

Implementation of the Rumah Anak Prestasi Dukuh Menanggal Program for Children with Disabilities in Surabaya City

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ABSTRACT

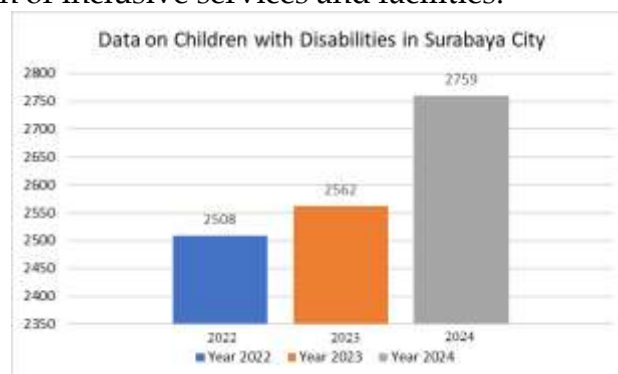
Children with disabilities deserve special attention to support their independent living. Developing their potential is part of the government's responsibility through institutional support. This study aims to analyze the implementation of the Rumah Anak Prestasi (RAP) Program for children with disabilities in Surabaya City, particularly at Rumah Anak Prestasi Dukuh Menanggal. The research uses a descriptive qualitative approach, with data collected through interviews, observation, and documentation, and analyzed using an interactive model. The findings show that the program aligns with beneficiaries' needs in developing potential, self-confidence, and independence. The implementing organization demonstrates competence, clear task division, and responsiveness. Systematic implementation guided by SOP and regulations ensures accessibility and orderly mechanisms.

INTRODUCTION

The government plays a central role in realizing the goals of the state as stated in the Preamble to the 1945 Constitution of the Republic of Indonesia, namely to protect the entire nation and advance general welfare. This responsibility is realized through public policies that guarantee equal rights for all citizens without discrimination (Astuti, 2021). One group requiring special attention is people with disabilities. According to Law Number 8 of 2016 concerning Persons with Disabilities, persons with disabilities are individuals who have long term limitations in physical, intellectual, mental, and/or sensory aspects, who in their interactions with the environment may face obstacles to participating fully and equally with other citizens. This law emphasizes that protection for persons with disabilities is an effort to protect (Aina, 2025).

Disabilities are categorized into four main types: physical, mental, intellectual, and sensory (Dewayanti & Suryono, 2023). These four categories describe various individual limitations that affect the ability to function independently, making inclusive policies crucial for achieving social justice. Therefore, recognizing these types of disabilities serves as an essential basis for designing policies and programs that protect and fulfill the rights of persons with disabilities in an inclusive and equitable manner. These rights include the right to inclusive education, the right to decent work and a decent standard of living, the right to adequate health services, the right to live independently and actively participate in community life, and protection from all forms of violence, exploitation, and inhumane treatment (Frichy, 2020).

Surabaya, as one of the major cities in Indonesia, demonstrates its commitment to guaranteeing the rights of persons with disabilities, especially children. According to data from the Surabaya City Health Office in 2024, the number of children with disabilities increased from 2,508 in 2022 to 2,562 in 2023 and 2,759 in 2024. Along with the increasing number of children with disabilities in Surabaya, the Surabaya City Government strives to create an environment that supports the protection and fulfillment of the rights of children with disabilities through the provision of inclusive services and facilities.



Source: Surabaya City Health Office, 2025

Figure 1. Data on Children with Disabilities in Surabaya City

This policy aligns with the mandate of Presidential Regulation Number 25 of 2021 concerning the Child-Friendly Regency/City (KLA) Policy, which emphasizes the importance of integrating child protection into regional

development. A Child-Friendly City (City) is a development system at the Regency/City level that implements the 3Ms: planning, establishing, and implementing various development programs oriented toward fulfilling children's rights and obligations. Regarding Child-Friendly City (KLA), Surabaya has successfully earned the Child-Friendly City award in the Main category for six consecutive years (2018–2023) with the highest national score (KemenPPA, 2023). As a concrete manifestation of this commitment, the Surabaya City Government issued Mayoral Regulation Number 9 of 2024 concerning the Implementation of Protection for Persons with Disabilities in Surabaya City. This regulation gave birth to the Rumah Anak Prestasi (RAP) program.

