

THE ROLE OF LABOR AND OCCUPATIONAL HEALTH AND SAFETY SUPERVISION OF THE MANPOWER AND TRANSMIGRATION SERVICE OF EAST JAVA PROVINCE IN THE SCOPE OF REGIONAL COORDINATION 1

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Abstract

This study aims to analyze the role of the Labor and Occupational Health and Safety (OHS) Supervision Division of the East Java Provincial Department of Manpower and Transmigration (Disnaker Jatim) in implementing labor supervision based on Ministerial Regulation No. 33 of 2016, using Soerjono Soekanto's role theory. A descriptive qualitative approach was employed through interviews, field observations, and documentation within the Supervision Division, which oversees highly industrialized regions including Surabaya, Sidoarjo, Gresik, Mojokerto, and Pasuruan. The findings show that the Supervision Division carries out three main roles: (1) the regulatory role through inspections, document reviews, and law enforcement on violations of labor and OHS norms; (2) the dynamisator role through socialization, coaching, and legal awareness programs targeted at companies and workers; and (3) the facilitator role by providing consultation, assistance, mediation, and case review mechanisms. However, the effectiveness of these roles remains constrained by an insufficient number of labor inspectors and an excessive workload. This study highlights the need for strengthening institutional capacity and inspector resources to ensure effective and equitable labor supervision aligned with SDGs Goal 8 on decent work and economic growth.

Keywords: East Java Manpower Office, Labor supervision, OHS, Role Theory, Regulatory function.

A. INTRODUCTION

Labor inspection is one of the government's primary instruments for ensuring that labor rights are protected, industrial relations are harmonious, and occupational safety and health (K3) principles are properly implemented (Djiko, 2025). Through its supervisory function, the government plays a role in maintaining stability between workers and employers and ensuring a fair and competitive employment system (Wati, 2023). In the context of national development, labor inspection is also part of efforts to create decent work and sustainable economic growth, as mandated by Sustainable Development Goals (SDGs) Goal 8 (Nialda et al., 2022).

As a legal basis, Minister of Manpower Regulation Number 33 of 2016 concerning Procedures for Labor Inspection emphasizes that inspection activities are carried out to ensure the enforcement of labor laws and regulations and to provide protection to workers. Labor inspectors function not only as law enforcers but also as facilitators and mediators in resolving industrial relations issues (Immanuel, 2021). Therefore, labor inspection plays a strategic role in encouraging company compliance with work norms and creating a conducive labor climate (Minister of Manpower of the Republic of Indonesia, 2016).

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In East Java Province, the implementation of labor inspection is the responsibility of the Manpower and Transmigration Agency (Disnakertrans) through the division of coordination areas (Korwil). Korwil 1, which covers Surabaya, Sidoarjo, Gresik, Mojokerto, and Pasuruan, is the area with the most dense industrial activity in East Java province. This area is a center of economic growth with many large, labor-intensive companies, but on the other hand, it is also prone to labor violations such as excessive working hours, late wage payments, weak implementation of occupational safety and health (K3), and even improper termination of employment (PHK). According to data from the East Java Central Statistics Agency (BPS) in 2024, the workforce reached 43 million people, with a participation rate of 73.45% and an open unemployment rate of 4.19%. This figure demonstrates the region's substantial economic potential, but also highlights the significant challenges in maintaining labor protection (East Java Central Statistics Agency, 25 C.E.).

Several previous studies have shown that the effectiveness of labor inspection is often hampered by a limited number of inspectors, low company compliance with regulations, and a weak ongoing development system. For example, research by Nialda et al. (2022) highlights that the role of the Manpower Office in realizing the SDGs, particularly Goal 8 on decent work and economic growth, still faces obstacles in implementation, supervision, and ongoing development in the field. These findings are similar to those of Syafira Rahmania Arbi and Indri Fogar Susilowati (2023), who both highlighted challenges to the effectiveness of labor inspection at the regional level. Arbi & Susilowati found that law enforcement in East Java Province regarding wage violations below the minimum wage (UMK) has been carried out in accordance with statutory provisions through guidance, inspection, and judicial action mechanisms. However, its effectiveness is still hampered by the limited number of labor inspectors, minimal facilities and supporting infrastructure, and low legal awareness among both employers and workers (Arbi & Susilowati, 2023). Thus, these two studies emphasize the importance of strengthening institutional capacity and increasing legal awareness to achieve effective and equitable labor inspection.

