

**The Status of Training and Employment Policies and Practices for
People with Disabilities in Indonesia**

DRAFT

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Table of Contents

Part One: Country Review	1
1.1 Introduction	1
1.2 Geography	1
1.3 Population	2
1.4 Government and general development plans	2
1.5 Economy	4
1.6 Labour Markets	5
Part Two: People with Disabilities—Definitions, Data and Situation 9	
2.1 Definitions of disability.....	9
2.2 Disability classification systems	9
2.3 Sources of disability information and statistics.....	10
2.4 On-the-job injuries.....	12
2.5 Environmental factors affecting full participation.....	12
2.6 Social factors affecting full participation	13
2.7 Disabled Persons' Organizations	13
Part Three: Legislation, Policies and Institutional Structures	15
3.1 International policies adopted	15
3.2 National legislation	15
3.3 Disability policies and regulations	19
3.4 Evaluation and review of policies	21
3.5 Institutional structures	23
3.6 Other implementing organizations	26
Part Four: Education, Vocational Training, Self-employment and Employment Services for Persons with Disabilities	27
4.1 Education System	27
4.2 Educational opportunities for people with disabilities.....	29
4.3 Mainstream vocational training system	31
4.4 Mainstream vocational training opportunities for people with disabilities.....	33
4.5 Segregated vocational training opportunities for people with disabilities	34
4.6 Self-help and peer vocational training opportunities for persons with disabilities	37
4.7 Mainstream employment services.....	38
4.8 Mainstream employment-services opportunities for people with disabilities.....	39
4.9 Special employment and employment-support services for people with disabilities	39
4.10 Mainstream support for self-employment and income generation	40
4.11 Mainstream support for self employment and income generation for people with disabilities.....	40
4.12 Self-employment and income-generation support services for people with disabilities	41
4.13 Poverty alleviation	42
4.14 Staff training for vocational rehabilitation	43
4.15 Barriers and gaps	43

Part Five: Employment Opportunities	46
5.1 Open employment opportunities for people with disabilities	46
5.2 Employment opportunities for people with disabilities in protected work environments.....	48
5.3 Self-employment opportunities for people with disabilities.....	48
5.4 Other segregated or protected employment opportunities for people with disabilities	49
5.5 Barriers and gaps.....	49
Part Six: Employment-promotion Activities Involving Social Partners	50
6.1 Government or NGO employment-promotion activities directed at employers	50
6.2 Government or NGO employment-promotion activities directed at trade unions or workers' organizations	51
6.3 Employer, trade union or workers' organization employment-promotion activities ...	51
Part Seven: Summary and Future Directions	53
7.1 Looking back over the past decade 1993-2002	53
7.2 Looking forward.....	53
7.3 In-country plans and recommendations	54
About the Author.....	56

Part One: Country Review

1.1 Introduction

Indonesia proclaimed its independence on 17 August 1945 after more than three centuries of Dutch rule. The Republic of Indonesia is the world's largest archipelago with more than 17,000 islands, inhabited and un-inhabited, stretching along the equator between the Pacific and India Ocean. Indonesia, with its 203.5 million population is the fifth largest country by population after China, India, United States and Russia. After being hit by the economic and monetary crisis, Indonesia now is launching its economic reform movement and decentralization, which is not an easy task after four decades of central-rule of the authoritarian regime.

The 2002 UNDP Human Development Index for Indonesia¹ was 0.684, which ranked 102, right after Viet Nam. The HDI includes the following Indonesian statistics: (i) life expectancy at birth was 66.2 years, (ii) adult literacy rate was 86.9 per cent, (iii) combined primary, secondary and tertiary gross enrollment ratio was 65, (iv) GDP per capita was 3,043, (v) Life expectancy index was 0.69, (vi) education index was 0.79, (vii) GDP index was 0.57, (viii) GDP per capita rank minus HDI rank was 1.

1.2 Geography

Indonesia has a total area of 9.8 million square kilometers; including sea area of 7.9 million square kilometers or 81 per cent of the total area and land area of about 1.9 millions square kilometers. It is located between 6 degree 08 north and 11 degree 15' south latitude, and from 94 degree 45' to 141 degree 05' East longitude.

Indonesia consists of thousands of islands with many mountains and valleys. It has only two seasons, the dry season and the rainy season. The dry season (June to September) is influenced by the Australian Continental air masses. The rainy season (December to March) is influenced by the Asia Continental and Pacific Ocean air masses.

Indonesia, with its 32 provinces, 370 district or municipalities, 4000 sub-district and 72,000 villages scattered in remote areas, experiences, at the same time, modern lifestyles and very traditional agro forestry-based livelihoods.

A total of 59 per cent of all the population are residing in Java island, of which 21 per cent are in the province of West Java, 17 per cent in East Java, 15 per cent in Central Java, even though the island of Java constitutes 7 per cent only of the whole Indonesian territory. Ironically, the provinces of Maluku and West Papua, which constitute 25 per cent of the territory, are only inhabited by 2 per cent of Indonesian population. The situation indicates an imbalance population distribution and accordingly, also an imbalance of environmental support among the provinces in Java island.

¹ Human Development Report 2002, *Deepening Democracy in a fragmented world*.

The population density in Java is 945 per square kilometer, while in Jakarta is 13,000 per square kilometer. While on the island of Bali, it is 555 per square kilometer. On the other side, the province of West Papua, which constitutes 22 per cent of Indonesian territory is only inhabited by 5 people per square kilometer.²

1.3 Population

The total population in mid-2000 was 203.5 million (preliminary result of 2000 population census).³

Geographic distribution, including rural / urban. Indonesia's population is concentrated on Java Island. According to preliminary results of the 2000 Population Census, approximately 59 per cent of the population resides on Java, the area of which area is only 7 per cent of the total area of Indonesia. Meanwhile, Maluku and Irian Jaya, whose area accounts for 25 of the area of the nation, are inhabited by only 2 per cent of the total population.⁴

Annual population growth rate decreased from 1.98 per cent during the period from 1980 - 1990 to 1.35 per cent in the period from 1990 – 2000. Sex ratio of Indonesia people in 2000 is less than 100, the number of females outnumbers the number of males.⁵

Life expectancy (total and by gender). The Human Development Report 2002⁶ noted that the Life Expectancy at birth in Indonesia in the year 2000 is 66.2 years; by gender noted 68.2 years for female and 64.3 years for male.

Literacy levels of population are⁷: Adult literacy rate (per cent age 15 and above) were 74.7 per cent in 1985 and 86.9 per cent in 2000. 89.92 per cent. While youth literacy rate (per cent age between 15-24) were 92.6 per cent in 1985 and 97.7 per cent in 2000. Meanwhile, the Indonesian Social Economic Survey 2000⁸ indicated that female illiteracy rate was higher. Youth illiteracy rate for female was 1.9 per cent, and for male was 1.3 per cent.

Primary religious groupings. There are five groupings of religion within Indonesia, those are: Islam, Christian, Buddha, Hindu, and Kong Hu Chu. The majority of Indonesian people are Moslem.

1.4 Government and general development plans

Indonesia is a constitutional democracy, even though the first two regimes of the Indonesian Government, during the President Soekarno era (1945-1966) and President Soeharto era (1966-1998), both tended towards authoritarianism. Upon the step down of Soeharto in May 1998, Indonesia embarked on a reform era, by means of launching democratization in the political system. The third President, B.J. Habibie (1998-1999) and the fourth, Abdurrahman

² *Statistical Yearbook of Indonesia 2000, Central Bureau of Statistics, Jakarta.*

³ *Ibid.*

⁴ *Ibid.*

⁵ *Ibid.*

⁶ *Human Development Report 2002.*

⁷ *Ibid*

⁸ *Statistics of Education 2000, Central Bureau of Statistic, Jakarta 2000.*

“Gus Dur” Wahid (1999-2001) both ruled during short transitory periods only, since both were constitutionally forced to step down by the Parliament, and replaced by the fifth President Megawati Soekarnoputri (2001-2004).

National stability is being improved through the development of democracy, the rule of law and good governance. The Indonesian Public Act No. 25 (2000) on Indonesian National Development (PROPENAS) stipulates that Indonesia aims to: develop a democratic political system within a united Republic of Indonesia, establish the supremacy of law and a clean Government, reaffirm an economic recovery to be based on populous economics, promote the people’s welfare, promote religious and cultural lives of the people, and the promotion of regional development.⁹

The structure of the Government of Republic of Indonesia consists of the President; four Coordinating Ministries; 16 Ministries; 9 State Ministries; 16 Non Ministry Government Institutions at Central level. The Local level consists of Head of Provinces, district or Municipality, Sub-Districts and Villages. The Republic of Indonesia is divided administratively into 32 provinces, which are headed by Governors. The provinces are divided into regencies and municipalities; and further into sub districts. Each sub districts is divided into villages.

Under the Public Act No. 22 (1999) on Regional Autonomy, the local Government at the provincial and district or municipality levels, has more authority to manage their areas. The influence of the central Government means to provide support to the local Government in the form of capacity building, guidance and supervision.¹⁰ However, according to the Public Act No. 25 (1999) on the Balanced Budget between the Central and Regional Government¹¹, the central Government continues its budgetary support for de-concentrated programs, also provides general allotment lump sum as well as special assistance for emergency situation.

Development objectives in the field of social welfare for the next two years, as stipulated in Public Act No. 25 (2000) on the National Development Program or the PROPENAS (2000-2004), are to promote awareness for persons with disabilities, the poor, neglected children and other vulnerable people through provision of job opportunities in order to improve their social welfare and to improve physical accessibility for the disabled.¹² No specific stipulation is to be made with regards to the training and placement of persons with disabilities.

Public Act No. 25 (2000) on PROPENAS stipulated the 2000-2004 policies, strategies and program which could uplift the socio-economic condition, which is focused on five strategic problems: poverty, neglected children, disability, vulnerable groups in need of social protection, and the social impact of natural and man-made disaster. Poverty alleviation covers the social economic empowerment of the poor, promotion and facilitation to the market access. Poverty should address the hard core and marginal groups among the total number of 37.5 million persons. Included in the target is the indigenous community with total number of 1.1 million persons¹³.

⁹ *Indonesian National Development Plan (PROPENAS), 2000 – 2004.*

¹⁰ *UU No. 22 /1999 tentang Pemerintahan Daerah (Local Government)*

¹¹ *Public Act No. 25 (1999) on Balance Budget between the Central and Regional Government.*

¹² *Public Act No. 25 (2000), National Development Program (Propenas)*

¹³ *Indonesia Country Report, The 4th ASEAN Minister Responsible for Social Welfare, Singapore, 1-3 August 2001.*

With regards the strategy on training and employment strategy, the 2000-2004 Strategic Planning of the Ministry of Manpower stipulates, that vocational training will be implemented through partnership, link and match, and flexibility in order to fulfil the national, regional and international demand of labor market. For the year 2003 for instance, the vocational training targeted 40 500 persons will be trained, even though the final decision on the number will depend to the availability of the budget and upon the agreement of the Parliament¹⁴.

1.5 Economy

Agriculture, manufacturing and service industries¹⁵: Agriculture 17.0 per cent, mining 9.7 per cent, manufacturing industry 27.1 per cent, electricity, gas and clean water 1.6 per cent, construction 5.7 per cent, hotel and restaurant 15.4 per cent, transport and communication 7.0 per cent, financial and general trading services 6.7 per cent, and services industry 9.8 per cent.

Formal and informal sectors of the economy: Upon the request of the Government of Indonesia, an ILO Strategic Mission on Labor was deployed to Indonesia from 26 April to 7 May 1999. The mission reported that¹⁶:

No official studies have ever been made on the informal sector after the National Census in 1996. However from the empirical observation it was apparent, that the economic crisis didn't generate any significant awakening of the informal sector.

In terms of Labor forces it was noted, that out of the 90,807,417 in the labor force in Indonesia, only 2,788,878 or 3.07 per cent are regular employees. The rest are own account workers, self-employed assisted by family members or temporary employee, casual employee in agriculture, casual employee not in agriculture, and unpaid workers.¹⁷

The Central Statistical Bureau noted that in the beginning of the year 2002, the Indonesian GDP increased about 2.5 per cent compared to the last three months of the year 2001. The annual growth rate is 4 per cent. The World Bank's predictions on the annual growth rate in 2001 and 2002 were 4 per cent for each year, while IMF predicted a growth of 3.5 per cent in 2001.¹⁸ According to *Human Development Report 2002*,¹⁹ the GDP in the year 2000 was US\$153.3 billions, with GDP per capita US\$ 3,043.