Rumah Anak Prestasi is an innovative program to develop talents and interests, boost self-confidence, and encourage independence in children with disabilities. Institutionally, Rumah Anak Prestasi is managed by the Regional Technical Implementation Unit (UPTD) Kampung Anak Negeri, under the auspices of the Surabaya City Social Services. As regulated in the Surabaya Mayor Regulation Number 119 of 2021 concerning the Formation and Organizational Structure of the Regional Technical Implementation Unit (UPTD) Kampung Anak Negeri at the Surabaya City Social Service, Article (5), Regional Technical Implementation Unit (UPTD) Kampung Anak Negeri tasked with carrying out some of the duties of the Surabaya City Social Service, particularly in the areas of care, service provision, and development of the potential of children with social welfare problems. Rumah Anak Prestasi (RAP) has distinct characteristics from formal educational institutions such as Special Needs Schools (SLB). While SLB focus on academic education Susilowati & Harsiwi (2025). Rumah Anak Prestasi is non formal, focusing on developing interests and talents, strengthening self-confidence, and encouraging independence in children with disabilities.

The Surabaya City Government has now developed the Rumah Anak Prestasi (RAP), which is now spread across four locations in the city. The first location is in Nginden Semolo, which was inaugurated in September 2022, the second location is in Sonokwijenan, which was inaugurated in September 2023, the third location is in Kedung Cowek, which was inaugurated in February 2024, and the fourth location is in Dukuh Menanggal, which was inaugurated in June 2024. The Rumah Anak Prestasi (RAP) Dukuh Menanggal was chosen as the research location because it is the newest location and has the most complete facilities. Therefore, it is expected to provide the best services and training for children with disabilities (Hidayatullah et al., 2023).

The facilities utilized cover two main categories: training facilities and health facilities. Training facilities include various activities that support the development of children's talents and independence, screen printing, handicrafts, batik, sewing, photography, Braille Quran, music, modeling, sign language, painting, public speaking, badminton, basketball, and yoga. Meanwhile, health facilities include services from pediatricians consultation, physiotherapy, acupuncture, reflection, speech therapy, behavior therapy, psychological counseling, and general education.

Table 1. Training and Services at the RAP Dukuh Menanggal

No	Activity	January		February		March		April		May		TOTAL
		P	V	P	V	P	V	P	V	P	V	
A SKILL TRAINING												
1	Screen Printing	13	37	13	29	12	35	13	22	18	59	251
2	Handycraft	5	14	9	17	13	24	8	21	18	24	153
3	Batik	8	14	7	12	8	15	17	24	7	14	126
4	Sewing	7	20	13	28	11	26	15	30	18	44	212
5	Photography	6	12	7	19	7	19	10	16	11	21	128
6	Mengaji Braille	7	18	10	18	8	13	7	21	7	15	124
7	Music	11	29	13	42	14	26	15	36	17	45	248
8	Modelling	10	20	11	36	9	17	10	17	13	23	166
9	Sign Language	5	11	6	15	5	19	8	24	8	20	121
10	Paint	29	71	20	52	18	42	23	32	30	89	386
11	Public Speaking	15	26	19	40	15	33	20	44	21	44	277
12	Badminton	0	0	5	6	0	0	7	8	6	9	41
13	Basketball	0	0	0	0	0	0	4	6	9	10	29
14	Yoga	7	20	9	20	8	19	7	16	15	35	156
B HEALTH SERVICE												
1	Pediatrician Consultation	19	24	7	7	14	14	11	11	10	10	127
2	Physiotherapy	8	32	7	30	9	25	8	18	9	25	171
3	Acupuncture	21	65	23	72	22	68	19	48	25	64	362
4	Reflection	9	21	12	30	10	28	10	25	8	17	170
5	Speech Therapy	36	97	29	86	33	95	29	79	33	68	585
6	Behavior Therapy	29	62	21	58	22	54	21	41	21	49	378
7	Psychological Counseling	5	5	7	7	5	5	2	2	3	3	44
8	General Learning	12	30	12	36	13	32	11	32	12	28	218

P: Participant V: Visit

Source: RAP Dukuh Menanggal (processed by the author, 2025)

Based on the table above, the most popular training and services within the Rumah Anak Prestasi program include painting, public speaking, screen printing, music, sewing, speech therapy, behavioral therapy, and acupuncture. Enthusiasm is evident not only in the number of participants, but also in active visits and skills development. This improvement can be seen concretely through various artworks. The childrens work is not only exhibited at the Rumah Anak Prestasi (RAP) Dukuh Menanggal but also promoted more widely through various exhibitions organized by the Surabaya City Government.

