



Implementation of Regional Regulation No. 7 of 2020 on Disability Employment in Belu Regency

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Abstract

This study examines the implementation of Regional Regulation Number 7 of 2020 concerning the Respect, Protection, and Fulfillment of the Rights of Persons with Disabilities, particularly the fulfillment of employment quotas in Belu Regency. The study used a descriptive qualitative approach conducted in Belu Regency. Data were collected through observation, interviews, and documentation involving local government officials, relevant agencies, a disability organization, and workers with disabilities. The analysis applied Jan Merse's policy implementation model, consisting of information, policy content, community support, and division of potential. The findings show that implementation has taken place but remains suboptimal. Information has been disseminated but is not yet evenly received; the policy content provides a clear legal basis but lacks detailed operational guidance; community support is developing but is constrained by stigma; and institutional roles exist but coordination is weak. The study recommends stronger coordination, targeted socialization, accessible facilities, an updated database, and preparation of persons with disabilities for competitive recruitment.

Keywords: Policy Implementation, Persons with Disabilities, Employment Quota, Belu Regency

Abstrak

Penelitian ini bertujuan menganalisis implementasi Peraturan Daerah Nomor 7 Tahun 2020 tentang Penghormatan, Perlindungan dan Pemenuhan Hak Penyandang Disabilitas, khususnya pemenuhan kuota pekerja penyandang disabilitas di Kabupaten Belu. Penelitian menggunakan pendekatan deskriptif kualitatif yang dilaksanakan di Kabupaten Belu. Data dikumpulkan melalui observasi, wawancara, dan dokumentasi dengan melibatkan aparatur pemerintah daerah, instansi terkait, organisasi penyandang disabilitas, serta pekerja penyandang disabilitas. Analisis menggunakan model implementasi kebijakan Jan Merse yang mencakup informasi, isi kebijakan, dukungan masyarakat, dan pembagian potensi. Hasil penelitian menunjukkan bahwa kebijakan telah dilaksanakan tetapi belum optimal. Informasi telah disampaikan namun belum merata; isi kebijakan telah memberikan dasar hukum yang jelas tetapi belum didukung petunjuk operasional yang rinci; dukungan masyarakat mulai berkembang namun masih terdapat stigma; dan pembagian tugas antarinstansi telah ada tetapi koordinasi belum optimal. Penelitian merekomendasikan penguatan koordinasi, sosialisasi terarah, fasilitas aksesibel, pembaruan basis data, serta persiapan penyandang disabilitas untuk mengikuti seleksi kerja.

Kata Kunci: Implementasi Kebijakan, Penyandang Disabilitas, Kuota Pekerja, Kabupaten Belu



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INTRODUCTION

Persons with disabilities have the same fundamental right to work and to participate in social and economic life without discrimination. In Indonesia, this principle is supported by the 1945 Constitution and Law Number 8 of 2016 concerning Persons with Disabilities, which establishes the responsibility of government institutions to provide equal employment opportunities. The framework is strengthened at the regional level through Regional Regulation Number 7 of 2020 of Belu Regency concerning the Respect, Protection, and

Fulfillment of the Rights of Persons with Disabilities. The regulation provides a legal basis for employment protection, recruitment, placement, career continuity, and quota fulfillment for persons with disabilities. Thus, the central issue is no longer simply the existence of legal provisions, but the extent to which those provisions are translated into concrete employment opportunities.

Belu Regency has a substantial population of persons with disabilities. The research document records 1,263 persons with disabilities distributed across the regency. At the same time, the study identifies approximately 59 persons with disabilities who had completed senior high school education, indicating the existence of a potential labor pool. However, only six persons with disabilities were recorded as working in the local government environment. This gap illustrates the distance between the number of potential beneficiaries and actual employment absorption. The study also records recruitment data showing that disability quota opportunities have been provided in civil servant recruitment. In 2019, 115 CPNS positions were available, with a calculated disability quota of three positions, one registered disability applicant, and one successful applicant. In 2021, 185 positions corresponded to four quota positions, two applicants, and two successful applicants. In 2024, 282 positions corresponded to six quota positions, two applicants, and one successful applicant. These figures indicate that the availability of a quota does not automatically result in its full utilization.

The problem is therefore multidimensional. First, information about employment rights, recruitment opportunities, and quota mechanisms has not reached all persons with disabilities equally. Second, although the regional regulation contains substantive guarantees, its implementation is constrained by the absence of detailed operational guidance and limitations in accessible facilities. Third, community and workplace support is developing, but stigma and doubts about the work capacity of persons with disabilities remain. Fourth, the relevant agencies have distinct responsibilities, yet coordination and data integration have not been institutionalized specifically for disability employment quota fulfillment.

