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The Role of the Manpower Office of Balikpapan City in Providing Legal Protection for Workers with Disabilities

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ABSTRACT
Legal protection for workers with disabilities is a fundamental aspect of equality, human dignity, and substantive access to decent work. In Balikpapan City, the realization of this protection depends on the institutional capacity of the Manpower Office to translate national disability-employment obligations into effective local administrative practice. This article examines the role of the Manpower Office of Balikpapan City in protecting workers with disabilities through inclusive employment policy, job-placement mediation, capacity building, quota-compliance monitoring, reasonable-accommodation guidance, and industrial-relations protection. This study applies a normative juridical method with statutory and conceptual approaches. The statutory approach is used to examine Law Number 8 of 2016 on Persons with Disabilities and Government Regulation Number 60 of 2020 on Disability Service Units in the Employment Sector, while the conceptual approach is used to analyse legal protection, substantive equality, reasonable accommodation, and inclusive employment governance. The article argues that formal legal recognition is insufficient without integrated disability labour data, accessible recruitment procedures, employer technical assistance, post-placement monitoring, and disability-sensitive complaint mechanisms. Strengthening the Disability Service Unit within the Manpower Office is therefore essential to ensure that workers with disabilities are protected not only formally, but also substantively within Balikpapan's labour market.

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INTRODUCTION

The right to work is a fundamental human right because employment is closely connected to dignity, autonomy, social recognition, income security, and participation in public life. For persons with disabilities, work is not merely a means of earning income, but also a pathway to independence, self-development, and social inclusion. Exclusion from employment reinforces poverty, dependency, stigma, and unequal citizenship. Legal protection for workers with disabilities must therefore be understood through a rights-based framework rather than a charity-based approach. Persons with disabilities are not passive recipients of welfare; they are legal subjects entitled to equal opportunity, fair treatment, reasonable accommodation, and effective remedies.

Disability should not be viewed only as an individual medical condition, because labour-market exclusion is often produced by barriers created by institutions, infrastructure, technology, and social attitudes. A worker with mobility impairment may be capable of performing administrative tasks but excluded by an inaccessible workplace. A blind applicant may be qualified but rejected because the recruitment platform cannot be accessed by screen-reader technology. A deaf worker may be productive but marginalized by oral-only communication systems. These examples show that exclusion is frequently caused by institutional design rather than incapacity. Legal protection must therefore address indirect discrimination and structural barriers in employment relations.

In Indonesia, disability employment protection is grounded in Law Number 8 of 2016 on Persons with Disabilities. The law recognizes equality of opportunity, accessibility, reasonable

accommodation, freedom from discrimination, and the right to employment. It also establishes affirmative employment obligations for government institutions, regional governments, state-owned enterprises, regional-owned enterprises, and private companies. These obligations must be understood as corrective legal instruments, not symbolic targets. The protection of workers with disabilities requires a progressive legal orientation because formal norms may fail when institutional practice continues to reproduce exclusion, stigma, and unequal access to work (Riana & Setyawati, 2025).

The employment quota must not be reduced to numerical compliance because its purpose is to address structural exclusion from the labour market. A company that hires workers with disabilities only to satisfy administrative requirements, without providing meaningful tasks, equal wages, accommodation, or career development, has not fulfilled the substantive purpose of disability employment law. Effective quota implementation requires fair recruitment, suitable job matching, accessible workplaces, and post-placement protection. Local implementation is especially important because disability employment rights often depend on how regional agencies coordinate employers, jobseekers, training providers, and complaint mechanisms (Putri et al., 2024).

Government Regulation Number 60 of 2020 on Disability Service Units in the Employment Sector strengthens the institutional basis for local implementation. It requires regional manpower agencies to establish mechanisms that support employment services for persons with disabilities. A right to work remains abstract if no local institution is responsible for registration, training facilitation, employer assistance, monitoring, and complaint handling. In Balikpapan City, the Manpower Office therefore occupies a strategic position as the administrative actor that translates national disability-rights norms into practical labour-market protection. Its effectiveness depends on planning, capacity, coordination, accessibility, and accountability in employment services.

