

# IMPLEMENTATION OF 2% EMPLOYMENT QUOTA POLICY FOR PERSONS WITH DISABILITIES IN SURABAYA CITY

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**Abstract.** Persons with disabilities have equal rights to employment, including in the formal sector. However, people with disabilities often receive discriminatory treatment and experience obstacles in obtaining decent work. The government seeks to provide equal opportunities for people with disabilities by establishing a 2% quota policy for people with disabilities to work in the local government environment, as per Law 8/2016. This research aims to analyze the implementation of the 2% minimum quota policy for people with disabilities to work in the Surabaya City government, referring to the Van Meter & Van Horn (1975) policy implementation theory. This research employs a qualitative case study approach, utilizing data collection techniques such as observation, interviews, and documentation. The results showed that: (1) Regarding policy standards and objectives, the Surabaya City Government has a clear legal foundation for implementing the policy; (2) Concerning resources, there are limitations in both human and financial aspects; (3) In terms of implementing organization characteristics, the government lacks a specific Standard Operating Procedure (SOP) to guide implementation; (4) Communication among implementing organizations is effective with proper policy dissemination and coordination with target groups; (5) Implementers' attitudes are supportive, as seen from the agency's response to the acceptance of employees with disabilities; and (6) The social, economic, and political environment is generally favorable, although economic constraints remain a barrier. This research concludes that implementing the minimum 2% quota policy in the Surabaya City Government has not been fully optimal. This is primarily due to limited resources and the absence of structured procedures.

**Keywords:** disability; policy implementation; quota, employment

## I. INTRODUCTION

Individuals with disabilities are regarded as equal citizens, entitled to the same rights and responsibilities as their non-disabled counterparts. However, in practice, people with disabilities still often experience discrimination in the world of work [1]. Reporting from the website of the Coordinating Ministry for Human Development and Culture (PMK), around 22.97 million Indonesians, or 8.5% of the total population, are people with disabilities. Of this figure, around 11.2 million people, or 48%, are in the productive age group, namely 19-59 years [2]. However, data from the Central Bureau of Statistics (2024) shows that only 0.55 percent of people with disabilities are employed.

The Indonesian government seeks to encourage people with disabilities to participate at a higher rate as workers in the formal sector through Law No. 8/2016 on disabilities [3]. Article 11 of the regulation states that disabilities have the right to equal opportunities in employment and entrepreneurship without discrimination. Furthermore, article 53 emphasizes that local governments and regional-owned enterprise must employ disabilities at least 2% of their total employees disabilities.

As the capital of East Java Province, Surabaya City is the center of the economy. It is where most industries and employment opportunities are located, making it a target for job seekers, including people with disabilities. Surabaya is the province's capital, attracting people from other regions and provinces to look for work [4].

Table 1. Number of Disabilities in Surabaya City in 2023

Types of Disability	Total	Percentage
Visual Impairment	784	9,29%
Speech Impaired	386	5%
Physical Impairment	2.057	24%
Deafness	1.112	13%
Mental Disability	4.100	49%
Total	8439	100%

Source: Publication of sectoral statistics of Surabaya city, 2024

Based on the data above, the number of disabilities in Surabaya City reached 8,439, making it the city with the highest number of people with disabilities in East Java province. The Surabaya City Government must prioritize fulfilling the rights of disabilities, particularly regarding securing adequate employment opportunities. Supported by research by Britania

& Widiyarta (2023), the Surabaya City Government must guarantee equal employment opportunities for all its citizens, including disabilities.

Providing opportunities and establishing trust in disabilities to obtain decent work fulfills their rights [6]. The government of the city of Surabaya has demonstrated a commitment to ensuring that individuals with disabilities have equal opportunities in the world of work. This commitment is realized through Surabaya Mayor Regulation Number 9 of 2024 concerning the Implementation of Protection for Disabilities in Surabaya City which regulates the rights of disabilities in obtaining employment, as stated in article 14 which reads, "disabilities have the right to work in local government agencies, the private sector, the business world, cooperatives and/or the community without discrimination based on disability". As quoted from the news on [www.suarasurabaya.net](http://www.suarasurabaya.net), the Mayor of Surabaya instructed that each regional apparatus organization in Surabaya City employ two people with disabilities.