Previous research conducted by Azzahra (2024) found that the implementation of the Rumah Anak Prestasi (RAP) program still faces several challenges, including limited socialization, constraints in available resources, and uneven organizational support. These findings indicate that the implementation of the RAP program is not entirely free from obstacles. However, despite these limitations, the program continues to run and even shows positive developments in facilitating children with disabilities. This condition indicates a positive research gap, as previous studies have mainly focused on the challenges faced by the program, while studies that explore the factors supporting the sustainability and effectiveness of the RAP program remain limited. Therefore, this study seeks to fill this gap by emphasizing the factors that contribute to the successful implementation of the program. One indication of this success can be seen from the creative works produced by children with disabilities, which demonstrate that the program has been able to facilitate the development of their talents and potential.

With the establishment of the Rumah Anak Prestasi (RAP) Dukuh Menanggal program as an effort to fulfill the rights of children with disabilities in Surabaya, this program is interesting to study further through theoretical analysis. Based on the above description, to ensure future sustainability, it is

important to understand the factors that contribute to effective program implementation. Therefore, this study is to analyze in more depth the implementation of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program for children with disabilities in Surabaya City. The author will refer to the Program Implementation theory put forward by David C. Korten (1998) in Bahri et al (2020) which states that the success of a program does not only depend on the quality of the program itself, but also on the alignment of three elements in achieving goals, namely: (1) suitability of the program to the beneficiaries, (2) suitability of the program with the implementing organization, (3) suitability of the beneficiary with the implementing organization.

THEORETICAL REVIEW

According to Korten (1988) in Bahri et al (2020) the success of a program is influenced by three elements: the program itself, the implementing organization, and the beneficiaries. A program will be successful if these three elements are aligned and support the achievement of program objectives. In the Rumah Anak Prestasi (RAP) Dukuh Menanggal study, this can be explained as follows:

1. Suitability of the program with the beneficiaries, refers to the alignment between program outputs and the needs of the beneficiaries. If the outputs are not aligned, the program cannot be utilized. In the Rumah Anak Prestasi (RAP) Dukuh Menanggal, this alignment is reflected in services and training for children with disabilities that are tailored to the needs of the beneficiaries, resulting in direct benefits.
2. Suitability of the program with the implementing organization, refers to the match between program demands and the capacity of the implementing organization. A mismatch in capacity risks producing suboptimal output. In the Rumah Anak Prestasi (RAP) Dukuh Menanggal, the implementing organization was assessed as having adequate capacity through the availability of competent human resources, a clear division of tasks, and a positive response in providing services.
3. Suitability of the beneficiary with the implementing organization, refers to the conformity between the requirements set by the implementing organization and the beneficiary ability to obtain program outputs. If the requirements are not met, then program outputs will not be obtained. In the Rumah Anak Prestasi (RAP) Dukuh Menanggal, this conformity is reflected in the implementation of the program which is carried out systematically and is guided by SOP, service information, and applicable regulations so that the activity mechanism takes place in an orderly manner and can be accessed by the beneficiaries and the participant criteria are met according to the specified requirements.



Source: David C. Korten Book (1998) in Bahri (2020)

Figure 2. David C. Korten Implementation Model

METHODOLOGY

This study uses a qualitative research method with a descriptive approach. The qualitative descriptive method was chosen to provide a narrative description and analysis of the implementation of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program for children with disabilities in Surabaya City. The location of this study is at the Rumah Anak Prestasi (RAP) Dukuh Menanggal in Surabaya City. Data collection techniques were carried out through observation, interviews, and documentation. Research informants were determined using a purposive sampling technique based on certain considerations relevant to the research objectives. The data analysis technique used refers to the Miles and Huberman and Saldafia (2014) model, which includes four stages: data collection, data condensation, data display, and conclusions.

RESULTS AND DISCUSSION

The results of this study are findings at the research location obtained based on the researcher's observations, made in accordance with events related to the research study that focuses on the implementation of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program for children with disabilities in Surabaya City. This section will describe the research results obtained through data collection techniques such as interviews, observation, and documentation.

Implementation of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program implemented in accordance with the established objectives. To analyze the implementation of the program, researchers used the program implementation theory proposed by David C. Korten (1998) in Bahri et al (2020) namely: suitability of the program to the beneficiaries, suitability program with the implementing organization, suitability of the beneficiary with the implementing organization.

Suitability of the Program with the Beneficiaries

According to David C. Korten (1998) in Bahri et al (2020) program-benefit alignment is the alignment between the program provided and the needs of the beneficiaries. This fit indicator is used to determine the extent to which the program impacts the beneficiaries as the target group and the impact resulting from the program's implementation. According to Prasetyo & Rining (2021) program implementation is said to be successful if there is clarity between the needs of the target group and the program being implemented. In this case, the

suitability of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program can be seen from the suitability between the services provided by the program and the needs of children with disabilities as the target group. Based on the interview results and supporting data that have been described, the suitability of the program with the beneficiaries is analyzed through several sub-indicators, namely the existence of objectives to be achieved, the existence of a clear budget, and strategies in implementing the program.

