

Promoting Social Inclusion through Inclusive Civil Service Management: A Case Study of Human Resource Public Sector at The Ministry of Finance, Indonesia

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ABSTRACT

This study highlights the importance of the principle of social inclusion in public sector human resource management, focusing on the human resource cycle at the Ministry of Finance, from recruitment, development, and retention to termination or retirement. Using a qualitative case study approach, the research analyzes policy documents, institutional reports, and interviews with HR managers and employees from vulnerable groups. The findings show that although the Ministry of Finance has introduced several affirmative policies—such as special positions for persons with disabilities, gender-friendly facilities, and flexible work arrangements—the implementation of inclusion remains hindered by limited development mapping, low fulfillment of affirmative positions, inaccessible training curricula, managerial bias linking disability with low performance, and inadequate transition support for employees who are ill or facing early retirement. The study argues that social inclusion should not stop at the recruitment stage but must be treated as a continuous cycle ensuring equal opportunities throughout the career path. Recommendations include developing an inclusive data system for talent pipelines, expanding gender- and disability-responsive training curricula, integrating inclusivity indicators into performance appraisals and employee satisfaction surveys, and creating more adaptive post-employment transition programs. This research contributes to the enrichment of inclusive public management literature and supports the achievement of SDG 10 (Reduced Inequalities) and SDG 16 (Peaceful, Just, and Inclusive Institutions).

Keywords: Social Inclusion, Inclusive Civil Service, Public Sector, Human Resources

INTRODUCTION

The issue of social inclusion has become a global and national priority in development. The Sustainable Development Goals (SDGs) agenda emphasizes the importance of reducing inequality, expanding access to decent work, and ensuring the full participation of all citizens without discrimination. At least four SDGs—gender equality (SDG 5), decent work (SDG 8), reducing inequality (SDG 10), and sustainable cities and communities (SDG 11)—are directly related to social inclusion (Juanita et al., 2024). Indonesia responded to this agenda by ratifying the Convention on the Rights of Persons with Disabilities (CRPD) in 2011 and issuing Law No. 8 of 2016 on Persons with Disabilities, which affirms the principles of equality, non-discrimination, and accessibility in various sectors, including the public sector (Azis & Rahail, 2024).

In the national context, the direction of medium-term development as outlined in the 2025–2029 National Medium-Term Development Plan (RPJMN) places social inclusion as an important part of social transformation. The government emphasizes improving the welfare of vulnerable groups, including women, persons with disabilities, indigenous peoples, and the elderly, both through social protection reforms and increasing fair and equal access to work (President of the Republic of Indonesia, 2025). However, the reality on the ground shows that there are still significant gaps. BPS data shows that there are 19.7 million persons with disabilities in Indonesia, most of whom face limited access to education, health care, and employment (Saragih et al., 2024). A similar situation is also reflected in the 2024 Indonesian Social Inclusion Index (IISI), which assesses that social inclusion at the national and regional levels still faces serious challenges, especially regarding the marginalization of women, indigenous peoples, and persons with disabilities (Juanita et al., 2024).

One form of government affirmation in promoting inclusion in the public sector is the policy of a minimum 2% quota for persons with disabilities in the recruitment of civil servants (ASN), as stipulated in Law No. 8 of 2016. However, the implementation of this policy has not been optimal. A study in Surabaya shows that the number of ASN with disabilities is still low compared to the available needs, creating a gap between regulations and practice (Ramadhani et al., 2024). Similarly, in Merauke, even though the ASN inclusion policy has been implemented, geographical challenges, infrastructure limitations, and public perceptions remain obstacles to fulfilling the rights of persons with disabilities (Azis & Rahail, 2024). Legal research also criticizes that although Indonesia promotes a social model of disability, policy practices still have a medical character that limits employment opportunities according to the interests and qualifications of persons with disabilities (Dahlan & Anggoro, 2021).

Theoretically, the practice of inclusive human resource management (IHRM) is seen as an important strategy for creating diversity, reducing discrimination, and improving organizational performance. Recent research confirms that integrating the principle of inclusion in recruitment, development, and employee retention can build a more productive and equitable work environment (Catherine Ezeafulukwe et al., 2024; Hussain & Muhammad, 2024). However, in the context of the public sector in Indonesia, the application of this concept is still limited to the recruitment phase and has not fully continued to the stages of employee development, retention, or termination.