To implement the policy of fulfilling disability rights in employment, the Surabaya City Government provides a quota for disabilities to work in government agencies. The Surabaya City Government opened ASN recruitment in 2021, which includes a special formation for disabilities in the CPNS formation. However, there is a lack of applicants with disabilities in the CASN recruitment [7]. This condition shows problems in fulfilling the disability workforce quota in government agencies. Suppose the low number of applicants with disabilities in extraordinary formations is determined. In that case, the gap in the number of workers between people with disabilities and non-disabled people in Surabaya City government agencies will be even greater.

Another problem is regarding the regional apparatus that has recruited people with disabilities as employees. Based on the results of pre-research observations, it is known that there are still a few regional apparatus in Surabaya City that have hired employees with disabilities. Of the 73 regional apparatus in Surabaya City, only nine regional apparatus have hired people with disabilities. Supported by data from BKPSDM Surabaya City, as shown in the following table in the following table 2.

Based on table 2, it is known that there are still a few regional agencies that employ people with disabilities. Of the 73 government agencies in Surabaya City, only nine have hired employees with disabilities. The rules for employing people with disabilities are stated in Law Number 8 of 2016 concerning disabilities, Article 53 Paragraph (1), which states that local governments must employ people with disabilities at least 2% of total employees.

Existing regulations explicitly require the recruitment of people with disabilities. However, in practice, the employment of people with disabilities is still relatively low [8]. The low absorption of labor with disabilities is because people with disabilities still face various obstacles in entering the world of work, including unpleasant treatment in the workplace, accessibility of workplaces that are not yet disability-friendly, and limited access to job recruitment information for

disabilities [9]. Supported by a news quote from liputan6.com, people with disabilities in Surabaya City face difficulties in getting a job due to limited information and lack of access to public spaces. In addition, research by Larasati et al., (2024) stated that the work environment in the Surabaya City Government has not entirely accepted people with disabilities who need special attention.

Table 2. Distribution of Disabled Employees in Surabaya City Government Organization

No	Government Organization
1	General Affairs, Protocol, and Leadership Communication
2	Inspectorate
3	Environment Office
4	Water Resources and Highways Office
5	Population and Civil Registry Office
6	Social Office
7	Education Office
8	Wonokromo Sub-district
9	Pabean Cantian Sub-district

Source: Internal Data of Surabaya City Government, 2024

In previous research, Putri et al., (2024) found that implementing Law Number 8/2016, which regulates employment rights for disabilities, still faces various obstacles in Bekasi City. This occurs because of the mismatch between policy standards and objectives and applicable regulations and the non-optimal function of human resources in supporting policy implementation. Rohmah et al., (2023) in their research found that the disability worker quota policy implemented by the Kebumen regional government has not gone well. Although BKPSDM has set a special formation for people with disabilities in the CPNS recruitment process, the 2% quota has not been fully achieved. The fulfillment of the rights of employees with disabilities is also still limited to the provision of ramps and wheelchairs, without facilities such as special toilets for disabilities or other work support tools. Alizah et al., (2023) in their research highlighted barriers to employment for people with disabilities, such as limited employment opportunities for disabilities because only a few positions are considered suitable, a mismatch of competencies between people with disabilities and job requirements, lack of education and training for disabilities, and lack of training for companies to place workers with disabilities in appropriate work units.

Based on the problems in the implementation process of the quota policy for workers with disabilities in the Surabaya City

government, which can be seen from the small number of regional apparatus that employ people with disabilities, it reflects the gap between the policy governing the quota of workers with disabilities in government agencies and its realization in the field. This research aims to analyze the implementation of the minimum 2% quota policy for workers with disabilities in the Surabaya City government using the Van Meter & Van Horn (1975) policy implementation theory which consists of 6 main focuses, namely: 1) policy standards and objectives; 2) resources; 3) characteristics of the implementing organization; 4) interorganizational communication; 5) the disposition of implementers; and 6) social, economic, and political conditions.