Percentage of people below the international poverty line

Indonesia applies some different poverty standards.²⁰ The Central Bureau of Statistic uses

¹⁴ *Rencana Strategik, Director General for Training and Job Placement, Ministry of Manpower, 2001.*

¹⁵ *PDB Growth by sectors in 2000-2001, Central Bureau of Statistics.*

¹⁶ *Labor-based Recovery and Reconstruction Strategy (Indonesian version), ILO Jakarta, 1999,p.16.*

¹⁷ *Labor Force Situation in Indonesia, Central Bureau Statistic, August 2001.*

¹⁸ *World Bank Data base, "Perekonomian Indonesia,, Between Theory and Empiric Findings", Dr. Tulus Tambunan, 2001.*

¹⁹ *Human Development Report 2002.*

²⁰ *"Perekonomian Indonesia, Between Theory and Empiric Findings", Dr. Tulus Tambunan, Jakarta 2001.*

the expenditures for food consumption equivalent to 2100 calories per day and non-food consumptions. The most widely used is another criteria promoted by Professor Sayogya (Bogor Agriculture Institute, IPB) is rise consumption per capita per year, which is respectively 240 kilograms and 360 kilograms for village and urban area. The World Bank applied an income of US\$1.08 per day per capita. The following are the Central Bureau Statistics²¹ poverty data in percentage and in real numbers of individuals, before and after the monetary crisis:

Table 1.1 Poverty incidence by percent of the population and in numbers of people

Year	Percentage			Millions of people		
	Urban	Rural	Total	Urban	Rural	Total
1996	9.71	12.30	11.34	7.2	15.3	22.5
1998	17.80	22.00	20.30	17.6	31.9	49.5
1999	19.40	25.00	23.00	15.6	32.4	48.5

The impact of the Asian monetary crisis, which hit Asian countries in 1997, has been prolonged. While some other Asian countries like Thailand, the Philippines and Korea have been able to gain their economic recovery, Indonesia still in the beginning of its recovery in 2002. The economic and monetary crisis in Indonesia was worsened by the political instability, which is part of the democratization process. It seems that after the step down of the authoritative regime, the Indonesian people are still in political euphoria, and not yet ready to embark on systemic political reform.

The general objective of economic development is to speed up the economic recovery, indicated by:²²

- Annual growth rate 6 – 7 per cent (gradually)
- Inflation rate around 3 – 5 per cent
- Decrease of unemployment up to 5.1 per cent
- Decrease of the number of poor people to 14 per cent in the year 2000.

Most Indonesian economists predicted that the economic growth in 2003 will be around 4.5 per cent to 6 per cent, with inflation rate of 7 per cent to 9 per cent, using equivalent of Indonesian Rupiah 8000 – 9000 to US\$1.00.²³

1.6 Labour Markets

Indonesian Labor Force in 2000 was 98,812,448, of whom 61,163,859 or 61.89 per cent was male, and 37 648 589 or 38.11 per cent was female.²⁴ Indonesian Labor Force Participation Rates (LFPRs) has increased from 67.22per cent in 1999 to 67.76 per cent in 2000²⁵. The improvement of human resources quality and the entry of women into the workforce caused

²¹ Central Bureau Statistic, *Kompas Daily*, 19 October 2000.

²² *Ibid.*

²³ *Investor Indonesia Daily*, 9 June 2002.

²⁴ Labor Force Situation in Indonesia, August 2001, Indonesian Central Burau of Statistics, Jakarta., p.8-10.

²⁵ Human Resources Profile in Indonesia, Didin S.Damanhaury, Ministry of Manpower, Jakarta, September 2001.

the increase.²⁶

Table 1.2: Labor Force by age

Age	Male	Female	Total
15 – 19	4 706 593	3 431 978	8 138 571
20 – 24	7 064 431	5 136 805	12 201 236
25 – 29	8 493 139	5 184 978	13 678 117
30 – 34	8 305 983	4 637 622	12 943 605
35 – 39	8 047 198	5 060 332	13 107 530
40 – 44	7 078 671	3 964 477	11 043 148
45 – 49	5 680 659	3 286 084	8 966 743
50 – 54	4 243 888	2 468 662	6 712 550
55 – 59	2 836 154	1 790 200	4 626 354
60 above	4 707 143	2 687 451	7 394 594
TOTAL	61 163 859	37 648 589	98 812 448

The total number of unemployed persons was 8 005 031, consisted of 4 032 435 or 50.37 per cent male, and 3 972 596 or 49.63 per cent female.²⁷ Unemployment by age is as follows:

Table 1.3: Unemployment by gender and age 2001

Age	Male	Female	Total
15 – 19	1 999 434	1 138 205	2 337 639
20 – 24	1 427 283	1 133 805	2 561 088
25 – 29	574 868	609 044	1 183 912
30 – 34	225 303	307 406	532 709
35 – 39	128 896	181 015	309 911
40 – 44	108 097	127 611	235 708
45 – 49	64 863	135 572	200 435
50 – 54	78 910	86 383	165 293
55 – 59	53 330	68 428	121 758
60 +	171 451	185 127	356 578
total	4 032 435	3 972 596	8 005 031

Under employment rates defined as less than 35 hours per-week (total, by age, by gender).²⁸

²⁶ Central Bureau of Statistic, *Labor Force Situation in Indonesia, August 2001*.

²⁷ Labor Force Situation in Indonesia, August 2001, Indonesian Central Bureau of Statistics, Jakarta, p.8-10.

²⁸ *Ibid.*

Table 1.4: Underemployment by age

Age	Number
15 – 19	2 494 560
20 – 24	2 892 633
25 – 29	3 482 943
30 – 34	3 421 148
35 – 39	3 905 241
40 – 44	3 154 258
45 – 49	2 790 190
50 – 54	2 373 023
55 – 59	1 906 261
60 +	3 790 771

By gender: 14,332,960 or 47.44 per cent of those underemployed are male and 15,878,068 or 52.56 per cent are female.

Total number of persons 15 year of age and over in open employment (regular employees) is 26,579,000.²⁹ By gender, 18,221,426 or 68.56 per cent are male, and 8,357,574 or 31.44 per cent are female. There is no available data on multiple employment

Table 1.5 shows employment status, the relative statistics are as follows:³⁰

Table 1.5 Employment type

Employment type	Total
Self employed (own account worker)	19.501.330
- Temporary employee	20.720.366
- Employer	2.032.527
- Employee	29.498.039
- Family Worker	18.085.468
Total number:	89.837.730

Total level of employment is 90.807.417 (during previous week as per August 2001, ³¹
By age:

Table 1.6 Labour force by age

Age	Total
15 – 19	5.800.932
20 – 24	9.640.148
25 – 29	12.494.205
30 – 34	12.410.896
35 – 39	12.797.619
40 – 44	10.807.440
45 – 49	8.766.308
50 – 54	6.547.257
55 – 59	4.504.596
60 +	7.038.016

By gender: Male: 57 131 424 or 62.91 per cent.

²⁹ *Ibid.*

³⁰ Statistical Year Book of Indonesia 2000 – BPS p. 51

³¹ *Central Bureau of Statistics, Labor Force Situation in Indonesia, August 2001.*

Female: 33 675 993 or 37.09 per cent.

The total number (both formal and informal) by wage level: ³²

Table 1.7: Informal and formal sector wages

	Wage Level	No.	Sector
1	<100.000 (Rupiah)	1.737.130	
2	100.000 - 199.999	4.052.274	(Covering : agriculture, forestry, hunting, fishery
3	200.000 – 299.999	4.516.364	
4	300.000 – 399.999	4.791.134	- Manufacturing industry
5	400.000 – 499.999	4.376.053	- whole sale & retail trade; restaurants & Hotel
6	500.000 – 599.999	2.361.364	-Transportation, communication
7	600.000 – 699.999	2.429.608	
8	700.000 – 799.999	1.778.010	- Business services
9	800.000 – 899.999	1.458.891	- Community, social,
10	900.000 – 999.999	1.261.123	personal services
	1.000.000 +	3.889.210	- Mining etc

Note : The current prevailing rate US \$ 1.00 equivalent to Indonesian Rupiah 9 000

Issues that impact country labor market are:

- Importing labor, not yet considered as threat to labor market, since the labor are mostly hired for specialist and high-tech positions.
- Aging work force becoming more significant due to the longer life expectancy of the Indonesian people.³³
- High turn over of middle and higher-level professionals, due to the high market demands and shortage of experienced professionals.
- There were 273 cases of strikes, which involved 126.045 workers, and caused a lost of 1 281 242 working hours.³⁴
- There were 70 093 workers discharged, out of which 1 903 cases were settled at the discharge tribunal.³⁵

³² *Ibid.*

³³ *UNDP Human Development Index 2000.*

³⁴ *Prof. Dr. Didin Damanhuri, "Human Resources Profile in Indonesia", December 2001.*

³⁵ *Ibid.*

Part Two: People with Disabilities—Definitions, Data and Situation

2.1 Definitions of disability

The Public Act of the Government of the Republic of Indonesia No. 4 (1997), article 1 stipulates the definition of persons with disabilities as follows:

Disabled person is someone who has physical and / or mental abnormality, which could disturb or be seen as obstacle and constraint in performing normal activities, and consisted of: a. physically disabled; b. mentally disabled, and c. physically and mentally disabled.

2.2 Disability classification systems

The disability classification stipulated by Public Act No. 4 (1997) mentioned above is the official classification. However, there are some different operational interpretations developed by different concerned parties. The Ministry of Health and academic institutions tends to use the following three categories of WHO.³⁶

1. Impairment is “any loss of abnormality of psychological, physiological, or anatomical structure or function”. Impairments are disturbances at the level of the organ which include defects in or loss of a limb, organ or other body structure, as well as defects in or loss of a mental function. Examples of impairments include blindness, deafness, loss of sight in eye, paralysis of limb, amputation of a limb, mental retardation, partial sight, loss of speech, mutism.

2. Disability is a “restriction or lack (resulting from an impairment) of ability to perform an activity in the manner or within the range considered normal for a human being”. It describes a functional limitation or activity restriction caused by an impairment. Disabilities are descriptions of disturbances in function at the level of the person. Examples of disabilities include difficulty in seeing, speaking or hearing, difficulty in moving or climbing stairs, difficulty grasping, reaching, bathing, eating, toileting.

3. A handicap is a “disadvantage for a given individual, resulting from an impairment or disability, that limits or prevents the fulfillment of a role that is normal (depending on age, sex and social and cultural factors) for that individual”. The term is also a classification of “circumstances in which disabled people are likely to find themselves” Handicap describes the social and economic roles of impaired or disabled persons that place them at a disadvantage compared to other persons. These disadvantages are brought about through the interaction of the persons with specific environments and cultures. Examples of handicaps include being bedridden or confined to home,

³⁶ Prof. Dr. Hendarto Hendarmin MD, Faculty of Medicine, University of Indonesia, WHO Collaborating Centre for Prevention of Deafness and Hearing Impaired, Interview, Jakarta, 25 July 2002.

being unable to use public transport, being socially isolated.³⁷

However, for operational and prioritizing purposes, the Indonesian Central Bureau for Statistic (CBS) for instance, uses different criteria. CBS tends to use the most severe disability whereby the person a disability is really unable to perform his / her social and economic functions, so that he / she is totally dependent to other persons in his / her livelihoods, so that really in need of certain medical, vocational and social economic intervention.³⁸ CBS only included persons with disability in a household, and excluded those residing in dormitory or rehabilitation centers. The CBS survey also excluded the provinces in social unrest like Aceh and Maluku. Therefore the CBS was fully aware, that National Census is the only way to get the viable data of persons with disabilities. However, this effort will be technically very complicated, considering the different criteria, and accordingly also very costly. The use of the most severe cases of persons with disability in the National Social Economic Survey was meant for selecting the most prioritized target of the rehabilitation efforts, especially for planning and programming purposes.

2.3 Sources of disability information and statistics

The very basic information comes from the Core National Social and Economic Survey (SUSENAS) conducted by Central Bureau of Statistics. This was to be done annually in a common agreement with the Ministry of Social Affairs, especially with regards to the criteria used.

Reports from the sectoral line ministries on the implementation of their respected sectoral programs. Some specific reports, such as report on community-based rehabilitation comes from the Ministry of Social Affairs, report on vocational training for persons with disabilities comes from the Ministry of Manpower, while report on special education for school age children comes from the Ministry of National Education. However the sectoral reports are still very fragmented, and mostly are relating to the annual services provided to the persons with disabilities.

Only well managed NGOs provide good and reliable data.