Balikpapan City provides a relevant setting for disability-inclusive employment because of its urban economic character and service-oriented labour market. The city is connected to trade, logistics, hospitality, administration, customer service, public services, digital work, and industrial-support activities. Many positions in these sectors can be adapted through reasonable accommodation, accessible workstations, assistive technology, flexible communication, and inclusive human-resource management. However, potential opportunities do not automatically produce inclusion. Without institutional mediation, workers with disabilities may remain excluded from information, training, recruitment, placement, and promotion despite formal legal guarantees. The Manpower Office must therefore connect opportunity with enforceable protection.

The Manpower Office of Balikpapan City has an important role in bridging the gap between law and labour-market reality. Employers may not understand disability quotas, inclusive recruitment, or reasonable accommodation. Jobseekers with disabilities may experience barriers in identifying vacancies, preparing applications, accessing interviews, or requesting workplace support. The office can reduce these barriers by providing labour data, vocational guidance, job matching, employer consultation, quota monitoring, and industrial-relations assistance. Legal protection is therefore not passive regulatory dissemination. It requires active administrative intervention that makes employment systems accessible, responsive, and accountable for persons with disabilities in everyday practice.

Awareness-building concerning disability employment is useful, but it cannot be treated as the final form of protection. Before recruitment, protection requires accessible job information, fair selection standards, training support, and employer readiness. During employment, protection requires equal wages, meaningful tasks, reasonable accommodation, safety, dignity, promotion access, and anti-harassment safeguards. After violations occur, protection requires accessible complaints, disability-sensitive mediation, and effective remedies. The central issue is not whether disability employment rights are formally recognized, but whether local institutions can implement them consistently. Legal protection must be present across the entire employment cycle, from preparation to dispute resolution.

This article addresses three main problems. First, it examines the legal basis for protecting workers with disabilities in Balikpapan City within the framework of national disability law and local manpower responsibility. Second, it analyses the institutional role of the Manpower Office of Balikpapan City in facilitating inclusive employment, mediating placement, strengthening capacity, monitoring quota compliance, guiding reasonable accommodation, and protecting workers through industrial-relations mechanisms. Third, it formulates strategies to strengthen local legal protection so that workers with disabilities can obtain decent, equal, accessible, and sustainable employment. These issues are examined through substantive equality, institutional accountability, and employment justice.

RESEARCH METHODS

This research applies a normative juridical method supported by statutory and conceptual approaches. The statutory approach examines legal norms concerning disability employment, particularly Law Number 8 of 2016 and Government Regulation Number 60 of 2020. The conceptual approach explains legal protection, substantive equality, reasonable accommodation, affirmative employment quota, inclusive employment, local administrative responsibility, and industrial-relations protection. The discussion is developed through qualitative legal reasoning by connecting national legal obligations with the institutional role of the Manpower Office of Balikpapan City. Disability employment is treated as a multidimensional legal issue involving recruitment, training, placement, accommodation, monitoring, dispute resolution, and public accountability.

RESULTS AND DISCUSSION

1. Legal Protection for Workers with Disabilities

Legal protection for workers with disabilities contains preventive and repressive dimensions. Preventive protection refers to legal and administrative measures designed to prevent discrimination before it occurs. In employment, this includes accessible vacancy information, inclusive recruitment, vocational training, job matching, employer education, workplace accessibility, reasonable accommodation, and quota monitoring. Preventive protection is crucial because exclusion often begins before workers enter the workplace. Discrimination may appear through inaccessible recruitment platforms, interview locations without physical access, job advertisements requiring irrelevant physical conditions, or selection tests without alternative formats. Implementation gaps remain a major obstacle to fulfilling disability employment rights (Rahayu et al., 2025).

Repressive legal protection refers to institutional responses after rights have been violated. In labour relations, this includes complaint handling, mediation, correction of discriminatory practices, compensation, reinstatement, administrative sanctions, and restoration of employment rights. Workers with disabilities may face denial of accommodation, unequal wages, exclusion from training, workplace harassment, forced resignation, discriminatory transfer, or termination based on disability-related assumptions. These violations may not always appear as direct discrimination because they can be hidden within managerial decisions or neutral workplace rules. Legal protection must therefore identify discrimination, indirect exclusion, and failure to provide reasonable accommodation (Ulya et al., 2026).

Substantive equality is central to disability employment protection because identical treatment may still produce unequal outcomes. Formal equality assumes that everyone is treated fairly when the same rule applies to all. Substantive equality recognizes that uniform rules can be exclusionary when individuals face different barriers. A recruitment system may require all applicants to complete the same digital test, but it becomes discriminatory if the platform cannot be accessed by blind applicants. The disability employment quota must therefore be read as an affirmative mechanism to correct unequal access, not as a symbolic administrative requirement (Wicaksono, 2023).