Against this backdrop, this study seeks to fill the research gap by analyzing the implementation of social inclusion principles in public sector human resource management at the Ministry of Finance. The focus is not only on the recruitment stage, but also on employee development and retention, highlighting how public organizations can achieve equitable, responsive, and sustainable human resource management. This study is expected to contribute to the strengthening of inclusive public policies and support the achievement of global goals such as SDG 10 (Reduced Inequalities) and SDG 16 (Peace, Justice, and Strong Institutions) (United Nations, 2025).

METHODS

This study uses a qualitative approach with a case study strategy, which was chosen to gain an in-depth understanding of the implementation of social inclusion principles in human resource management at the Ministry of Finance. The qualitative approach is relevant because it allows researchers to explore the meanings, experiences, and social dynamics experienced by vulnerable groups in the bureaucracy, which cannot be fully explained through quantitative data (Juanita et al., 2024).

Research data was obtained through a combination of primary and secondary sources. Primary data was collected through semi-structured interviews with Ministry of Finance employees who belonged to vulnerable groups, such as people with disabilities, women, and employees from affirmative action areas. Informants were selected using purposive sampling techniques, based on their direct involvement in the recruitment, development, and retention of employees. Meanwhile, secondary data was obtained from national policy documents (e.g., Law Number 8 of 2016 concerning Persons with Disabilities and the 2025–2029 National Medium-Term Development Plan), internal regulations of the Ministry of Finance, annual reports, and academic literature related to social inclusion and inclusive human resource management (Azis & Rahail, 2024; Hussain & Muhammad, 2024).

Data collection was carried out using three main techniques: (1) semi-structured in-depth interviews to explore the perceptions and experiences of vulnerable employees, (2) analysis of policy documents and official reports, and (3) limited observation of work facilities and internal policies related to persons with disabilities and other vulnerable groups. The data were analyzed using thematic analysis techniques through coding, categorization, and thematic interpretation to identify patterns related to inclusion in employee recruitment, development, and retention (Ramadhani et al., 2024). To enhance credibility, triangulation between data sources and peer debriefing with fellow researchers were conducted.

Ethical considerations were also an important concern. All informants were given an explanation of the research objectives and their right to maintain confidentiality. The researchers ensured the anonymity of the data and used the interview results only for academic purposes. This principle is in line with recommendations for social inclusion research that emphasize the protection of vulnerable groups in the research process (Juanita et al., 2024).

RESULT AND DISCUSSION

This study analyzes the application of the principle of inclusiveness in personnel management in the public sector, particularly in the Ministry of Finance, focusing on several stages of the HR management cycle: recruitment, development, retention, and termination (retirement). Based on the results of interviews and a review of available secondary documents, the following findings were obtained:

1. Recruitment (Inclusive Civil Service Recruitment)

The Ministry of Finance, in its 2024 civil servant recruitment, has provided affirmative action positions for vulnerable groups, particularly people with disabilities, Papuans, and other affirmative action regions. This policy is in line with Law No. 8 of 2016 on Persons with Disabilities, which stipulates a minimum quota of 2% for civil servants with disabilities.

As an illustration, Table 1 below shows the number of affirmative action positions opened by the Ministry of Finance in the 2024 CPNS selection.

No	Formation Category	Number of Formation
1	General Requirements	1.159
2	Special Requirements for Sons/Daughters of Best Graduates with Honors/Cum Laude	5
3	Special Requirements for Persons with Disabilities	25
4	Special Requirements for Sons/Daughters of Papua	15
5	Special Requirements for Sons/Daughters of Kalimantan	26
Total Formasi		1.230

Table 1: Number of Civil Service Candidate Positions at the MoF in 2024
Sources : (Ministry of Finance, 2024)

Although the positions have been provided and the selection process is underway, the Ministry of Finance has provided disability-friendly facilities and infrastructure as well as special assistance to participants from vulnerable groups, the actual data shows that the fulfillment of affirmative action positions is not yet optimal. People with disabilities, for example, only fill a portion of the total available positions. This also occurs in other affirmative action categories.

