

# Evaluating Industry-Aligned Skill Development Programs for Persons with Disabilities in Local Public Employment Services

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## ARTICLE INFO

### Keyword

Inclusive Employment;  
Disability Workforce  
Development;  
Vocational Training  
Effectiveness;  
Industry–Skill  
Alignment; Public  
Employment Services

### Manuscript History

Submitted on July 20,  
2025, February 23,  
2026. Revised  
manuscript submitted,  
February 26, 2026,  
with reviewer  
comments, Ahaanurat  
received on February  
26–28, 2026.

## ABSTRACT

Inclusive employment remains a critical component of sustainable development, yet persons with disabilities continue to face barriers in accessing formal labor markets due to limited industry-aligned vocational training and weak institutional coordination. This study aimed to evaluate the effectiveness of an industrial needs-based skill development program implemented by the Disability Service Unit of the Makassar City Manpower Office in improving the employability of persons with disabilities. The research employed a qualitative descriptive design. Data were collected through semi-structured interviews, field observations, and document analysis involving 15 informants, including government officials, company human resource managers, special education teachers, disability advocates, and persons with disabilities. The data were analyzed using the interactive model of qualitative analysis consisting of data reduction, data display, and conclusion verification. The findings indicated that the program had not yet achieved full effectiveness in preparing persons with disabilities for competitive participation in the formal labor market. Training activities remained largely administrative and were dominated by traditional skills that were not aligned with contemporary industry requirements. Limited involvement of industry stakeholders, inadequate accessibility, weak monitoring and evaluation mechanisms, and insufficient post-training job placement support further reduced program impact. These results demonstrate that workforce development programs for persons with disabilities require stronger industry collaboration, competency-based training design, and systematic performance evaluation to achieve meaningful employment outcomes. The study contributes to the literature on inclusive workforce development by highlighting the importance of strategic alignment between public employment services and labor market demands in promoting sustainable labor market inclusion.

## 1. Introduction

Inclusive employment has become a central pillar of sustainable development, particularly following the adoption of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) and the global commitment to Sustainable Development Goal (SDG) 8 on decent work and economic growth. Despite strengthened international norms and regulatory frameworks, persons with disabilities continue to experience structural

exclusion from formal labor markets. Empirical evidence across developing countries indicates that the gap is not merely regulatory but structural—rooted in skills mismatch, limited industry-aligned vocational training, and insufficient institutional coordination between labor service providers and industry actors ([Lindsay et al., 2021](#); [Tompa et al., 2022](#)).

Recent global studies show that persons with disabilities remain significantly underrepresented in formal employment due

to institutional barriers, limited access to skills development, and persistent labor market discrimination ([Krahn et al., 2021](#); [Mitra & Yap, 2023](#)). Furthermore, workforce development programs that are not aligned with industrial demand tend to produce training outcomes that fail to translate into sustainable employment opportunities ([Lindsay, Cagliostro, & Carafa, 2021](#)). These findings highlight the importance of industry-driven vocational training models and cross-sector collaboration in promoting inclusive employment systems ([Schur et al., 2022](#)).

In Indonesia, constitutional guarantees of equality and non-discrimination are reinforced by Law No. 39 of 1999 on Human Rights and Law No. 8 of 2016 concerning Persons with Disabilities, which explicitly recognize the right to work and equal participation in economic life. To operationalize inclusive employment, the government enacted Government Regulation No. 60 of 2020 mandating the establishment of Disability Service Units (Unit Layanan Disabilitas—ULD) within employment institutions. These units are designed to provide accessible vocational training, job placement services, and employment facilitation tailored to labor market needs. However, the existence of regulatory instruments does not automatically ensure policy effectiveness, particularly at the regional implementation level. Recent studies emphasize that policy implementation gaps frequently occur at the local government level due to institutional capacity limitations and weak stakeholder coordination ([Groce et al., 2022](#); [Shakespeare & Watson, 2023](#)).

At the local level, the Makassar City Government established the Disability Service Unit under the Manpower Office through Mayoral Decree No. 1285/560.05/2021. While the ULD has implemented several skill enhancement initiatives, including technical and service-oriented training, questions remain regarding the degree to which these programs are strategically aligned with evolving industrial workforce demands. The absence of systematic industry-based needs

assessment risks producing training outputs that do not translate into sustainable employment outcomes. This misalignment potentially undermines the broader objective of inclusive labor market participation. Research has shown that training programs for persons with disabilities are more effective when developed through industry partnerships and competency-based frameworks ([Lindsay et al., 2021](#); [Schur et al., 2022](#); [Mitra & Yap, 2023](#)).