Nasution & Irham (2024) stated that objectives can be interpreted as the results to be achieved through the implementation of the strategic plan that has been formulated. Objectives also reflect the direction and ultimate goals that are the focus of an activity or program. Similarly, Wahab (2012) emphasized that program objectives formulated specifically and measurably will simplify the implementation process and increase the chances of achieving the desired results. The objective of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program is to provide an inclusive development platform focused on developing the potential, gaining self-confidence, and encouraging the independence of children with disabilities. This objective aligns with the mandate of Surabaya Mayoral Regulation Number 9 of 2024 concerning the Implementation of Disability Protection, ensuring that the program is implemented in accordance with the needs of the target group.

In addition, the implementation of the RAP Dukuh Menanggal Program is also supported by a clear budget. A budget is a financial plan prepared to support program implementation within a certain period. According to Nasution & Irham (2024) the key to a program's success lies in how an organization or group formulates and implements its budget effectively. In line with George C. Edwards III (1980) in Anggara (2014) emphasized that resources, including financial resources, are the main factor in successful implementation. The budget is a crucial aspect, because without proper planning and management of funds, a well-formulated program has the potential to not run optimally. In the RAP Dukuh Menanggal Program, the budget comes from the Surabaya City Regional Revenue and Expenditure Budget (APBD) through the Surabaya City Social Service and is managed by the UPTD Kampung Anak Negeri. The budget allocation is used to support the program's main needs, including daily operations, administration, provision of facilities and infrastructure, and honoraria for implementing staff such as admins and instructors.

The suitability of the program to its beneficiaries is also reflected in the program implementation strategy. According to Pitriyati et al (2022) strategy is an action or activity carried out by an individual or organization to achieve predetermined goals or objectives. In the RAP Dukuh Menanggal Program, the implementation strategy is carried out through socialization and collaboration strategies. Budiani (2009) stated that socialization is the ability of program implementers to disseminate information regarding the program to target program participants. Socialization is carried out to introduce the RAP Dukuh Menanggal Program to the community so that parents of children with disabilities can understand and access available services. Meanwhile, according to Ansell & Gash (2008) collaboration is a process of cooperation between two or more parties

who have different roles, resources, and responsibilities, but coordinate with each other to achieve common goals effectively and efficiently. Collaboration in the RAP Dukuh Menanggal program involves cross-sectoral cooperation with OPD and external parties according to the service areas provided.

Suitability of the Program with the Implementing Organization

According to David C. Korten (1998) in Bahri et al (2020) program-implementing organization fit is the alignment between the tasks assigned by the program and the capabilities of the implementing organization. The implementing organization plays a crucial role in ensuring the program is implemented according to its stated objectives (Ratu, 2022). The success of program implementation is greatly influenced by the implementer's understanding of the program objectives and their ability to carry out their duties and responsibilities. Based on the interview results and supporting data that have been described, the suitability of the program with the implementing organization was analyzed through two sub indicators, namely the existence of an implementing team and the response of the program implementers to the beneficiaries.

The existence of an implementing team is a number of individuals with complementary skills, who are committed to a common purpose and goal, and have a mutually agreed upon work approach, where each member is mutually responsible Grindle (2017) The existence of the RAP Dukuh Menanggal Program implementation team is reflected in the involvement of various parties who play a direct role in the implementation of the program, namely the Surabaya City Social Service as the person in charge, UPTD Kampung Anak Negeri as the operational manager, the RAP Dukuh Menanggal admin, and the instructors. All program implementers have a good understanding of the program's goals and objectives, so they are able to carry out their duties according to their respective capacities and functions.

The implementers response in the program refers to the implementer's attitude, commitment, and level of acceptance of the implemented policy. George C. Edwards III (1980) in Anggara (2014) stated that the implementer disposition or attitude is an important factor that determines the success of implementation. In line with that, (Grindle, 2017) emphasized that the implementers support and compliance with the policy objectives will influence the consistency of implementation in the field. The implementers response in the RAP Dukuh Menanggal Program showed a positive response to children with disabilities as beneficiaries, reflected in a friendly attitude, open communication, and attention to the needs of participants. This positive response created comfort for children in participating in program activities and increased parental trust in the implementation of the RAP Dukuh Menanggal Program.