Affirmative employment measures must be implemented through meaningful inclusion. A worker with a disability who is hired only to satisfy a quota but is denied meaningful tasks, equal wages, accommodation, or promotion remains vulnerable to exclusion. Quota compliance must therefore be evaluated through both quantity and quality. The number of workers hired is important, but it must be accompanied by decent work, fair treatment, and sustainable employment. Local governments need policy instruments that connect national legal obligations with workplace practices. Constitutional employment guarantees must become living institutional practice rather than remain abstract legal commitments (Dungga et al., 2026).

Reasonable accommodation refers to necessary and appropriate modifications that enable workers with disabilities to participate equally in employment. Accommodation may be physical, technological, procedural, communicative, or organizational. Physical accommodation includes ramps, accessible toilets, adjusted desks, and modified pathways. Technological accommodation includes screen readers, accessible software, captioning, and assistive devices. Procedural accommodation includes flexible schedules, alternative test formats, modified instructions, or additional time during recruitment. Communicative accommodation includes sign-language interpretation, written instructions, visual information, and accessible documents. Workplace accommodation is closely

associated with labour-force participation and employment status for persons with disabilities (Schimmele et al., 2025).

Refusal to provide reasonable accommodation may create indirect discrimination. A rule may appear neutral but disadvantage workers with disabilities if no adjustment is permitted. A company may require all communication to occur orally, thereby disadvantaging deaf workers when written communication or interpretation could reasonably be provided. A company may require inaccessible digital systems, thereby excluding blind workers when accessible alternatives exist. A rigid attendance system may disadvantage workers with certain psychosocial or mobility-related conditions when modest flexibility would not undermine job performance. These examples show that discrimination may arise from inflexible institutional design rather than explicit hostility.

The Disability Service Unit in the employment sector is a key institutional mechanism for implementing disability employment rights at the local level. Its function should cover registration of jobseekers with disabilities, identification of skills and accommodation needs, provision of employment information, facilitation of training, employer assistance, inclusive job matching, monitoring of placement outcomes, and coordination of complaint mechanisms. Without such a unit, disability employment services may become fragmented. Jobseekers may not know where to register, employers may not know how to recruit inclusively, and government agencies may lack reliable data to evaluate implementation (Pinem & Nasution, 2025).

The Disability Service Unit should not function merely as an administrative label. It must operate as an active service hub connecting workers with disabilities, companies, training providers, disability organizations, local government agencies, and industrial-relations institutions. Workers with disabilities need a reliable institution for employment information, training access, placement support, and protection. Employers need guidance on quota obligations, job analysis, accessibility, and accommodation. Local government needs data and coordination to ensure accountability. Organizations of persons with disabilities need institutional channels to provide input and monitor implementation. The unit therefore becomes the practical centre of disability-inclusive employment governance.

Institutional capacity is decisive for the effectiveness of the Disability Service Unit. The unit requires trained officers, accessible facilities, adequate budget, standard operating procedures, digital data systems, employer networks, cooperation with training institutions, and collaboration with disability organizations. If these elements are absent, the unit may exist formally but function weakly. Disability employment protection cannot rely solely on legal mandates; it requires operational competence and administrative continuity. In Balikpapan, strengthening the unit within the Manpower Office is necessary to ensure that legal obligations produce measurable improvements in access to decent work and protection from discrimination (Agustina & Kismartini, 2026).

2. Strategic Position of the Manpower Office of Balikpapan City

The Manpower Office of Balikpapan City holds a strategic position because it is the local institution responsible for employment affairs. Its role should be understood as legal, administrative, and developmental. The office does not merely deliver general employment services; it must ensure that vulnerable groups, including persons with disabilities, are able to access labour-market opportunities without discrimination. In the context of disability law, the office becomes the administrative actor that connects national obligations with local practice. Its responsibilities include planning, training facilitation, placement mediation, employer guidance, quota monitoring, reasonable-accommodation support, and industrial-relations protection for workers with disabilities.