National Census, disability issues have never been incorporated in the National Census. However, except the information from the SUSENAS, most reports have not yet been standardized. The SUSENAS 2000 among others found the following basic information:

- The prevalence of persons with disabilities was 1.46 million in numbers or 0.74 per cent of the total population of Indonesia. The percentage in rural area, 0.83 per cent, is higher than those in urban area, 0.63 per cent. This is in contrast with WHO estimation, that one out of ten persons is a person with disability. This finding also too small as compared to the result of 1979 quick survey, which concluded that the prevalence of persons with disabilities in Indonesia is 3.11 per cent. This figure has since than been widely used officially.
- The female persons with disabilities, 55.73 per cent is higher than those of male persons with disabilities, 44.27 per cent.

³⁷ Helander et al., *Training the Disabled in the Community*, WHO, Geneva, 1980.

³⁸ *Descriptive Analysis, Socially Disadvantaged Persons, National Social and Economic Survey 2000, Central Bureau Statistic.*

- The highest prevalence of persons with disabilities are those of 31- 59 years of age. More than 50 per cent of persons with disabilities are above 50.
- As compared to the other causes of the disabilities, 44.88 per cent were caused by congenital defects. There is a significant relevancy between the congenital defects and the poor nutrition and health status of the pregnant mothers.
- 43.17 per cent of school age children with disabilities don't go to schools, 34.85 per cent in urban and 47.74 per cent in rural areas.
- Employment activities of persons with disabilities: agriculture 17 per cent in urban and 65.1 per cent in rural (average 50.7 per cent), industry 18.6 per cent in urban and 10.1 per cent in rural (average 12.6 per cent), services 27.5 per cent in urban and 7 per cent in rural (average 13.1 per cent), general trading 23.9 per cent in urban and 12.7 per cent in rural (average 16.1 per cent), and others 13 per cent in urban and 5.1 per cent in rural (average 7.5 per cent).
- Working hours: less than 15 hours per week - 49.91 per cent in urban and 61.33 per cent in rural (average 57.9 per cent), between 15-34 hours per week - 15.39 per cent in urban and 17.82 per cent in rural (average 17.09 per cent), and more than 35 hours per week - 34.7 per cent in urban and 20.85 per cent in rural (average 25.01 per cent).

Data gathering procedures: there are two types of SUSENAS, which are to be implemented every year: first is the Core SUSENAS and Modular SUSENAS. The Core SUSENAS, which is to be implemented annually, covers data collection on education, health, manpower, fertility, housing, consumption and household expenditures. While the Modular SUSENAS, which consists of Consumption module, health and housing module, and Social Cultural and Education module, to be implemented in turn, once every three years.

In order to get the required data on social welfare development, variables of socially disadvantaged groups in the SUSENAS 1998 were redefined and included for the modular SUSENAS 2000.³⁹ The modular SUSENAS with its 60 000 households sampling, was to be conducted in selected locations in all provinces of Indonesia, except in the SUSENAS 2000, which excluded the provinces of Aceh and Maluku, which were still in social unrest. The following is the result of the SUSENAS 2000, in terms of the type of disabilities and its causes:

³⁹ *Descriptive Analysis, Socially Disadvantaged Groups, SUSENAS 2000, Central Bureau of Statistic and the Ministry of Social Affairs.*

Table 2.1: Percentage of type of disabilities and its causes⁴⁰

Type of disabilities	Congenital	Accidents	Diseases	Total
Visual	36.39	9.96	53.65	100.00
Hearing	21.24	11.68	67.08	100.00
Speech	80.13	6.65	13.22	100.00
Hearing & Speech	81.90	-	18.10	100.00
Physical	40.30	22.62	37.07	100.00
Mental	63.05	8.56	28.38	100.00
Psychotic	28.36	18.74	52.90	100.00
Multiple	50.54	21.65	27.81	100.00
Total	44.88	15.32	39.80	100.00

2.4 On-the-job injuries

Due to some changes in the Ministry of Manpower and the Ministry of Health, including several reorganizations over the past years, there is no nationwide data currently available. The only data in the ministry of manpower is micro individual data of those who claimed for the accidents, which is no significant at all to represent the national job injuries. Furthermore, since 1 January 2001, upon the enactment of Public Act No. 22 (1999) on Regional Autonomy, all data are managed by autonomous district offices, which have no official obligation to submit the data to the federal ministry.

2.5 Environmental factors affecting full participation

Family and neighborhood environment: this is the primary barrier for children or persons with disabilities to move forwards in social participation. Most of Indonesian people, especially in rural areas, have negative perception to children and persons with disabilities, as if the disabled have no capacities to develop and want to keep them as persons in pits in their respective shade of their houses.

Lack of transportation accessibility: transportation in Indonesia is becoming more a problem for Indonesia with its 203 million population, in terms of availability, space, costs and safety. Almost all public transportation facilities are crowded and moreover, no accessibilities have been adequately provided for persons with disabilities. Initiatives have been taken in some big railway stations, so that persons with wheelchair could step in easily to the train without being bothered by the stairs. Unfortunately no similar accessibilities have been made for the public busses.

Ten years ago the government television program was facilitated with sign language interpreters. However, the facility was then deleted, simply because the sign language applied in the TV program has not yet been nationally recognized by the Government and different groups of persons with hearing impaired.

Even though some of the modern and multi-stories building construction have been facilitated with certain physical accessibilities for persons with disabilities, such as the ramp for wheelchair users, special toilet for physically disabled and speaking elevators for the

⁴⁰ *Social and Cultural Moduel, SUSENAS 2000, Macro Data Analysis, Central Bureau of Statistic in Cooperation with the Ministry of Health & Social Welfare.*

blinds, but for some big cities, even to get to the building still another problems due to the transportation facilities and accessibilities.

Most of the sidewalks in big cities, moreover after the monetary crisis, are fully occupied by peddlers. Or if not, than the sidewalks which are supposed to be used by pedestrians, due to the severe traffic jam and the absence of special lane for motorbike users, in so many cases are utilized motorcyclist.

In terms of communications facilities, basically Indonesia has developed sufficient communications networks and facilities. The launching of some generations of Palapa communication satellite by the Government of Indonesia since 1980, Indonesia has practically been able to bridge the communication gap. Now people could easily access to cheap public phone post run by local people in cooperation with the State Telecommunication Agency. So it is with assistive devices such as the wheelchairs, white cane, hearing aids, which have been widely used by the persons with disabilities. Even the Ministry of Social Affairs donated a special bus for the wheelchair-users to the Indonesian Association of Persons with Disabilities, even though of course one bus is far from enough for the big numbers of persons with physically handicapped.

2.6 Social factors affecting full participation

Prevailing family and community attitudes, especially the feeling of pity. Most community members, mostly in rural areas, still consider children or persons with disabilities are helpless, and have no capacity to develop themselves, in terms of physical moreover intellectual and spiritual capacities.

Guilty feeling from the parents and shame to have a family member with disabilities. For some very traditional community, they sometimes consider it as “punishment” for the family misconduct or sins from God Almighty. Therefore the best way to treat the family member with disabilities, and to “compensate” his “guilty feeling”. The parent tends to give over protection and keep the disabled family member at home, so that they could provide whatever “lovely and best” services they can make.

Poverty, since the medical, vocational and social rehabilitation services for persons with disabilities, including those from the government agencies, are not provided free.

2.7 Disabled Persons' Organizations

Perhimpunan Penyandang Cacat Indonesia (PPCI) or Indonesian Disabled Persons Association, whose membership covers all type of disabilities. All persons with disabilities are supposed members to the PPCI. PPCI is member to the Disabled Peoples International (DPI).

Association of certain type of disability, such the Federation for the Physically Handicapped (FKPCTI), Federation of the Hearing Impaired (FNKTRI), Federation for the Mentally Retarded (FNKCM), Federation of the Visually Impaired (FKTI), Indonesian Society for the Care of Disabled Children (YPAC), Association of the Blind (PERTUNI), Veteran Corps

(KCVRI), Movement of the Hearing Impaired (GERKATIN), Foundation for Sports of the Disabled (YPOC), Association for Sports for Mentally Retarded (SOINA), Indonesian Women with Disabilities (HWPCI).

Very view of these organizations provides vocational training activities for their members. For instance the Movement of the Hearing Impaired (GERKATIN) provides apprenticeship trainings and develops productive groups among them. While the Federation for the Physically Handicapped develops cooperatives and workshop among their members. However, the implementation of such programs are based on individual needs and efforts of the members and are not formal, organizational programs.

Mostly they advocate for the equal rights of persons with disabilities and promote the welfare of their members. Some of the associations involve in the job promotion for their respective members, such as the FKPCTI, PERTUNI, KCVRI, YPOC and HWPCI.

Indonesian Association for the Care of Disabled Children (YPAC) is the only association for persons with disabilities who provide formal school and vocational training for children with disabilities. The Community Based Rehabilitation (CBR) training center at Solo, Central Java is developed and managed by YPAC. YPAC also opens schools for disabled children in some big cities in Indonesia. Meanwhile, out of the 755 private special schools, 166 of them provide basic vocational training to 32 574 disabled students⁴¹. The Ministry of Manpower also encouraged the persons with disabilities to develop mechanism and network for the placement of disabled workers, among others through the establishment of Pro-M Consultant for placement and Legal Aid Consultant for people with disabilities.

No data is available on regional coverage and number of membership of each respective association.

⁴¹ *Data on Private Special Schools, Special Elementary Schools and Integrated Schools, Ministry of National Education, 2001.*

Part Three: Legislation, Policies and Institutional Structures

3.1 International policies adopted

The Government of Indonesia ratified the Asia Pacific Decade of Disabled Persons on 10 April 1993.⁴² The Government of Indonesia has not ratified Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159). Initiative was once taken by the ILO Chief Technical Adviser of the INS/88/020 – Community Based Rehabilitation for the Disabled, Mr. Dereck S. Spicer, but was not successful.

3.2 National legislation

The following legislation on persons with disabilities, ranges from the 1945 Basic Constitution, Public Act, Government Regulation, Presidential Decrees to Ministerial Decrees and Ministerial Instructions:

Table 3.1 Legislation and description of content

Legislation	Contents
1945 Basic Constitution	Article 27(2): "All citizens are entitle of job and decent livelihood"
Public Act No. 4 (1997) on Persons with Disabilities	Covers all aspects of the rights of persons with disabilities in all aspects of livelihoods, including in education and training and job opportunities. Article 14 stipulates quota system, one job opportunity per 100 employees.
Public Act No. 6 (1974) on Basic Principles in Social Welfare.	Stipulates all aspects of social welfare efforts and the rights of the community to take active part in it.
Government Regulation No. 72 (1991) on Special Education	Stipulated guidelines on the management of special education at elementary, junior high school and senior high school levels.
Government Regulation No. 43 (1998) on the Promotion of Welfare of Persons with Disabilities.	Covers type of disabilities, accessibilities, medical rehabilitation, educational rehabilitation, vocational rehabilitation, social rehabilitation, placement and coordinating board in promoting the welfare of persons with disabilities..
Presidential Decree No. 83 (1999) on Coordinating Agency in Social Welfare Efforts for the Welfare of Persons with Disabilities.	Covers the role and function of the Agency, its structure and memberships, establishment of working groups, working procedures and establishment of Agency at the provincial and district levels.
Joint Statement between the Minister for Religious Affairs, Education & Cultures, Social Affairs and Home Affairs, No. 0318/P/84, No. 64 (1984), No. 43 (1984) and No. 45 (1984) on Assistance for Destitute Children, Disabled Children in Compulsory Education.	Covers every possible efforts from the different line Ministries in support the implementation of the Presidential Declaration, 2 May 1984 on the first six years Compulsory Education.
Minister for Health Decree No. 104 (1999) on medical rehabilitation.	Arrangements in medical rehabilitation at the government medical facilities and community-based efforts.
Minister for Public Works Decree No. 468 (1998) on Accessibilities.	Technical guidelines for building and environment accessibilities.
Minister Education Decree No.002 (1986) on Integrated Education for Children with Disabilities.	Mainstreaming of education at elementary and high school levels.
Minister for Transportation Decree No. KM 71 (1999) on Accessibilities for Persons with Disabilities at Public Transportation facilities.	Guidelines for accessibilities facilitation at land, sea and air transportation facilities.
Minister for Manpower Decree No. 205 (1999) on Vocational Training and Job Placement for Persons with Disabilities.	Guidelines on the entitlement of persons with disabilities in vocational rehabilitation and job placement, upon the completion of medical and social rehabilitation.
Governor of Jakarta Decree No. 66 (1981) on Accessibilities at the public facilities.	Guidelines for accessibility for persons with disabilities at public buildings and housing.
Governor of Jakarta Decree No. 140 (2001) on Accessibility Team.	Establishment of Team for the Promotion of Accessibilities for Persons with Disabilities in the Jakarta province.

