



Design and formulation of ministerial regulation on remote and hybrid work to enhance employment for individuals with physical and sensory disabilities

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ABSTRACT

Background: People with physical and sensory disabilities remain highly vulnerable to discrimination and exclusion, particularly in the employment sector. Their limited workforce participation is often caused by systemic barriers, lack of accessibility, and insufficient inclusive policy frameworks. This study aims to assess the urgency and regulatory design needed to support remote working and hybrid office systems through the Regulation of the Minister of Manpower and the Regulation of the Minister for Administrative and Bureaucratic Reform. These systems are seen as strategic efforts to enhance inclusive employment for people with disabilities. **Methods:** This research applies to a normative juridical method, utilizing statutory, conceptual, and comparative legal approaches. Relevant laws and regulations are analyzed alongside comparative studies from Italy, Spain, and England, which have advanced inclusive employment practices. **Findings:** The study finds that regulatory reforms must be grounded in principles of justice, inclusivity, accessibility, and non-discrimination. By adopting flexible work arrangements through strong legal frameworks, the government can provide more equitable opportunities for individuals with physical and sensory disabilities. The integration of these values into ministerial regulations is crucial for fostering an inclusive working environment and improving labor absorption. **Conclusion:** Inclusive and well-formulated regulations on remote and hybrid working systems are essential to accelerating equal employment access for persons with physical and sensory disabilities in Indonesia. **Novelty/Originality of this article:** This study offers an original legal framework proposal that integrates inclusive employment values with flexible work systems, contributing a new perspective to disability-focused regulatory reform in Indonesia

KEYWORDS: hybrid office; people with disabilities; remote working; workers with disabilities.

1. Introduction

The definition of a person with a disability according to Law Number 8 of 2016 concerning Persons with Disabilities (Law 8/2016) is "an individual who experiences long-term physical, intellectual, mental, and/or sensory limitations, who experiences obstacles in interacting and participating based on equal rights". In 2023, the Coordinating Ministry for Human Development and Culture of the Republic of Indonesia presented data on the number of people with disabilities in Indonesia which reached 22.97 million people or around 8.5% of the total population (Supanji, 2023). The Minister of Manpower, Yassierli, stated that in 2024, the Working Age Population of people with disabilities will be at 5.17

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million people with a disabled workforce of 1.04 million people. Furthermore, the Labor Force Participation Rate of people with disabilities is still far below the target which currently only reaches 20.14% of the national target of 69%. This is accompanied by data on the Open Unemployment Rate for people with disabilities, which reached 10.8%.

People with disabilities often experience discrimination in the workplace, such as that experienced by Baihaqi, a blind person who applied for the 2019 Central Java Provincial Government Civil Servant Candidate/*Calon Pegawai Negeri Sipil* (CPNS). His application was disqualified because the position was only for the physically disabled. Baihaqi filed a lawsuit, which the Supreme Court upheld through Decision Number 471 K/TUN/2021 (Damar, 2021). In fact, the legal that also protects the rights of people with disabilities in Indonesia is stated in Article 28H paragraph (2) of the 1945 Constitution of the Republic of Indonesia/*Undang-Undang Dasar Negara Republik Indonesia 1945* (UUD NRI 1945) which states that "Everyone has the right to receive facilities and special treatment to obtain the same opportunities and benefits in order to achieve equality and justice." This is reinforced by the government's commitment through Article 5 paragraph (1) of Law 8/2016 which contains 22 rights of people with disabilities, including the right to protection from discriminatory actions listed in letter v and the right to work listed in letter f. Furthermore, Article 11 of Law 8/2016 explicitly regulates the right to obtain reasonable accommodation in the workplace, while Article 18 emphasizes the importance of accessibility in public services, including employment. These provisions underline that employers, both government and private, are obliged to ensure that people with disabilities are not excluded from job opportunities due to physical or systemic barriers. Unfortunately, the gap between regulation and implementation remains wide. Many institutions have yet to provide assistive technologies, accessible infrastructures, or inclusive recruitment systems. The lack of derivative rules and technical guidelines also contributes to inconsistent practices across regions. Strengthening supervisory mechanisms and increasing institutional awareness are therefore urgent steps. By fully implementing the mandates of Law 8/2016, Indonesia can ensure that persons with disabilities enjoy substantive equality, not merely formal recognition, in exercising their right to work.

Meanwhile, the right to employment opportunities and protection against discrimination against people with disabilities are still not fulfilled, so this can hinder Indonesia in realizing the Sustainable Development Goals (SDGs) or sustainable development compiled by the United Nations (UN), with 17 (seventeen) main goals to ensure social, economic, and environmental sustainability in the future (Kaharuddin et al., 2024). To realize the SDGs, the state is obliged to apply the SDGs principle, namely "no one left behind" (United Nations, 2025). This principle also has an implicit meaning that the government in sustainable development is obliged to ensure that all citizens receive adequate facilities and infrastructure as a form of social protection, including people with disabilities. There are several goals that explicitly address the needs of people with disabilities in the SDGs, such as Goal 3 (Healthy and Prosperous Lives), Goal 8 (Decent Work and Economic Growth), Goal 9 (Industry, Innovation, and Infrastructure), and Goal 16 (Peace, Justice, and Strong Institutions).