No	Position Formation	Formation Category	Number of SKB Participants	Number of Positions	Final Pass
1	Protocol Manager	Persons with Disabilities	0	5	0
2	Government Facilitator	Persons with Disabilities	1	1	0
3	Statistical Data Supervisor	Persons with Disabilities	3	2	0
4	Information System and Technology Manager	Persons with Disabilities	7	5	2
5	Class I Ship Crew	Sons/Daughters of Papua and West Papua	0	6	0
6	Class I Ship Engineer	Sons/Daughters of Papua and West Papua	0	4	0
7	Protocol Manager	Sons/Daughters of Kalimantan	0	2	0

Table 2: Fulfillment of MoF CPNS Formations for Vulnerable Groups
 Sources : (Ministry of Finance, 2025)

The low fulfillment rate indicates structural and technical barriers in the implementation of affirmative action policies. These results are in line with findings in Surabaya and Merauke, which show that the quota for civil servants with disabilities is often not met due to limited accessibility, the low number of applicants who meet the qualifications, and restrictive medical standards (Azis & Rahail, 2024; Ramadhani et al., 2024). Globally, the Asian Productivity Organization (APO) (2025) also notes that in many Asian countries, disability quota policies have not been effective without systemic support such as job matching, pre-employment programs, and strict monitoring.

The findings regarding the low fulfillment of affirmative action quotas have important implications for human resource management policies in the public sector. Affirmative policies that have focused on setting quotas need to be expanded with a more comprehensive approach, namely building a talent pipeline before the formal recruitment stage. This can be done through collaboration between the Ministry of Finance and universities, vocational schools, and disability organizations to ensure the availability of applicants who meet the job requirements. In addition, the selection mechanism also needs to be reviewed to be more inclusive by considering the diversity of disabilities, including through adjustments to test standards and the provision of adequate accommodations. With these steps, affirmative action policies will not stop at quota numbers, but will truly encourage the participation and representation of vulnerable groups in the bureaucracy.

2. Development (Carier and Capacity)

Although the Ministry of Finance has provided various training and development programs, there is still no mechanism that systematically records the disability status of employees (both physical and mental disabilities) and links it to access to available development programs. Ideally, from the moment an organization opens positions for people with disabilities, there should be a development mapping that aligns competency development needs with the characteristics of these employees. This becomes even more apparent when conducting training or continuing studies that require a certificate of physical and mental health, as reassessments of disability conditions must be conducted as if there were no previous assessment records.

Limitations are also evident in the training curriculum. At the Ministry of Finance Learning Center (KLC), special training for vulnerable groups is still very limited, so far only in the form of sign language training for employees to support interaction with deaf colleagues. Meanwhile, some of the teaching materials available at KLC are not yet equipped with subtitles, thereby reducing accessibility for people with sensory disabilities.

Strategic Human Resource Management (SHRM) literature emphasizes that inclusive human resource development is not merely about adding training programs, but must be integrated into broader organizational strategies (Catherine Ezeafulukwe et al., 2024). The absence of development mapping that links disability status with competency development plans means that the principle of inclusion has the potential to stop at the recruitment stage. In fact, a study by Hussain & Muhammad (2024) confirms that tailored training, internship programs, and mentorship are important prerequisites for strengthening the capacity of vulnerable employees. From a local perspective, the Indonesian Social Inclusion Index (Juanita et al., 2024) shows that despite an increase in training initiatives for people with disabilities, access for internal employees is still not given enough attention. This is reinforced by the findings of Mumtahanah, Yuldiana, and Zulfa, who emphasize that limited access to training and organizational cultural bias remain barriers to the career development of civil servants with disabilities in Indonesia (Azis & Rahail, 2024; Dahlan & Anggoro, 2021; Ramadhani et al., 2024).

The implication of this condition is the need for the Ministry of Finance to develop a development mapping system that is integrated with affirmative recruitment data, so that the career paths of vulnerable employees can be designed to be more adaptive from the outset. The provision of disability-friendly and gender-responsive physical facilities must also be more equitable and directed not only at external stakeholders but also at supporting the daily lives of internal employees. This data can also serve as a basis for organizations to determine policies in the field of personnel. In addition, the training curriculum at KLC needs to be expanded with material specifically aimed at vulnerable groups, such as career development training for employees with disabilities or leadership courses for female employees. The addition of accessibility features such as subtitles in e-learning modules is also important to ensure equality in acquiring

knowledge. With these steps, career development can truly become a means of strengthening inclusiveness in the bureaucracy.