Previous studies have generally focused on the effectiveness or technical constraints of supervision implementation. Few have examined labor supervision from the perspective of role theory, as proposed by Soerjono Soekanto (2013). This theory emphasizes that each individual or institution has a set of behaviors and responsibilities inherent to their position within the social system. Thus, labor supervision can be understood through an analysis of the role of public institutions, in this case the East Java Provincial Manpower and Transmigration Office (Disnakertrans) in carrying out its regulatory, dynamic, and facilitative functions. The novelty of this research lies in the use of role theory to examine the implementation of labor supervision based on Ministerial Regulation No. 33 of 2016 in the East Java Regional Coordination Office (Korwil 1). This approach allows researchers to not only assess aspects of policy implementation but also explore how the East Java Disnakertrans actively plays a regulatory role that enforces labor norms, a dynamic agent that encourages companies and workers to comply with the law, and a facilitator that provides facilities and assistance for the creation of equitable employment relationships. Thus, the focus of this research is directed at analyzing the role of the Manpower and Transmigration Office of East Java Province, Regional Coordinator 1 in implementing labor supervision according to the mandate of Permenaker No. 33 of 2016, with a role theory perspective. The purpose of this research is to analyze and understand how Regional Coordinator 1 of Manpower and K3 Supervision of the Manpower and Transmigration Office of East Java Province carries out its role in the function of labor supervision, both as an Implementer of regulatory, dynamic, and facilitator functions, in order to realize decent work, labor

protection, and regional economic growth according to the principles of Sustainable Development Goals (SDGs) Goal 8 on Decent Work and Economic Growth.

B. LITERATURE REVIEW

Role Theory

Role theory explains that every individual or institution bears a set of social expectations based on their position within the societal structure (Soekanto, 2013). Roles describe a set of rights, obligations, and behavioral patterns deemed appropriate by society or the organization. In the context of public organizations, this theory assesses the extent to which task implementers are able to fulfill the ideal role as defined in regulations compared to the actual role in the field (Savitri & Nugroho). When organizational capacity is limited or work demands increase, role strain and deviations between normative and actual roles often arise (Kessi et al., 2025). Therefore, role theory is a highly relevant framework for evaluating the implementation of labor and OSH inspections through their regulatory, dynamic, and facilitative functions. Indicators:

- Regulatory function: inspections, inspection notes, rule enforcement.
- Dynamic function: socialization, education, coaching, and compliance improvement.
- Facilitative function: consultation, mediation, and technical assistance.
- Normative vs. actual role fit.
- Role constraints: resources, workload, infrastructure.

Policy Implementation Theory

Policy implementation is a dynamic process influenced by numerous actors, organizational networks (Kusnadi, 2020), and the administrative context in which the policy is implemented (Iswandi et al., 2021). Implementation depends not only on appropriate regulations but also on the implementer's ability to manage coordination, communication, and resources (Lesatari et al., 2024). Implementation barriers do not always stem from policy weaknesses but often arise from bureaucratic complexity and limited implementer capacity (O'Toole, 2000). When policies encounter unstable field conditions or weak organizational support, implementation can deviate from the initial design. This framework is particularly relevant for assessing how the East Java Provincial Manpower and Transmigration Office (Disnakertrans) translates Ministerial Regulation No. 33 of 2016 into labor and OSH inspection practices. Indicators:

- Clarity of policy and its operational objectives.
- Availability of human resources, budget, and infrastructure.
- Coordination and communication between implementing actors.
- Monitoring mechanisms and follow-up on audit results.
- Organizational support and stability of the implementation environment.