Rapid technological advancements in the Industrial Revolution 4.0 era often bring changes in employment dynamics, which also impact efforts to achieve the SDGs. Looking back during the Covid-19 pandemic, a trend emerged around remote working and hybrid offices, where both work systems give workers the freedom to work from anywhere without being tied to a specific location by utilizing sophisticated technology. These developments not only improve efficiency and productivity but also create new opportunities to promote inclusivity in the labor market. For instance, remote work arrangements can significantly reduce mobility barriers for persons with disabilities, women with caregiving responsibilities, and workers in geographically remote areas (Zarza, 2021). At the same time, hybrid systems offer flexibility that allows companies to balance operational needs with employee well-being. However, without comprehensive regulations, these benefits may not be distributed fairly, and vulnerable groups risk being marginalized.

In Indonesia, the trend of remote working and hybrid offices continues to grow, and to date, several companies are allowing freedom in implementing remote working and hybrid offices. Unfortunately, there are no regulations governing remote working and hybrid office systems in Indonesia. Meanwhile, several countries around the world have already implemented regulations regarding remote working and hybrid offices for workers with disabilities, one of which is Italy. According to data from the Smart Working Observatory of the Politecnico di Milano, the number of mixed-worker workers in Italy has increased rapidly in recent years. In 2019, there were approximately 570,000 mixed-worker workers, while by 2022, this number had exceeded 3.6 million (Lama, 2024). The absence of similar regulations in Indonesia indicates a legal vacuum that needs to be addressed immediately. Without clear legal protection, especially for workers those with disabilities risk facing unequal treatment in terms of access to facilities, workload arrangements, and employment security. Regulatory certainty is crucial not only to guarantee workers' rights but also to provide legal clarity for employers in applying flexible work systems fairly and inclusively.

Regulations regarding remote working and hybrid office systems are important to study, considering that the Regulation of the Minister of Manpower and the Regulation of the Minister of Administrative and Bureaucratic Reform have not yet been found regarding these two work systems, especially for workers with physical and sensory disabilities in Indonesia. Therefore, to fill the legal vacuum regarding the implementation of remote working and hybrid work systems, this can be realized through the design of the Permenaker and Permen PANRB, accompanied by an explanation of the implementation of the Permenaker and Permen PANRB for remote working and hybrid work for workers with physical and sensory disabilities. This regulatory draft can be realized through a comparative approach with countries such as Italy, Spain, and the United Kingdom by referring to various provisions of laws and their derivative regulations, so that it becomes a relevant solution in addressing the problems discussed in this study.

2. Methods

This research uses a normative juridical research method. Normative juridical research is a type of legal research methodology whose analysis is based on applicable laws and regulations that are closely related to the legal issues that are the object of the research (Benuf & Azhar, 2020). Furthermore, Marzuki (2005) stated that the normative juridical method is one way to obtain legal products in the form of regulations, principles, and doctrines that will later become answers to legal problems that are currently occurring in society. In this research found that there is a Recht vacuum or legal vacuum regarding the implementation of remote work systems and mixed work for workers with disabilities in Indonesia.

The study of *ius constituendum* or law that the author aspires to is expected to be able to create an inclusive, adaptive, and equitable work environment for people with disabilities. This includes the need to establish regulations that explicitly regulate the rights and obligations of workers with disabilities in remote work systems and mixed work, including the provision of adequate accommodation, access to assistive technology, and mechanisms for evaluating and monitoring their implementation. Thus, it is hoped that modern work systems will not only be economically efficient, but also responsive to the diversity of workforce needs, especially for vulnerable groups, such as people with disabilities.

In addition, the urgency of this research lies in the fact that digital transformation has fundamentally changed the way work is organized and executed. Without clear and binding legal frameworks, workers with disabilities risk being left behind or even excluded from the benefits of flexible work arrangements. Comparative studies from several jurisdictions, such as the United Kingdom, Italy, and Spain, show that the existence of specific legal protections has succeeded in reducing barriers to participation for disabled workers (García, 2021). Therefore, the development of Indonesian law in this field must not only be reactive but also proactive in anticipating future challenges. Legal certainty, combined with

fairness and accessibility, will serve as the foundation for creating a truly inclusive labor ecosystem.

3. Results and Discussion

3.1 Design and formulation ministry of policies on the implementation of hybrid office and remote working for people with physic and sensory disabilities

Central Bureau of Statistics/*Badan Pusat Statistik* (BPS) in 2023 recorded the number of disabled workers reached 769,925 people, or 0.55% of the total national workforce. The number increased from 2022, which reached 720,748 people, or 0.53% (Karomallah, 2023). Although slightly higher, it is still substandard and far from the mandate stipulated in Article 53 of Law 8/2016, it states that

"The Government, Regional Governments, State-Owned Enterprises, and Regionally-Owned Enterprises are required to employ at least 2% (two percent), and private companies are required to employ at least 1% (one percent) of Persons with Disabilities from the total number of employees or workers." (Article 53 of Law 8/2016).

To optimize the implementation of this provision, Article 50 of Law 8/2016 stipulates administrative sanctions for companies or governments that have not achieved the mandated quota target. Furthermore, Article 54 and Article 139 of Law 8/2016 also mandate the government to provide incentives or national awards to companies or government agencies that employ workers with disabilities. However, despite these regulations, many government agencies and companies, both private and state-owned, still do not fully employ workers with disabilities according to the allocated quota. On the other hand, workers with disabilities still face difficulties in finding employment.