## II. RESEARCH METHODS

The present research employs qualitative research methodologies, adopting a case study approach. The present study utilizes primary data sources that were collected through direct interviews with research informants.

In addition, this research also uses secondary data from other sources, such as publication reports, journal articles, online media news, regulations, or laws. The present study utilizes a variety of data collection techniques, including observation, interviews, and documentation. The data analysis techniques employed in this research include data reduction, data display, and conclusion drawing. The informants in this study were the regional industry and manpower office of Surabaya city, the government organization that employs disabilities, and disabilities working in the Surabaya City government. This research focuses on implementing the quota policy for workers with disabilities within the Surabaya City government, referring to the Van Meter & Van Horn (1975) policy implementation theory.

## III. RESULTS AND DISCUSSION

Providing a 2% quota for disabilities to work in government agencies is a form of policy to expand access to employment for disabilities. In implementing the policy of a minimum quota of 2% of workers with disabilities in Surabaya City, it cannot be separated from the obstacles faced by policy implementers in implementing the policy, so that this policy can only be implemented in some government organization. Therefore, to measure the success of the implementation of the 2% quota policy for workers with disabilities, it can be measured through the policy implementation theory of Van Meter & Van Horn (1975) which consists of 6 main focuses, namely 1) policy standards and objectives; 2) resources; 3) characteristics of the implementing organization; 4) interorganizational communication; 5) the disposition of implementers; and 6) social, economic, and political conditions.

### 1. Policy Standards and Objectives

Policy standards are important to understanding and measuring policy implementation's success. Policy standards and objectives can be determined based on statements from

policymakers, as reflected in regulatory documents and program guidelines that outline criteria for evaluating policy performance (Van Meter & Van Horn, 1975).

The 2% minimum quota policy for disabilities in the Surabaya City Government is based on three policy standards that serve as references for its implementation, namely:

- a) Law No. 8/2016 article 53 paragraph (1), requires government agencies and BUMN/BUMD to employ at least 2% of people with disabilities.
- b) East Java Regional Regulation No. 3 Year 2013 article 16 paragraph (3) regulates the obligation to employ at least one person with a disability for every 100 workers.
- c) Surabaya mayor regulation No. 9 Year 2024 article 19 paragraph (1) which emphasizes the obligation to employ of disabilities.

This policy has a strong legal basis, clear standards, and targets that strengthen its implementation. According to Winarno (2014) establishing precise standards and targets is crucial for successful policy execution, since unclear guidelines frequently result in implementation failures.

The achievement of targets in implementing the 2% minimum quota policy for workers with disabilities in Surabaya City Government has not fully met the regulations that require each agency to employ people with disabilities at least 2% of the total number of workers. As seen in the following table:

Table 3. Achievement of Disability Employment Quota in Surabaya City Government Organization

No	Government Organization	Disability Employee	Percentage
1	General Affairs, Protocol, and Leadership Communication	1	2%
2	Inspectorate	2	3%
3	Environment Office	13	0,3%
4	Water Resources and Highways Office	1	1%
5	Population and Civil Registry Office	1	1%
6	Social Office	5	1%
7	Education Office	2	0,01%
8	Wonokromo Sub-district	1	2%
9	Pabean Cantian Sub-district	1	2%
Total		27	

Source: Internal data of Surabaya City Government, 2025

Based on the table above, nine government organizations in Surabaya have employed people with disabilities, but only four agencies have met the minimum quota requirement of 2%, namely General Affairs, Protocol, and Leadership Communication; Inspectorate; Pabean Cantian Sub-district; and Wonokromo Sub-district. This finding indicates that the 2% minimum quota policy for workers with disabilities in Surabaya has not fully met the applicable regulatory standards, which can hinder policy performance. Supported by research, Putri et al., (2024) the low employment of people with disabilities is partly due to policy standards and targets not set by regulations.

## 2. Policy Resources

Resources are one indicator of policy implementation that depends on utilizing available resources. According to Van Meter dan Van Horn (dalam Subarsono, 2011) the implementation of policy is contingent upon the utilization of human and non-human resources. Three types of resources, human resources, budget resources, and infrastructure support the success of the implementation process of the 2% quota for employees with disabilities in Surabaya City.