⁴² D:/my document/ESCAP/decade_proclamation.doc

Joint Statement between Minister for Social Affairs, Minister for Manpower, Minister for Home Affairs and Association of Employers of Surakarta, 23 January 1989.

Joint commitment in supporting job opportunities for persons with disabilities.

The equal rights of disabled persons are well stipulated in legislation: Public Acts No. 9 (1999) on Human Rights article 41 and 42⁴³, Public Act No. No. 4 (1997) on Persons with Disabilities and Government Regulation No. 43 (1998) on the Promotion of the Welfare of Persons with Disabilities⁴⁴, and some other relevant enabling regulations issued by the Ministry of Social Affairs, the Ministry of Health and the Ministry of Manpower.

The United Nations General Assembly Decision A/48/96, 1993 on “The Standard Rules on the Equalization of Opportunities for Persons with Disabilities”, rule 20 which stipulates that: “States are responsible for the continuous monitoring and evaluation of the implementation of national program and services concerning the equalization of opportunities for persons with disabilities.”

Formally, all this legislation stipulates equal rights for persons with disabilities. However poor law enforcement or to certain extent, no enforcement at all, is still a most serious problem in Indonesia. The Inspector of each respective ministries are supposed to control the execution of the legislation, but the Inspectors are mostly trapped in routine project implementation, while there will be no project for law enforcement. The Coordinating Board for the Welfare of Persons with Disabilities, which is established under a Presidential Decree, is the agency supposed to take the lead in monitoring, but not enforcing capacity.

Education

Government Regulation of the Republic of Indonesia No. 72 (1991) on Special Education, which stipulated the equal rights and accesses of disabled children/persons to education.⁴⁵ This Government Regulation merely stipulated guidelines on the establishment and arrangement of the special education at elementary, junior and senior high school levels.

The mainstreaming approach in education is to be stipulated in the Minister for Education Decree No. 002 (1986) on the Integrated Education for Children with Disabilities. The integration of education for children with disabilities into regular schools aims to optimize the potencies of the children with disabilities. Currently there are 198 integrated schools for elementary, junior and senior high schools with 974 students throughout Indonesia.⁴⁶

Employment

Decree of the Minister for Manpower of the Republic of Indonesia, No. Kep-205/MEN/1999, which stipulated vocational training and employment opportunities for persons with disabilities.⁴⁷ This Ministerial Decree is the enabling regulation of the Public Act No. 4 (1997) on Persons with Disabilities in the vocational training and placement aspects of the people with disabilities. Article: 4 stipulates the compulsory responsibility of employer with more than 100 employees, to provide job opportunity for at least one disabled worker.

⁴³ *Undang Undang HAM 1999, UU RI No. 39 Th. 1999 tentang Hak Asasi Manusia.*

⁴⁴ *Himpunan Peraturan Perundang-Undangan Penyandang Cacat Nasional dan Internasional, HWPCI, Jakarta 2001.*

⁴⁵ *Ibid.*

⁴⁶ *Data on Private Special Schools, Special Elementary Schools, and Integrated Schools in Indonesia, 2001, The Ministry of National Education.*

⁴⁷ *Ibid*

Article: 5 stipulates the entitlement of the disabled workers for vocational training which could be provided by the government or private sectors. The vocational training has to be provided by certified instructors. In order to get the vocational training opportunities, persons with disabilities has to register to the designated office.

Existing legislation guarantees persons with disabilities access to mainstream in education, vocational training and job placement. However, enforcement is still a problem..

Employment and Enterprise Development

Joint Statement between the Ministry of Social Affairs, Ministry for Manpower, Minister for Home Affairs and the Indonesian Employers Association of Surakarta (APINDO), 23 January 1989, which stipulated the commitment of all parties concerned to provide every possible support in the placement and utilization of the disabled workers.⁴⁸ In this case, Prof. Dr. Soeharso Rehabilitation center at Surakarta will train workers to suit the labor market required by APINDO. The joint statement at the Surakarta-regency level was well implemented, except on the idea to establish a joint vocational training center. The Surakarta regency is well recognized and known throughout Indonesia as “City of Persons with Disabilities”

Housing and building codes

The Minister for Public Works Decree No. 468/KPTS/1998 on the Technical Accessibility Requirement for Public Building and Its Environment, which stipulated all the architectural requirements by persons with disabilities.⁴⁹ The Minister Decree provides only technical guidelines, but has no enforcement capacities. The enforcing legislation is to be provided by the local authorities, especially the Governor (head of the province) and the Bupati (Head of the district) or mayor. The Governor of Jakarta issued the Regional Government Regulation No. 17 (1991) on Requirements on Accessibility and Equipment for Persons with Disabilities, which gives penalty to those who don't follow the guidelines.

Transportation

Public Act No. 13 (1992) on Train Transportation and Public Act No. 14 (1992) strongly stipulated special accessibilities and provision of special treatments to passengers with disabilities,⁵⁰ but implementation of this Public Act is, in fact, still very poor, so that public transportation facilities and accessibilities still lag behind.

Employment promotion legislation: Article 28 of the Government Regulation No. 43 (1998) on the Promotion of the Welfare of Persons with Disabilities stipulates that all companies which have 100 employees (or more) have to accommodate at least one disabled worker. In addition, the existing Public Acts and the enabling regulations as well as the joint statement between the relevant line ministries, strongly indicated the appeals made by the Government of Indonesia for promoting job opportunities for persons with disabilities. However, enforcement of this legislation on job opportunities for people with disabilities has never taken place. No penalty or fine is to be executed to those who don't implement the

⁴⁸ Ibid.

⁴⁹ Ibid.

⁵⁰ Ibid.

legislations.

Discrimination against disabled persons: The Government Regulation of the Government of Indonesia No. 98 (2001) on the Recruitment of Civil Servant strongly stipulated in article 6.h, that the applicant has to be physically and mentally healthy. However, the Head of the State Personnel Agency (BKN), in his letter dated 22 March 2001⁵¹ clarified, that the job seeker should take into account the job description and job specification, and should not strictly interpret the requirement.

Training and employment of disabled persons

The Minister for Manpower Decree No. 205 (1999) on Vocational Training and Placement of Disabled Workers Article 3 stipulates that employers have to provide job opportunities for disabled workers. Article 4 stipulates, that it is compulsory for employers with 100 workers to at least hire one disabled worker. While articles 5, 6 and 7 stipulate the requirements to provide sufficient vocational training to people with disabilities, and to provide the training certificate. Article 8 stipulates that vocational rehabilitation has to be provided, right after the medical, social and educational rehabilitation.

In addition to the Decree of the Minister for Manpower No. 205 (1999), which stipulates vocational training and placement for workers with disabilities, there is also a letter from Minister for Manpower to Indonesian Employers Association (APINDO) No. 68 dated 31 July 1998, which encouraged placement of workers with disabilities. In pursuant to the Ministerial Decree, a forum organized jointly by the Ministry of Manpower, the Indonesian National Council on Social Welfare, and the Cooperative of persons with disabilities (KUB), takes place regularly in August each year, using the opportunity for commemorating Indonesian National Day.

Vocational Training and Placement issues are respectively stipulated in a very general way under Chapter III and IV. The Government is familiar with working in projects, while no project has been created for placement of persons with disabilities. As it is only legislation, there is little progress in this area.

Draft legislations

In order to regenerate stronger commitment from all parties concerned, a draft of a Presidential Decree on the establishment of “Coordinating and Empowering Team for the Welfare of Persons with Disabilities” is being prepared, which hopefully will be enacted before the end of 2002.⁵² The new Presidential Decree will replace the existing Presidential Decree No. 82 (1999). The new / drafted one will include more professionals and representatives from NGOs for and of PERSONS WITH DISABILITIES. 11 members of the Team out of the 20, are representatives of professional and NGO representatives, among others the Chairman of the Indonesian Disabled Persons Association (PPCI), Chairman of the Indonesian National Council on Social Welfare, Director of WHO Collaborating Center for Prevention of the Deaf, and some more reputable persons with disabilities-related activist.

⁵¹ Ibid.

⁵² Draft paper “Lembaga Koordinasi dan Pengendalian Peningkatan Kesejahteraan Sosial Penyandang Cacat” from the Ministry of Social Affairs, 2002.

Two drafts of a new Public Act, namely on “*Penyelesaian Perselisihan Hubungan Industrial*” or “Industrial Relation”, and on “*Pembinaan dan Perlindungan Ketenagakerjaan*” or “Development and Protection of Manpower” are being communicated to all concerned parties.

Chapter X on “Protection, Compensation and Welfare” of the draft of the Public Act on “Development and Protection of Manpower” stipulates the compensation and protection of workers, including for disabled workers. However, no law or stipulation has ever been issued on employment injury. So far it seems that the only article related to employment injury is Article 8 (1) of the Minister for Manpower Decree No. 205 (1999), which stipulates, “Disabled workers are entitled to have vocational rehabilitation, upon the completion of medical, social and educational services.” The inclusion of medical rehabilitation in Article 8 (1) indicates the occurrence of accident or injury to a worker.

Mainstreaming

Public Act of the Government of the Republic of Indonesia No. 4 (1997) on Persons with Disabilities articles 6 to 14 stipulates the equal rights of persons with disabilities in the formal and informal vocational system. Meanwhile, Chapter Three on Education Opportunity, and Chapter Four on Job Opportunities for Persons with Disabilities of the Government Regulation No. 43 (1998) on the Promotion of Social Welfare for the Disabled stipulate the mainstreaming opportunity of persons with disabilities in the formal and informal vocational training system. And the Minister of Education Decree No. 002 (1986) stipulates the integration of education for disabled children.

3.3 Disability policies and regulations

National development plan

The Indonesian development plan is divided into two phases. First is the Program Pembangunan Nasional (PROPENAS)⁵³, which stipulates the Five-Year Development Plan, which is then to be elaborated into Annual Development Plans (REPETA).⁵⁴ Neither plan, the PROPENAS nor REPETA, which were sanctioned by the Parliament into a Public Act, gave an in-depth elaboration concerning programs for persons with disabilities.

The PROPENAS only stipulates that national plans on manpower in general, are geared toward:⁵⁵

- (1) promotion of vocational training in appropriate technologies, development of entrepreneurial and some other supporting skills, to enable the worker to create their respective self employment,
- (2) to identify the characteristic potentials of the job seekers, in order to enable to link them up with job providers.

In short, the future of vocational training will be directed toward the training more “industrial

⁵³ Public Act of the Government of the Republic of Indonesia No. 25 (2000) on PROPENAS, 2000-2004.

⁵⁴ Public Act of the Government of the Republic of Indonesia No. 19 (2001) on “National Revenue and Development Budget, Fiscal Year 2002.

⁵⁵ PROPENAS, Chapter IV on Economic Development, Sub item 1.2.1. on Expansion and Development of Job Opportunities.

and demand-driven” workers.⁵⁶

Significant regulation or policy statement

The Minister for Manpower Decree No. 205 (1999) stipulates the regulations on vocational training and placement of disabled workers.

Article 5 of the Decree stipulates that:

(1) Workers with disabilities are entitled to get vocational training provision from a vocational training institution, owned by the Government or private entities.

(2) The training could be implemented by exclusively or jointly with the other workers.

The training institution has to follow to the established and recognized condition and training methods, and using suitable training facilities, which have been adjusted to the need of the workers with disabilities.

Article 7 stipulates: “Upon the completion of the training, the workers with disabilities are entitled to get vocational training certificate.”

Article 8 on the placement of the workers with disabilities stipulates:

(1) Upon the completion of medical, social and educational rehabilitation, workers with disabilities are entitled to have vocational rehabilitation.

(2) Vocational rehabilitation to cover social guidance and counseling, vocational training and selective job placement.

(3) In order to get the rehabilitation vocational opportunity, workers with disabilities have to register themselves to the job placement office.

National plan regarding vocational rehabilitation

Just like the rest of the sectoral programs, the vocational rehabilitation plan is to be incorporated in the Annual Development Plan or REPETA , which has to be sanctioned by the Parliament. The REPETA is to be developed as furtherance to the issuance of the PROPENAS. The plan, which is supposed to cover a five-year duration, normally is initiated in December or January each year. However, confirmation on the amount of the target population is subject to the availability of the fund required. For instance, even though for 2003, the targeted workers to be trained is 60,000, but its approval is subject to the availability of the government budget.

