

Employment Rights and Labor Market Inclusion of Persons with Disabilities: An Evaluation of the Implementation of Indonesian Law No. 8 of 2016 in Bojonegoro Regency

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ABSTRACT	ARTICLE DETAILS
This study aims to analyse the implementation of employment rights for persons with disabilities in Bojonegoro Regency under Law No. 8 of 2016 concerning Persons with Disabilities. A qualitative case study approach was employed, involving in-depth interviews, observations, and document reviews with officials from the Department of Industry and Manpower, company representatives, and persons with disabilities. Data were analysed using an interactive model consisting of data reduction, data presentation, and conclusion drawing. The findings reveal that the implementation of disability employment rights has been supported by policy communication through socialisation activities and coordination between government institutions and employers. The implementation process is further strengthened by positive attitudes among government officials and several companies that provide employment opportunities based on workers' competencies. However, several challenges remain, including limited human and financial resources, uneven dissemination of information among persons with disabilities, varying levels of workplace accessibility, and coordination mechanisms that have not yet been fully integrated. Overall, the implementation of disability employment rights has contributed positively to expanding employment opportunities and promoting social inclusion for persons with disabilities in Bojonegoro Regency, although the fulfilment of employment quotas and equal access to employment have not yet been fully achieved. Strengthening resource allocation, workplace accessibility, stakeholder coordination, and employer engagement is essential to improve the effectiveness and sustainability of disability-inclusive employment policies at the local level. KEYWORDS: Disability Employment Rights, Policy Implementation, Persons With Disabilities, Law No. 8 Of 2016, Edward III Model, Social Inclusion.	Published On: 10 July 2026 Available on: https://ijiissh.com/

1. INTRODUCTION

Employment is a fundamental human right and an essential component of social inclusion for persons with disabilities. Globally, persons with disabilities continue to experience substantial barriers in accessing decent work opportunities despite the existence of international frameworks promoting equality and non-discrimination (United Nations, 2006; WHO, 2023). In developing countries, these challenges are often intensified by limited accessibility, inadequate institutional support, and persistent social stigma. As the fourth most populous country in the world, Indonesia faces a significant challenge in ensuring equal employment opportunities for its large population of persons with disabilities.

According to Statistics Indonesia (BPS, 2023), approximately 22.97 million persons with disabilities live in Indonesia, representing 8.5% of the national population. Disability encompasses a wide range of physical, sensory, intellectual, and mental impairments that may interact with environmental barriers and hinder full participation in society (WHO, 2023). Consequently, disability should not be viewed solely as a medical condition but also as a social and human rights issue requiring comprehensive policy intervention (United Nations, 2006; Shakespeare, 2018).

Recognizing the need to protect and promote the rights of persons with disabilities, the Indonesian government enacted Law Number 8 of 2016 concerning Persons with Disabilities. This legislation reflects a shift from a charity-based approach toward a human rights-based approach, emphasizing the state's obligation to respect, protect, and fulfil the rights of persons with disabilities

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(Mandini, 2020). Among the rights guaranteed by the law is the right to employment. Article 53 paragraph (2) stipulates that private companies must employ at least 1% persons with disabilities from their total workforce. This provision aims to increase labour market participation and reduce employment discrimination against persons with disabilities.

Despite the existence of this legal mandate, labour market inclusion for persons with disabilities remains limited. This issue is particularly evident in Bojonegoro Regency, East Java Province, where a substantial number of persons with disabilities reside. Data from the Bojonegoro Social Affairs Office indicate that 3,559 persons with disabilities were recorded in the regency in 2023, consisting of various disability categories as presented in Table 1.

Table 1. Number of Persons with Disabilities in Bojonegoro Regency

No.	Type of Disability	Number	Percentage
1	Physical Disability	1,355	38.07%
2	Sensory Disability	890	25.01%
3	Mental Disability	733	20.60%
4	Intellectual Disability	581	16.32%
	Total	3,559	100%

Source: Bojonegoro Social Affairs Office (2024)

As shown in Table 1, physical disabilities constitute the largest category, accounting for 38.07% of the total population with disabilities. The diversity of disability types highlights the need for inclusive employment policies and workplace accommodations that address different functional limitations and support equal participation in the labor market.