Previous studies have identified similar implementation gaps. Rohmah et al. (2023), for example, examined the disability employment quota policy in Kebumen Regency and found that the quota had not been implemented optimally, with only a small number of local government organizations employing persons with disabilities. The study emphasized institutional readiness, coordination, education, skills, information, and social attitudes as relevant factors. Triana (2024), studying employment rights for persons with disabilities in Semarang, also identified limitations in information, supervision, and institutional support. Riana et al. (2024) found that the existence of regulations did not automatically eliminate the gap between formal rights and actual employment opportunities. Syahfitri et al. (2024) similarly reported that weak business-sector motivation and limited incentives could constrain the fulfillment of formal employment rights.

Although these studies provide important evidence, the present study differs in its focus and analytical framework. It examines the implementation of Belu Regency Regional Regulation Number 7 of 2020 in the specific context of disability employment quota fulfillment, while applying Jan Merse's implementation model. The model emphasizes four interconnected dimensions: information, policy content, community support, and division of potential or tasks (Kadji, 2015). This perspective makes it possible to examine not only whether the regulation exists, but also whether information reaches the target group, whether the policy content is operationally workable, whether the social environment supports implementation, and whether responsibilities and resources are coordinated among implementing actors.

The research gap lies in the limited empirical understanding of how a regional disability regulation is translated into employment quota implementation in a border regency such as



Belu. The available evidence shows that the local government has opened disability-specific opportunities in CPNS recruitment, but the number of applicants and successful candidates remains limited. The study therefore views implementation as a process that begins before recruitment itself: government must communicate opportunities, identify potential candidates, build readiness, provide accessible procedures and facilities, and coordinate relevant agencies. In this sense, opening a quota without preparing potential applicants may create a gap between formal opportunity and effective access.

Education and skills are particularly relevant to this gap. The research found that the existence of persons with disabilities who have completed senior high school does not automatically translate into employment in government institutions. The government's role consequently extends beyond announcing vacancies. It includes identifying persons with disabilities who meet educational and competency requirements, providing information about recruitment procedures, and supporting preparation for competitive selection. Such preparation is important because the research findings indicate that low participation in recruitment is one factor limiting quota fulfillment. The policy must therefore be understood as an inclusive employment process rather than merely an allocation of positions.

The legal content of Regional Regulation Number 7 of 2020 also demonstrates that responsibility is distributed across actors. The research document identifies Article 21 as assigning responsibilities in employment affairs, including socialization of non-discrimination principles and provision of information concerning the potential of workers with disabilities. Article 22 requires the local government and regional-owned enterprises to employ at least 2% persons with disabilities, while Article 24 requires private businesses to employ at least 1%. These provisions establish a broad implementation network involving the personnel agency, social affairs agency, labor affairs agency, regional-owned enterprises, private businesses, disability organizations, and persons with disabilities themselves.

Accordingly, this study is important because it examines the implementation gap from the perspective of the actors and processes involved in quota fulfillment. It does not treat the low number of workers with disabilities simply as a failure to comply with a percentage target. Instead, it investigates the information environment, the clarity and operationalization of policy content, social support, and the division of roles that together shape implementation outcomes. The study aims to describe the implementation of Regional Regulation Number 7 of 2020 concerning the employment rights of persons with disabilities in Belu Regency and to identify the supporting and inhibiting factors affecting employment quota fulfillment.

RESEARCH METHODS

This study employed a descriptive qualitative research approach. The research was conducted in Belu Regency, East Nusa Tenggara, with attention to the implementation of Regional Regulation Number 7 of 2020 concerning the Respect, Protection, and Fulfillment of the Rights of Persons with Disabilities, particularly the employment quota in the local government environment and related employment sector. A qualitative approach was selected because the study sought to understand implementation practices, institutional roles, perceptions, communication processes, and implementation constraints based on information obtained directly from research participants. Informants were selected purposively based on their relevance to the implementation of the policy. They included the Head of the Belu Regency Human Resources and Personnel Development Agency (BKPSDM), a Young Expert Human Resources Analyst at BKPSDM, an Industrial Relations Mediator from the Office of Cooperatives, Manpower and Transmigration, a Young Social Counselor from the Social Affairs Office, the Chairperson of the Rai Belu Disability Association (KUMPESA), and workers with disabilities in



government and private employment contexts. The inclusion of government, disability-organization, and worker perspectives enabled comparison between policy intentions and implementation experiences.

