities. This inclusive service is carried out by the Kampar Regency Regional Government through the Kampar Regency Social Office. Inclusivity of disability empowerment is also reflected in the socio-political field in Kampar Regency. Political rights from disability are guaranteed by Undan-Law Number 7 of 2017 concerning General Elections. With regard to these political rights, the Regional General Election Commission (KPUD) of Kampar Regency conducts political education for disability groups

### Disability Empowerment in the Context of Collaborative Governance

#### Initial Conditions

Ansell & Gash (2007) suggest that in the initial conditions there are supporting and inhibiting factors of collaborative governance. In the context of disability empowerment, it regulatively includes multi-actors in its implementation. The following are the regulatory aspects in empowering disabled groups in Kampar Regency as described in table 1.

**Table 1. Disability Empowerment Regulation in Kampar District**

No	Product Policy	Institution
1	Law Number 8 of 2016 concerning Persons with Disabilities	Government
2	Government Regulation Number 52 of 2019 concerning the Implementation of Social Welfare for Persons with Disabilities	Ministry of Social Affairs
3	Government Regulation Number 70 of 2019 concerning Planning, Implementation, and Evaluation of Respect,	Ministry of National Development Planning

	Protection, and Fulfillment of the Rights of Persons with Disabilities	
4	Government Regulation Number 13 of 2020 concerning Adequate Accommodation for Students with Disabilities	Ministry of Education and Culture
5	Government Regulation Number 39 of 2020 concerning Adequate Accommodation for Persons with Disabilities in the Judicial Process	Ministry of Law and Human Rights
6	Government Regulation Number 42 of 2020 concerning Accessibility to Settlements, Public Services, and Disaster Protection for Persons with Disabilities	Ministry of Public Works and Public Housing
7	Government Regulation Number 60 of 2020 concerning Disability Service Unit in the field of Manpower	Ministry of Manpower
8	Government Regulation Number 75 of 2020 concerning Habilitation and Rehabilitation Services for Persons with Disabilities	Ministry of Social Affairs
9	Presidential Decree Number 67 of 2020 concerning Terms and Procedures for Awarding and Respecting, Protecting, and Fulfilling the Rights of Persons with Disabilities.	Ministry of Social Affairs
10	Presidential Decree Number 68 of 2020 concerning the National Commission on Disability.	Ministry of Social Affairs
11	Permensos Number 2 of 2021 concerning Cards of Persons with Disabilities (replacing Permensos 21 of 2017 concerning Issuance of Cards of Persons with Disabilities)	Ministry of Social Affairs
12	Riau Provincial Regional Regulation Number 18 of 2013 concerning the Protection and Empowerment of Persons with Disabilities	Riau Provincial Government
13	Kampar Regency Regional Regulation Number 7 of 2016 concerning the Protection and Empowerment of Persons with Disabilities	Kampar Local Government

Based on the regulatory data, it is clear that the implementation of empowerment of persons with disabilities is carried out from central to regional agencies. The central institutions involved are the Ministry of Social Affairs, the Ministry of Education and Culture, the Ministry of Law and Human Rights, the Ministry of Public Works and Public Housing (PUPR) and the Ministry of Manpower. Meanwhile, there are also Riau Provincial Government and Kampar Regency Government in an effort to empower disability in the region. Multi-actor involvement in disability empowerment directly has the consequence of creating resource accumulation. The most important resources owned are budgets in the form of attention and PKH with disabilities. Nationally, the ATENSI program in 2021 is implemented by providing services to 142,018 people, including people with disabilities. There are 57 people with disabilities who received ATENSI assistance in 2021 with a budget of Rp. 136,800,000,-.

Furthermore, ATENSI assistance for Kampar Regency in 2022 was handed over to 76 PPKS in Aursati Village and 24 PPKS in Siak Hulu District. Furthermore, assistance was also handed over to the Children's Social Welfare Institute (LKSA) in Kampar Regency with a budget of Rp. 195,390,000 for 80 children and 20 people with disabilities. ATENSI assistance is provided in the form of basic necessities and entrepreneurial tools that can be utilized by people with disabilities to meet their needs and increase economic independence.