Competency of training

Article 6 of the Minister for Manpower Decree No.205 (1999) stipulates:

“The training for workers with disabilities has to be conducted by certified instructors.”

Research on vocational rehabilitation

No research on vocational rehabilitation and disability-related issues is specifically

⁵⁶ “Industry Based Training System”, *Vocational Training in the Year 2000 and the Role of the Ministry of Manpower, Indonesia-GTZ Cooperation.*

stipulated. However, the research and development function is embedded in the Presidential Decrees, which stipulates the structures and function of each respective line ministries. The Research and Development Agency structure, which is an echelon I structurally,⁵⁷ has the mandate to do the research and development works within each respective ministry. The research and development works on disability-related issues will be proposed by this agency, and subject to the approval of the “Lembaga Ilmu Pengetahuan Indonesia (LIPI or the Indonesian Science Institute), which is Chaired by the Minister for Research and Technology.

Other policies and regulations

All legislation has already been set forth in item 3.2 on National Legislation. Further enabling regulations issued by the provincial and district Government are required in the regional autonomy era, which would indicate a commitment to implement the policies and legislation issued by the central Government. However, the absence of commitment from all parties concerned will eventually make all the legislation seem ineffective.

3.4 Evaluation and review of policies

Measurable target

The PROPENAS, or the Five-Year Development Plan, is to be followed by the formulation of a Strategic Plan, to elaborate by years all the targeted population.

The Ministry of Social Affairs’ Strategic Plan for Persons with Disabilities for the period of 2001-2005 indicates the annual target, to be based on the real annual budget availability stipulates the targets shown in Table 3.2,. The targeted population of persons with disabilities are mostly those persons residing in the rehabilitation centers and those served by the outreach services emanating from the centers.

The Government is fully aware that the annual population target will never serve the totality of the disabled population. They are aware, even if there will be no new disability case, they could only complete services for all the population of persons with disabilities within the next 25 years. However, it should be noted, that the figures excludes people with disabilities served by the community participation undertakings (please see also table under section 5.3 on Self Employment in formal sector).

It should also be noted that the Ministry of Social Affairs’ annual development budget is always the lowest compared to the other line ministries, roughly 0.5 per cent of the annual federal budget. However, people with disabilities are to be jointly served by the Ministry of Health, the Ministry of Education and the Ministry of Manpower all together.

Table 3.2 Social Rehabilitation and Protection of persons with disabilities⁵⁸

	2000	2001	2002	2003	2004

⁵⁷ Echelon I is a structure within a ministry, right under the minister. Director General, Inspector General, Secretary General, and Head of Research & Development Agency are echelon I posts, while director and head of bureaus are echelon II, sub-director are echelon III and sections are echelon IV.

⁵⁸ *Strategic Plan 2001-2005, The Ministry of Social Affairs.*

Numbers of Persons with Disabilities	1 170	1 287	1 416	1 557	1 713
Annual budget (in Rp. 1000)	10 998 000 equivalent to US \$ 1,293,882.35	12 097 800 equivalent to US \$ 1,423,270.59	13 307 580 equivalent to US \$ 1,565,597.65	14 638 338 equivalent to US \$ 1,722,157.41	16 102 172 equivalent to US \$ 1,894,373.18

The Ministry of Social Affairs population targets persons with disabilities, to provide institutional services (in the Rehabilitation Centres) and community-based rehabilitation services. No gender dimension could be anticipated, because the final selection of people with disabilities for inclusion in these services will be done by social officers at the district or municipality level, since they are directly in touch with the targeted population, and accordingly they are the focal points for the final selection of the persons to include. Possible integration of services will be also determined by the district agencies.

Table 3.3: Special Education for Children with Disabilities⁵⁹

No	Component	Unit	2000	2001	2002	2003	2004	Total
1	Number of school	School unit	1094	1100	1150	11200	1250	5794
2	Workshop development	Unit	50	55	60	65	70	300
3	Additional class room	Room	100	100	100	100	100	500
5	Building rehabilitation	School	2	2	2	2	2	10
6	House construction for teachers	Unit	118	118	118	118	118	590
7	Teacher recruitment	Number of Teachers	1 600	1 600	1 600	1 600	1 600	8 000
8	Teacher training	Number of Teachers	1 600	1 600	1 600	1 600	1 600	8 000
9	Purchase of books	Total number	150 000	150 000	150 000	150 000	150 000	750 000
10	Education equipments	Unit	2 000	2 000	2 000	2 000	2 000	10 000

The Ministry of Education could not set a target of the children with disabilities, but rather leave it open to the local enrollment. While the Ministry of Manpower only indicated the plan for 2003 which covers vocational training, either for 40,500 people with disabilities if the annual budget will get 20 per cent increase, or 60,000 people with disabilities if the budget increase will be 60 per cent.⁶⁰

Methods of evaluation

The regular review is conducted through regular monitoring visit by the national, provincial and district officials. Evaluation is to be made before the end of the fiscal year, for the purpose of planning for the determining the target for the next fiscal year. Upon request from the Director in charge of the Rehabilitation of the Disabled, the Research and Development Agency of the respected line ministry, could undertake an in-depth evaluation. The fiscal year in Indonesia starts in April, and end up in March .

⁵⁹ *Strategic Plan 2000-2004, The Ministry of National Education.*

⁶⁰ *Interview with Deputy Director for Program & Methods, Directorate for Training and Job Placement, the Ministry of Manpower, 31 July 2002.*

3.5 Institutional structures

Historical evolution

Professor Dr. Soeharso, a dedicated medical doctor at Surakarta was quite dedicated to the assistance of persons with disabilities, immediately after the completion of the war for independence in 1950. Many victims of war were young men. The existing general hospital could not provide them with appropriate services, in terms of providing them with sufficient medical rehabilitation, vocational rehabilitation and psychosocial rehabilitation, and eventually also to find them decent job opportunities.

Therefore, he initiated the establishment of the first rehabilitation center in Surakarta, which provides medical and social rehabilitation in Indonesia. The medical rehabilitation, which was later promoted into an Orthopaedic hospital, and managed by the Ministry of Health. While the social rehabilitation unit, which also provides vocational services, was then promoted into a national level rehabilitation center and managed by the Ministry of Social Affairs. The two historical centers, in commemoration to his sincere dedication and pioneering, was then renamed after him.

Both, the Orthopaedic hospital and the national rehabilitation centers are still exist, even was continuously improved by the Government. UNDP / ILO, through two consecutive projects INS/82/011 and INS/88/020 – Strengthening Community-Based Rehabilitation for the Disabled, has improved the capacity of the center, and established a permanent training facilities for training of different rehabilitation personnel from all over the country. While the Japan International Cooperating Agency (JICA), has also completed its assistance to reconstruct the building and provided new vocational rehabilitation facilities. Since then, there has been tremendous growth in the development of rehabilitation services for persons with disabilities throughout the country.

Key government ministries / semiautonomous organizations

The Ministry of Health implements the institutional medical rehabilitation in the health centers and hospitals.

The Ministry of Social Affairs provides psychosocial rehabilitation and social assistance in order to enable persons with disabilities to increase self-respect and self-reliance. The Ministry of Social Affairs also provides community-based social rehabilitation by establishing community-based sheltered workshops (LBK, Loka Bina Karya), mobile rehabilitation units, and productive peer groups (KUBE, Kelompok Usaha Bersama).

The Ministry of Manpower implements vocational rehabilitation. A Vocational Training Center (BLK, Balai Latihan Kerja) has been established in each district throughout the country. Even though the BLK was meant for general purposes, but persons with disabilities could utilize it.

The Ministry of Education is responsible for providing formal education facilities, from elementary to senior high schools and higher educations. The Ministry establishes special schools for persons with disabilities, even though persons with disabilities could also utilize

the general schools in an integrated education or mainstreaming program.

NGOs of and for persons with disabilities take active part in providing services required by persons with disabilities. In addition to the individual NGOs, specific forum or federation among NGOs of persons with disabilities are also established, such the Federation of the Physically Handicapped (FKPCTI), Federation of Women with Disabilities (HWPCI).

Meanwhile, the productive peer groups of persons with disabilities (KUBE, *Kelompok Usaha Bersama*), which were originated by the Ministry of Social Affairs, later become independent entities operating at their respective localities. They could get access independently to the local banks for small credits. The other ministry, like the Ministry of Manpower could implement their program directly to the KUBE, for instance involve the KUBE in the partnership forum for productivity between KUBE and employers, which is to be organized annually in commemoration of Indonesian national day.

Cooperatives and sheltered workshops of and for persons with disabilities

Even though not too successful, some persons with disabilities also organize themselves in cooperatives like the YPOC (Foundation for Sports for the Disabled) at Surakarta, the *Swa Prasedya Purna* and Cooperatives of the Physically Handicapped in Jakarta. The status and certification of a Cooperative is to be made by the Ministry of Justice. Usually the cooperatives open their outlets and sell public goods. Only few of them, for instance the YAKKUM Craft center produce and sell their own products, while mostly simply sell public goods.

National Coordinating Bodies

Pursuant of Presidential Decree No. 82 (1999), a Coordinating Board for the Welfare of Persons with Disabilities was established at national, provincial and district levels. The board, which is chaired by the Minister for Social Affairs, involves Minister for Health, Minister for Education, Minister for Manpower and some representatives of professionals and persons with disabilities as members. However, the provincial and district level boards are not well established.

The Coordination Board conducts regular review meeting to monitor the development of the medical, social and vocational rehabilitation efforts.

Indonesian National Council on Social Welfare

Meanwhile, NGOs and prominent volunteers in disability-related services established the Indonesian National Council on Social Welfare in 1967. The establishment of the national council was than followed by the establishment of similar autonomous councils at provincial and district levels.

The Coordinating Board for the Welfare of Persons with Disabilities and the Indonesian National Council on Social Welfare have been very instrumental in promoting the quality of partnership among the different government and private agencies, and in promoting the quality of services to persons with disabilities, especially in relation to training and employment.

Although not disability-specific, the Ministry of Manpower's National Vocational Training Council is significant. The Council which was set up in 1984, comprises of representatives of the private sector, associations, labor unions (SPSI which is the one recognized by the Government), professionals, and line ministries. The establishment of the Council aimed to review, monitor, and whenever required, to adjust the existing vocational training policies.

The role of local Government

Until December 2000, the end of the centralized era, services provision for persons with disabilities were mostly managed and funded by the central Government. Starting from 1 January 2001, upon the enactment of the Public Act No. 22 (1999) on Regional Autonomy, the local provincial and district or municipal Government has to implement services, including providing budgetary support from their respective local revenue. However, the central Government still continues budgetary support in the forms of deconcentrated programs and the provision of a kind of "general allotment fund" or "Dana Alokasi Umum / DAU". It is different with the deconcentrated fund, which is earmarked for specific program, the "general allotment fund" is an open allocation, which could be easily used by the local authorities for whatever purpose they want to.

The future of rehabilitation and vocational-related programs for persons with disabilities in the regional autonomy era, will be determined by to what extent the local authority consider the program as an integral part of the regional development. However, since most of the local Government seems to prioritize more in increasing their respective local revenue, they tend not to consider programs related to persons with disabilities as a priority. In some cases, the local district authorities even change the community-based sheltered workshop or Loka Bina Karya (LBK) established by the Ministry of Social Affairs, and the Vocational Training Center (Balai Latihan Kerja) established by the Ministry of Manpower into local Government office.

3.6 Other implementing organizations

Relations between Government, private sectors and NGO

Generally speaking, there has been a good relationship between the line government agencies with the NGOs of and for persons with disabilities. The Indonesian National Council on Social Welfare which is a coordinating NGO entity, and the Coordinating Board for the Welfare of Persons with Disabilities, which is a governmental entity, both include mixtures of government and NGOs representation. In regard to the private sector, there were only small examples, which indicated their awareness in implementing disability policy in terms of their willingness to provide open employment for disabled workers, so that more continuous socialization still has to be done.

Most of the NGOs of and for the disabled in Indonesia have a strong self-help capacity, especially for running their respective initiatives, even though to a certain extent the Government also provides financial assistance for routine work. The government's grants to NGO of and for persons with disabilities, mostly in forms of cash contribution for foods of disabled children living in the rehabilitation centres. Meanwhile, the Supersemar Foundation, which was established by the former President Soeharto, also provided cash assistance for food to the rehabilitation centres, in addition to scholarships for university students. There have been good reciprocal communication between both sides, improving the change for the two parties in defining, adopting and implementing the existing government policy.