The difficulties faced by people with disabilities are proven by one of the cases that occurred with Baihaqi, a blind person and a 2019 CPNS applicant for the Central Java Provincial Government, where he filed a lawsuit in the Semarang State Administrative Court/*Peradilan Tata Usaha Negara* (PTUN) through Decision Number 85 / G / 2020 / PTUN.SMG then filed an appeal through Decision Number 113 / B / 2021 / PT.TUN.SBY. Baihaqi's first appeal was rejected thus he try filed a secon appeal which was finally granted by the Supreme Court with the issuance of Decision Number 471 K / TUN / 2021. The reason is that the disability search is a physical disability while he is a blind person (visual impairment), Baihaqi considers the action in the selection process is discrimination against people with disabilities.

The fact is there are still negative stigmas that are spread in society, notably in the workplace. In the eyes of society, their limitations will hinder the process of adaptation and socialization in the world of work, which will ultimately obstruct the work process, especially in teamwork projects. This stigma became one of the considerations for employers in companies and government agencies. Moreover, there are several companies or government agencies that have not been able to support special accessibility for workers with disabilities in the workplace, making it difficult for them to employ workers with disabilities (Widhawati, 2020). This is certainly not in line with Article 27 paragraph (2) of the 1945 Constitution of the Republic of Indonesia, which states that citizens have the right to work and a decent living. Therefore, to realize justice for people with disabilities, the government needs to eliminate the negative stigma and initiate solutions to resolve this problem.

Roscoe Pound theory "Law as a Tool of Social Engineering" state that law plays a role to create changes that will contribute to the shift in social values (Sundari et al., 2024). In accordance with this theory, governments can eliminate negative societal stigma by proposing new solutions for employing workers with disabilities (Alawi, 2024). In this regard, the government can issue detail regulations for employing workers with disabilities. With the continuous advancement of technology, several innovations are possible.

Therefore, the writer recommends the government implement remote work and blended work systems in companies and government agencies for people with physical and sensory disabilities.

Stigma and discrimination against workers with disabilities are universal issues. This is in line with a study in 2022 that consist of 400 respondents with disabilities and/or those employed in the United Kingdom. The study revealed that 70% of respondents expressed discomfort if their employer did not allow them to work remotely. They explained that this could impact their physical and mental health because working remotely allows people with disabilities the autonomy to manage their time and work methods to support their health and well-being. Furthermore, 85% of workers with disabilities perceived the benefits of remote work, increasing productivity through flexible working arrangements. This suggests that remote work and blended work can be an effective solution to address the challenges facing people with disabilities in the workplace.

In Indonesia, the trend remote working and hybrid offices has become popular since Covid-19 era. Initially, this trend was used to maintain safety and health. However, this trend is still growing and continues to expand due to how easy and more effective this system (Swita, 2023). Companies, both private and state-owned enterprises/*Badan Usaha Milik Negara* (BUMN), have implemented this work system for their employees, such as L, Z, A, F, KK, PT BNI, and PT BRI. However, despite its effectiveness and flexibility, several obstacles are experienced by companies and employees. This occurs because there is a legal gap regarding remote work systems and hybrid work for workers with physical and sensory disabilities. Therefore, to maximize the implementation of remote work systems and hybrid work for workers with physical and sensory disabilities, more comprehensive regulations are needed to address these work systems for government agencies, state-owned companies, and private companies.

The writer suggest ministerial regulation for the regulatory framework that previously discussed. Compared to statutory legislation, the creation of a ministerial regulation entails a relatively less complex legislative process, thereby enabling a more efficient response to emerging legal and policy needs. By its very nature, a ministerial regulation carries a technical orientation, which ensures that, upon its enactment, the substantive provisions may be directly operationalized without requiring additional implementing instruments. Such regulatory design enhances both legal certainty and administrative practicality. Furthermore, the regulatory scheme may be refined to delineate its applicability across distinct institutional domains, particularly by differentiating between state-owned enterprises and private sector entities. This differentiation is crucial to accommodate the varying structural and operational characteristics of such institutions, while at the same time safeguarding uniformity in the protection of rights and the fulfillment of obligations under the broader legal framework (Asshiddiqie, 2012).

First, the Minister of Manpower Regulation/*Peraturan Menteri Ketenagakerjaan* (Permenaker). Permenaker is an ideal legal instrument to explain the technical implementation of remote work and hybrid office work for both private and state-owned companies. Article 6, letter a of Presidential Regulation Number 164 of 2024 concerning the Ministry of Manpower clearly states that the ministry's function is to formulate, determine, and implement policies in the areas of improving workforce competence and competitiveness and productivity, increasing domestic workforce placement, and expanding employment opportunities. As explained previously, the government urgently needs to provide solutions for people with disabilities who currently find it difficult to find employment in both companies and government agencies. Therefore, regulations on remote work and hybrid work systems for workers with physical and sensory disabilities could be made in Permenaker.