Existing literature predominantly examines disability inclusion from legal, social, and empowerment perspectives. Although these studies contribute to normative and rights-based discourse, empirical investigations assessing the effectiveness of regionally implemented disability employment services—particularly in relation to industry demand alignment—remain limited. Recent scholarship calls for more empirical research that integrates public administration, labor market policy, and human capital development frameworks in evaluating disability employment programs ([Krahn et al., 2021](#); [Groce et al., 2022](#)).

This study addresses this gap by evaluating the effectiveness of the skill development programs implemented by the Disability Service Unit of the Makassar City Manpower Office from an industry-needs perspective. Specifically, the study examines (1) the extent to which training programs are aligned with industrial workforce demands, and (2) the effectiveness of these programs in enhancing the competencies and competitiveness of persons with disabilities in the formal labor market.

Theoretically, this research contributes to the advancement of inclusive labor market and human capital development theories by contextualizing them within disability employment policy implementation at the local government level. It also enriches public administration scholarship by providing an effectiveness-based assessment of a decentralized disability service institution. Practically, the findings offer evidence-based recommendations for policymakers, local

governments, and industry stakeholders to strengthen collaborative, demand-driven training systems that enhance labor market inclusion ([Tompa et al., 2022](#); [Shakespeare & Watson, 2023](#)).

The novelty of this study lies in its integrative analytical framework that bridges disability employment policy, industry-based competency alignment, and program effectiveness evaluation at the regional level. Unlike prior research that emphasizes normative policy review or general empowerment outcomes, this study provides an empirical and implementation-focused assessment of how disability service units can function as strategic instruments for inclusive workforce development in a decentralized governance context.

## 2. Literature Review

### 2.1 Conceptual and Theoretical Foundations

Disability is increasingly understood through an interactional and socio-ecological perspective rather than a purely biomedical lens. The World Health Organization (WHO), through the International Classification of Functioning, Disability and Health (ICF), conceptualizes disability as the result of interactions between individual impairments and environmental barriers. This aligns with Law No. 8 of 2016 of the Republic of Indonesia, which recognizes disability as long-term physical, intellectual, mental, and/or sensory limitations that may hinder equal participation in society. Contemporary scholarship emphasizes that exclusion from employment is often driven not by impairment itself, but by institutional and structural barriers within labor markets ([Schur et al., 2022](#); [Mitra & Yap, 2023](#)). Therefore, disability inclusion requires systemic reforms that address environmental accessibility, organizational practices, and policy implementation ([Lindsay, 2023](#)).

From a public administration perspective, the implementation of Disability Service Units (ULD) can be analyzed within the framework of Public Service Management. Public service management emphasizes

accountability, responsiveness, service quality, and citizen-oriented governance. In this context, ULD functions as a public service institution responsible for ensuring accessible employment services for persons with disabilities. The effectiveness of such institutions depends on adherence to service standards, transparency, and responsiveness to stakeholders' needs. Recent public sector research highlights that service effectiveness in disability employment programs is strongly influenced by inter-organizational coordination, leadership commitment, and inclusive governance mechanisms ([Groce et al., 2022](#); [Jetha et al., 2023](#)).

Human Resource Management (HRM) theory further provides a foundation for understanding workforce development. According to strategic HRM perspectives ([Dessler, 2017](#)), human capital constitutes a strategic asset that enhances organizational competitiveness when skills are aligned with market demands. For persons with disabilities, competency-based training becomes a mechanism to enhance employability and labor market participation. Research shows that training programs integrating industry needs and competency mapping significantly improve employment outcomes for marginalized groups ([Lindsay et al., 2021](#); [Ameri et al., 2024](#)). Therefore, HRM practices emphasizing inclusive workforce development and capacity building are crucial for improving employment opportunities for persons with disabilities.

Strategic Management theory also informs this study. Strategic management involves formulating and implementing long-term plans to achieve competitive advantage and organizational effectiveness ([Hitt et al., 2017](#); [Bryson, 2018](#)). Within the public sector, strategic alignment between training programs and labor market demand is essential to ensure policy effectiveness. ULD, as a policy implementation instrument, must adopt a demand-driven strategy that integrates labor market analysis with training design. Studies indicate that government programs aligned with labor market intelligence and industry

partnerships are more successful in promoting sustainable employment outcomes ([Tompa et al., 2022](#); [Lindsay, 2023](#)).

Effectiveness theory provides the primary analytical lens of this research. Organizational effectiveness is commonly measured through goal attainment, adaptability, internal integration, stakeholder satisfaction, and efficient resource utilization ([Steers, 1985](#); [Mahmudi, 2019](#)). In the context of disability employment services, effectiveness can be assessed by evaluating whether training programs achieve intended objectives—namely improving competencies and employability outcomes consistent with industry requirements. Recent research suggests that effective disability employment programs require integrated monitoring systems, stakeholder collaboration, and adaptive program management ([Schur et al., 2022](#); [Jetha et al., 2023](#)).