3. Retention (Employee Retention and Well-being)

The Ministry of Finance has implemented several policies that support employee welfare, including for vulnerable groups. In terms of providing facilities, the Ministry of Finance is relatively good at preparing disability-friendly facilities and supporting gender equality, especially in units that implement Gender Mainstreaming (PUG). However, availability is not yet evenly distributed. Facilities such as elevators and toilets for persons with disabilities, breastfeeding rooms, and childcare facilities are still limited. In addition, the provision of disability-friendly facilities is focused more on external stakeholders than on internal employees. In terms of leave, employees are entitled to maternity leave, leave to accompany their wives during childbirth, sick leave, and leave for important reasons due to family illness, with a relatively humane mechanism as it is not accompanied by a significant deduction in allowances (Ministry of Finance, 2018). In terms of work arrangements, there is a Work From Homebase (WFHb) policy for employees in remote areas, as well as Work From Home (WFH) for certain conditions such as employees undergoing medical treatment, pregnant/breastfeeding employees, or those with family members requiring special care (Ministry of Finance, 2023). This policy demonstrates a concern for the balance between employee productivity and quality of life.

However, on the other hand, there are still concerns from personnel managers regarding employees who are sick, disabled, or have mental limitations. They are often classified as low-performing employees. These concerns are further heightened because the Ministry of Finance is implementing minus growth, which is a restriction on the number of new employees. Given these conditions, the organization expects all existing employees to perform optimally, so that employees who are considered less productive are perceived as a burden on the organization's performance.

The leave and flexible work policies that have been implemented are a step forward in supporting employee retention. However, the structural bias that associates "illness/disability" with low performance shows that ableism still exists in personnel management. This contradicts inclusive management literature, which emphasizes that the retention of vulnerable employees is not only determined by short-term productivity, but also by organizational support in the form of work accommodations, flexible working hours, and ongoing counseling (Asian Productivity Organization, 2025). From an SHRM perspective, employee engagement and inclusive leadership have been proven to improve the performance of vulnerable employees when they are supported by an equitable work environment (Eshete & Birbirssa, 2024; Hussain & Muhammad, 2024). From a local perspective, research reinforces these findings: civil servants with disabilities often face stigma as less productive employees, so their chances of retention are smaller than those of other employees (Azis & Rahail, 2024; Dahlan & Anggoro, 2021; Ramadhani et al., 2024). This condition reveals a conflict between the bureaucratic efficiency agenda (minus growth) and the social inclusion agenda.

Furthermore, the context of minus growth presents its own dilemma. On the one hand, this policy aims to maintain bureaucratic efficiency by suppressing the growth rate of civil servants. However, on the other hand, this condition increases the risk of exclusion for vulnerable employees, as they are more easily perceived as unproductive and not meeting efficiency requirements. If not managed carefully, this efficiency policy has the potential to widen disparities and weaken the social inclusion agenda in the bureaucracy. The literature on social inclusion (Asian Productivity Organization, 2025) reminds us that efficiency and inclusion are not mutually exclusive goals, but need to be balanced through consistent affirmative policies and data-based monitoring.

Implicitly, retention strategies should not stop at providing infrastructure, leave, and work flexibility, but must be accompanied by a paradigm shift in assessing the performance of vulnerable employees. The Ministry of Finance needs to integrate inclusion indicators into the performance appraisal system and employee satisfaction surveys, so that the voices of vulnerable groups are accommodated and structural bias can be minimized. In addition, the counseling and psychosocial assistance services that have been institutionalized by the Ministry of Finance must be handled by competent peer counselors to ensure that employees with health limitations still have room to contribute. The WFHb and WFH under certain conditions policies can also be positioned not merely as technical alternatives, but as instruments of affirmation that provide vulnerable employees with the opportunity to remain productive according to their capacities. With these steps, organizations can maintain employee loyalty while optimizing performance in a situation of negative growth.