However, employment opportunities for persons with disabilities remain limited within the private sector. According to data from the Bojonegoro Industry and Manpower Office (2022), 2,937 registered companies employ a total workforce of 69,052 workers. Nevertheless, only a small number of companies have recruited workers with disabilities. Detailed information is presented in Table 2.

Table 2. Private Companies Employing Persons with Disabilities in Bojonegoro Regency

No.	Company Name	Disabled Workers	Male	Female	Total Workforce	Percentage
1	Kareb Cooperative Bojonegoro	9	146	764	910	0.99%
2	PT Surya Madistrindo	1	9	132	141	0.71%
3	Kareb Cooperative SKT MPS Kapas Unit	18	214	1,914	2,128	0.85%
4	PT Barokah Angkling Darmo	5	100	809	909	0.55%
5	PT Organic Hans Jaya	2	8	128	136	1.47%
6	PT Putera Jaya Sakti Perkasa	2	145	748	893	0.22%
7	PT Permodalan Nasional Madani	1	59	4	63	1.59%
8	PT Tirta Flora Makmur	2	98	38	136	1.47%
9	CV Perdana Jaya	3	100	250	350	0.86%
10	Nirwana Hotel	2	4	3	7	28.57%
11	PT Rukun Jaya Makmur	9	278	1,568	1,846	0.49%
12	PT Shou Fong Lastindo	2	884	1,001	1,885	0.11%
13	PT Lion Super Indo	1	8	36	44	2.27%
14	UD Supianto	1	16	200	216	0.46%
	Total	58	2,069	7,595	9,664	0.60%

Source: Bojonegoro Industry and Manpower Office (2022)

Table 2 demonstrates that only 14 companies reported employing persons with disabilities, with a total of 58 workers with disabilities among 9,664 employees. The overall proportion of workers with disabilities is approximately 0.60%, which remains below the minimum quota of 1% mandated by Law Number 8 of 2016. These figures indicate a significant gap between policy objectives and implementation outcomes at the local level.

Previous studies conducted in various Indonesian regions have reported similar findings. Research in Semarang, Bekasi, Padang, Sidoarjo, and Yogyakarta identified multiple barriers to disability employment, including weak regulatory enforcement, insufficient workplace accommodations, limited institutional resources, negative societal perceptions, and the absence of effective monitoring mechanisms (Arzul et al., 2019; Dewi, 2015; Hariyanti & Sukmana, 2022; Lestari & Sumanto, 2021; Putri et al., 2024). Although these studies provide important insights, most were conducted in urban areas or utilized different implementation frameworks. Consequently, limited attention has been given to non-metropolitan regions and to the specific role of private companies in fulfilling disability employment quotas.

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To address this gap, the present study examines the implementation of disability employment policies in private companies in Bojonegoro Regency using Edward III's policy (1980) policy implementation model. According to Edward III (1980), policy implementation is influenced by four key factors: communication, resources, disposition, and bureaucratic structure. Preliminary observations suggest that challenges persist in all four dimensions, including limited policy dissemination, inadequate institutional resources, weak commitment among implementing actors, and insufficient coordination between relevant agencies.

This study contributes to the literature in three ways. First, it focuses on Bojonegoro Regency, a non-metropolitan area that has received limited scholarly attention in disability employment research. Second, it specifically examines private companies as the primary actors responsible for fulfilling the statutory employment quota for persons with disabilities. Third, it applies Edward III's implementation framework comprehensively to analyse the factors influencing policy implementation. Therefore, this study seeks to assess the extent to which employment rights and labour market inclusion for persons with disabilities have been realized under Indonesian Law No. 8 of 2016 in Bojonegoro Regency, examine the factors affecting the implementation of the law, and propose policy recommendations to promote more inclusive and equitable employment opportunities for persons with disabilities within the local labour market.