The human resources available for implementing the minimum 2% quota policy for employees with disabilities in Surabaya City are non-disabled employees in each regional apparatus in Surabaya City. Based on the research findings, non-disabled employees in agencies that have hired people with disabilities still do not have sufficient competence to communicate and interact with people with disabilities. The Surabaya City Government, through the Library and Archives Office, has organized sign language training for employee representatives from several regional apparatuses in Surabaya City. However, the training has not been conducted regularly, and until now, it has only been conducted once a year. Meanwhile, training that the Surabaya City Government routinely organizes to improve employee competencies is only general, not specifically regarding disabilities.

The Surabaya City Government allocates a special budget from the Regional Revenue and Expenditure Budget to support disability-related programs. However, the allocation is only given to agencies that have duties and functions related to disability, so not all regional apparatus in Surabaya City have a special budget to support the fulfillment of the needs of disabilities at work. The limited budget affects the lack of disability-friendly facilities and infrastructure in Surabaya City government buildings. Disability-friendly infrastructure is only available in agencies with special budgets from the Surabaya City Government. Some agencies in Surabaya City still lack supporting facilities for workers with disabilities. The unavailability of facilities such as building accessibility or work aids is an obstacle to realizing a disability-friendly work environment.

Not all existing resources are available to support and encourage successfully implementing the 2% quota policy for workers with disabilities in Surabaya City. Supported by Wahyuni (2022) supports the idea that the lack of resources will result in the ineffectiveness of policy implementation. The limited understanding of employees, budget, and available facilities or infrastructure will also affect the effectiveness of policy implementation.

## 3. The Characteristics of the Implementing Agencies

The implementation of a policy will run well if there is a standard operating procedure (SOP) as an operational guideline for each policy implementor that has been made to run systematically. In implementing the 2% quota policy for workers with disabilities in the Surabaya City Government, there is no standardized SOP. The absence of this SOP causes each regional apparatus to carry out policies based on its understanding and initiative without a uniform operational

mechanism. So, in implementing the policy, the bureaucrats have their version.

One of the inhibiting factors in the policy implementation process is that there is no clear and specific SOP. In line with the research of Triana et al., (2022), the absence of standard operating procedure has implications for the absence of strict sanctions for agencies that are reluctant to employ people with disabilities, so that they can hinder policy implementation.

## 4. Interorganizational Communication

Inter-organizational communication indicates the demand for mutual support between agencies related to the program or policy [17]. The implementation of policies is often deemed effective when the relevant policymakers have a clear understanding of their intended course of action. The efficacy of this approach hinges on the quality of communication with the understanding that successful communication is contingent upon the dissemination of pertinent information. Consequently, it is imperative that every policy decision and its subsequent implementation regulation be meticulously communicated.

Inter-organizational communication in the delivery of policy information is carried out by the Surabaya City Government through direct socialization to representatives of each government organization in general staffing meetings as a means of conveying information related to the obligation of regional apparatus to employ disabilities at least 2% of the number of employees. Inter-organizational communication is also well established in the recruitment process of non-ASN disabilities, namely the coordination between regional apparatus, especially with the Surabaya City Social Service, to screen disabilities who can work. In this case, the Social Service also plays a role in informally conveying job vacancy information through WhatsApp groups to the disability community. In addition, the disability community is also included in the Development Planning Consultation (*Musrenbang*) activities as an effort to gather suggestions and input related to policy planning.

Furthermore, superiors have a great capacity to influence the behavior of their subordinates. Superiors, especially in agencies that will employ people with disabilities, can influence the behavior of their subordinates by communicating that there will be employees with disabilities in the workplace. In the socialization, it is emphasized that there should be no bullying of employees with disabilities, and sanctions will be imposed if proven to have violated.

Arifah & Amri's research (2023) shows that inter-organizational communication is crucial in implementing policies because the successful implementation of policies requires the active involvement of implementing agencies and disabilities themselves.