Previously, the Ministry of Manpower issued a decree regarding work from home, namely Ministerial Decree Number 104 of 2021 concerning Guidelines for the Implementation of Employment Relations during the Covid-19 Pandemic. This decree was issued during the Covid-19 pandemic, which required workers to work from home. Briefly, the decree was conveyed as a guideline for companies and employers implementing work

from home to continue to pay wages and fulfill other workers' rights in accordance with applicable regulations. Therefore, the decree did not comprehensively regulate the technicalities of its implementation. This regulation is also no longer applicable due to the current lockdown. Therefore, the Ministry of Manpower needs to create new regulations to clarify the implementation of remote working and hybrid office systems, especially in private companies or state-owned enterprises.

On the other hand, further regulation concerning remote work and hybrid work systems for employees with physical and sensory disabilities within government institutions may be enacted by the Ministry of State Apparatus Empowerment and Bureaucratic Reform Regulation/*Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi* (Permen PANRB), pursuant to Article 6 of Presidential Regulation Number 178 of 2025 concerning the Ministry of State Apparatus Empowerment and Bureaucratic Reform Regulation (Ministry of PANRB). While, in general, Civil Servants are obliged to comply with the Permenaker, the nature of fieldwork in private companies and in government institutions is distinct. Therefore, remote work and hybrid work systems for workers with physical and sensory disabilities in government institutions could be made by Permen PANRB.

Previously, the Ministry of PANRB had on several occasions issued decisions on the implementation of work from home for certain employees, such as Minister of PANRB Circular Letter Number 2 of 2025 concerning the Adjustment of the Performance of Official Duties of Civil Servants in Government Institutions and the Delivery of Public Services during the National Holidays and Collective Leave of the *Nyepi* Day of Silence, *Saka* New Year 1947, and *Eid al-Fitr* 1446 H. Nevertheless, such decisions were temporary, as they only applied in the context of national holidays. Furthermore, the circular letter did not provide detailed regulation regarding the technical arrangements of work from home but merely conveyed notification of work schedules during the national holiday period. Therefore, the establishment of a specific new regulation is required concerning remote work and hybrid work systems for employees with physical and sensory disabilities, both within government institutions and private companies.

It should be emphasized that the framework proposed by the writer is specifically designed for workers with physical and sensory disabilities. Pursuant to Article 7 paragraph (1) of Minister of Health Regulation Number 104 of 1999 concerning Medical Rehabilitation, the classification of the degree of disability is assessed based on the extent of limitations in carrying out daily activities, which are categorized into six degrees or levels of disability (Pinilla-Roncancio & Rodríguez Caicedo, 2022). Persons with physical and sensory disabilities who are capable of working fall within degrees 1 through 4, whereas persons with disabilities at degrees 5 through 8 require continuous personal assistance, thereby rendering their work systems more complex. The following table represents the proposed framework of the Minister of Manpower Regulation and the Minister of PANRB Regulation concerning remote work and hybrid work systems for employees with physical and sensory disabilities.

In the table, the "Content" column represents the chapters or titles of important topics contained in the regulation, while the other two columns provide explanation for each chapter. The information is presented in a general manner and not in detail, as exemplified in the Minister of Manpower Regulation and the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation on Remote Work and Hybrid Work Systems for Persons with Physical and Sensory Disabilities, which can be found in Table 1 and Table 2. Briefly, the regulatory frameworks of the Permenaker and the Permen PANRB are almost aligned with one another. In general, the provisions concerning principles, the rights and obligations of employers, and stipulations regarding persons with disabilities are the same in both ministerial regulations. On the other hand, matters relating to the preamble (considering and recalling), workers' rights and obligations, implementation, audit, supervision and sanctions, as well as rewards, differ according to the legal basis and provisions of each respective company or government institution. In addition, the objective of enacting these regulations is the same, namely, to serve as a solution for fulfilling the

quota of employees with disabilities in every company or government institution, thereby increasing the employment of persons with disabilities in Indonesia.

Table 1. Regulatory framework of policies on remote work and hybrid work systems for persons with physical and sensory disabilities

Chapter	Ministry of Manpower	Regulation of the Minister of Administrative and Bureaucratic Reform
Title	Regulation of the Minister of Manpower Regulation concerning Remote Work and Hybrid Work Systems for Persons with Physical and Sensory Disabilities	Regulation of the Minister of State Apparatus and Bureaucratic Reform concerning Remote Work and Mixed Work Systems for Persons with Physical and Sensory Disabilities
Fundamental Ethics	There needs to be fundamental ethics to implement remote and blended work systems for people with physical and sensory disabilities. These regulations emphasize equality, inclusivity, accessibility, and non-discrimination.	
People with Disability	This regulation applies specifically to people with sensory and physical disabilities with a disability degree of up to grade 4 (four). This regulation is limited because mental disabilities, intellectual disabilities, and sensory and/or physical disabilities with a disability degree of more than 4 (four) require different treatment. In this regulation, to make things easier for workers and employers, people with sensory disabilities are encouraged to use a blended work system and people with physical disabilities are encouraged to use a remote work system.	
Rights and Obligations	In this section, each party's rights and obligations are explained. Employers have the right to establish regulations, set work schedules and receive support from the relevant parties, while their obligations such as making work agreements in accordance with laws and regulations, providing all necessary facilities for workers, creating special units, and providing equal opportunities to all workers. On the other hand, workers with disabilities have the right to receive protection, assistance, and the facilities they need during their work, and are obligated to work, follow all existing regulations, and maintain office confidentiality.	
Implementation	Companies are required to implement the mandate of this regulation within a maximum of one year after its enactment and are required to follow up by creating company regulations that further regulate remote work and blended work systems within their companies. Furthermore, companies are also required to conduct job selection and job training for people with disabilities without discrimination.	Each government agencies can create further regulations regarding remote work and blended work systems, tailoring their work systems accordingly. Furthermore, government agencies are required to assign or create new, dedicated units to oversee the implementation of remote work and blended work systems for people with disabilities.
Surveillance and Report	The implementation of this system is surveil by the ULD and the Ministry of Manpower. Later, special units created by companies are required to report the implementation of remote work and mixed work systems for people with disabilities to the ULD every 6 (six) months. The ULD will then forward the report to the Ministry of Manpower.	The implementation of this system is surveil by the Ministry of Administrative and Bureaucratic Reform (PANRB). Special units assigned or created by each government agency are required to report to the Ministry every six months on the implementation of remote work and blended work systems for people with disabilities.
Sanction	If a company fails to implement these regulations within one year without clarity, it will face sanctions from the	If theres any government agency fails to implement this regulation after 1 (one) year without any clarity, it will receive