4. Termination & Retirement

In practice, employee termination at the Ministry of Finance is still more oriented towards administrative aspects. For termination due to retirement, the Ministry of Finance has provided a number of relevant preparation programs, particularly in the form of entrepreneurship and financial management training for prospective retirees. This program helps employees to maintain their skills and independence after they are no longer actively working. However, dismissals due to disability or prolonged illness are not yet supported by adequate policies. According to leave regulations, employees who are ill are entitled to a maximum of one year of full leave, with a six-month extension accompanied by a salary deduction. If their health does not improve, the employee will be dismissed. This scheme places employees with disabilities or chronic illnesses in a vulnerable position, as there are no career rehabilitation programs, transition support, or long-term protection.

The defeat of the Ministry of Finance and the Civil Service Advisory Agency in a lawsuit filed by a civil servant with a mental disability who was dismissed (Saputra, 2022) should serve as a lesson regarding the protection and fulfillment of the rights of employees with disabilities, especially those with non-physical disabilities whose challenges are not immediately apparent.

This situation highlights the gap between regular retirement policies and the treatment of employees with disabilities upon termination. International literature emphasizes that termination is an integral part of the HR management cycle. HR best practices highlight the importance of providing retirement transition programs that not only focus on financial aspects but also include psychological counseling, new skills training, and social support.

APO (2025) emphasizes that employment protection for persons with disabilities must include adaptive accommodations, work transition options, and access to post-employment programs. The Indonesian Social Inclusion Index (2024) also highlights that although affirmative policies are beginning to expand, the sustainability of the participation of persons with disabilities in the bureaucracy remains weak due to the lack of guarantees in the retention and termination phases.

Empirical studies in Indonesia have found that civil servants with disabilities are often viewed only as recipients of affirmative recruitment, without long-term career support, including when facing early termination (Azis & Rahail, 2024; Dahlan & Anggoro, 2021; Ramadhani et al., 2024). Meanwhile, the Best Practices in Inclusive HR report emphasizes the need for a vocational rehabilitation-based transition system for employees who are sick or disabled, so that they can continue to contribute even if they are no longer working at full capacity (Eshete & Birbirssa, 2024). Thus, it is evident that an administrative approach that solely emphasizes termination of employment is not in line with developments in inclusive public management literature, which demands a human-centered transition.

The implication is that termination and retirement should be treated as strategic phases in the HRM cycle, not merely the end of an employment relationship. For regular retirement, the Ministry of Finance needs to expand existing programs by adding non-financial aspects, such as mental health, social activities, and family counseling. For termination due to illness or disability, organizations need to develop more inclusive transition policies, for example through career counseling, work rehabilitation, and adaptive early retirement options with adequate social security. With these steps, the post-employment transition process can become more humane, fair, and inclusive, while maintaining the Ministry of Finance's image as an organization that upholds the value of social justice in the bureaucracy.

CONCLUSION

This study confirms that inclusiveness in human resource management in the public sector is a strategic issue that cannot be separated from the bureaucratic reform agenda. Taking the Ministry of Finance as a case study, this analysis shows that practices in recruitment, capacity building, retention, and termination or retirement still reveal a gap between normatively formulated affirmative policies and their actual implementation in the field. The main argument put forward is that the principle of inclusiveness in civil service management cannot stop at fulfilling quotas or administrative facilities alone, but must be understood as a comprehensive cycle that

ensures career sustainability, welfare, and post-work transition for vulnerable groups. In addition, it is important to have data on the conditions of employees with disabilities, both those who became employees through this formation channel and those whose disabilities occurred after becoming employees. This will not only assist the development mapping process but also decision-making in other areas of personnel management.

A critical reflection on the analytical framework shows that a case study approach with thematic analysis is capable of providing an in-depth mapping of the practices and challenges faced. However, its limitations are its narrow scope, as it only focuses on one ministry, and its reliance on secondary data, which is predominantly in the form of regulations and institutional reports. This poses the risk of institutional bias because it does not fully capture the personal experiences of vulnerable employees as the main actors.

Further research needs to expand the scope of the study to other ministries or local governments to enable comparative analysis between institutions. The direction of the research also needs to consider a mixed-method approach by combining quantitative surveys, in-depth interviews, and long-term policy analysis to examine the effectiveness of inclusion programs in terms of outcomes. In addition, it is important to explore the intersectionality between disability, gender, and geographical location, which has the potential to reveal the diversity of barriers in Indonesia's public bureaucracy. Thus, the development of academic discourse on inclusive HR management not only contributes to public management theory but can also provide more applicable input for policymakers in strengthening social justice in the bureaucracy.

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