Suitability of the Beneficiary with the Implementing Organization

According to David C. Korten (1998) in Bahri et al (2020) beneficiary-implementing organization compatibility is the correspondence between the requirements set by the implementing organization and the beneficiary's ability to obtain program outputs. If these requirements cannot be met, then program outputs cannot be obtained. In the Rumah Anak Prestasi (RAP) Dukuh Menanggal

Program, this suitability is seen from the ability of children with disabilities as program beneficiaries to meet the administrative requirements and established target criteria. If the implementation process follows the procedures designed from the start, then the implementation can be said to be appropriate in terms of implementation (Pranoto et al., 2025). Based on the results of interviews and supporting data that have been described, the suitability of beneficiaries with the implementing organization is analyzed through two sub indicators, namely appropriate implementation and appropriate targeting.

Appropriate program implementation is a condition in which the implementation process runs in accordance with the objectives, standards, and procedures established in the program. According to Donalds S & Carl E (1975) implementation is considered appropriate if there is a match between the standards and objectives of the program and the performance of implementers in the field. In the RAP Dukuh Menanggal Program, appropriate implementation is reflected in the orderly and systematic implementation of activities guided by SOP, service announcements, and applicable regulations, so that the program mechanism runs orderly and is accessible to users. Thus, the success of implementation can be seen from the level of implementer compliance with the rules and mechanisms that have been designe.

Furthermore, this program has also reached children with disabilities in accordance with the established targets. According to Budiani (2009) targeting accuracy refers to the appropriateness of program participants to the predetermined targets. A program is considered appropriate if the beneficiaries truly come from the group that is the program's primary objective. Similarly, Fauziah et al (2022) stated that program targets must be in accordance with previously established provisions and criteria so that program implementation can take place effectively and achieve the expected goals. The appropriate program targeting of the RAP Dukuh Menanggal program is reflected in its compliance with established criteria and requirements. The program has also successfully reached targeted children with disabilities, and services and training are tailored to the needs of each participant. This is also evidenced by the increasing number of participants each month.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results of research and discussions conducted by the author regarding the implementation of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program for children with disabilities in the city of Surabaya, the following conclusions can be drawn. (1) from the element suitability of the program with the beneficiaries, it shows that the program is in accordance with the needs of the beneficiaries, namely as a forum for developing potential, gaining self-confidence, and encouraging the independence of children with disabilities. (2) from the element suitability of the program with the implementing organization, shows that the role of the Surabaya City Social Service as the person in charge of the program and the UPTD Kampung Anak Negeri as the operational manager, is supported by a competent implementation team, clear division of tasks, and a good response. (3) from the element suitability of the beneficiary with

the implementing organization, the program is implemented systematically and is guided by SOP, service information, and applicable regulations so that the activity mechanism runs in an orderly manner and can be accessed by the beneficiaries and the participant criteria are met according to the requirements which have an impact on increasing the number of children with disabilities. This program, initiated by the Surabaya City Government through the Surabaya City Social Service and managed by the UPTD Kampung Anak Negeri, is able to address the needs of children with disabilities through inclusive and targeted health services and skills training. Overall, the program implementation can be said to be successful, reflected in the development of potential, self confidence, and independence in children with disabilities, supported by a responsible and responsive implementation team, thus fostering parental trust in the program and increasing the number of children with disabilities.

Based on the research findings, the authors offer suggestions as a contribution to this study. Although the overall implementation of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program has been successful, several issues remain to be addressed to improve the program's quality and sustainability. It is recommended that the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program not only rely on collaboration with relevant agencies and external parties with specific expertise, but also maximize and expand cooperation with educational institutions, volunteers or disability communities, and non-governmental organizations. This expanded collaboration is expected to improve the competence of implementers, encourage program innovation, and strengthen the sustainability of RAP implementation. Furthermore, the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program also needs to continue developing types of services and training tailored to the interests and potential of children with disabilities. Providing a more diverse range of activities can provide broader opportunities for children to express themselves, hone their skills, and achieve success at the local, national, and international levels.

FURTHER STUDY

Rumah Anak Prestasi (RAP) Dukuh Menanggal Program is a Surabaya City Government initiative designed to provide inclusive development services for children with disabilities through health services and skills training. This program aims to fulfill the rights of children with disabilities and increase their independence and self confidence. By strengthening coordination between implementing agencies, providing adequate facilities and professional instructors, and collaborating with external parties, this program improves service quality and ensures that services provided comply with clear standards and procedures. Further research could examine the long-term impact of the Rumah Anak Prestasi (RAP) Dukuh Menanggal Program on the independence and quality of life of children with disabilities, explore parental and community perceptions of the program, assess the sustainability of funding and human resources, and analyze the potential for replication of the RAP model in other areas.

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