## 2.2 Review of Empirical Studies

Recent empirical studies indicate that disability-inclusive employment policies are more successful when training programs are aligned with labor market demand. Studies across developing economies demonstrate that vocational training programs lacking industry collaboration often produce limited employment outcomes, as skills developed during training do not correspond with market needs ([Mitra & Yap, 2023](#)). Conversely, demand-driven and competency-based training models significantly improve employability rates among persons with disabilities by strengthening practical skills and workplace readiness ([Lindsay et al., 2021](#)).

Empirical research in public service management also highlights that institutional coordination and strategic planning significantly influence program effectiveness. For instance, studies on decentralized employment services show that local government capacity, leadership commitment, and cross-sector collaboration between government agencies, industries, and civil society organizations determine successful

policy implementation ([Groce et al., 2022](#); [Tompa et al., 2022](#)). Furthermore, recent research emphasizes the importance of inclusive workplace ecosystems that integrate training programs with job placement support, mentoring systems, and employer engagement strategies ([Ameri et al., 2024](#); [Jetha et al., 2023](#)). Such integrated approaches enhance employment sustainability and reduce the disability employment gap.

However, several methodological limitations remain evident in prior research. First, many studies focus on national-level policy evaluation rather than regional or local implementation. Second, research often emphasizes social inclusion outcomes without systematically measuring program effectiveness using structured effectiveness dimensions. Third, limited studies integrate human capital theory with public policy implementation in the context of disability employment services ([Schur et al., 2022](#)). These limitations underscore the need for a contextual, effectiveness-based evaluation at the local government level.

## 2.3 Identification of the Research Gap

Based on theoretical and empirical synthesis, several research gaps emerge. First, while disability inclusion policies have been widely discussed, empirical evaluations of Disability Service Units (ULD) at the regional level remain limited.

Second, existing studies insufficiently analyze the alignment between skill development programs and actual industrial workforce demands. Third, there is limited integration of Public Service Management, Human Resource Management, Strategic Management, and Organizational Effectiveness theories within a single analytical framework assessing disability employment services ([Lindsay, 2023](#); [Ameri et al., 2024](#)). Therefore, this study addresses a contextual and theoretical gap by evaluating the effectiveness of ULD Makassar's industry-based skill development programs using an integrated

public management and human capital perspective.

## 2.4 Development of the Conceptual Framework

This study conceptualizes program effectiveness as the dependent variable, influenced by strategic alignment, public service quality, and human resource development mechanisms. The conceptual relationships are structured as follows:

1. Industry Needs Alignment (derived from Strategic Management theory) influences the relevance of training programs.

2. Public Service Management Quality (transparency, responsiveness, service standards) influences implementation performance.
3. Human Resource Development Practices (competency-based training, capacity building, mentoring) influence skill improvement outcomes.
4. These factors collectively determine Program Effectiveness, measured through goal attainment, employability outcomes, stakeholder satisfaction, and adaptability.