## 5. The Disposition of Implementors

The success of policy implementation will be hampered if officials in the implementing organization do not comply with the policy. Disposition includes understanding, acceptance, and commitment of implementers to the policies [19]. Consequently, the efficacy of policy implementation can be



gauged by observing the responses of the policy implementers. All regional apparatus in Surabaya City as policy implementors must have cognition or understanding of the objectives of the minimum 2% quota policy for workers with disabilities.

Understanding the urgency and purpose of the 2% quota policy for workers with disabilities, which is a step to encourage equal employment opportunities for people without disabilities without discrimination, has encouraged the regional apparatus in Surabaya City to follow existing policies by recruiting people with disabilities in their institutions. The positive response of local officials in Surabaya City to the implementation of the 2% quota policy for workers with disabilities can be observed through the recruitment of disabilities in several agencies, as well as the establishment of the Disability Service Unit for the Employment Sector in Surabaya City. The existence of a positive response in implementing the minimum 2% quota policy for employees with disabilities is considered to be able to influence the success of policy implementation.

This finding aligns with the conclusions of a study by Saputro & Asmara (2024) which posits that disposition significantly influences the efficacy of policy implementation given its impact on stakeholder readiness. Policy implementation failures frequently arise from the lack of a comprehensive understanding among implementers regarding the intricacies of the policies they are tasked with executing.

## 6. Economic, Social, and Political Conditions

According to Van Meter & Van Horn (1975) the social, economic, and political environment shows that the environment and implementation domain can affect the implementation of the policy itself. The social environment in implementing the quota policy for workers with disabilities in the Surabaya city government drives policy implementation. This can be seen from the social aspect, as employees with disabilities who have worked in local government agencies receive support from the social environment where they work. There is no differentiation; coworkers are supportive and supportive at work.

From the economic side, support for policy implementation is still limited. The economic instrument in this study is allocating a special budget for disabilities that is not evenly distributed across agencies. Meanwhile, in political conditions, the mayor of Surabaya has expressed staunch support and encouragement for the implementation of the 2% quota policy for disabilities to be employed by the Surabaya City government. This advocacy is further reinforced by the existence of regulatory frameworks, specifically the Surabaya Mayor Regulation Number 9 of 2024 which pertains to the Implementation of Protection for Disabilities. A critical element in ascertaining the success of policy implementation is consideration of the prevailing social, economic, and political environment.

This is in line with Rohmah et al., (2023) research, which indicates that the social and political environment plays a pivotal role in the implementation process. The social environment has come to accept the presence of individuals

with disabilities, and political factors also facilitate the implementation of regulations.

## IV. CONCLUSIONS

The policy of a minimum quota of 2% of workers with disabilities in the Surabaya city government has been implemented. There is a standard of policy in the form of a regulation that becomes a reference. Inter-organizational communication has also been able to encourage the successful implementation process of the 2% quota policy for employees with disabilities, supported by the socialization of policies to regional apparatus and also disabilities. The attitude of implementers who understand the urgency and purpose also contributes to the success of policy implementation supported by the regional apparatus employing people with disabilities. The implementation of the 2% quota policy for workers with disabilities in the Surabaya city government is influenced by social, economic, and political conditions. The social environment shows good acceptance of employees with disabilities, and political support is reflected through the Surabaya City Regulation.

Overall, it can be concluded that the policy of a minimum quota of 2% of workers with disabilities in the Surabaya City Government has not been implemented optimally, because there are still obstacles to the focus of resources and the characteristics of the implementing organization. In terms of resources, the obstacles faced include limited human resources, budgets, and infrastructure needed to implement the policy. Meanwhile, in the focus on the characteristics of the implementing organization, there is no Standard Operating Procedure (SOP) that regulates the implementation of the policy.

Based on the results and discussion, the researchers suggest several recommendations that can be considered for follow-up by the Surabaya City Government to improve two areas of focus, namely Human Resources and Characteristics of Implementing Organizations. Regarding the resource focus, the Surabaya City Government needs to allocate a special budget for disability programs to all local government agencies that have or will employ disabilities to support the availability of disability-friendly infrastructure and training programs for employees specifically focused on disabilities. Regarding the organizational characteristics focus, the Surabaya City Government needs to develop Standard Operating Procedures (SOP) that technically regulate the implementation of policies.

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