	Ministry of Manpower. These sanctions include administrative sanctions in the form of written warnings, termination of operations, suspension of business permits, and revocation of business permits.	sanctions from the Ministry of Administrative and Bureaucratic Reform. These sanctions are administrative sanctions in the form of written warnings, termination of operational activities, freezing of business permits and revocation of business permits.
Award	Companies that have implemented this regulation and met the quota for employing people with disabilities as stipulated in Article 53 of Law 8/2016 may receive an award. The award is enforced in accordance with Minister of Manpower Regulation No. 3 of 2021 concerning Guidelines for the Award of National Awards to Companies and State-Owned Enterprises Employing Workers with Disabilities.	Government agencies that have implemented this regulation and fulfilled the quota in employing people with disabilities can be given national awards by the Government and Regional Governments in accordance with applicable laws and regulations.

Furthermore, the table is designed to illustrate not only the similarities and differences between the two ministerial regulations, but also to highlight the degree of harmonization between labor law and bureaucratic reform policy. The juxtaposition of both regulations demonstrates that while the core intent of promoting inclusivity remains consistent, the regulatory techniques and emphases vary according to the institutional mandates of the respective ministries. For instance, the Permenaker naturally emphasizes the relationship between employers and employees in the private sector, including technical aspects of work arrangements, occupational health and safety, and monitoring mechanisms within companies. In contrast, the Permen PANRB is more focused on the internal governance of state institutions, particularly regarding bureaucratic culture, the adaptation of civil service systems, and the mechanisms for supervision and accountability within government agencies.

The inclusion of these columns in the table is also meant to underline the pragmatic approach taken by policymakers in providing a clear yet flexible legal framework. By distilling the key components of the regulations into general categories, the table allows readers to quickly grasp the structure and intent of the rules without delving into the full legal text. This structure also reflects the broader trend in Indonesian administrative law, where ministerial regulations must strike a balance between compliance with higher-level legal norms and the practical needs of institutions. Ultimately, the table reinforces the notion that both regulations serve as complementary instruments in advancing the rights of persons with disabilities, ensuring not only compliance with national disability laws but also alignment with international commitments, such as the United Nations Convention on the Rights of Persons with Disabilities (CRPD), to which Indonesia is a party.

3.2 Implementation of ius constituendum: Designing the minister of policies on remote working and hybrid work systems for persons with physical and sensory disabilities

The value of justice contained in the fifth principle of Pancasila and the fourth paragraph of the Preamble to the 1945 Constitution of the Republic of Indonesia emphasizes the protection and respect of community rights (Juliana et al., 2023). John Rawls's book, *A Theory of Justice*, emphasizes the principle of justice in a democratic society (Christian et al., 2025; Sunaryo, 2022). According to Rawls (1999), the principle of difference is one of the main elements in establishing justice as fairness. He argues that inequality is acceptable if it benefits marginalized groups (Reidy, 2021). Justice is not only about benefits for the majority, but also for the most vulnerable individuals in society. In the main ideas and considerations of letter b of Law 8/2016, persons with disabilities are said to live in vulnerable and underdeveloped conditions due to various obstacles,

restrictions, difficulties, and even the removal of their rights. Based on data from the Socioeconomic Registration in 2023, the number of persons with moderate and severe disabilities is estimated to reach 4.3 million, the majority of whom are in the adult to elderly age category (Martaon, 2025). According to the 2024 National Socioeconomic Survey, 17.2% of people with disabilities aged 15 and over have never received formal education, while only 4.24% have achieved higher education. This data emphasizes that people with disabilities are a vulnerable and disadvantaged group requiring special government attention.