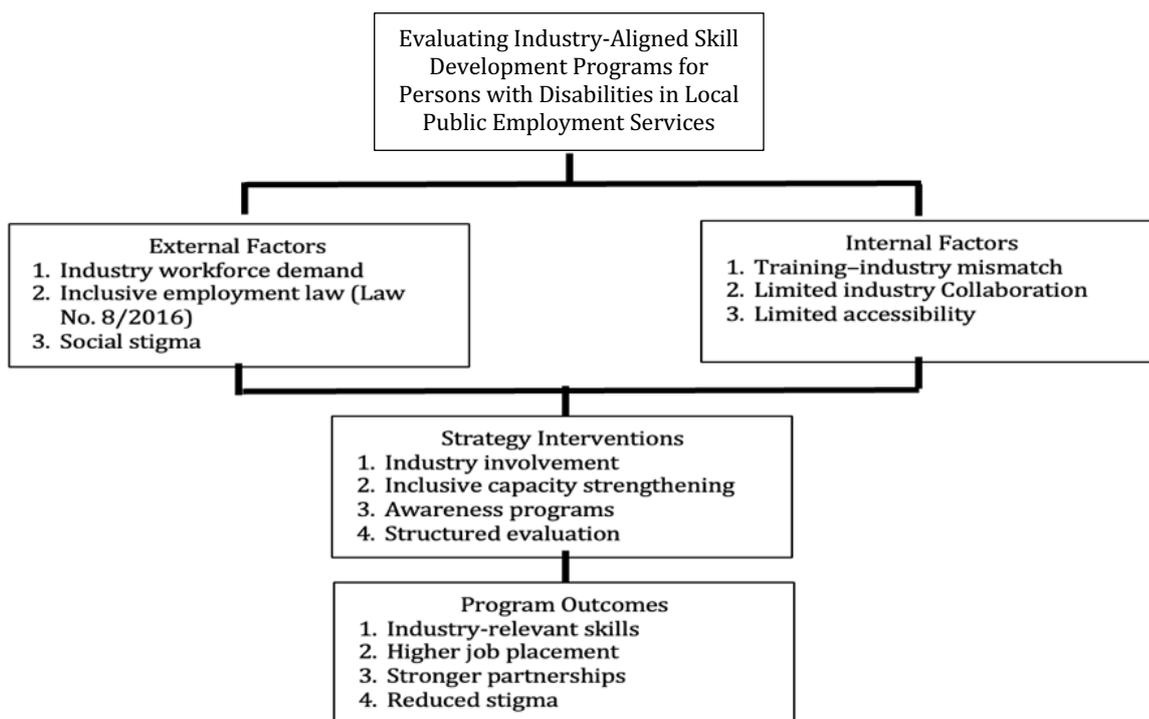


Fig. 1. Conceptual Framework of the study.

## 3. Research Methods

### 3.1 Research Design

This study employs a descriptive research design using a qualitative approach. According to Bogdan and Taylor (as cited in [Moleong, 2007](#)), qualitative methodology refers to research procedures that produce descriptive data in the form of written or spoken words derived from observed individuals and behaviors. Qualitative research is conducted in natural settings and emphasizes discovery. In this approach, the researcher serves as the primary instrument of

data collection and analysis. Therefore, the researcher must possess sufficient theoretical knowledge and broad insight to formulate relevant questions, conduct in-depth analysis, and construct a comprehensive understanding of the research object. This study prioritizes meaning-making and acknowledges the value-bound nature of social inquiry.

In principle, qualitative research aims to critically explain and describe phenomena, events, or social interactions in order to uncover their meanings within real-life contexts. As such, qualitative research is

inherently descriptive, relying on the collection of non-numerical (soft) data rather than statistical (hard) data for analysis (Muri, 2014). This design is particularly appropriate for exploring the effectiveness of skill development programs for persons with disabilities, as it allows for an in-depth understanding of implementation processes, institutional dynamics, and stakeholder experiences within the Disability Service Unit of the Makassar City Manpower Office.

### 3.2 Research Context and Setting

This study was conducted at the Disability Service Unit (Unit Layanan Disabilitas—ULD) of the Makassar City Manpower Office, South Sulawesi, Indonesia. The ULD is responsible for implementing disability-inclusive employment policies, including vocational training, job placement facilitation, and coordination with industry stakeholders. The selection of this setting is justified by its strategic role in operationalizing Government Regulation No. 60 of 2020 at the regional level.

Makassar City, as a growing economic and industrial center in Eastern Indonesia, provides a relevant context for examining the alignment between skill development

programs and labor market demands. Despite the establishment of the ULD through Mayoral Decree No. 1285/560.05/2021, the effectiveness of its training programs in meeting industry needs remains underexplored. Therefore, this setting offers a meaningful context for investigating the implementation and effectiveness of disability-focused workforce development programs within a decentralized governance framework.

### 3.3 Research Participants

In qualitative research, the concept of population is replaced by informants who are purposively selected based on their relevance, experience, and direct involvement in the phenomenon under study. Informants in this research were chosen using purposive sampling, ensuring that they possess in-depth knowledge and practical experience related to the implementation of disability workforce skill development programs in Makassar City.

The selected informants consist of key stakeholders representing policy-makers, program implementers, industry actors, educational institutions, beneficiaries, and independent observers. A total of 15 informants were interviewed, as presented below :

**Table 1 Research Informants**

Informant	Number	Description
Head of Makassar City Manpower Office	1	Policy maker responsible for determining and overseeing Disability Service Unit (ULD) programs
Head of Job Placement Division	1	Responsible for implementing employment policies and coordinating ULD activities
Functional Job Placement Officer	1	Technical implementer of employment services and ULD programs
Special Education (SLB) Teachers	4	Provide insights on the educational background, training readiness, and employability of persons with disabilities
Company HR Managers	4	Represent industry perspectives regarding workforce needs, training relevance, and employment absorption challenges
Persons with Disabilities	3	Provide direct experiences regarding training effectiveness and employment barriers
Disability Advocacy Observer	1	Independent perspective on program effectiveness, accessibility, and inclusive employment ecosystem

The inclusion of multiple stakeholder groups enables data triangulation and enhances the credibility and contextual depth of the study findings.