2. METHODOLOGY

This study employed a qualitative descriptive approach to examine the implementation of employment rights for persons with disabilities based on Law Number 8 of 2016 concerning Persons with Disabilities in the employment inclusion in Bojonegoro Regency, Indonesia. A qualitative approach was considered appropriate because the study sought to explore the experiences, perceptions, and perspectives of stakeholders involved in the implementation of disability employment policies, including government agencies, employers, and persons with disabilities (Creswell, 2014; Moleong, 2012). This approach enabled a comprehensive understanding of the policy implementation process, institutional practices, and social factors influencing the employment opportunities of persons with disabilities, which could not be adequately captured through quantitative measurements alone.

The research was conducted in Bojonegoro Regency, East Java, Indonesia. Data collection was carried out at the Department of Industry and Manpower of Bojonegoro Regency, particularly the Job Placement, Employment Expansion, and Transmigration Division, as well as at several companies employing persons with disabilities, namely PT. Putera Jaya Sakti Perkasa, PT. Shou Fong Lastindo, and Kareb Bojonegoro Cooperative. The study adopted the policy implementation framework proposed by George C. Edward (1980), focusing on four dimensions: communication, resources, disposition, and bureaucratic structure. The communication dimension examined the transmission, clarity, and consistency of policy information. Resources focused on human resources, budget allocation, and supporting facilities. Disposition assessed the commitment of policy implementers and the provision of incentives, while bureaucratic structure examined standard operating procedures (SOPs) and inter-agency coordination in implementing disability employment policies.

Informants were selected using purposive sampling to ensure that participants possessed relevant knowledge and direct experience regarding the implementation of disability employment policies (Sugiyono, 2022). A total of twelve informants participated in the study, consisting of representatives from the Department of Industry and Manpower, company representatives, and persons with disabilities who had either been employed or were still seeking employment.

Table 3. Research Informants

Informant Category	Institution/Description	Number of Informants
Government Official	Department of Industry and Manpower of Bojonegoro Regency (Head of Job Placement, Employment Expansion, and Transmigration Division)	1
Company Representatives	PT. Putera Jaya Sakti Perkasa, PT. Shou Fong Lastindo, and Kareb Bojonegoro Cooperative	3
Persons with Disabilities (Employed)	Persons with disabilities currently employed in companies	4
Persons with Disabilities (Unemployed)	Persons with disabilities who have not yet obtained employment	4
Total Number of Informants		12

Source: Data processed by researchers (2026)

Data were collected through semi-structured interviews, direct observation, and document analysis. Primary data were obtained from interviews and observations involving government officials, company representatives, and persons with disabilities, while secondary data were derived from official documents, reports, legislation, and relevant scholarly literature. The collected data were analysed using the interactive model developed by Miles et al. (2014), which includes data condensation, data display, and

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conclusion drawing and verification. To enhance the credibility and trustworthiness of the findings, source and method triangulation were employed by comparing information obtained from different participant groups and data collection techniques.

3. RESULTS AND DISCUSSION

A. Communication

Communication is a crucial factor in policy implementation because it determines whether policy objectives are effectively conveyed to implementers and target groups (Edwards III, 1980). In this study, communication was analysed through three dimensions: transmission, clarity, and consistency.

1) Transmission of Information

The findings indicate that the Bojonegoro Industry and Manpower Office (Disperinaker) have undertaken several efforts to disseminate information regarding Law No. 8 of 2016 on Persons with Disabilities. These efforts included socialisation programs and Focus Group Discussions (FGDs) involving private companies, disability organizations, and other stakeholders.

According to the Head of the Job Placement and Employment Expansion Section:

“As a government agency, we have conducted outreach programs and Focus Group Discussions (FGDs) with companies operating in Bojonegoro Regency. In these activities, we also involved disability communities and representatives of the National Disability Commission as a demonstration of our commitment to developing policies that are inclusive and supportive of persons with disabilities.”

The interview findings were supported by documentary evidence showing that Disperinaker organized a socialization program in July 2022 and an FGD in April 2024. These activities demonstrate the government's efforts to communicate disability employment policies to relevant stakeholders.

From the companies' perspective, information transmission was generally effective. Representatives from Koperasi Kareb, PT Putera Jaya Sakti Perkasa, and PT Shou Fong Lastindo confirmed that they had received information regarding the employment quota for persons with disabilities through government-organized activities.