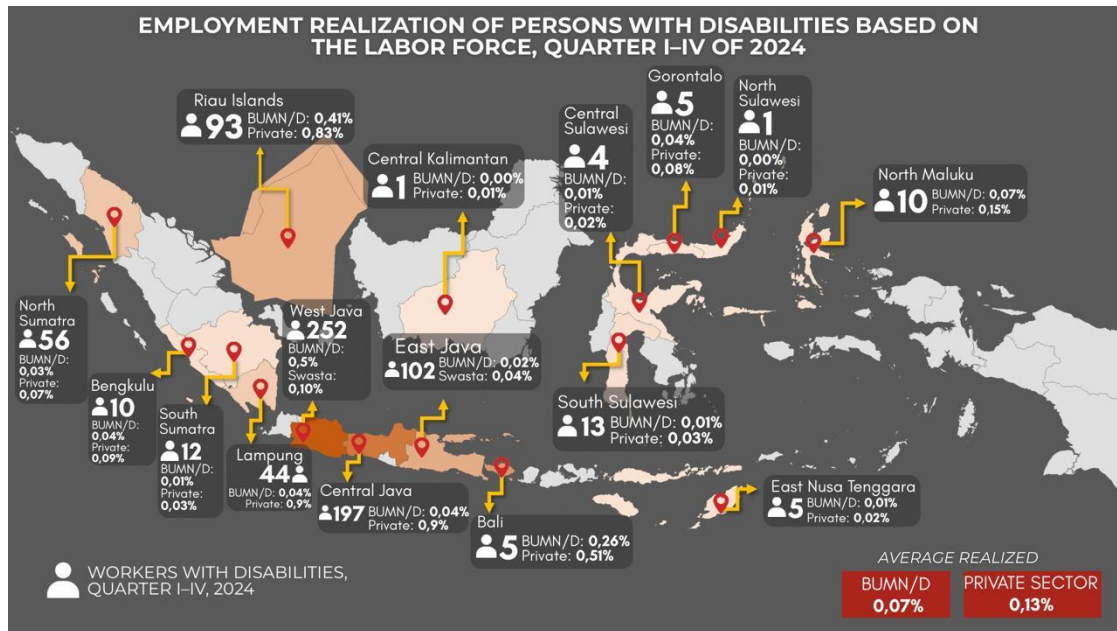


Fig. 1. Realization of workers with disabilities based on the labor force in quarters I-IV of 2024

The government is striving to ensure the rights of persons with disabilities as stipulated in Article 5 paragraph (1) of Law 8/2016, in order to guarantee equality, especially in the world of work. The rights of persons with disabilities in the world of work are emphasized in Article 11 of Law 8/2016 which guarantees employment opportunities, work accommodations, as well as fair work systems and programs for workers with disabilities. To ensure this is realized, it is necessary to establish a supervisory institution as stipulated in Article 131 of Law 8/2016 which regulates the establishment of a supervisory institution tasked with monitoring and enforcing the law on the implementation of policies. Then, Article 53 of Law 8/2016 emphasizes that the government, regional governments, are required to employ at least 2% of persons with disabilities from the total number of employees, while private companies are required to employ at least 1% of persons with disabilities from their total workforce. However, data from the Directorate of Domestic Manpower Placement Development shows that the number of workers with disabilities in 2024 is 944 workers spread across 16 provinces in Indonesia. Referring to Article 53 of Law No. 8/2016, the absorption of workers with disabilities across 16 provinces in Indonesia in 2024 remains suboptimal when compared to the total workforce in the same year, according to data from the Central Statistics Agency (BPS), as presented in Figure 1.

The average number of disabled workers employed in the first-fourth quarter of 2024 in state-owned enterprises/regional-owned enterprises was 0.07% and in the private sector 0.13%. According to the Commissioner for Literacy, Data and Information of the National Commission on Disabilities/*Komisi Nasional Disabilitas* (KND), Deka Kurniawan, the low rate of employment of disabled workers is due to limited employment opportunities and a lack of accessibility that supports their activities and mobility (Nilawaty, 2025). Limited employment opportunities and the low level of concern of companies in employing disabled workers are a form of injustice towards disabled people in obtaining employment

opportunities and a decent life according to Article 27 paragraph (2) of the 1945 Constitution of the Republic of Indonesia which states

"Every citizen has the right to work and a decent living for humanity." (Article 27 paragraph (2) of the 1945)

In order to create justice and improve social welfare for all Indonesian people, especially for workers with disabilities, the government is committed to increase the absorption of workers with disabilities through the sustainable development goals or SDGs. Several SDGs that support the government's commitment to increasing the absorption of workers with disabilities include SDGs 3 which emphasizes a healthy and prosperous life, SDGs 8 on decent work and economic growth, SDGs 9 on industry, innovation, and infrastructure, SDGs 10 on reducing inequality, and SDGs 16 which focuses on peace, justice, and strong institutions. The SDGs that encourage sustainable development are an important aspect in the preparation of the Long-Term Development Plan/*Rencana Pembangunan Jangka Panjang* (RPJP) 2025–2045 and the Medium-Term Development Plan/*Rencana Pembangunan Jangka Menengah* (RPJM) 2025–2029.