Occupational Safety and Health Theory

Workplace accidents often occur not only due to unsafe worker behavior, but also due to systemic weaknesses within the organization that allow errors to penetrate multiple layers of defense (Reason, 2000). He introduced the Swiss Cheese Model, which illustrates that each layer of control has gaps, and accidents occur when these gaps align. This theory emphasizes the importance of a safety culture, continuous oversight, and management commitment in strengthening the occupational defense system. Furthermore, training, risk communication, and procedural compliance are essential components in preventing recurrent incidents (Agil et al., 2025). Therefore, this theory is relevant for evaluating the quality of OHS implementation in companies supervised by the East Java Provincial Manpower and Transmigration Office. Indicators:

- Identification and control of OHS risks.

- Availability of safety defense layers (SOPs, tools, procedures).
- Safety culture and management commitment.
- Safety training, communication, and coaching.
- OHS supervision, audits, and follow-up.

C. RESEARCH METHODOLOGY

This study uses a descriptive qualitative approach to analyze the role of labor inspection by the East Java Provincial Manpower and Transmigration Office (Disnakertrans) Regional Coordinator 1, based on Ministerial Regulation No. 33 of 2016 and Soerjono Soekanto's (2013) role theory. Data were obtained through in-depth interviews, field observations, and documentation studies of supervisory officials and labor inspectors in Surabaya, Sidoarjo, Gresik, Mojokerto, and Pasuruan. Informants were selected using a purposive sampling technique based on relevance and direct involvement in the supervision process.

Data analysis was conducted using the Miles and Huberman interactive model, encompassing data reduction, data presentation, and conclusion drawing, verified through triangulation of sources and methods to ensure the validity of the results. The analysis focused on the implementation of the Disnaker's role as a regulatory, dynamic, and facilitator, as well as the effectiveness of supervision of company compliance and labor protection.

D. RESULT AND DISCUSSION

The Role of Government as an Implementer of Regulatory, Dynamic, and Facilitator Functions

In governance, the government plays a crucial role as an implementer of regulatory, dynamic, and facilitator functions. According to Soerjono Soekanto (1983), these three functions illustrate the government's involvement in regulating, mobilizing, and facilitating various social and development affairs. As an implementer of regulatory functions, the government implements regulations from the central government. As a dynamic agent, the government plays a role in encouraging change, innovation, and increased participation to achieve development goals. Meanwhile, as a facilitator, the government is tasked with providing support in the form of facilities, infrastructure, and technical assistance to ensure effective policy implementation. In the employment context, these three functions are reflected in the implementation of the East Java Provincial Manpower and Transmigration Office.

The Role of the East Java Provincial Manpower and Transmigration Office as an Implementer of Regulatory Functions

Research results indicate that the East Java Provincial Manpower and Transmigration Office, particularly in Regional Coordinator 1, has demonstrated a regulatory function in accordance with the mandate of Minister of Manpower Regulation Number 33 of 2016, which outlines procedures for labor inspection. This regulatory role is realized through routine inspections, examination of labor documents, and enforcement of labor and Occupational Safety and Health (K3) norm violations. Labor inspectors regularly provide guidance and issue inspection notes to companies found violating regulations, particularly regarding working hours, minimum wages, and K3 implementation. However, the limited number of inspectors compared to the large number of companies in Surabaya, Sidoarjo, Gresik, and Pasuruan has resulted in suboptimal supervision effectiveness. Inspectors acknowledged that one inspector can handle many companies, which is not in line with their capacity. Consequently, the intensity of direct field inspections is limited, particularly for small and medium-sized enterprises.

The Role of the East Java Provincial Manpower and Transmigration Office as a Dynamic Facilitator

As a dynamic facilitator, the East Java Manpower and Transmigration Office strives to foster harmonious industrial relations through tripartite dialogue, socialization of work norms, and training to increase labor and OSH awareness. In this role, the Office serves not only as a labor supervisor but also as a driver of change in awareness of labor law and OSH among companies and workers. These activities are expected to help both parties, especially workers and companies, understand the importance of compliance with labor regulations as part of productivity and business sustainability. Interviews indicate that a number of large companies in the Coordinating Region 1 industrial area have begun to demonstrate good compliance following the implementation of the integrated OSH training and certification program. However, this does not rule out the possibility of recurrence of non-compliance, as supervisors lack full control. This is readily apparent through worker complaints, as workers hold the primary control in the industrial sector, particularly regarding unmet rights.