### 3.4 Data Sources and Data Collection

This study utilized both primary and secondary data sources to ensure comprehensive and credible findings. Data were collected through semi-structured interviews, allowing the researcher to prepare guiding questions based on the research problem while remaining flexible to explore emerging themes during the interview process. This open-ended approach enabled deeper discussions and facilitated the discovery of insights that were not initially anticipated, thereby enriching the understanding of the research context.

Primary data were obtained directly from key informants through in-depth interviews and field observations. These informants included the Head of the Makassar City Manpower Office, the Head of the Job Placement Division, the Functional Job Placement Officer, company HR managers, persons with disabilities, special education (SLB) teachers, and a disability advocacy observer.

Secondary data were collected through document analysis and literature review, including relevant laws and regulations, official reports from the Makassar City Manpower Office and the Ministry of Manpower of the Republic of Indonesia, academic journal articles, books, and other scholarly sources related to disability employment and workforce development.

### 3.5 Data Analysis Technique

Data were analyzed using the interactive model of qualitative data analysis proposed by Miles and Huberman, which consists of three concurrent steps: data reduction, data display, and conclusion drawing/verification. Data reduction involved selecting, focusing, and organizing raw interview transcripts and field notes according to emerging themes related to

program effectiveness, industry alignment, and institutional performance.

Data display was conducted by organizing the data into matrices and thematic categories to facilitate systematic interpretation. Finally, conclusions were drawn through continuous comparison, verification, and triangulation across different data sources to ensure credibility and consistency. To enhance trustworthiness, the study applied source triangulation, prolonged engagement, and cross-checking of findings with relevant stakeholders.

### 3.6 Ethical Considerations

This study followed ethical research principles, including informed consent, confidentiality, and data protection. All participants were informed about the purpose of the study and their voluntary participation. Their identities were anonymized, and all collected data were securely stored and used solely for academic purposes.

### 3.7 Research Procedure

The research was conducted in several stages: problem formulation, literature review, development of interview guidelines, data collection through interviews and observation, data analysis using thematic analysis, and verification through triangulation. These steps ensured methodological transparency and rigor.

### 3.8 Methodological Limitations

This study is limited to a single case at the Makassar City Disability Service Unit, which may restrict generalizability. The findings rely primarily on qualitative interviews, which may involve subjective perspectives. Future research may use comparative or mixed-method approaches to enhance broader applicability.

## 4. Results and Discussion

This study examines the extent to which the training programs implemented by the Disability Service Unit (ULD) of the Makassar

City Manpower Office are effective in improving the work competencies of persons with disabilities in alignment with industry needs. The findings are analyzed using the Organizational Effectiveness framework of [Steers \(1985\)](#) and the public sector effectiveness perspective of [Mahmudi \(2019\)](#).

## 4.1 Results

### 4.1.1. Goal Attainment

From the perspective of goal attainment, the training programs have not fully achieved their primary objective of preparing persons with disabilities for competitive entry into the formal labor market. Although several training activities have been conducted, they remain largely administrative rather than outcome-based. The types of training offered primarily traditional skills such as handicrafts and sewing are not sufficiently aligned with current industrial demands. Interviews with company HR representatives indicated that industries expect job-ready candidates with specific technical and adaptive competencies. However, such competencies are not yet systematically developed through existing programs. This indicates a gap between program objectives and actual labor market outcomes.

### 4.1.2. Internal Process and Resource Utilization

From the internal process and resource utilization perspective, program implementation reveals inefficiencies in strategic coordination and stakeholder involvement. Industry actors are not actively engaged in designing training curricula or evaluating program effectiveness. Their involvement is mostly limited to providing recruitment data. According to Strategic Human Resource Management principles, external stakeholder collaboration is crucial for ensuring alignment between workforce development and industry needs. The limited industry engagement weakens the strategic positioning of ULD as a facilitator of inclusive labor markets.

Additionally, accessibility issues persist. Training facilities and program designs have not fully accommodated diverse types of disabilities. This reflects a service design gap between participant needs and training delivery mechanisms. Resource utilization, while administratively structured, has not yet translated into optimized employment outcomes.

### 4.1.3. Adaptability to Environmental Demands

In terms of adaptability, the ULD has shown limited responsiveness to changing industrial trends. Modern industries require digital literacy, customer service skills, and technical competencies relevant to contemporary business environments. However, training modules have not significantly evolved to reflect these market shifts. The absence of systematic labor market analysis further constrains the program's adaptive capacity.

### 4.1.4. Stakeholder Satisfaction

Stakeholder satisfaction remains mixed. While government officials perceive the program as fulfilling regulatory obligations, industry representatives and disability advocates express concerns regarding its practical impact. Persons with disabilities reported that post-training support—such as job placement assistance, internships, and mentoring—remains limited. The lack of structured follow-up mechanisms reduces the transferability of acquired skills into real employment opportunities.