Law No. 59 of 2024 concerning the National Long-Term Development Plan for 2025–2045 emphasizes that persons with disabilities as a vulnerable group receive special attention in national development planning, which is reflected in social transformation and social protection to improve the quality of human life, overcome poverty and inequality in various forms, promote social justice, and build an inclusive society and environment. Furthermore, Presidential Regulation No. 12 of 2025 concerning the National Medium-Term Development Plan/*Rencana Pembangunan Jangka Menengah Nasional* (RPJMN) 2025–2029 also emphasizes the importance of human resource development through the active participation of persons with disabilities in development. This demonstrates the government's strong commitment to ensuring equal rights in various areas of life, especially in the employment sector. Therefore, the government can strengthen this commitment through the Minister of Manpower Regulation and the Minister of Administrative and Bureaucratic Reform Regulation that support remote working and hybrid office systems in order to absorb workers with disabilities to fulfill the rights of persons with disabilities.

The Ministerial Regulation of Manpower can serve as a reference for companies in employing people with disabilities. In this case, companies can provide remote working and hybrid office options for people with disabilities. Hybrid offices are generally applied to workers with sensory disabilities, while remote working is applied to workers with physical disabilities. Furthermore, the Ministerial Regulation of Administrative and Bureaucratic Reform, which serves as a reference for government agencies in employing people with disabilities, also provides remote working and hybrid office options. In this regard, private companies and government agencies are obliged to comply with the Ministerial Regulation and the Ministerial Regulation of PANRB. The Ministerial Regulation and the Ministerial Regulation of PANRB on remote working and hybrid office for workers with disabilities that meet the principles of fairness, inclusivity, accessibility, and non-discrimination will not be optimally implemented without the support and cooperation of various parties (Wulansari & Prabawati, 2021). In addition, the socialization of government policies regarding the Ministerial Regulation and the Ministerial Regulation of PANRB on remote working and hybrid office can be implemented comprehensively to ensure that every member of the public understands the policies to be implemented. The process of socializing government policies that involve the public can increase government accountability because it can increase public participation and build public trust.

The implementation of the Minister of Manpower Regulation and the Minister of Administrative and Bureaucratic Reform Regulation on remote working and hybrid office arrangements can be strengthened through technological advancements in the digital era. First, workers with sensory disabilities can be supported by technologies such as screen readers with braille displays and text-to-speech applications, which facilitate access to information for individuals with visual impairment or blindness. In addition, individuals

with hearing impairments can benefit from technologies such as Google Live Transcribe, which converts speech in videos or recordings into readable text (Guardiola, 2025). Second, workers with physical disabilities can be assisted by advanced technologies, such as smart wheelchairs equipped with Global Positioning System (GPS) and automatic navigation systems, enabling them to move independently.

Table 2. Implementation of remote working and hybrid office systems

Indicator	Italy	Spain	United Kingdom
Regulation	Law No. 81/2017	Sábado 10 de julio de 2021	Equality act 2010
Work system	Protection of safety and health Provision of safe technological equipment Remote work insurance Limitation on the maximum number of working hours	Guanranteses for resources of workers with disabilities Provision of tools and equipment for workers with disabilities, including those supporting remote work	Permission for remote or hybrid work Provision of additional rest breaks Provision of special equipment for workers with disabilities Flexibility of work location to accommodate workers' needs
Goals	Achieving employee satisfaction with the implementation of a flexible work system to improve productivity and work-life balance	To prevent all forms of discrimination against workers with disabilities, both direct and indirect	To realize equality for workers with disabilities
Achievement	Increase in the implementation of smart working from 570,000 in 2019 to 3.6 million in 2022 Positive survey results regarding productivity (75%) and work-life balance (77%) Increase in 2023, particularly in the recruitment of workers with disabilities in mid-2023 by 12.4% compared to the same period in 2022, reaching around 265,000 workers with disabilities	85% of companies in Spain adopted the hybrid work model in 2023. This shows that the remote work system implemented by companies can provide flexibility for workers with disabilities, particularly in choosing a work environment that suits their needs. In doing so, Spain demonstrates its commitment to creating an inclusive and adaptive work environment.	In the second quarter of 2024, from April to June, there were 5.5 million persons with disabilities employed in the United Kingdom. This indicates an increase of 310,000 workers with disabilities compared to the previous year.

Furthermore, innovations such as the Computer Device System for Persons with Disabilities/*Sistem Perlengkapan untuk Difabel* (SIPAFDA), developed by five students from Brawijaya University, allow individuals without hands or with limb disabilities to operate computers using gyroscope sensors. Another example is Japan's Dawn Avatar Robot Café, which supports persons with disabilities engaged in remote work, as its robots can be operated remotely via the internet (Valdes, 2025). Through these technological advancements, the application of remote working and hybrid office systems for people with disabilities can enhance their skills and competencies in line with contemporary developments, thereby creating new opportunities in the labor sector. This system has also been implemented in several countries, including Italy, Spain, and Germany.

The successful implementation of remote working and hybrid office systems in Italy, Spain, and the United Kingdom provides an appropriate model for accelerating the employment of persons with disabilities in Indonesia. Policies that specifically regulate

occupational safety and health protection, adjustments to working hours and locations, the provision of equipment, as well as guarantees and insurance for remote work, may serve as valuable references for both government institutions and private enterprises in enhancing the absorption of workers with disabilities. However, realizing this objective requires a collaborative approach that engages multiple stakeholders to accelerate the inclusion of people with disabilities in the labor market and to ensure the fulfillment of their employment rights. The involvement of all parties must be integrated into a unified framework, which can be effectively established through the pentahelix model.