Data were collected through observation, interviews, and documentation. Observation focused on the practical implementation of disability employment opportunities, the accessibility of government workplaces, administrative processes, and interactions relevant to inclusive employment. Interviews explored four dimensions derived from Jan Merse's implementation model: information, policy content, community support, and division of potential or tasks. Documentation included Regional Regulation Number 7 of 2020, disability population data, data on civil servants with disabilities, CPNS formation documents, organizational documents, and relevant employment records. Data analysis followed an interactive qualitative process adapted from Miles and Huberman, consisting of data collection, data reduction, data presentation, and verification or conclusion drawing. Interview and observation data were organized according to the four analytical dimensions. The researcher compared statements from different informants with observation findings and documentary evidence to identify consistent patterns and differences. Conclusions were drawn after the findings had been verified through comparison across sources.

RESEARCH RESULTS AND DISCUSSION

Research Result

The study found that the implementation of the disability employment quota policy in Belu Regency has been initiated but has not reached an optimal level. The four dimensions of Jan Merse's model reveal that the local government has established a legal and institutional basis, yet implementation is constrained by uneven information, limited operational guidance, social stigma, and weak coordination.

Table 1. Disability Employment and CPNS Quota Data in Belu Regency

Year	Total CPNS Positions	Calculated 2% Quota	Disability Applicants	Successful Applicants
2019	115	3	1	1
2021	185	4	2	2
2024	282	6	2	1

Source: Belu Regency BKPSDM data as presented in the research document

The data show that disability-specific opportunities have been included in CPNS recruitment, but applicant participation remains low. In 2024, for example, six positions corresponded to a 2% calculation, yet only two persons with disabilities applied and one was successful. This indicates that quota availability and actual participation are separate implementation issues.

Information

Under Jan Merse's model, information is important because implementers and target groups need clear and accessible knowledge about the policy, its procedures, and available opportunities. In Belu Regency, information has been communicated through official government announcements, socialization, and agency activities. BKPSDM has disseminated recruitment information through official channels, while the Social Affairs Office and the Office of Cooperatives, Manpower and Transmigration have conducted socialization and guidance related to disability rights. However, the information has not been distributed evenly to all persons with disabilities. Some disability organizations reported that many potential applicants still did not clearly know about employment opportunities. A government employee with a

disability reported finding recruitment information through official social media, whereas a private-sector worker reported learning about a vacancy through friends and direct contact with the workplace.

These findings indicate that the problem is not the complete absence of information, but the reach, continuity, and targeting of communication. The regulation itself assigns employment-related agencies responsibilities for socialization and for providing information about the potential of workers with disabilities. Yet the research found that dissemination remains dependent on general government announcements and individual initiative. This is consistent with Triana's (2024) finding that information and communication limitations can affect disability employment policy implementation. In Belu, the information gap is also connected to incomplete data on persons with disabilities who are ready to work. Without a database containing education, skills, competence, and work readiness, government communication cannot be targeted efficiently. The results therefore suggest that information should not be treated merely as an announcement of vacancies. It needs to include practical guidance on eligibility, registration, selection stages, reasonable accommodation, and available preparation. The findings also indicate that direct communication through disability organizations could improve reach. In this respect, the information dimension has been implemented but remains suboptimal.

Policy Content

The content of Regional Regulation Number 7 of 2020 provides a relatively clear legal foundation for disability employment. The research identifies provisions concerning recruitment, acceptance, job training, placement, continuity, and career development without discrimination. The regulation also establishes a minimum 2% employment quota for the local government and regional-owned enterprises and a minimum 1% quota for private businesses. It further provides that recruitment and placement should take account of the type and degree of disability and the competence of the worker. The interviews show that government implementers generally consider the policy content clear and useful as a legal basis. However, they also identified technical constraints, including limited facilities and the absence of more detailed operational guidance. Disability representatives likewise considered the regulation positive in substance but argued that its benefits had not yet been fully experienced because actual employment opportunities remain limited. Observation and documentation further indicated that the government sector has progressed further than the private sector, where systematic internal procedures for recruiting persons with disabilities have not been found. This finding supports the argument of Riana et al. (2024) that the existence of regulations does not by itself guarantee effective employment access. A policy can be normatively clear while remaining difficult to implement when procedures, resources, and institutional readiness are insufficient. In Belu, the policy content is therefore not the principal weakness; rather, the translation of that content into operational mechanisms is incomplete. More detailed procedures are needed for planning positions, identifying suitable candidates, recruitment, reasonable accommodation, and placement.