### 4.1.5. Organizational Growth and Development

The findings indicate that monitoring and evaluation (M&E) mechanisms are not yet systematically integrated into program cycles. Post-training evaluation and long-term tracking of employment outcomes are minimal. According to performance management principles, effectiveness requires continuous assessment to ensure skill transfer and

sustainable improvement. Without robust M&E systems, organizational learning and program refinement remain constrained.

#### 4.1.6. External Barriers: Communication and Stigma

Beyond internal challenges, external factors also hinder effectiveness. Limited socialization of ULD programs results in low awareness among companies, special

education institutions, and persons with disabilities themselves. Furthermore, persistent stigma within society and industry where disabled workers are perceived as less productive creates structural barriers to employment. These findings suggest that program effectiveness is influenced not only by internal management factors but also by broader socio-cultural dynamics.

**Table 2. Evaluation of Program Effectiveness Based on Key Dimensions**

Dimension	Indicators Assessed	Empirical Evidence (Coding Summary)	Assessment
Goal Attainment	Alignment of training with industry needs; employment outcomes	Training remains general/traditional; limited formal sector absorption (INT-HRD1, INT-DIS2)	Not Achieved
Internal Process	Stakeholder coordination; curriculum planning involvement	Industry minimally involved in planning; mostly administrative implementation (INT-HRD2, INT-HEAD1)	Weak
Resource Utilization	Use of budget, facilities, trainers	Resources allocated but not linked to measurable job placement outcomes (DOC-MONEV, INT-OFFICER1)	Moderate
Adaptability	Responsiveness to labor market changes	Limited adjustment to digital/modern industry competencies (INT-HRD3, INT-ADV1)	Low
Stakeholder Satisfaction	Perception of program relevance; follow-up support	Mixed responses; limited post-training facilitation (INT-DIS1, INT-SLB2)	Moderate-Low
Organizational Development	Monitoring & evaluation system; sustainability	No structured post-training tracking system (DOC-REPORT, INT-OFFICER2)	Weak
External Environment	Communication outreach; stigma reduction	Low awareness of ULD programs; persistent employer stigma (INT-HRD4, INT-OFFICER1)	Low

Source: Processed and analyzed from primary interview data and institutional documents (2024).

#### Code:

**INT-HEAD** = Interview with Head of Manpower Office

**INT-HRD** = Interview with Company HR Representative

**INT-DIS** = Interview with Person with Disability

**INT-SLB** = Interview with Special Education Teacher

**INT-ADV** = Interview with Disability Advocate

**DOC-MONEV** = Monitoring & Evaluation Documents

**DOC-REPORT** = Official Institutional Reports

## 4.2 Research Discussion

The findings indicate that the skill development programs implemented by the Disability Service Unit (ULD) of the Makassar City Manpower Office have not yet achieved full effectiveness in preparing persons with disabilities for competitive participation in the formal labor market. When analyzed through the organizational effectiveness framework proposed by [Steers \(1985\)](#), the most critical weaknesses appear in the dimensions of goal attainment and adaptability. Although training programs are conducted regularly, their outcomes remain largely administrative rather than employment-oriented. This condition reflects a structural gap between policy implementation and measurable labor market outcomes. Organizational effectiveness theory emphasizes that programs can only be considered effective when planned objectives are translated into tangible performance results ([Steers, 1985](#); [Mahmudi, 2019](#)). In the context of employment services, effectiveness should therefore be assessed through indicators such as skill acquisition, job placement rates, and sustainable workforce participation among program beneficiaries ([Tompa et al., 2022](#); [Jetha et al., 2025](#)).

From a human capital perspective, workforce training should enhance competencies that improve productivity and employability within competitive labor markets. Strategic Human Resource Management theory highlights that human capital development becomes valuable only when competencies are aligned with organizational or industry needs ([Armstrong, 2006](#); [Dessler, 2017](#)). However, the dominance of traditional skill-based training—such as handicrafts and sewing—demonstrates limited alignment with contemporary industrial requirements. This finding indicates that the current training design does not sufficiently integrate labor market intelligence and competency mapping processes. Previous studies similarly show that vocational programs for persons with disabilities often fail to produce sustainable employment

outcomes when training content is disconnected from market demand ([Mitra & Yap, 2023](#)). In contrast, research on inclusive workforce development suggests that competency-based training integrated with industry needs significantly improves employment outcomes and long-term labor market participation ([Lindsay et al., 2021](#); [Ameri et al., 2024](#)).