The pentahelix concept represents a collaborative model involving the government, businesses, academia, media, and communities in achieving common goals (Medlimo, 2022; Nurhaeni et al., 2024). This concept emphasizes the importance of multi-stakeholder collaboration in creating sustainable social innovations that are based on the real needs of society, thereby accelerating the comprehensive absorption of workers with disabilities (Srihardian et al., 2022). Accordingly, cooperation among these five elements is required, with each assuming distinct roles and responsibilities. The government is responsible for formulating policies and regulations that support the fulfillment of disability rights. In addition, collaborative governance must involve the other four actors; businesses, academia, media, and communities (Priyanto & Hentika, 2024). Businesses are expected to create employment opportunities for persons with disabilities, while academia plays a role in conducting research and providing skills training to enhance the competitiveness of disabled workers. Educational institutions can further support this by integrating inclusive education practices, developing disability-specific entrepreneurship programs, and forming partnerships with industries to offer internships for students with disabilities. The media contributes by raising public awareness about equal employment opportunities for persons with disabilities—who are often vulnerable to injustice and discrimination in the workplace—by promoting the principles of justice, welfare, and equality. Effective media campaigns can challenge stereotypes, highlight success stories, and foster societal empathy and acceptance, which are critical in shifting public perceptions. Meanwhile, communities play a role in supporting the employment rights of persons with disabilities through skills development programs and by acting as facilitators in the recruitment process.

Several communities and organizations support workers with disabilities, such as Dnetwork and the Indonesian Disability Empowerment/*Perkumpulan Penyandang Disabilitas Indonesia* (PPDI). Dnetwork is an employment platform for persons with disabilities that provides various forms of information related to job vacancies, vocational training, and career consultation. These services represent one of the efforts to increase the accessibility of people with disabilities to the labor market (Dewi et al., 2023). In addition, PPDI functions as an umbrella organization for disability-related social groups, serving as a platform for advocacy, coordination, consultation, and dissemination of disability issues. PPDI plays a significant role in empowering people with disabilities to become independent, productive, and socially integrated individuals. PPDI (2024) received recognition from the Indonesian World Records Museum (MURI) for its achievement in collaborating with BNI 46 to empower 65 persons with disabilities as agents of the Laku Pandai program, surpassing the initial target. This recognition demonstrates PPDI's commitment to empowering people with disabilities by providing equal opportunities in the workforce. By fostering inclusive economic growth, these efforts can reduce poverty rates among people with disabilities and promote long-term social mobility. Furthermore, continued collaboration with the private sector is essential to ensure that such empowerment initiatives are not only one-time efforts but are embedded in long-term organizational strategies. Through such collaborations, which foster synergy and shared commitment among stakeholders, the acceleration of employment absorption for persons with disabilities can be realized in a concrete and sustainable manner, grounded in the principles of justice, inclusivity, accessibility, and non-discrimination.

4. Conclusions

Law 8/2016 stipulates that companies and government agencies are obligated to employ workers with disabilities. Furthermore, the law also stipulates sanctions for companies and government agencies that fail to employ workers with disabilities. The government also mandates that companies and government agencies be rewarded for employing workers with disabilities. Negative stigma and inadequate accessibility make employers hesitant to employ workers with disabilities. Remote working and hybrid office systems can help workers with disabilities work more comfortably and effectively. However, their implementation is far from perfect. These systems still require development and legal enforcement. Therefore, the government needs to create ministerial regulations, namely the Minister of Manpower Regulation (Permenaker) for companies and the Minister of Administrative and Bureaucratic Reform Regulation (Permen PANRB) for civil servants.

Indonesia is a country that upholds the value of justice. Justice upheld in Indonesia is certainly not only about benefits for the majority, but also for the most vulnerable individuals in society, including workers with disabilities. Previously, the government has committed to accelerating the employment of people with disabilities by implementing the SDGs in Indonesia. To strengthen this commitment and increase employment for people with disabilities, the government can realize the Regulation of the Minister of Manpower and Regulation of the Minister of Administrative and Bureaucratic Reform concerning Remote Work Systems and Mixed Work for workers with disabilities. In its implementation, the government can also recommend several advanced technologies that can be provided to workers with disabilities to assist them in their work, such as screen readers, text-to-speech, Google Live Transcribe, Down Avatar, and GPS. The success of this regulation is based on countries such as Italy, Spain, and the United Kingdom, which have implemented remote working and hybrid office systems. Furthermore, the implementation of this regulation requires collaboration between five parties: the government, stakeholders, academics, business actors, and the community. Collaboration between these five parties is in accordance with the pentahelix concept and needs to be realized to maximize the acceleration of employment absorption of people with disabilities.

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Author Contribution

Conceptualization, Q.S, I.S.A and V.A.L.T.; Methodology, I.S.A.; Theoretical Framework, I.S.A.; Data Collection, Q.S, I.S.A and V.A.L.T.; Formal Analysis, Q.S. and V.A.L.T.; Writing – Original Draft Preparation, Q.S. (Research and Conclusion), I.S.A. (Introduction, Methodology, and Theory), and V.A.L.T. (Abstract and Research); Writing – Review & Editing, Q.S, I.S.A and V.A.L.T.; Supervision, I.S.A.

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Conflicts of Interest

The authors declare no conflict of interest.

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