The Role of the East Java Provincial Manpower and Transmigration Office as a Facilitator

In its role as a facilitator, the Manpower and Transmigration Office, specifically Regional Coordinator 1, provides technical support and assistance to companies and workers in resolving employment issues. Through its Supervision Division, the East Java Provincial Manpower and Transmigration Office provides consultation, assistance, and mediation services in resolving employment disputes. Furthermore, the Manpower and Transmigration Office also plays a role in providing technical guidance on the development of company regulations and facilitating the implementation of an occupational health and safety (K3) management system. Observations have shown that this facilitation role is considered quite effective in preventing the escalation of labor conflicts, for example, through mediation through case presentations to resolve disputes between companies and workers, which can then be followed up in more detail. However, obstacles remain, particularly in the limited number of labor inspectors, which is inversely proportional to the large number of companies.

Based on research conducted in the field of Labor Inspection and Occupational Health and Safety (K3), the East Java Provincial Manpower and Transmigration Office, particularly in Regional Coordinator 1, has played a key role in implementing labor and K3 supervision. This role can be understood through the role theory proposed by Soerjono Soekanto (1983), which explains that a role is a dynamic aspect of a position that encompasses responsibilities, behaviors, and expectations inherent in both institutions and individuals. In the context of government, this theory emphasizes that public institutions have a social responsibility to regulate and enforce regulations, mobilize, and facilitate the community with development goals (Fahira & Mahsyar, 2021). Therefore, the implementation of labor supervision by the labor and K3 supervision division of the East Java Manpower and Transmigration Office, particularly in Regional Coordinator 1, can be seen as a manifestation of the government's normative role in maintaining a balance between the interests of workers, employers, and the state. The results of the study indicate that Regional Coordinator 1 for Labor and Occupational Health and Safety Supervision of the Manpower and Transmigration Office of East Java Province has carried out its role as a regulatory function with various activities such as routine inspections, examination of labor documents and law enforcement against violations of labor norms, as well as law enforcement against violations of labor and OHS norms. These activities are in line with the mandate of the Minister of Manpower Regulation number 33 of 2016 concerning Procedures for Labor Supervision which emphasizes that it aims to guarantee law enforcement and protection for workers (Minister of Manpower of the

Republic of Indonesia, 2016). In the theory of the role of this regulatory function, it describes how the responsibility of government institutions as enforcers of norms and laws, that each role has consequences for social stability and existing order. Labor and OHS inspectors are tasked with conducting inspections and guidance on companies that have carried out the normative functions of public institutions in order to maintain justice and order in labor relations. However, the implementation of this function still faces obstacles, particularly related to the limited capacity of labor and occupational safety and health (K3) inspectors compared to densely industrialized areas such as Surabaya, Sidoarjo, Gresik, Mojokerto, and Pasuruan. This situation results in a lack of monitoring intensity that is not in line with the needs in the field. This finding also supports research findings (Arbi & Susilowati, 2023), which indicate that the effectiveness of labor and occupational safety and health (K3) inspections in East Java remains low due to a lack of human resources.

In addition to its role as the executor of regulatory functions, the East Java Manpower and Transmigration Office's labor and K3 supervision also acts as a dynamic force, namely a party that encourages behavioral changes and increases legal awareness among business actors and workers. Through socialization activities for work norms and K3, coaching and audiences, this institution, especially in the field of labor and K3 supervision, strives to create harmonious and fair industrial relations for both companies and workers. Based on the results, a number of large companies in the Coordinating Region 1 area began to show increased compliance with labor and K3 norms after participating in K3 coaching and certification. In the perspective of Soerjono Soekanto's role theory, this dynamic function provides an overview of the role of government transformation, namely with the ability to mobilize, direct social change through direct interaction with the community and coaching. The government, in this case, especially the East Java Provincial Manpower and Transmigration Office in the Field of Labor and K3 Supervision, is not only a legal supervisor, but also a driver of legal awareness and work morals in the industrial environment. However, the implementation of this role has not been fully consistent due to limited follow-up supervision and ongoing control of company behavior. When violations are only discovered through worker complaints, this indicates an imbalance between the ideal (expected) and actual roles. As explained by Soerjono Soekanto, a gap often exists in every social system between norms and the implementation of these roles in the field. This finding is further supported by Yanuar's research, which emphasizes that the effectiveness of the local government's role in the employment sector depends on the ability to collaborate and communicate participatively with industry players (Yanuar et al., 2025).