Business ethics awareness in Indonesia is still in its initial phase, especially with regards to their awareness and attention to the disadvantaged peoples. Most businesspeople would prefer to provide financial assistance to the government and NGO initiatives instead of involving themselves in the technicalities of vocational rehabilitation, and in most cases also in providing open employment for disabled persons. However, some industries have indicated their willingness to accept disabled workers (please refer to section 4.5).

The existing labor unions in Indonesia, which are primarily associated with political parties, have no program relating to persons with disabilities. However, Serikat Pekerja Seluruh Indonesia (All Indonesian Labor Union) Reformasi, conducted a Labor Day Commemoration for disabled workers on 1 May this year.

Part Four: Education, Vocational Training, Self-employment and Employment Services for Persons with Disabilities

4.1 Education System

Structure of education system

The Indonesian education scheme consists of: six years of primary education, three years of secondary school, three years of senior high school, five to six years for university first strata, another two years of university strata two or magister degree, and the last two years of strata three or doctorate study.

Compulsory education

School is compulsory up to secondary school level or nine years of education and there are no fees associated with compulsory level education.

Education fees

Fees are to be charged for senior high school and university levels. However, after the enactment of the Public Act No. 22 (1999) on the Regional Autonomy, there is no uniformity of the enrollment or education fee. The popularity and academic prestige of the respective school predominantly determine tuition.

The followings are the Average of Education Cost in different Indonesian provinces, except the province of Aceh, which currently still is in political and social unrest:

**Table 4.1 Average Education Cost during July – December 1999 Population Who Are
Attending School by Provinces and Education Levels (Urban)
(In Indonesian Rupiah Rp. 1000)⁶¹**

No	Province	Primary School	Junior High School	Senior High School	University
(1)	(2)	(3)	(4)	(5)	(6)
1	North Sumatera	124,4	247,7	3888,0	950,1
2	West Sumatera	95,8	188,3	306,0	826,1
3	Riau	115,3	213,4	345,3	747,0
4	Jambi	83,7	206,1	271,5	622,4
5	South Sumatera	114,5	230,3	391,0	1030,7
6	Bengkulu	95,4	204,9	275,8	633,8
7	Lampung	89,7	185,8	353,6	598,0
8	Jakarta	256,7	528,6	777,5	2446,6
9	West Java	140,6	313,5	480,8	1570,8
10	Central Java	104,6	236,8	412,4	1233,8
11	Yogyakarta	108,4	240,4	405,5	1080,8
12	East Java	125,3	253,0	405,9	1046,4
13	Bali	165,1	297,5	506,3	1071,3
14	West Nusa Tenggara	87,3	184,1	281,2	528,7
15	East Nusa Tenggara	62,9	118,1	180,1	485,2
16	West Kalimantan	172,9	269,1	364,6	681,4
17	Central Kalimantan	114,1	179,8	215,2	420,5

⁶¹ Table 5.2.1. *Statistic of Education, 2000, National Social Economic Survey, Central Bureau of Statistics, Jakarta 2000.*

18	South Kalimantan	98,1	177,0	311,8	528,8
19	East Kalimantan	138,4	244,7	405,1	902,4
20	North Sulawesi	112,0	215,8	290,1	599,0
21	Central Sulawesi	83,7	154,7	205,4	550,0
22	South Sulawesi	80,0	181,8	300,6	675,7
23	South East Sulawesi	108,9	197,4	263,6	677,5
24	West Papua	72,3	153,9	263,7	457,7
	INDONESIA	133,1 (US \$ 15.66)	281,1 (US \$ 33.07)	443,4 (US \$ 52.16)	1282 (US \$ 152.82)

Note: Excluding the provinces of Aceh and Maluku.

Table 4.2 Average of Education Cost during July – December 1999 Population Attending School by Provinces and Education Levels (Rural Areas). (In Indonesian Rupiah Rp. 1000)⁶²

No.	Province	Primary School	Junior High School	Senior High School	University
(1)	(2)	(3)	(4)	(5)	(6)
1	North Sumatera	47,5	131,5	232,6	526,7
2	West Sumatera	73,3	168,3	338,7	749,0
3	Riau	72,6	167,8	279,7	1675,0
4	Jambi	54,7	160,0	340,5	779,8
5	South Sumatera	57,7	153,5	288,4	966,8
6	Bengkulu	58,8	135,6	235,7	590,8
7	Lampung	48,3	123,4	268,5	881,5
8	Jakarta	NA	NA	NA	NA
9	West Java	68,5	207,9	429,1	1435,5
10	Central Java	70,4	197,9	405,9	1379,2
11	Yogyakarta	73,4	206,4	437,9	1197,6
12	East Java	66,6	168,3	357,1	1051,1
13	Bali	97,4	229,6	370,7	1047,2
14	West Nusa Tenggara	55,2	157,5	261,0	564,0
15	East Nusa Tenggara	33,1	104,9	189,6	393,3
16	West Kalimantan	51,0	136,8	279,3	698,2
17	Central Kalimantan	42,4	80,7	161,3	940,0
18	South Kalimantan	65,6	106,3	209,9	506,6
19	East Kalimantan	69,4	159,4	321,2	790,0
20	North Sulawesi	60,0	133,0	273,3	903,3
21	Central Sulawesi	52,7	123,2	182,2	470,4
22	South Sulawesi	46,4	125,3	277,1	387,5
23	South East Sulawesi	41,3	75,0	147,5	470,1
24	West Papua	30,3	66,1	194,6	1305,5
	INDONESIA	68,8 (US \$ 7.15)	165,8 (US \$ 19.50)	332,0 (US \$ 39.05)	1022,6 (US \$ 120.30)

Note: Excluding the provinces of Aceh and Maluku.

Enrollment in schools.

Data on School Enrollment Population 7-24 years of Age Attending School by Age and by gender.⁶³

Table 4.3 Enrollment by gender and age in 1999 and 2000

By Gender and Age	1999	2000
MALE		
7 – 12	13 312 954	12 194 560
13 – 15	5 586 068	5 176 741
16 – 18	3 617 461	3 412 339
19 – 24	1 461 022	1 448 594
FEMALE		
7 – 12	12 397 179	11 573 342

⁶² Table 5.2.2. Statistic of Education, National Social Economic Survey, Central Bureau of Statistics, Jakarta 2000.

⁶³ Statistical Year Book of Indonesia 2000, Central Bureau of Statistic, Jakarta.

13 – 15	5 324 502	4 876 403
16 – 18	3 431 493	3 169 633
19 – 24	1 234 159	1 142 019
MALE & FEMALE		
7 – 12	25 710 133	23 767 902
13 – 15	10 910 570	10 053 144
16 – 18	7 048 954	6 581 972
19 – 24	2 695 181	2 590 613

Note: Excluding Aceh and Maluku.

Urban and rural education system

While there are not structural differences in the education systems of urban and rural areas, there are differences in the quality of the school facilities and teachers. Provincial Governments manage elementary schools. Opportunities are different from one region to the other, due to some factors such as the remoteness and the welfare of local population.

4.2 Educational opportunities for people with disabilities

Attendance to school for persons with disabilities is relatively well implemented in urban areas. This is caused by the community awareness on one side, and the availability of sufficient facilities for the mainstreaming scheme. The Indonesian National Social and Economic Survey (SUSENAS) reported, that in urban areas, 34.5 per cent of persons with disabilities never or not yet attending school, 8.7 per cent still attending school, and the rest 56.8 per cent no more attending school. While in rural area, 48.0 per cent never or not yet attending school, 6.0 per cent still attending school, and 46.0 per cent no more attending school. This was due to the poor awareness of the family of the disabled children or persons, in addition to the weaker facilities of the educational or vocational centers.

Disabled population in schools

Table 4.4 Number of Schools and student with disabilities⁶⁴

Schools	Number of Schools	Students at Kindergarten	Students at Elementary	Students at Junior High School	Students at Senior High School	Total of Students
Government Special School	41	518	1821	728	320	3387
Private special school	755	5936	20 258	4672	1708	32 574
Special Elementary Schools	233	293	9693	90	26	10 102
Integrated School	198	0	875	40	59	974
Total	1227	6747	32 647	5530	2113	47 037

Education mainstreaming

The Minister for Education & Culture's Decree No. 002/U/1986 concerning Integrated

⁶⁴ Report of Special Schools. Private Special School and Integrated School, Ministry of Education, 2001.

Education⁶⁵ stipulated the education mainstreaming. Article 1 (a) of the Minister Decree stipulated that:

Integrated Education is a model of education program for disabled children, which is to be implemented jointly with normal children in a general education institution, by using the curriculum which is normally used in the respective school.

The above data on the integrated schools does not include those from the private schools. In fact there are more and more persons with disabilities who are graduated from higher education, to become scholars and even get their doctorate degrees.

NGO sponsored education opportunities

There are 755 private special education registered to the Ministry of Education. The private special schools apply segregated special education. Some of them, such as the Santi Rama School for the Hearing Impaired in Jakarta, are known to be the best and even better than those run by the Government.

Disabled persons in other systems

The most significant system is the community-based rehabilitation program run by the Ministry of Social Affairs, which cover the mobile rehabilitation unit, the community-based sheltered workshop (Loka Bina Karya) and the persons with disabilities productive peer group or Kelompok Usaha Bersama (KUBE). This system is not a formal or non-formal education, but rather dealing more on the promotion of self-employment for persons with disabilities.

Retention rates for persons with disabilities

Retention rate in formal education, especially in urban area is high, while is low in rural area, due to the attitudes of the public, family and those of the disabled persons, and also attitudes of the rehabilitation professionals. Broader-based programs would ensure that the disabled, in addition to being merely consumers of rehabilitation services, would be more actively involved in determining the program content and receive leadership and management training whenever possible and appropriate⁶⁶

The total number of school age disabled children (7-18 years) attending the special and integrated school, 47 037, is but 3.62 per cent only of the total school age disabled children who are 1.3 million in numbers. This number is equal with 2.5 per cent of the total school age children in Indonesia, which is 51.85 million. This means that there are 1.252.939 or 96.38 per cent school age disabled children who don't attend the school.⁶⁷

The retention rate of course in formal education is low, while in the community-based rehabilitation program, which is specifically prepared to motivate the persons with

⁶⁵ Keputusan Menteri Pendidikan & Kebudayaan No. 002/U/1986 tentang Pendidikan Terpadu bagi Anak Cacat.

⁶⁶ Vocational Rehabilitation of Disabled Persons, ILO Tenth Regional Conference, Jakarta 1985.

⁶⁷ Joint Evaluation of Community-Based Rehabilitation of the Disabled in Indonesia United Nations Department for Economic and Social Affairs-Ministry of Social Affairs and Institute for Social Development Studies Jakarta 2000.

disabilities at their respective neighborhood and local environment, the retention rate is higher.

Appropriateness of teaching aids

Except in some government special schools in urban areas, the special schools in the regions mostly lack appropriate teaching aids, assistive devices and other relevant facilities. Therefore the Ministry of Education continuously improved the special schools facilities, especially teaching aids.

Disability-related teacher training program

Indonesia has sufficient Higher Institutes for Teacher-Trainings, including for special education teacher training. Moreover, the Ministry of Education also continuously provides additional training and courses for the teachers. The Strategic Plan of the Ministry of Education indicates, that each year there are 1600 teachers for special education will be trained or retrained⁶⁸.

Quality of education services

In urban areas, most disabled children with all kinds of disabilities enroll in special schools, since the schools and the disabled children's parents have sufficient facilities. While in rural areas, both parents and the schools are lack of facilities required. Even in most part of Indonesia, the teachers are sometimes less than the normal number required.

Evaluation studies

The Report on Special Education issued in 2001 by the Ministry of Education doesn't include this kind of information. It contains only static data of the number of school building, students, teachers etc, but no analytical information on this very aspect. The only comprehensive evaluation study ever been made in the disability-related program was the evaluation, which was conducted jointly between the Ministry of Social Affairs and Institute for Social Development Studies (ISDS). The post evaluation study review the current of status of the community-based rehabilitation program initiated by the Ministry of Social Affairs, and was assisted by UNDP through three consecutive projects, namely the project ISN/79/023, IINS/82/011 and INS/88/020 – Strengthening Community-Based Rehabilitation of the Disabled in Indonesia. The evaluation study was funded by United Nations Trust Fund for the Disabled recommended, that the community-based rehabilitation concept so far engaged by the Ministry of Social Affairs have to be redefined⁶⁹.

4.3 Mainstream vocational training system

Formal vocational training system

The Ministry of Manpower is the largest public training provider in Indonesia. While the formal education system is under the auspices of the Ministry of Education, vocational

⁶⁸ *Ibid.*

⁶⁹ *Ibid.*

training is under the auspices of the Ministry of Manpower. The main function of the Ministry in this respect is: (i) improvement of vocational training and productivity, (ii) employment promotion and manpower utilization.