This role is important because workers with disabilities face barriers at multiple stages of employment. Before recruitment, barriers may include lack of information, limited training access, inaccessible transportation, and absence of job-matching support. During recruitment, barriers may include discriminatory job advertisements, inaccessible application systems, interview locations without access, and selection tests without alternative formats. During employment, barriers may include inaccessible workstations, denial of accommodation, wage inequality, exclusion from training, workplace harassment, and limited promotion. When disputes occur, barriers may include fear of retaliation, inaccessible procedures, and limited understanding among mediators. These layered barriers require coordinated institutional protection.

The Manpower Office can respond by serving as a bridge between workers, employers, and legal obligations. It can help workers with disabilities identify vacancies, improve skills, prepare applications,

and request accommodation. It can help employers understand quota obligations, redesign job requirements, conduct inclusive recruitment, and provide reasonable accommodation. It can monitor whether disability employment obligations are implemented meaningfully. It can also assist workers through industrial-relations mechanisms when violations occur. This bridging role is essential because disability employment protection is not self-executing; it depends on active administrative intervention and continuous coordination among relevant actors.

Balikpapan's labour-market structure strengthens the relevance of this role. The city's service-sector orientation provides opportunities in administration, hospitality, logistics support, retail, public service, customer relations, digital work, data entry, document management, and office assistance. These occupations may be adapted to diverse disability conditions when employers understand reasonable accommodation and inclusive job design. However, potential opportunities do not automatically produce inclusion. Employers may not identify suitable roles, and jobseekers with disabilities may not access available vacancies. The Manpower Office must therefore actively map labour demand, prepare jobseekers, guide companies, and monitor placement outcomes.

The first major role of the Manpower Office is to facilitate local employment policy. Disability inclusion should be integrated into manpower planning, not treated as a separate social-welfare matter. Employment policy must recognize persons with disabilities as part of the productive labour force. Therefore, disability inclusion should appear in vocational training, job fairs, labour-market information systems, employer engagement, industrial-relations services, and company reporting mechanisms. When disability is addressed only as welfare, the right to work becomes secondary. The Manpower Office must instead position disability employment as part of labour rights, economic participation, and regional development.

As a policy facilitator, the office should develop disability-inclusive employment planning based on accurate local data. Planning should identify the number of jobseekers with disabilities, their education, skills, work interests, preferred sectors, barriers, and accommodation needs. It should also identify companies with potential to employ workers with disabilities and sectors requiring employer assistance. Such planning would allow programmes to become targeted rather than general. If many jobseekers need digital certification, the office can cooperate with training centres. If employers are willing but uncertain about accommodation, the office can provide technical guidance. Policy facilitation must therefore be evidence-based and practical.

Local employment policy also requires inter-agency coordination. Disability employment cannot be managed by the Manpower Office alone because barriers to work may arise from education, infrastructure, transportation, social protection, public services, and employer culture. The Social Affairs Office may hold disability data and community networks. The Education Office may provide information on graduates from inclusive or special education institutions. Public works agencies influence accessibility. Training centres provide skills development. Employers' associations mobilize companies. Trade unions support workplace protection. Disability organizations provide lived experience and monitoring input. Effective employment protection requires these actors to be connected through structured coordination.

The second role is to mediate inclusive job placement. Placement should not be understood as merely sending jobseekers to companies or distributing vacancy information. Inclusive placement requires a matching process between worker competence, job requirements, workplace conditions, and accommodation needs. Workers with disabilities should not be placed based on stereotypes about impairment. Placement must be based on education, skills, experience, interests, and essential job functions. A worker with physical disability may be suitable for administrative, managerial, digital, or customer-service work. A deaf worker may be suitable for visual, technical, design, or data-related tasks when communication support is available.

An inclusive placement system should begin with a detailed employment profile of jobseekers with disabilities. The profile should include education, training history, skills, work experience, job interests, preferred sectors, communication needs, mobility needs, assistive-device needs, and accommodation requirements. This information must be collected with consent and protected from misuse. The purpose is not to stigmatize workers or reduce them to disability status, but to support accurate job matching. Without such information, placement may become ineffective. A worker may be directed to an inaccessible workplace, an unsuitable vacancy, or an employer unprepared to provide accommodation.