Furthermore, the research also shows that the labor inspection division of the East Java Manpower and Transmigration Office, specifically Regional Coordinator 1, plays a role as a facilitator in resolving various labor issues. Through its labor inspection and occupational health and safety (K3) division, this institution provides consultation, assistance, and mediation services in addressing industrial relations issues. One concrete example of this role is the implementation of case titles that bring together workers, companies, civil servant investigators, police, and academics to resolve disputes through deliberation before entering the legal process. Within the framework of role theory, this facilitator function demonstrates the function of public institutions where the government acts as a social bridge connecting the interests of various parties to create balance and justice (Soekanto 1983). Furthermore, this facilitator function is also aligned with the principles of good governance, which emphasize the importance of participation, transparency, and accountability in the provision of public services (Saputra & Prasetyani, 2025). Through this mechanism, the Manpower and Transmigration Office, specifically the supervision and K3 division in Coordinator Region 1, strives to achieve conflict resolution so that the stability of work relations can be maintained

and productivity is not disrupted. However, the effectiveness of this role is also still limited by the small number of supervisors with a high workload, as also expressed by (Nialda et al., 2022) that the implementation of labor supervision and development in the regions is often hampered by institutional capacity and a lack of program continuity.

Overall, this study shows that the implementation of labor supervision by Regional Coordinator 1 of the Labor and Occupational Health and Safety Supervision Division of the Manpower and Transmigration Office of East Java Province has reflected the three main roles of the government as explained in Soerjono Soekanto's role theory, namely as an implementer of regulatory, dynamic, and facilitator functions. These three functions are running well, although they still face various limitations.

E. CONCLUSION

Based on research on the role of labor and K3 supervision of the East Java Provincial Manpower and Transmigration Office in Regional Coordination 1, it can be concluded that the implementation of supervision has reflected the three main roles of the government according to the role theory according to Soerjono Soekanto, namely as an implementer of regulatory, dynamic, and facilitator roles. In carrying out its regulatory function, the East Java Manpower and Transmigration Office through the Supervision and Manpower Division in Regional Coordination 1 has conducted inspections, document examinations, and law enforcement in accordance with Permenaker Number 33 of 2016, although its effectiveness is still limited due to the lack of supervisors compared to the high number of companies in dense industrial areas such as Regional Coordination 1. In the dynamic function, the Manpower and Transmigration Office through the supervision sector is able to become a driver of behavioral change through socialization, coaching, and K3 certification which increases company compliance, but its consistency still experiences obstacles due to the lack of follow-up control and dependence on worker reports. Meanwhile, as a facilitator in the supervisory field, the East Java Manpower and Transmigration Office (Disnakertrans) plays an active role in providing consultation, assistance, and mediation, such as case presentations, which can prevent the escalation of labor conflicts. Although its implementation is still limited by limited human resources.

Overall, the role of the East Java Disnaker Office's Labor and Occupational Health and Safety (K3) inspection in Regional Coordination 1 is operating in accordance with the regulatory framework established by the Ministry of Manpower. However, its effectiveness remains suboptimal due to structural constraints, institutional capacity, and an unbalanced supervisory workload. Therefore, strengthening the number and competence of supervisors, improving supporting facilities, and expanding ongoing development programs are necessary to ensure that the regulatory, dynamic, and facilitative functions can be more effective in realizing decent work, labor protection, and stable industrial relations.

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