For example, a representative from Koperasi Kareb stated:

“Companies have already received information through the outreach programs organized by the Department of Industry and Manpower (Disperinaker). Therefore, based on the provisions set out in the law that have been communicated, companies also have an obligation to follow up by implementing concrete measures within the workplace.”

However, information transmission to persons with disabilities was less effective. Several disability informants reported that they had received information regarding the law through community activities, while others had never received any information. This finding suggests that communication efforts were concentrated on employers rather than equally targeting persons with disabilities as rights holders.

2) Clarity of Information

The results indicate that policy information was generally understood by companies. All company representatives interviewed demonstrated a clear understanding of their obligation to employ at least 1% persons with disabilities as stipulated by Law No. 8 of 2016.

As explained by the HR manager of PT Putera Jaya Sakti Perkasa:

“According to the company, the information provided by the agency during the outreach sessions was clear and easy to understand. The materials presented were very helpful in enabling us to understand the company's obligations, particularly with regard to employment opportunities and workplace inclusion for persons with disabilities.”

In contrast, persons with disabilities reported varying levels of understanding. Among the eight disability informants interviewed, only half considered the information sufficiently clear, while the remaining respondents reported limited understanding of both the law and their employment rights.

This finding suggests that the clarity of communication has been achieved among policy implementers but not among policy beneficiaries. According to Edwards III (1980), unclear communication may lead to policy implementation gaps because target groups are unable to fully understand their rights and opportunities.

3) Consistency of Communication

The study also found weaknesses in communication consistency. Although socialization activities were conducted, they were not implemented regularly. Disperinaker acknowledged that formal socialization was conducted only once and that subsequent information dissemination was expected to be carried out by companies.

As stated by the Disperinaker official:

“The outreach program was conducted only once and was not carried out repeatedly. From our perspective, the socialization activity took place on a single occasion rather than through multiple sessions.”

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Although companies reported that they had forwarded the information internally, disability informants consistently stated that they rarely received follow-up information after the initial dissemination. Several respondents explained that they had only received information once or had never been involved in subsequent activities.

These findings indicate that communication consistency remains one of the major weaknesses in the implementation process. Regular and sustained communication is essential to maintain policy awareness among stakeholders and ensure continuous compliance with disability employment regulations.

Overall, the communication dimension has been partially implemented. Transmission and clarity were relatively successful among companies; however, communication has not reached all persons with disabilities, and consistency remains limited. These findings support previous studies by Lestari & Sumanto (2021) and Putri et al., (2024), which identified inadequate policy dissemination and weak stakeholder engagement as significant barriers to disability employment policy implementation in Indonesia.

According to Edwards III (1980), resources are a critical determinant of policy implementation because even well-communicated policies cannot be effectively implemented without adequate personnel, financial support, and supporting facilities. In the context of employment rights for persons with disabilities in Bojonegoro Regency, the findings indicate that resource availability remains one of the major challenges affecting policy implementation.

B. Resources

According to Edwards III (1980), resources are a critical determinant of policy implementation because even well-communicated policies cannot be effectively implemented without adequate personnel, financial support, and supporting facilities. In the context of employment rights for persons with disabilities in Bojonegoro Regency, the findings indicate that resource availability remains one of the major challenges affecting policy implementation.

1) Human Resources

The findings reveal that the Department of Industry and Manpower (Disperinaker) has designated staff responsible for disability employment issues. However, the number of personnel specifically handling disability-related programs remains limited. As explained by a representative of Disperinaker:

“The personnel specifically assigned to handle disability-related matters are myself, as a Junior Expert Employment Placement Officer, and Ms. Yani, as a Junior Expert Industrial Relations Mediator.”

This statement indicates that disability employment services are managed by only a few officials whose responsibilities extend beyond disability affairs. Consequently, policy implementation largely depends on the capacity and initiative of individual officers. From the perspective of employers, several companies acknowledged that they have recruited workers with disabilities and attempted to provide support according to their organizational capacity. For example, a representative of PT Shou Fong Lastindo stated:

“Yes, we make every effort to adjust workplace conditions to meet the needs of employees with disabilities, enabling them to work effectively and reach their full potential.”