Employers also need assistance in identifying suitable positions. Many companies may not know how to determine which jobs can be opened to workers with disabilities. Some job descriptions include unnecessary physical requirements because they are copied from old templates rather than based on actual job functions. The Manpower Office can help employers distinguish essential requirements from non-essential ones. Administrative positions should not require broad physical-health standards if the main tasks are document processing, data entry, scheduling, and communication. Logistics companies may also have roles in inventory data, shipment tracking, customer coordination, and reporting that do not require heavy physical labour.

Inclusive placement requires accessible recruitment procedures. Job advertisements should avoid language that excludes persons with disabilities unless a requirement is genuinely necessary. Application platforms should be compatible with assistive technology. Interviews should allow sign-language interpretation, written communication, or alternative methods when needed. Selection tests should measure job-related competence rather than irrelevant physical capacity (Kadir, 2026c). Medical examinations should not be used to exclude applicants unless a condition directly relates to essential job safety. These measures ensure that applicants with disabilities are evaluated based on ability, competence, and job relevance rather than assumptions or inaccessible procedures.

The third role is to provide capacity building for workers with disabilities and employers. Capacity building for workers must be based on labour-market needs, not outdated assumptions about disability. Disability employment programmes should not be limited to traditional livelihood skills or informal work. While such activities may benefit some individuals, they should not become the only pathway. Persons with disabilities must have access to formal-sector skills, digital competence, administrative training, customer-service capacity, entrepreneurship, and professional development. Training should expand choice rather than confine persons with disabilities to narrow occupations or low-value work.

Training in Balikpapan should be connected to the city's labour-market structure. Because the service sector is dominant, relevant training may include office administration, digital literacy, customer service, bookkeeping, data entry, graphic design, hospitality support, logistics administration, retail management, communication, entrepreneurship, and workplace ethics. Training should also include interview preparation, labour-rights awareness, self-advocacy, and understanding of reasonable accommodation. Workers with disabilities need not only technical skills but also knowledge of how to navigate recruitment and workplace relations. Such preparation strengthens employability and reduces vulnerability to discriminatory treatment during selection and employment.

Employer capacity building is equally important because many barriers arise from employer unpreparedness rather than worker incapacity. Companies may assume that accommodation is expensive, productivity will decline, supervision will be difficult, or co-workers will feel uncomfortable. These assumptions must be addressed through structured guidance. The Manpower Office can provide training on disability awareness, inclusive recruitment, job analysis, accommodation planning, accessible communication, anti-discrimination obligations, workplace ethics, and fair performance evaluation. Supervisors should be prioritized because they directly influence work allocation, feedback, discipline, and promotion. Co-workers also need awareness because inclusion depends on everyday workplace interaction (Chan et al., 2025).

The fourth role is to monitor compliance with disability employment obligations. The quota system will not be effective if there is no mechanism for measuring implementation. Companies may know their obligation but fail to act if reporting is not required or if non-compliance has no consequence. Monitoring is necessary to make the legal obligation visible, measurable, and accountable. Without monitoring, the quota risks becoming a symbolic norm that exists in legislation but produces little change in actual employment. The private-sector one-percent quota requires clearer legal responsibility, stronger awareness, and more consistent implementation (Agustin & Gunadi, 2025).

Company reporting should include total employees, number of workers with disabilities, types of positions occupied, recruitment plans, accommodation practices, and barriers encountered. Such data would allow the Manpower Office to identify companies that comply, companies that are progressing, and companies that have not taken meaningful steps. Reporting also allows the office to determine which sectors are more open to disability employment and which require stronger intervention. The data can guide employer assistance, training design, and targeted recruitment. Monitoring should not be seen only as enforcement; it is also a tool for policy learning and institutional improvement.

Monitoring should be gradual and constructive. In the early stage, the Manpower Office can prioritize mapping, education, and voluntary reporting. Companies that have not met the quota should receive technical assistance in identifying suitable positions, revising job descriptions, and preparing inclusive recruitment. If non-compliance persists without reasonable justification, coordination with the relevant labour-supervision mechanism becomes necessary (Mappaselleng & Kadir, 2025). The purpose of monitoring should not be punitive from the beginning, but accountability must exist. Legal obligations that are never monitored tend to lose practical force and become dependent on voluntary goodwill alone.

The fifth role is to protect workers with disabilities through industrial-relations mechanisms. Protection must continue after recruitment because many violations occur inside the employment relationship. Workers with disabilities may experience wage discrimination, denial of accommodation, exclusion from promotion, harassment, unfair transfer, excessive discipline, forced resignation, or termination based on disability-related assumptions. These violations may be subtle and may not always be recognized as discrimination. Industrial-relations officers must therefore understand disability rights, reasonable accommodation, and indirect discrimination. Without such understanding, disability-based violations may be treated merely as ordinary managerial conflicts.