The assistance received by people with disabilities in Kampar Regency is a form of attention from the central and regional governments in handling and empowering people with disabilities. However, the limited resources owned by local governments with a fairly large number of persons with disabilities require the involvement of many parties. The cooperation that is tried is not only to overcome weaknesses or lack of resources, but to accumulate all resources contained in the empowerment of people with disabilities.

### Insertitution Design

Institutional design according to Ansell & Gash (2007) requires participation, transparency and an open forum, as well as clear rules of the game. The empowerment of persons with disabilities in Kampar Regency has been carried out not only by the local government, but also by involving central government actors. The local government of Kampar Regency builds communication and collaboration with various parties.

Empowerment rules for disability are the authority of the local government of Kampar Regency in accordance with Law Number 23 of 2004 concerning Regional Government. One of the mandatory government affairs related to basic services is social. The government organization in charge of social affairs in Kampar

Regency is the Social Service based on the Regional Regulation of Kampar Regency Number 6 of 2016 concerning the Organizational Structure of the Regional Apparatus of Kampar Regency.

As an institution that has authority in the social sector, the Social Service has institutionally designed programs and activities in the 2017-2022 Strategic Plan, including programs for the development of people with disabilities and ex-trauma. Programs for persons with disabilities are directed at (a) social rehabilitation, (b) social assistance, (c) maintenance of living standards, and (d) accessibility. The social service and rehabilitation activities of persons with disabilities are carried out through:

a. Institution-based which includes regular, multi-service and multi-targeted activities through day care and special activities which include outreach, Mobile Social Service Units (UPSK) and expert support to social organizations and public-based social rehabilitation.

b. Non-institutional based which includes Family based and community-based mentoring services that organize Community Based Rehabilitation (RBM) and other services including UPSK, Workshop (LBK), Work Learning Practice (PBK), and Economically Productive Enterprises.

One positive thing is that Kampar Regency is an area that has an inclusive school in Riau Province. This inclusive education according to Moriña (2017) can be defined as an educational approach that proposes schools to be able to accept all students, including from the disability community. This inclusion school in Kampar Regency accepts students with special needs and all educational services are tailored to needs such as curriculum, facilities and infrastructure to the learning process. However, this inclusive education has many challenges such as a shortage of human resources for educators who master learning for children with special needs and the budget for the provision of supporting facilities and markets that are inadequate.

In addition to the Kampar Regency Social Office, another institution related to its duties and functions in disability empowerment is the Kampar Regency Youth and Sports Education Office. The vision of the Kampar Regency Youth and Sports Education Office is "The realization of aspirational, quality and independent education in 2025." The elaboration of this vision, the essence is that the Kampar District Youth and Sports Education Office provides justice in education and brings impact to change for better generations in the future. Meanwhile, specifically the regional government of Kampar Regency also provides special services for children with special needs with the issuance of the Decree of the Head of the Youth and Sports Education Office Number: 100 / Dikpora-Sekr / 020. The design of institutions in disability empowerment is carried out by several agencies that have constitutional authority. However, empirically, the implementation of disability empowerment is still sectoral and fragmented in accordance with the duties and functions of each government institution.

### Collaborative Process

Disability empowerment in Kampar Regency is a collective responsibility, namely government institutions (Kampar Regency Regional Government, Riau Provincial Government and central government). The disability empowerment process is carried out collectively as carried out by the Kampar Regency Social Office and the Riau Provincial Social Office. The implementation of this collaboration is realized by carrying out the activities of the Mobile Social Service Unit (UPSK) for people with disabilities. Disability empowerment in Kampar Regency The process of disability empowerment is carried out collectively as carried out by the Kampar Regency Social Office and the Riau Provincial Social Office. The implementation of this collaboration is realized by carrying out the activities of the Mobile Social Service Unit (UPSK) for people with disabilities.