Similarly, PT Putera Jaya Sakti Perkasa emphasized the importance of adjusting job placement based on workers' abilities:

“We place employees with disabilities in roles that are aligned with their respective abilities and circumstances to ensure that work is performed efficiently and successfully.”

These findings suggest that although human resources at the company level are available, disability inclusion practices still depend on individual company initiatives rather than a standardized governmental support system.

The findings are consistent with previous studies indicating that limited human resources within implementing agencies often constrain the effectiveness of disability employment policies. Human resource limitations reduce the government's ability to conduct monitoring, outreach, and assistance programs for both employers and persons with disabilities.

2) Financial Resources

The study found that no specific budget allocation is dedicated exclusively to disability employment programs in Bojonegoro Regency. Disability-related activities are generally integrated into broader employment and social welfare programs. A Disperinaker official explained:

“There is no dedicated budget specifically allocated for employees with disabilities. Typically, disability-related initiatives are included within the broader framework of general employment programs.”

The absence of a dedicated budget affects the intensity of policy implementation, particularly regarding socialization, monitoring, and employment facilitation programs. Limited funding also restricts the government's ability to provide incentives for companies that employ persons with disabilities.

Nevertheless, several companies demonstrated a willingness to independently finance workplace adjustments and accommodations. This indicates that the private sector has contributed to policy implementation despite the limited financial support from the government.

These findings support Edward III's argument that adequate financial resources are essential for ensuring that policy objectives can

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be translated into concrete actions. Without sufficient budgetary support, implementation tends to rely heavily on voluntary initiatives rather than institutionalized mechanisms.

3) Facilities and Infrastructure

The availability of accessible facilities represents another important resource dimension. The findings indicate that accessibility conditions vary considerably among workplaces. Some companies have attempted to provide supportive working environments for employees with disabilities, while others still face limitations in accessibility infrastructure.

Several disability informants acknowledged that they were able to work because the workplace environment was relatively supportive. However, some also highlighted the need for more disability-friendly facilities and transportation access. One informant stated:

“The key issue is improving accessibility. In many cases, the work itself is not the main challenge; instead, barriers arise from inadequate access to the workplace and insufficiently accessible workplace facilities.”

The findings demonstrate that accessibility remains an important factor influencing employment participation among persons with disabilities. Although legal provisions guarantee equal employment opportunities, inadequate facilities can reduce the practical realization of those rights.

In Edwards III's framework, facilities constitute a strategic resource because they directly affect policy outcomes. The findings indicate that while some progress has been achieved in workplace accommodation, accessibility standards have not yet been uniformly implemented across employers in Bojonegoro Regency.

Overall, the resource dimension shows moderate implementation performance. Human resources are available but limited in number, financial resources remain insufficient due to the absence of a dedicated budget, and accessibility facilities vary among workplaces. These conditions suggest that resource constraints continue to hinder the full implementation of disability employment rights in Bojonegoro Regency despite the commitment demonstrated by government officials and several private companies.

C. Disposition

Disposition refers to the attitudes, commitment, and willingness of policy implementers to carry out policy objectives. According to Edward III, even when communication and resources are adequate, policy implementation may fail if implementers lack commitment to achieving policy goals. In the context of disability employment rights in Bojonegoro Regency, the findings suggest that the disposition of both government officials and employers generally supports the implementation of Law No. 8 of 2016.

1) Bureaucratic Appointment

The findings indicate that disability employment affairs are handled by designated officials within the Department of Industry and Manpower (Disperinaker). The appointment of responsible officers demonstrates the government's commitment to ensuring that disability-related employment issues receive institutional attention. A Disperinaker official explained:

“Matters related to workers with disabilities are specifically handled by me as a Junior Expert Employment Placement Officer and by Ms. Yani as a Junior Expert Industrial Relations Mediator.”

This statement shows that the local government has assigned personnel to oversee disability employment issues, thereby providing a formal administrative structure for policy implementation. Although the number of designated officers remains limited, their existence reflects institutional recognition of the importance of disability inclusion within employment services.