A disability-sensitive industrial-relations mechanism must identify direct discrimination, indirect discrimination, denial of accommodation, and retaliation. Direct discrimination occurs when a worker is treated unfavourably because of disability. Indirect discrimination occurs when a neutral rule disadvantages workers with disabilities without legitimate justification. Denial of accommodation occurs when an employer refuses reasonable adjustment that would allow performance of essential tasks. Retaliation occurs when a worker is punished for asserting rights. These distinctions are important because a termination case may involve not only employment separation but also discrimination and failure to accommodate. Legal analysis must therefore examine the disability dimension of workplace disputes.

Complaint mechanisms must be accessible and trustworthy. Workers with disabilities should be able to report violations directly, online, in writing, through representatives, or with support from disability organizations. Communication support should be available when necessary. Documents should be accessible. Mediation venues should be physically accessible. Procedures should be clear, affordable, and not overly burdensome. Confidentiality is essential because workers may fear retaliation, stigma, or job loss. If reporting mechanisms are inaccessible or intimidating, workers may remain silent even when their rights are violated. Effective protection therefore requires complaint systems that are safe, responsive, and disability-sensitive (van Berkel & Breit, 2025).

The local government must also become a model employer. Regional governments are subject to disability employment obligations and should demonstrate inclusive recruitment, accessible workplaces, reasonable accommodation, fair evaluation, and career development (Kadir, 2026b). The credibility of local government in encouraging private-sector compliance depends partly on its own compliance. If public institutions fail to employ and accommodate workers with disabilities, demands placed on private companies may appear inconsistent. Inclusive public administration is therefore not merely an internal staffing issue; it is part of legal accountability, public-sector legitimacy, administrative reform, and equality before the law.

Inclusive public administration should cover civil-service recruitment, contract employment, internship programmes, workplace accessibility, training access, promotion systems, and employee support. Recruitment procedures should avoid requirements that indirectly exclude applicants with disabilities unless they are genuinely related to essential job functions (Teborg et al., 2024). Workplaces should provide accessible facilities and communication. Supervisors should understand accommodation duties. Career development should be based on competence and performance rather than assumptions about disability. Public-sector inclusion must not be limited to numerical fulfilment. Diversity, equity, inclusion, and accessibility initiatives are important for improving experience, welfare, and performance confidence among public employees with disabilities (Hersugondo, Batu, Chiappetta Jabbour, et al., 2025).

3. Strengthening Strategy

The strengthening of legal protection in Balikpapan should begin with an integrated disability labour database. This database should record employment-relevant information such as education,

skills, training history, work interests, preferred sectors, communication needs, mobility needs, assistive-device needs, and accommodation requirements. It should not expose unnecessary medical information or reduce persons with disabilities to diagnostic categories. Data collection must be based on consent, privacy protection, and respect for dignity. The purpose is to support job matching, training design, employer assistance, quota monitoring, and policy evaluation. Strong data would allow targeted intervention rather than general programming.

The Manpower Office should develop an inclusive placement system that connects jobseekers with disabilities to suitable companies and positions. Placement should be based on competence, work interest, essential job functions, workplace conditions, and accommodation feasibility. The office should assist employers in identifying inclusive positions and removing unnecessary requirements. Inclusive job fairs can become an important instrument, but they must be accessible in venue, registration, information format, communication, and interview procedures. Companies participating in job fairs should identify vacancies open to applicants with disabilities and conduct selection based on job-related competence rather than physical stereotypes.

Employer technical assistance must become a continuous function of the Disability Service Unit. Assistance should include job analysis, workplace accessibility assessment, reasonable-accommodation planning, disability-awareness training, supervisor guidance, and post-placement evaluation. Many workplace barriers can be resolved through modest adjustments when employers understand their obligations and options. Written instructions may support deaf workers, screen-reader-compatible software may support blind workers, adjusted desks may support workers with mobility impairments, and structured supervision may support workers with psychosocial or intellectual disabilities. Technical assistance can reduce employer fear, prevent discriminatory practices, and support sustainable employment in inclusive workplaces.