Furthermore, another form of collaborative effort built in disability empowerment is between local governments and the central government. The main problem in disability empowerment is about data that is still invalid. So, to solve the data collection problem, the government made a policy for managing Integrated Social Welfare Data (DTKS). This DTKS is key in the disability empowerment process. In order to realize this, the Social Service and the Population and Civil Registration Office entered into a cooperation agreement (MoU) in the management and synchronization of DTKS with the Ministry of Social Affairs. This cooperation agreement was carried out on June 29, 2021 and until June 2022 there were a total of 368,751 people spread across sub-districts as shown in table 2.

Table 2. Integrated Social Welfare Data (DTKS) in Kampar Regency June 2022

No	District	Number of Individuals	Number of Families
1	Bangkinang Kota	13.659	4.254
2	Kampar	35.224	10.868
3	Tambang	35.874	11.478
4	XIII Koto Kampar	18.259	5.679
5	Kuok	15.703	4.912
6	Siak Hulu	30.364	10.026
7	Kampar Kiri	20.347	6.617
8	Kampar Kiri Hilir	6.108	1.967

9	Kampar Kiri Hulu	10.348	3.150
10	Tapung	32.507	10.395
11	Tapung Hilir	15.668	5.089
12	Tapung Hulu	21.542	7.031
13	Salo	12.932	4.047
14	Rumbio Jaya	10.462	3.506
15	Bangkinang	21.740	6.685
16	Perhentian Raja	7.466	2.571
17	Kampa	12.441	4.094
18	Kampar Utara	13.588	4.357
19	Kampar Kiri Tengah	12.638	4.207
20	Gunung Sahilan	8.756	3.089
21	Koto Kampar Hulu	13.125	4.525
	Total	368.751	118.547

Source: Kampar District Social Service (2022)

Regarding the collaborative process of disability empowerment, Kampar Regency is also reflected in the Productive Economic Enterprise (UEP) program for people with disabilities. This disability UEP is routinely implemented by the local government of Kampar Regency through the Social Service by involving partners outside the government such as the Coordinator of Social Welfare Activities (KKKS), Social Organizations, Social Welfare Institutions, District Social Welfare Workers (TKSK) and Community Social Workers (PSM) of Kampar Regency. This shows that actors inside and outside the government collaborate and dependence arises, where actors cannot work alone so that each will contribute meaningfully (Li et al., 2022)

Social assistance is indeed the dominant program carried out by the government and its collaborative partners. Apart from PKH with disabilities, other social assistance provided for people with disabilities is Direct Cash Transfer (BLT). The BLT given to people with disabilities in 2022 for 2000 people including those with disabilities each getting IDR 300 thousand and BLT recipients are spread across Kuok, Bangkinang, Salo, Bangkinang Kota and Kampar Districts. This BLT for disability is budgeted through the Kampar Regency Regional Budget

Baznas Kampar Regency also contributes to disability empowerment. The collaboration of local governments through the kampar peduli program also contributes to helping people with disabilities. In 2022, BAZNAS Kampar Regency provides zakat funds to 57 people/month with a total zakat fund of 18.6 million rupiah. This zakat fund is useful in easing the economic burden of people with disabilities, the majority of whom cannot work.

Cross-sectoral collaboration is also seen in the development of disabled athletes carried out by the Kampar Regency Youth and Sports Education Office in collaboration with the National Paralympic Committee (NPC). Collaborative efforts are also carried out by providing training for people with disabilities in Kampar Regency. This training is intended so that people with disabilities have the ability to be used to get a job or open up job opportunities. This training is conducted collaboratively with various stakeholders.