The findings further indicate that these officials actively engage in employment facilitation, coordination with companies, and dissemination of information regarding disability employment rights. Such efforts demonstrate a positive bureaucratic attitude toward the implementation of disability-inclusive employment policies.

a) Commitment of Employers

The study also found positive attitudes among several companies employing persons with disabilities. Employers generally perceived disability inclusion as both a social responsibility and a practical workforce strategy.

A representative of PT Putera Jaya Sakti Perkasa stated:

“We provide opportunities for persons with disabilities to work according to their abilities and competencies. What matters most is that they are able to perform the assigned tasks properly.”

Similarly, a representative of PT Shou Fong Lastindo explained:

“We do not differentiate between workers with and without disabilities. As long as they meet the job requirements and are capable of carrying out the work, they are given the same opportunity.”

These statements indicate that some employers have adopted a relatively inclusive perspective toward disability employment. Rather than focusing on physical limitations, employers tend to emphasize workers' competencies and job performance. Such attitudes contribute positively to the realization of equal employment opportunities as mandated by Law No. 8 of 2016.

These findings are consistent with previous studies indicating that employer attitudes are among the most important determinants of successful disability employment policies. Positive perceptions regarding the capabilities of persons with disabilities tend to increase recruitment opportunities, whereas negative stereotypes often become barriers to labor market participation (Nagtegaal et

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al., 2023; Strindlund et al., 2019). This suggests that the commitment demonstrated by several companies in Bojonegoro constitutes an important enabling factor for the implementation of disability employment rights.

However, the findings also suggest that the level of commitment varies among companies. While some employers actively recruit workers with disabilities, others remain hesitant due to concerns regarding productivity, workplace adjustments, and operational requirements. Consequently, implementation outcomes depend significantly on the willingness of individual employers to support disability inclusion.

b) Perceptions of Persons with Disabilities

The interviews with persons with disabilities reveal generally positive perceptions toward employment opportunities in companies that have implemented inclusive practices. Several informants reported receiving fair treatment and equal opportunities in the workplace.

One informant stated:

"I feel that I am treated the same as other employees. There is no discrimination in the workplace."

Another informant explained:

"The company accepts me based on my ability to work, not because of my disability."

These experiences indicate that inclusive workplace environments can strengthen the confidence and participation of persons with disabilities in the labour market. Positive treatment by employers also contributes to the effective realisation of employment rights guaranteed by national legislation.

Nevertheless, some informants reported that employment opportunities remain limited and that many companies still lack awareness regarding disability inclusion. This finding suggests that positive dispositions among implementers have not yet been uniformly translated into widespread employment opportunities across the region.

2) Incentives and Motivation

The findings reveal that no specific incentive mechanism has been established by the local government to encourage companies to recruit persons with disabilities. Most participating companies employ persons with disabilities based on internal organizational commitment rather than financial or regulatory incentives.

The absence of incentive schemes may limit broader participation among employers, particularly those that perceive disability inclusion as requiring additional costs or organizational adjustments. According to Edward III, incentives can strengthen implementers' motivation and increase compliance with policy objectives. Therefore, the lack of such mechanisms may partially explain the uneven implementation of disability employment policies across companies in Bojonegoro Regency.

Overall, the disposition dimension demonstrates relatively positive implementation performance. Government officials show commitment through the assignment of responsible personnel and active policy dissemination, while several employers have demonstrated inclusive attitudes toward recruiting and accommodating workers with disabilities. Nevertheless, variations in employer commitment and the absence of formal incentive mechanisms continue to affect the consistency of policy implementation. These findings suggest that strengthening motivation and institutional support mechanisms remains essential for achieving more comprehensive implementation of disability employment rights in Bojonegoro Regency.

D. Bureaucratic Structure

According to Edwards III (1980), bureaucratic structure plays a crucial role in policy implementation because it determines how responsibilities are distributed and how implementation activities are coordinated. Two important aspects of bureaucratic structure are the existence of standard operating procedures (SOPs) and the level of coordination among institutions involved in implementation. In the case of disability employment rights in Bojonegoro Regency, the findings indicate that bureaucratic structures have facilitated policy implementation to some extent, although several challenges remain.