The implementation of vocational training is to be done by 155 field operational units named Balai Latihan Kerja (BLK) or Vocational Training Center. Until the end of 2000, these BLK, which are structured entities were still under the auspices of the Ministry. Under the regional autonomy era, 149 BLK were transferred to the local district authorities, and the remaining six BLKs were retained by the Ministry, mostly for advanced training for instructors and as model of services delivery.

The most advanced BLK is the “Central for Educational and Vocational Extension Services Training” or CEVEST, which was developed by the Ministry of Manpower in cooperation with the Japan International Cooperation Agency (JICA). CEVEST is the highest training center for vocational instructors.⁷⁰

In order to provide the policy guidelines required, the Ministry of Manpower established the “National Vocational Council”, which is widely supported by all relevant line ministries, labor unions, employer associations, and professionals.⁷¹

Types of vocational training courses are: (i) automotive, such motorbike, diesel or fuel engines, body repair (ii) mechanical technology, such as printing and welding, (iii) electric, such as radio, television, industrial electronics, installation, (iv) construction, such as wooden or cement construction, furniture, (v) office management, such as secretariat, computer, English study, book keeping, (vi) agricultures, such as animal husbandry, mechanical agriculture, fishery, horticulture, mix-farming, and (vii) special varieties, such as tailoring, metal works, hair dressing, embroidery, ceramics.⁷²

Informal vocational training

Basically there are two types of vocational training. First is institutional vocational training, where the training is to be conducted in the existing BLK. While the non-institutional training is whenever the training is to be conducted outside the BLK, such as in correctional house, in an Islamic boarding house, in a vocational center run by the Ministry of Social Affairs, or any other institution outside the auspices of the Ministry of Manpower. The types of training to be conducted in both sub-systems, depends on the need of the community and the market.

All training conducted by the Ministry of Manpower and the Ministry of Educations is formal training, since they give certificate of completion of the training which is equivalent to Diploma 1,2 or 3 levels. While some of the trainings conducted by the Ministry of Social Affairs, for instance under the Loka Bina Karya (Community-Based Sheltered Workshop) or Mobile Rehabilitation Unit emanating from a rehabilitation center are regarded as informal, since the certificate provided are below the diploma qualification.

⁷⁰ *Profil Balai Latihan Kerja Menuju Kemandirian (Profile of BLK , toward a Self Relaince), Ministry of Manpower, 1997.*

⁷¹ *Development of the National Training Council as the Coordinating Body for Technical and Vocational Training in Indonesia, Dr Benardo F. Adivisio, External Collaborator, ILO Jakarta 1999.*

⁷² *Ibid.*

There is no special place for people with disabilities in the institutional system. However, the BLK is always open to any persons with disabilities. On the other hand, the non-institutional vocational training is also open to persons with disabilities if so required and requested.

Distance learning

There is no distance learning or any other system beside the two sub-system.

Apprenticeship opportunities

Even though there are no official guidelines or mandatory obligations for implementing the apprenticeship program, this scheme is mostly implemented by the vocational and rehabilitation centers. The National Vocational Rehabilitation Center (NVRC) Cibinong reported that the placement ratio from the apprenticeship program were respectively 31 per cent, 58 per cent, 67 per cent and 60 per cent in 1998, 1999, 2000 and 2001.⁷³

Completion and placement rates

No national data is available on completion rate, except from the National Vocational Rehabilitation Center Cibinong, which reported that the placement ratio from the total numbers of trainees were respectively 11 per cent, 43 per cent, 58 per cent and 80 per cent in 1998, 1999, 2000 and 2001⁷⁴.

There is no available data nationwide on persons attending courses for the same reasons as given in section 2.4.

4.4 Mainstream vocational training opportunities for people with disabilities

Mainstreaming of formal and informal vocational training

As explained in section 2.3, several government acts stipulate the need for mainstreaming of persons with disabilities. Specifically, the Public Act of the Government of the Republic of Indonesia No. 4 (1997) on Persons with Disabilities articles 6 to 14 stipulates the equal rights of persons with disabilities in the formal and informal vocational system. Chapter Three on Education Opportunity, and Chapter Four on Job Opportunities for Persons with Disabilities of the Government Regulation No. 43 (1998) on the Promotion of Social Welfare for the Disabled also stipulate the mainstreaming opportunity of persons with disabilities in the formal and informal vocational training system.

Therefore, in principle, the formal and informal education and vocational rehabilitation program undertaken by the Ministry of Social Affairs, the Ministry of Education, and the Ministry of Manpower, both have two approaches. First, the specific facilities for persons or children with disabilities such as the community-based rehabilitation services run by the Ministry of Social Affairs, the special or non-institutional vocational training run by the Ministry of Manpower, and the special education run by the Ministry of Education. Second,

⁷³ *National Vocational Rehabilitation Center Cibinong, Annual Report 2002.*

⁷⁴ *Ibid.*

the common education, and vocational training facilities which are open for use by persons or children with disabilities for mainstreaming purposes.

Completion rate

As indicated in point 4.3, no national data is collected on the completion rate of persons or children with disabilities.

Data available from the Cibinong National Vocational Rehabilitation Centers⁷⁵ indicates the following completion rates:

Table 4.5: Completion rates from Cibinong National Vocational Rehabilitation Centers

No	Description	1998	1999	2000	2001
1	Numbers of trainees	100	100	100	100
2	Number of apprenticeship	81	95	97	69
3	Number pf placement	31	58	67	60
4	Placement at the apprenticeship industry	9	41	56	55
5	Placement ratio from the apprenticeship	31 per cent	58 per cent	67	60
6	Placement ratio from the total numbers of trainees.	11	43	58	80

Source : NVRC Cibinong, 2002.

Other data comes from the Center for Physically Disabled at Makassar, South Sulawesi, which indicates the following:

Table 4.6: Completion rate at PSBDW Makassar⁷⁶

No	Year	No of Graduates	No. of Employed	Percentage
1	1995/1996	87	9	10.34%
2	1996/1997	74	42	56.57%
3	1997/1998	90	47	52.22%
4	1998/1999	91	48	52.75%

4.5 Segregated vocational training opportunities for people with disabilities

Segregated vocational program

Basically the Ministry of Manpower doesn't apply any segregation in vocational training opportunities. The Balai Latihan Kerja (BLK) run by the Ministry of Manpower are mainstreaming vocational training facilities. However, in certain occasion, the BLK conducts specific informal vocational training for persons with disabilities in cooperation with the Ministry of Social Affairs (refer to 4.3. *Informal Vocational Training*). The only segregated informal vocational rehabilitation training is to be conducted by the Loka Bina Karya (LBK) or community-based vocational rehabilitation, which at the same time functioning as a sheltered workshop run by the Ministry of Social Affairs. Just like the 155 BLK which were formerly run by the Ministry of Manpower, and were later transferred to the district authorities under the enactment of the regional autonomy, the 273 LBK run by the Ministry of Social Affairs were also transferred to the district authorities since 1 January 2001 (*refer*

⁷⁵ National Vocational Rehabilitation Center, Cibinong, Annual Report, 2002.

⁷⁶ *Ibid.*

also to 5.2. Employment Opportunities).

Commercial / NGO vocational training

Not too many commercial vocational training operating in Indonesia. However, there are some successful NGO and commercial vocational training which could suffice, such as the YAKKUM Craft at Yogyakarta, the YPAC Community-Based Rehabilitation Center at Solo, the Wisma CESHIRE and Yayasan Bina Sejahtera (BLK) in Jakarta.

Special support services

Special support in some cases are facilitated to persons with disabilities. In urban areas, most of the special schools under the Ministry of Education, just like the rehabilitation centers under the Ministry of Social Affairs, included dormitories. And upon the completion of the vocational training, the Government also provides seed capital to develop their self-employment activities. The establishment of KUBE (see 5.2 on Employment Opportunities) for persons with disabilities were facilitated with seed capital by the Ministry of Social Affairs. While the Super Semar Foundation, which was established by former President Soeharto, provides scholarship to persons with disabilities attending university.

Prevocational, remedial and specialized training

Prevocational normally implemented in elementary and junior high levels, before the students with disabilities come up to their productive age. The existing vocational facilities in most special education is meant for this purpose. Prevocational is also implemented in rehabilitation center, for the purpose of making an observation to some different vocational skill, before the persons with disabilities determine their selection to a preferred vocational skill.

Marketable vocational skill

The government policy in vocational training is emphasizing demand-driven and industry-based training. Basically, the major vocational skills provided at the Vocational Training Center (Balai Latihan Kerja or BLK) are : (i) automotive, (ii) mechanical technology, (iii) electrical, (iv) construction, (v) office management, (vi) agriculture.

So it is with the vocational training applied in the Loka Bina Karya run by the Loka Bina Karya or the community-based vocational training / sheltered workshop, are designed to the local market need.

Instructor training program

Out of the 155 BLK, in line with the regional autonomy spirit, 149 were transferred to the regional Government in 1 January 2001. The Ministry of Manpower however, still retain six BLK for the purpose of providing training to the vocational training instructors. The highest level of the training center for the vocational instructor is the Center for Education and Vocational Extension Services Training (CEVEST) which was developed by the Ministry of Manpower with JICA assistance.

The “Loka Bina Karya or LBK” managed by the Ministry of Social Affairs, is a community-based vocational training and sheltered workshop, which provides vocational training and job

opportunities for persons with disabilities.

The six Balai Latihan Kerja or BLK, including the CEVEST that is still to be managed by the Ministry of Manpower, continue to provide training programs for instructors from the local BLK as well as from the Loka Bina Karya (LBK) run by the Ministry of Social Affairs.

Completion rates and outcome data

There is no national data on completion rates. The only micro data available are only the cases of National Vocational Rehabilitation Center Cibinong and Makassar Rehabilitation Center (refer to point 4.4.)

An NGO like YAKKUM Craft in Yogyakarta, takes an active part in vocational training and producing export-quality handicrafts by persons with disabilities, while the Community Based Center (CBR) YPAC (Foundation for the Disabled Children Education) in Solo plays an important role in conducting CBR training. Wisma CHESIRE Foundation in Jakarta also takes part in providing vocational training in handicraft and woodcarving.⁷⁷ Meanwhile, Indonesian Association of Women with Disabilities (Himpunan Wanita Penyandang Cacat Indonesia) providing advocacy in accessibilities for persons with disabilities.

Evaluation studies

World Bank evaluation to the Ministry of Social Affairs vocational rehabilitation program reported:⁷⁸

To a large extent there is disability stereotyping courses on the basis of impairment alone, and assigning people on the basis of the availability of the space of particular courses. Typically blind people learn massage techniques, how to salt eggs and weaving. Physically disabled people learn to repair electronic equipment, and to tailors, leather workers and carpenters. Women who are physically disabled, and those who are deaf, learn tailoring or how to work in beauty salons. People with learning difficulties are taught to make stuffed toys, weaving and some domestic tasks

In the Ministry of Social Affairs terminology there are two kinds of services provision for people with disabilities, Institutional Services and Non-Institutional Services. These definitions are unusual, and are not in line with the international definitions of service of disability.

The distinction of the services into institutional and non-institutional is a simplification, since some of the services, which are labeled as non-institutional such as the community-based sheltered workshop or the Loka Bina Karya (LBK), is in fact a structured entity or another word also a government rehabilitation institution.

⁷⁷ REPORT, Indonesia Country Profile Study on Persons with Disabilities, Yayasan Bina Swadaya with Japan International Cooperation Agency

⁷⁸ Dr. Sheila Wirz and Prudence Chalker, The Centre for International Child Health, Phase One of the Evaluation of the Ministry of Social Affairs Programmes for People with Disabilities in Indonesia, January 1998.

The United Nations Trust-Fund for the Disabled funded “Evaluation of Community-Based Rehabilitation for the Disabled Program in Indonesia”, which was jointly undertaken by the United Nations – Department for Economic and Social Affairs, The Institute for Social development Studies, and the Ministry of Social Affairs⁷⁹ come up with the remarks on the relationship between the “community-based sheltered workshop” or LBK with the vocational rehabilitation center, which has more facilities for vocational training for the disabled as follows:

Vocational rehabilitation center has very significant role for those who have completed their training at the “community-based sheltered workshop” (Loka Bina Karya or LBK). The vocational training facilities at the center were considered successful in promoting the technical skill of the LBK graduates. Therefore the role of the vocational training center is very important, but unfortunately the vocational rehabilitation centers are very limited in numbers.