### Facilitative Leadership

Collaborative governance will run with facilitative leadership. Facilitative leadership according to Schwarz (2006) is needed in creating an organizational culture in collaboration. Meanwhile, Stamevski et al (2018) argue that facilitative leadership is a co-creative leadership model by emphasizing that leaders must effectively facilitate deep collaboration. Factually, persons with disabilities in Kampar Regency have been carried out by the Regional Government. The leading sector of this disailitas empowerment is in the Kampar Regency Social Office. However, facilitative leadership is not visible in the collaboration process. This is marked by the absence of a special team formed by the Regent or OPD leaders in carrying out disability empowerment

Furthermore, another indication is that the empowerment program for people with disabilities in Kampar Regency is carried out in a partial, unintegrated manner and even sectoral egos are still strengthening. Similarly, disability empowerment programs carried out by the central government sometimes do not involve provincial or district governments and directly target the disability community in the regions. This condition occurred during the implementation of the Social Assistance for Persons with Severe Disabilities (ASPDB) program with an assistance value of 2.4 million / person to 20 people with disabilities in Kampar Regency. The ASPDB program is carried out by the Ministry of Social Affairs through the Directorate General of Social Rehabilitation in collaboration with the technical UPT. This assistance has not been specifically coordinated with local governments properly, although the SOP requires cooperation with local governments. The following are institutional linkages in disability empowerment:

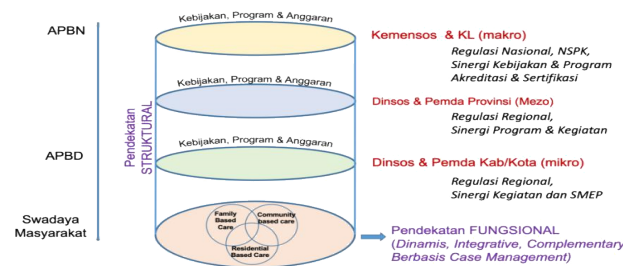


Figure 1. Institutional Support in the Ministry of Social Affairs' ATENSI program  
Source: Directorate General of Social Rehabilitation of the Ministry of Social Affairs of the Republic of Indonesia (2021)

However, this standard is not fully implemented considering the role of the Provincial Government is still minimal in empowering ATENSI disabilities. *The leader* in this program is also unclear so that it seems that it is still a sectoral ego and emphasizes more on the output of activities achieved.

## CONCLUSION

Empowerment for disabled groups has been carried out by the Kampar Regency Government on an ongoing basis. However, the process is still not optimal due to the lack of organizational capacity and ineffective participation. One of our findings is that empowerment from the perspective of participation in disability empowerment is still very minimal, especially the involvement of the private sector in carrying out empowerment. Empowerment for persons with disabilities is still dominated by government actors. Therefore, disability empowerment in Kampar Regency in the perspective of collaborative governance has not shown optimal results. That is, collaborative governance has not been realized in disability empowerment, where there is a lack of coordination from government actors and actors outside the government in the empowerment collaboration process. On the other hand, we also found that the facilitative leadership aspect has not shown its role in gathering all parties and potential resources available in empowering people with disabilities.

Theoretically, this study suggests the need to analyze the ability factors that actors must have in collaborating. The ability factor will also determine the success of collaborative governance. The abilities in question include communication skills, managerial skills, and even socio-cultural abilities in the context of disability empowerment.

This study also provides empirical recommendations to various parties, namely the local government of Kampar Regency must be able to expand collaborative networks and build intensive communication, coordination and cooperation with the central government, Riau Provincial Government, private parties, academics and NGOs so that they can support all programs and activities directed at disability empowerment. Synergy between the Central Government, Kampar Regency and Riau Provincial Government in empowering people with disabilities in the region is needed. We also see that budgeting is also influential in disability empowerment both by the Riau Provincial Government and Kampar Regency Government to be able to allocate their budget in accordance with Riau Provincial Regulation Number 18 of 2013 as much as 1% of the total APBD for disability empowerment in the regions. Finally, collaboration with the private sector must emerge, especially in fulfilling employment opportunities for people with disabilities in accordance with their abilities and participating in implementing the empowerment of people with disabilities in Kampar Regency.

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