Quota-compliance monitoring should be institutionalized through company reporting and follow-up assistance. Companies should report total employees, number of workers with disabilities, job types, accommodation practices, and recruitment plans. Monitoring should begin with guidance and voluntary compliance, but it must also create accountability. Companies that have not met the quota should receive assistance in identifying suitable roles and preparing inclusive recruitment. Persistent non-compliance should be addressed through coordination with relevant supervisory mechanisms. Monitoring must also assess employment quality, including equal wages, meaningful tasks, accommodation, training access, and career development. Legal compliance must therefore be substantive, not merely numerical.

Post-placement monitoring is equally important because legal protection does not end when a worker is hired. The Manpower Office should evaluate whether workers with disabilities remain employed, receive accommodation, access training, experience fair treatment, and obtain promotion opportunities. If problems arise, the office should facilitate adjustment and mediation before the employment relationship collapses (Kadir, 2026a). Sustainable employment requires ongoing support, especially during the adaptation period. This approach is consistent with the view that workplace inclusion depends on organizational practice, supervisory support, accessibility, leadership, and employee well-being. Job satisfaction is strongly shaped by inclusive experience and perceived supervisory support (Hersugondo, Batu, Latan, et al., 2025).

A disability-sensitive complaint system must also be developed. Workers with disabilities should be able to report discrimination, denial of accommodation, harassment, wage inequality, or unfair termination through accessible channels. Reporting should be possible directly, online, in writing, through representatives, or with support from disability organizations. Officers and mediators should understand direct discrimination, indirect discrimination, reasonable accommodation, and retaliation. Confidentiality must be guaranteed because workers may fear job loss or stigma. Leadership also matters because inclusive organizational culture depends on managerial commitment to workplace well-being, fairness, and psychological safety for employees with disabilities (Alfalih & Ragmoun, 2025).

Legal protection should also be connected to responsible business practice. Employers must understand that disability inclusion is not merely corporate social responsibility but part of labour rights, equality, and business accountability. Companies benefit from clearer recruitment procedures, improved workplace culture, stronger employee loyalty, and reduced dispute risk when inclusion is managed properly. The Manpower Office can encourage companies to integrate disability protection into human-resource policies, internal regulations, occupational safety systems, and complaint

mechanisms. Disability employment is also related to broader business and human-rights responsibilities because companies influence whether the right to work is respected in practice (Sihombing & Sihombing, 2024).

The final strengthening strategy is to institutionalize evaluation. The Manpower Office should periodically review disability employment programmes, employer participation, worker retention, accommodation outcomes, complaint resolution, and public-sector inclusion. Evaluation should involve persons with disabilities and their organizations because they understand practical barriers that may be invisible to administrators. The purpose of evaluation is not only to measure output but also to improve institutional learning. Organizational practices affect employment outcomes for workers with disabilities, including performance, well-being, and sustainable participation. Therefore, Balikpapan needs a protection system that continuously adapts to labour-market change and workplace realities (van Berkel & Breit, 2026).

CONCLUSION

The Manpower Office of Balikpapan City has a central role in providing legal protection for workers with disabilities because it functions as the local institution responsible for translating national disability-employment obligations into concrete labour-market practice. Its role includes facilitating inclusive employment policy, mediating job placement, strengthening worker and employer capacity, guiding reasonable accommodation, monitoring quota compliance, protecting workers through industrial-relations mechanisms, and encouraging inclusive public administration. Legal protection becomes meaningful only when the office provides accessible services, reliable data, employer assistance, monitoring mechanisms, and effective remedies for workers whose rights are violated. Without these institutional functions, legal norms risk remaining formal, symbolic, and disconnected from employment realities.

Balikpapan's service-oriented labour market offers significant opportunities for disability-inclusive employment, but these opportunities require strong institutional intervention. Workers with disabilities may continue to face discriminatory recruitment, inaccessible workplaces, limited training, weak employer awareness, inadequate accommodation, tokenistic quota compliance, and inaccessible complaint mechanisms. Legal protection must therefore move beyond formal compliance toward substantive equality. The Disability Service Unit should be strengthened through integrated disability labour data, inclusive recruitment, employer technical assistance, quota monitoring, post-placement evaluation, and disability-sensitive dispute resolution. Workers with disabilities must be recognized as rights-bearing citizens and productive participants in the local economy, not as objects of charity.

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