1) Standard Operating Procedure (SOP)

The findings show that the implementation of disability employment policies in Bojonegoro Regency generally follows existing employment regulations and administrative procedures. Government officials explained that disability-related employment services are integrated into broader employment service mechanisms rather than being governed by separate disability-specific SOPs.

A representative of the Department of Industry and Manpower stated:

"The implementation process follows the existing employment service procedures. Persons with disabilities are included within the same employment service framework, while adjustments are made according to individual needs."

This finding suggests that disability employment services have been incorporated into the general employment administration system. Such integration may promote equal treatment by preventing the segregation of persons with disabilities within public employment services.

From the employers' perspective, recruitment and placement processes for workers with disabilities generally follow company regulations and internal human resource procedures. A representative of PT Putera Jaya Sakti Perkasa explained:

"The recruitment process for applicants with disabilities follows the company's standard recruitment procedures, while job

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placement is adjusted according to the applicant's abilities and job requirements."

Similarly, a representative of PT Shou Fong Lastindo noted:

"There are no separate procedures specifically for workers with disabilities, but we make adjustments when necessary to ensure they can perform their duties effectively."

These findings indicate that disability inclusion is largely implemented through adaptations within existing organisational procedures rather than through dedicated operational guidelines. While this approach supports integration, it may also create inconsistencies because accommodations depend on individual organizational practices.

2) Inter-Agency Coordination and Fragmentation

The findings reveal that policy implementation involves coordination among multiple stakeholders, including the Department of Industry and Manpower, companies, and persons with disabilities. Coordination activities primarily occur through employment service programs, job placement initiatives, and information dissemination regarding disability employment rights.

A government official explained:

"We coordinate with companies through employment-related activities and encourage them to provide opportunities for persons with disabilities."

This statement indicates that the local government actively seeks collaboration with employers to promote disability-inclusive employment. However, the findings also suggest that coordination mechanisms remain relatively informal and are not always conducted systematically.

Several disability informants reported limited direct interaction with government institutions regarding employment opportunities. Some relied primarily on personal networks, community organizations, or information obtained independently when seeking employment. This suggests that coordination between government agencies and disability communities could be strengthened further.

The fragmented nature of implementation is also reflected in the varying levels of commitment among employers. While some companies actively recruit and accommodate workers with disabilities, others have not yet fully implemented the employment quota mandated by Law No. 8 of 2016. Consequently, policy outcomes differ across organizations despite the existence of a common legal framework.

These findings support Edwards III's argument that fragmented implementation structures may reduce policy effectiveness when coordination mechanisms are weak or inconsistent. Although multiple actors are involved in promoting disability employment, the absence of a more integrated coordination system may limit the achievement of policy objectives.

The findings are consistent with previous studies emphasising that effective inter-organisational coordination is essential for successful disability policy implementation. Strong coordination enables information sharing, improves service delivery, and reduces implementation gaps among stakeholders. Conversely, fragmented institutional arrangements often result in uneven implementation outcomes and reduced policy effectiveness.

Overall, the bureaucratic structure dimension demonstrates moderate implementation performance. Existing administrative procedures provide a foundation for implementation, and coordination among stakeholders has facilitated employment opportunities for persons with disabilities. However, the absence of disability-specific operational guidelines and the limited institutionalisation of coordination mechanisms continue to create implementation challenges. Strengthening inter-agency collaboration and developing more systematic implementation procedures could enhance the effectiveness of disability employment policies in Bojonegoro Regency.

E. Synthesis of Policy Implementation

The implementation of employment rights for persons with disabilities in Bojonegoro Regency demonstrates moderate progress in achieving the objectives of Law No. 8 of 2016. Based on Edwards III's policy implementation framework, the findings indicate that all four dimensions—communication, resources, disposition, and bureaucratic structure—have contributed to policy implementation, although their effectiveness varies. Overall, the policy has created employment opportunities for persons with disabilities in several companies; however, implementation remains uneven and has not yet fully realized the employment quota mandated by national legislation.