Community Support

Community support includes acceptance, participation, and the willingness of social and workplace environments to support implementation. The study found that support for employment opportunities for persons with disabilities is generally positive. Families, disability organizations, some government agencies, and some private businesses support the principle of equal employment. The experience of a worker with a disability at BSF Café also

illustrates positive workplace support: colleagues assisted when necessary and did not treat the worker differently, while customers generally responded positively. Nevertheless, support remains uneven. Interviews with government officials, the Social Affairs Office, the labor agency, and KUMPESA identified continuing stigma and doubts about the ability of persons with disabilities to perform certain jobs. Private-sector participation was also found to be limited and not always based on a formal long-term policy. The regulation provides a framework for private-sector participation, including a 1% quota and possible incentives and administrative sanctions, but these mechanisms have not yet produced broad and structured participation. The findings are consistent with Syahfitri et al. (2024), who found that external support and business motivation influence the fulfillment of formal employment rights. In Belu, community support has therefore begun to develop but remains insufficient to overcome social perceptions and institutional hesitation. The implication is that implementation requires not only administrative compliance but also continuous public education and workplace practices that demonstrate the competence of workers with disabilities.

Division of Potential or Tasks

The fourth dimension concerns the distribution of authority, responsibility, and resources among implementing actors. The study found that the main agencies have identifiable roles. BKPSDM is responsible for personnel management and civil servant recruitment; the Social Affairs Office conducts data collection, guidance, and assistance for persons with disabilities; the Office of Cooperatives, Manpower and Transmigration is involved in labor guidance and employment services; and KUMPESA represents and conveys the aspirations of persons with disabilities. Private businesses provide employment opportunities in individual cases. Although these roles exist, the study found no specific integrated coordination mechanism for disability employment quota fulfillment. Agencies tend to carry out their respective duties separately. Coordination is particularly weak in data exchange, identification of work-ready persons with disabilities, planning of employment needs, and follow-up of quota fulfillment. KUMPESA has a role in assistance and advocacy but reported that it had not been specifically involved in a structured government coordination mechanism. The research also did not find a formal memorandum of understanding between the local government and private sector concerning disability employment placement. This result is similar to Rohmah et al. (2023), which emphasized that coordination and institutional readiness affect disability quota implementation. The Belu case shows that division of tasks is necessary but not sufficient. Clear responsibilities must be accompanied by a mechanism that connects data, planning, recruitment, preparation, placement, and monitoring. Without such integration, the implementation process becomes fragmented and the quota may remain formally available without being fully utilized.

Overall Discussion

Taken together, the four dimensions show that the implementation of Regional Regulation Number 7 of 2020 in Belu Regency has progressed at the level of formal commitment but remains limited at the operational level. The government has a legal basis, has opened disability-specific recruitment opportunities, and has assigned responsibilities to relevant agencies. However, the effectiveness of implementation is reduced by the unequal distribution of information, limited operational guidance, insufficient accessibility, social stigma, incomplete work-readiness data, and weak inter-agency coordination. A particularly important finding is the gap between opportunity and preparedness. The CPNS data demonstrate that disability-specific opportunities have been made available, but the number of



applicants remains much lower than the calculated quota. The research therefore indicates that government intervention should begin before recruitment. Preparing potential applicants through education, competency development, recruitment information, registration assistance, and test preparation is necessary so that the formal quota can become an effective employment opportunity. The study also highlights the importance of linking disability data held by the Social Affairs Office with personnel planning conducted by BKPSDM and employment services provided by the labor agency. From a theoretical perspective, the findings support Jan Merse's view that implementation is shaped by several interrelated conditions rather than by policy content alone. A clear policy can still produce limited outcomes when information does not reach target groups, social support is weak, or implementing capacities are fragmented. Practically, the findings suggest that Belu Regency needs an integrated disability employment mechanism that connects data management, socialization, recruitment planning, applicant preparation, accessible selection, placement, and monitoring.

CONCLUSION

The implementation of Regional Regulation Number 7 of 2020 concerning the Respect, Protection, and Fulfillment of the Rights of Persons with Disabilities in Belu Regency has been carried out but remains suboptimal in fulfilling disability employment quotas. The information dimension has been implemented through official announcements and socialization, but access remains uneven and many persons with disabilities still depend on individual initiative or informal networks to obtain employment information. The policy content provides a clear legal foundation for equal employment and quota fulfillment, but detailed operational mechanisms and supporting facilities remain limited. Community support is generally positive and some workplaces demonstrate inclusive practices, yet stigma and doubts about work capacity continue to restrict opportunities. Division of tasks among BKPSDM, the Social Affairs Office, the labor agency, disability organizations, and other actors is identifiable, but coordination and data integration remain weak.

The study recommends that the Belu Regency Government establish stronger cross-agency coordination, develop and regularly update a database of work-ready persons with disabilities, and provide targeted and continuous socialization through government channels and disability organizations. The government should also prepare potential applicants through education, competency development, registration assistance, and CPNS test preparation so that available disability quotas can be utilized. More detailed technical guidance, accessible facilities, and stronger engagement with private businesses are also needed. A limitation of this study is that the empirical analysis is centered mainly on local government implementation and selected employment actors; future studies may examine the private sector and regional-owned enterprises more extensively or evaluate the effectiveness of quota implementation over time.

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