The limited involvement of industry stakeholders further weakens strategic alignment within the training programs. Interviews with company HR representatives revealed that industry participation is largely passive and restricted to providing recruitment data rather than actively contributing to training design, curriculum development, or evaluation. Strategic management theory emphasizes that effective strategy formulation requires continuous engagement with external stakeholders to ensure environmental responsiveness ([Bryson, 2018](#); [Hitt et al., 2017](#)). Without structured collaboration between government institutions and industry actors, workforce development programs risk producing skills that are irrelevant to labor market needs. Similar findings have been reported in studies of disability employment policy implementation, which highlight that strong partnerships between public employment services and private sector actors are essential for reducing the disability employment gap ([Schur et al., 2022](#); [Groce et al., 2022](#); [Ameri et al., 2024](#)). Consequently, the absence of institutionalized collaboration mechanisms limits the strategic capacity of ULD to function as an intermediary institution connecting disability employment policy with industry workforce demands.

Internal process evaluation also reveals weaknesses in monitoring and evaluation (M&E) mechanisms within the program implementation cycle. Performance management theory emphasizes that program effectiveness should be evaluated not only through implementation outputs but also through measurable outcomes and long-term impacts ([Mahmudi, 2019](#)). In this study,

monitoring systems appear to focus primarily on the administrative completion of training activities rather than assessing employment outcomes such as job placement rates, internship opportunities, or long-term employment sustainability. The absence of structured follow-up mechanisms—such as job matching services, mentoring programs, or post-training employment tracking—limits the ability of institutions to assess the real impact of training programs. Similar challenges have been identified in other studies examining disability employment programs, which emphasize the importance of integrated monitoring systems and outcome-based evaluation frameworks in ensuring policy effectiveness ([Tompa et al., 2022](#); [Jetha et al., 2025](#)).

Beyond institutional limitations, accessibility challenges and persistent social stigma further complicate program effectiveness. Contemporary disability studies emphasize that disability should be understood not solely as an individual impairment but as a product of interactions between individuals and environmental barriers ([Bickenbach et al., 1999](#)). From this perspective, employment barriers faced by persons with disabilities often stem from structural factors such as inaccessible training facilities, limited workplace accommodations, and discriminatory perceptions among employers ([Schur et al., 2022](#)). In this study, findings indicate that training facilities and program delivery mechanisms have not fully accommodated diverse disability types, thereby reducing program accessibility and participation. Moreover, persistent employer stigma reflects broader socio-cultural barriers that continue to shape labor market inequality. According to Equity Theory, perceptions of fairness and productivity significantly influence organizational decision-making regarding workforce inclusion ([Adams, 1965](#)). When employers perceive persons with disabilities as less productive or more costly to accommodate, inclusive employment initiatives face structural resistance. These

findings are consistent with previous research highlighting that social stigma remains a major barrier to disability employment worldwide ([Hahn, 1988](#); [Shakespeare & Watson, 2023](#)).

Communication shortcomings also emerged as a significant factor affecting program effectiveness. Limited socialization of ULD programs has resulted in low awareness among companies, educational institutions, and persons with disabilities themselves. Organizational communication theory suggests that effective institutions must maintain continuous information exchange with their external environment to ensure coordination and collaboration ([Katz & Kahn, 1978](#)). In the absence of proactive communication strategies, opportunities for partnerships, program participation, and employment placement become significantly reduced. Studies in public service management similarly emphasize that effective service delivery requires transparency, stakeholder engagement, and accessible information dissemination ([Hayat, 2017](#); [Rachman, 2021](#)). Weak communication strategies therefore limit the ability of the Disability Service Unit to build strategic partnerships and expand the inclusive employment ecosystem.

Overall, the findings demonstrate that program ineffectiveness is not merely a technical issue but a systemic one involving multiple interrelated factors. These include strategic misalignment between training content and labor market demand, limited industry collaboration, weak monitoring and evaluation systems, accessibility limitations, and persistent socio-cultural stigma toward persons with disabilities. Such conditions reflect broader challenges in implementing inclusive employment policies at the local government level, where institutional capacity, stakeholder coordination, and policy integration often remain limited ([Groce et al., 2022](#); [Devitayanti & Maksum, 2023](#); [Mallarangi & Nawangsari, 2023](#)). Strengthening industry collaboration, redesigning competency-based training curricula, institutionalizing performance monitoring systems, improving

accessibility standards, and expanding communication strategies therefore become essential steps for improving the effectiveness of disability workforce development programs.