From the communication perspective, the Department of Industry and Manpower has undertaken various efforts to disseminate information regarding disability employment rights through socialization activities, coordination meetings, and direct communication with employers. The findings show that most participating companies were aware of the legal obligation to employ persons with disabilities and generally understood the principle of equal employment opportunities. However, awareness among persons with disabilities was not uniform, as several informants reported limited knowledge of employment-related provisions under Law No. 8 of 2016. These findings suggest that although policy messages have been transmitted to key stakeholders, the dissemination process has not yet reached all members of the disability community effectively.

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Regarding resources, implementation is constrained by limitations in human resources, financial support, and accessibility facilities. Disability employment issues are handled by a limited number of government personnel, while no specific budget allocation is dedicated exclusively to disability employment programs. In addition, workplace accessibility and accommodation vary across companies, with some employers providing supportive environments and others still facing infrastructural limitations. These conditions indicate that resource availability remains one of the primary barriers to the broader implementation of disability employment rights in Bojonegoro Regency.

The disposition dimension represents one of the strongest aspects of implementation. Government officials demonstrated commitment through active involvement in employment facilitation and coordination with employers. Likewise, several companies expressed positive attitudes toward employing persons with disabilities and emphasized workers' competencies rather than their physical limitations. Nevertheless, the findings reveal that employer commitment differs across organizations, and disability-inclusive recruitment practices are still largely dependent on voluntary initiatives rather than systematic enforcement mechanisms. The absence of incentive schemes may further contribute to variations in employer participation.

Finally, the bureaucratic structure dimension shows that implementation has been supported by existing employment service procedures and coordination between government agencies and employers. However, disability employment services are generally integrated into broader employment administration systems without specific operational guidelines tailored to disability inclusion. Coordination among stakeholders has facilitated implementation, yet interactions between government institutions, employers, and disability communities remain relatively limited and fragmented. Consequently, implementation outcomes differ across organizations despite the existence of a common regulatory framework.

Taken together, these findings suggest that the implementation of employment rights for persons with disabilities in Bojonegoro Regency has progressed in a positive direction but remains only partially effective. While communication mechanisms, implementer commitment, and institutional coordination have supported policy implementation, limitations in resources, uneven dissemination of information, and the absence of more integrated implementation mechanisms continue to hinder the full realization of disability employment rights. Strengthening outreach efforts, increasing resource allocation, improving workplace accessibility, and enhancing coordination among stakeholders are therefore essential to achieving more comprehensive and sustainable implementation outcomes.

4. CONCLUSION

The findings indicate that policy implementation has progressed positively but has not yet been fully effective. Communication between the Department of Industry and Manpower and employers has generally enabled companies to understand their obligations regarding disability employment, although information dissemination has not been evenly received by all persons with disabilities. Resource limitations remain a significant challenge, particularly in terms of limited personnel, the absence of a dedicated budget, and uneven workplace accessibility. Meanwhile, the disposition dimension emerged as a relatively strong aspect of implementation, as government officials and several employers demonstrated positive attitudes toward disability inclusion and emphasized workers' competencies rather than their limitations. The bureaucratic structure has also supported implementation through existing administrative procedures and coordination mechanisms; however, coordination among stakeholders remains insufficiently integrated, resulting in variations in implementation outcomes across companies. Overall, the study shows that the realization of disability employment rights in Bojonegoro Regency has been supported by institutional commitment but continues to be constrained by resource and coordination challenges.

The findings contribute to the literature on disability employment policy implementation by demonstrating that the effectiveness of Law No. 8 of 2016 depends not only on legal provisions but also on the interaction between communication, resources, implementer commitment, and bureaucratic coordination. These results suggest the need for stronger outreach programs, increased budgetary support, improved workplace accessibility, and more systematic monitoring and coordination among government agencies, employers, and disability communities. This study is limited by its focus on a single regency and a qualitative approach, which may restrict the broader applicability of the findings. Therefore, future research is recommended to conduct comparative studies across regions, examine employer compliance with disability employment quotas, and employ mixed-methods or longitudinal approaches to assess the long-term effectiveness of disability employment policies and their impact on labor market inclusion for persons with disabilities.

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