These findings contribute to the broader discourse on disability-inclusive workforce development by demonstrating that regulatory compliance alone is insufficient to ensure meaningful labor market inclusion. Although Indonesia has established legal frameworks supporting disability rights, including the guarantee of equal employment opportunities under national legislation, effective implementation requires integrated strategic management, human capital development, and stakeholder-driven collaboration ([Estika & Rumayya, 2024](#); [Hidayatullah et al., 2022](#)). In decentralized governance contexts, institutions such as Disability Service Units must therefore function not only as administrative service providers but also as strategic facilitators connecting public policy objectives with labor market realities. Only through such integrated approaches can inclusive employment initiatives effectively reduce the disability employment gap and promote sustainable workforce participation.

## 5. Conclusion

The conclusion synthesizes the main findings of this study and highlights their significance in relation to the research objectives. This research evaluated the effectiveness of industry-based skill development programs implemented by the Disability Service Unit (ULD) of the Makassar City Manpower Office in improving the employability of persons with disabilities. Overall, the findings indicate that although regulatory frameworks and institutional mechanisms supporting inclusive employment have been formally established, the implementation of the programs has not yet fully achieved the intended outcomes. The effectiveness of the programs remains constrained by limited industry alignment, weak monitoring mechanisms, insufficient stakeholder integration, and socio-cultural

barriers that affect employment opportunities for persons with disabilities. These results emphasize the importance of strengthening strategic alignment, institutional coordination, and outcome-oriented program management in order to transform vocational training initiatives into sustainable inclusive employment systems.

## 5.1 Summary of Key Findings

This study investigated the effectiveness of skill development programs for persons with disabilities implemented by the Disability Service Unit of the Makassar City Manpower Office. The findings reveal that the programs have not yet achieved optimal effectiveness in enhancing the employability and labor market competitiveness of persons with disabilities.

Several key challenges were identified. First, training programs are largely administrative and insufficiently aligned with the evolving needs of the industrial sector. Second, industry stakeholders are not actively involved in training design and evaluation processes. Third, monitoring and evaluation mechanisms are not systematically implemented, limiting the ability to measure long-term employment outcomes. Additionally, accessibility limitations, limited dissemination of program information, and persistent stigma toward persons with disabilities further reduce program effectiveness. These findings indicate that institutional readiness alone is insufficient without strong collaboration with labor market actors and a performance-oriented implementation framework.

## 5.2 Theoretical Contributions

This study contributes to the academic literature by integrating Organizational Effectiveness theory, Public Sector Performance Management, Strategic Human Resource Management, and Strategic Management perspectives within the context of disability-inclusive workforce development.

First, the research extends organizational effectiveness theory by demonstrating that the effectiveness of disability employment services

is influenced not only by internal organizational processes but also by external stakeholder alignment and socio-economic environments. Second, the study refines human capital and strategic HRM frameworks by highlighting that competency development for marginalized groups requires direct collaboration with industry actors to ensure labor market relevance. Third, this study fills an empirical gap by providing contextual evidence from a decentralized governance setting, offering a framework for evaluating disability employment service effectiveness at the local government level in developing countries.

### 5.3 Practical and Policy Implications

The findings of this study provide several practical implications for policymakers and practitioners. First, local governments should redesign training programs using an industry-based competency framework and actively involve industry representatives in curriculum development and evaluation. Second, structured monitoring and evaluation systems should be institutionalized to track training outcomes, including job placement, internship opportunities, and long-term employment sustainability.

Third, accessibility standards for training facilities and program delivery mechanisms must be improved to accommodate diverse types of disabilities. Fourth, communication strategies and awareness campaigns should be strengthened to increase public understanding and reduce stigma regarding the employment potential of persons with disabilities. Finally, sustainable partnerships among government agencies, industries, educational institutions, and civil society organizations are necessary to create a comprehensive and inclusive employment ecosystem.

### 5.4 Limitations of the Study

This study has several limitations that should be acknowledged. First, the research focuses on a single case study of the Disability Service Unit in Makassar City, which may limit

the generalizability of the findings to other regions. Second, the qualitative research design emphasizes in-depth contextual understanding but does not allow for statistical generalization across broader populations.

In addition, the evaluation of program outcomes primarily relies on stakeholder perceptions and qualitative evidence rather than long-term quantitative employment data. These limitations suggest that the findings should be interpreted within the specific institutional and regional context examined.

### 5.5 Directions for Future Research

Future research should expand the scope of investigation by conducting comparative studies across multiple regions to analyze variations in the implementation of Disability Service Units and their effectiveness in promoting inclusive employment. Mixed-method or quantitative research approaches could also be employed to measure employment outcomes more systematically and provide stronger empirical evidence regarding program impacts.

Further studies may explore additional variables that influence the success of disability employment programs, such as leadership dynamics, inter-organizational collaboration, digital competency integration, and employer readiness to implement inclusive workplace practices. Longitudinal research examining employment sustainability among persons with disabilities would also provide valuable insights into the long-term effectiveness of industry-based skill development programs.

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