The evaluation report also indicated the following placement rate of the Vocational Rehabilitation Center run by the Ministry of Social Affairs at Makassar, South Sulawesi:

Table 4.7: Completion rate at Rehabilitation Center for Physically Disabled, Makassar⁸⁰

Component	1995/1996	1996/1997	1997/1998	1998/1999
Training Completion	87	74	90	91
Placement	9 (10.34%)	42 (56.76%)	47 (52.22%)	48 (52.75%)

Source : PSBDW Report 2000.

All the government-run vocational rehabilitation centers provide continuous assistance to the graduates. All vocational training run by the Ministry of Social Affairs and the Ministry of Manpower have a placement officer post in their organizational structure. The Government also provides seed capital to the graduates of the centers.

4.6 Self-help and peer vocational training opportunities for persons with disabilities

Peer vocational training

The self-help or peer groups, the “self-help group of the disabled” or “Kelompok Usaha Bersama (KUBE) establishment was initiated by the UNDP/ILO project INS/82/011 – Community-Based Rehabilitation of the Disabled (phase II). The KUBE group of five to ten members was established by the vocational training graduates, and was under the supervision of the Sub-District Social Officer (Petugas Sosial Kecamatan or PSK) and the Community-Based Social Workers (Pekerja Sosial Masyarakat or PSM). There are now 4,481 KUBE. Assuming that each KUBE has 10 members, the persons with disabilities involved in the KUBE are approximately 44, 810.

⁷⁹ Project INS/99/D26 – Evaluation of Community-Based Rehabilitation for the Disabled Program in Indonesia, Jakarta, December 2000.

⁸⁰ Project INS/99/D26- “Evaluation of Community-Based Rehabilitation for the Disabled Program in Indonesia”, Joint UN DESA-BKSN-ISDS, Jakarta 2000, p.95.

The KUBE are mostly located in urban or suburban areas, since they have greater access to capital, raw material and the market. The disabled women are mostly involved in the handicraft production. The five most well developed KUBE are (i) handicraft, 50,90 per cent, (ii) small trading, 26,30 per cent (iii) electronic repairs, 19.30 per cent (iv) general workshop, 7.0 per cent, and (v) small industry, 7 per cent.⁸¹

KUBE used to be quite effective, but in line with more recent changes of those in charge caused by staff rotations, as well as the effects of the monetary crisis, the KUBE have started to deteriorate. KUBE is under the auspices of the Director for the Rehabilitation of the Disabled, the Ministry of Social Affairs.

4.7 Mainstream employment services

Government sponsored employment service

The Ministry of Manpower is responsible for providing or promoting job opportunities in open market or self-employment. In implementing this function, the Ministry is supported by its provincial and district offices, which are responsible for identifying the market and the demands of job. Therefore, Article 8 (3) of the Ministry Decree No. 205 (1999) stipulates, that “in order to get the vocational rehabilitation services referred to in article 8 (1), a persons with disability has to register to the branch offices of the Ministry.” Article 8 (1) stipulates the entitlement of persons with disabilities to get vocational rehabilitation, upon the completion of medical, social and educational rehabilitation.

The function could only be carried out with the support of the Vocational Training Centers or Balai Latihan Kerja (BLK), which are 155 in numbers. In support to the undertaking of the vocational training activities and the job placement, the Ministry establishes the “National Vocational Council”, to be supported by representatives from relevant line ministries, association, labor union and professionals.

While the Ministry of Education is responsible for undertaking the formal education and providing basic vocational knowledge and skill to the student with disabilities, the Ministry of Social Affairs, through the vocational rehabilitation centers and community-based rehabilitation is responsible for developing and promoting self-employment among persons with disabilities.

Institutional service delivery structures consist of:

- Special School and the integrated school, the Ministry of Education, provide basic vocational knowledge and skill to student with disabilities.
- Vocational Rehabilitation Center, Community-Based Sheltered Workshop, Mobile Rehabilitation Units, and the KUBE peer groups, the Ministry of Social Affairs, provide social and vocational training, including seed capital and social extension guidance, to encourage and facilitate the development of self-employment.
- Vocational Training Center or Balai Latihan Kerja (BLK), the Ministry of Manpower, to provide formal and certified vocational training skill. Those graduated from the vocational training could be absorbed by open market and self-employments.

⁸¹ Ibid.

- Medical rehabilitation Unit, the Ministry of Health. Article 8 (1) of the Ministry of Manpower Decree No. 205 (1999) on Placement of Disabled stipulated, that medical rehabilitation is a requirement for recovery and rehabilitation purposes.
- Indonesian National Council on Social Welfare (DNIKS) at national level, including the provincial and district councils, which are NGO coordinating body, provides support to the vocational training through their NGO members.
- *NGO sponsored employment program*

Individual NGOs service providers: such as YAKKUM Craft Center (the Christian Foundation for the Welfare of the People), Wisma CHESIRE and CBR YPAC (Community-Based Rehabilitation, Foundation for Disabled Children Education).

Even though some NGO of persons with disabilities promote self-employment development for their members, but the success of the self-employment efforts are much more influenced by their respective personal integrity and capacity. The case of the disabled cooperative “Swa Prasedya Purna” in Jakarta indicated, that the group work and entrepreneurial spirit of its member is under average.

Urban and rural employment

The employment services in urban areas are mostly in open employment dealing with high or medium technical skills, while in urban areas are mostly self-employment with lower technical skill or in agriculture.

4.8 Mainstream employment-services opportunities for people with disabilities

No sufficient data is available on the enrollment levels of persons with disabilities in this mainstreaming system. The only available data was the number of students enrolled in the integrated schools in 2001, which was only 974 or 2 per cent out of the total 47,037 numbers of disabled students.

4.9 Special employment and employment-support services for people with disabilities

Employment support services

In addition to the support services provided by the placement officers at all vocational training or rehabilitation centers, the office of the Ministry of Manpower also has placement offices at all government administrative levels, namely at provincial and district levels. All the institutional service delivery structures indicated in point 4.7. are providing specific employment support service for persons with disabilities.

The offices of the Ministry of Manpower at national, provincial and district levels are the only “gate” for open employment, in terms that all disabled workers have to register to these offices in order to get their further entitlement for vocational rehabilitation, vocational training, get the training certified certificate, and placement in any open market. All the

institutional services delivery structures, provide support to open employment, except the Ministry of Social Affairs and the NGOs who provide support to self-employment and the establishment of the peer group employment.

No NGOs are working in the field for formal employment. While for non-formal employment and self-employment, some NGOs, for instance those who run vocational rehabilitation centers, will assist persons with disabilities to find the most suitable job or develop one on their own.

Number of persons with disabilities in employment

No national data is available, except some micro data from some vocational centers, i.e. in Cibinong and Makassar.

4.10 Mainstream support for self-employment and income generation

Government sponsored self-employment and income generating

The Ministry of Social Affairs: Focus its efforts in promoting self-employment through the community-based rehabilitation program. 4 481 Productive peer group or KUBE were established through the community-based rehabilitation services. The 4 481 KUBE working in some different small business practices, mostly on handicraft (50.90 per cent), general trading 26.30 per cent, electronics (19.30 per cent), automotive workshop (7.0) and some other small business (7.0 per cent).⁸²

The ministry of Manpower focuses its efforts in providing vocational skill, and link up the persons with disabilities workers with labor market. The Ministry of Manpower also provides intervention to the KUBE, by link them up with potential business partners for promoting their self-help economic efforts.

Services offered

In addition to providing vocational trainings in the community-based rehabilitation program, the Ministry of Social Affairs also provides guidance and extension services, which are to be conducted by their field social development workers. The Ministry of Social Affairs also provides seed capital to the KUBE, and with UNDP support also provides guarantee fund from Bank BNI.

4.11 Mainstream support for self employment and income generation for people with disabilities

Self-employed in mainstreaming

The Ministry of Social Affairs mostly implements the self-employment for persons with disabilities. Those persons with disabilities who completed their vocational training in the

⁸² *Evaluation of Community-Based Rehabilitation in Indonesia, United Nations Department for Economic and Social Affairs, Ministry of Social Affairs and Institute for Social Development Studies, Jakarta 2000.*

rehabilitation centers, community-based sheltered workshop are organized into the KUBE. The Ministry of Social Affairs provides seed capital and facilitators to guide them to initiate and run the small business. Some of them are successful in self-employment activities. Once they indicated their success in promoting their respective entrepreneurial capacities, then persons with disabilities are welcome to any open market. However, as stipulated by the Decree of the Minister of Manpower No. 205 (1999), the mainstreaming of workers with disabilities into self-employment activities must be based on the market, which could be easily applied on the basis of equal partnership and understanding between the concerned parties.

The Asian Decade of Disabled Persons, 1993 – 2002⁸³ special report on Indonesia indicated the policy on the mainstreaming of support for self employment:

Under the State Five Principles (Pancasila), people with disabilities are an integral part of society and they enjoy the same rights and obligations as other Indonesian citizens. They are given the same opportunities as their fellow citizens and are also expected to participate actively in and contribute to the development of the country. People with disabilities can also take part in the social and political life in Indonesia.

This policy has been effective to some extent, whereby there are now two disabled members of the Indonesian parliament. However, due to poor law enforcement, most of the legislation which guarantees the right of persons with disabilities are still very poorly implemented.

4.12 Self-employment and income-generation support services for people with disabilities

Support program for self-employment and income generating

First, guidance and extension services facilitation by field social development officers who are available at the sub-district levels. Second, linking up facilitation for the disabled self-help group with any potential business partner. The offices of the Ministry of Manpower at all levels and the Indonesian Employers Association (APINDO) take part in the partnership development. Third, to get credit access facilitation to the Bank. Fourth, market facilitation. The self-employment sponsored by NGOs are mostly non-segregated. Just like all self help scheme, the Government and NGOs implement the community organization and community development methods.

Support program for self-employment are to be provided jointly by the Government and the NGOs. Some private companies also take part in this process. The Kedaung glass factory, despite the current monetary crisis which affected the company, still continue the enclave of the disabled glass curving in some of its outlets in Central and East Java. Aside from the vocational training, the support programs are mostly in the forms of access to the capital, access to the market, technical and networking support.

The support programs among others:

- Micro capital from the government bank, part of the small and medium enterprise

⁸³ <http://www.unescap.or7g/decade/publications/apdcp/indonesia.htm>

development.

- NGOs provide the network development with NGO counterpart in business promotion.
- PEKERTI, a consulting NGO provides marketing support for handicraft produced by the disabled small business.
- Advisory facilitation in terms of business management, human resources development, benchmarking with relevant business groups.

The local support system.⁸⁴

Table 4.8: External Support to self employment

No	Institutions / Agencies	Percentage
1	Local Health Center	3.50
2	Village cooperative	7.00
3	Sub-District govt. office	22.08
4	Village office	22.08
5	Ministry of Industry	5.30
6	Ministry of Manpower	17.5
7	Local bank	10.50
8	International donors/UNDP	3.50
9	Others	8.54 \$

4.13 Poverty alleviation

Poverty alleviation program is the current government priority. The poverty alleviation program involved most the line ministries such as the Ministry of Home Affairs, Ministry for National Development Planning, Ministry of Finance, Ministry for Public Works, Ministry for Health, Ministry for Education also Ministry of Industry and Trade. The program covers macro aspect such as promotion of non-oil export, promotion of foreign international investment and to promote job opportunities and small-medium enterprises. The micro aspect to cover income generating through small credit, dissemination of multi-sectoral grassroots project etc.

The inclusion of persons with disabilities in the poverty alleviation program is included right in the policy statement, from the five yearly PROPENAS and the annual REPETA. While the practices related to inclusion of persons with disabilities is reflected in the poverty alleviation program, mostly under the Ministry of Social Affairs, Ministry of Health, Ministry of Education, Ministry of Manpower. Even under the current decentralization and regional autonomy era, the policy statement and practices are well incorporated by the provincial and district Government.

The Public Act No. 22 (1999) on Regional Autonomy stipulates the deconcentrated program and budget, including for disability-related program from the central to the local Government.

The participation of the persons with disabilities in the peer group or the 4 481 KUBE, in the 124 mobile rehabilitation units, in the 273 “community-based sheltered workshop” or LBK⁸⁵,

⁸⁴ Project INS/99/D26 – Evaluation of Community-Based Rehabilitation Program in Indonesia, Jakarta 2000.

⁸⁵ Ibid.

and hundreds of vocational rehabilitation centers are direct indicators on the inclusion of persons with disabilities in the poverty alleviation program. These are apart from those persons with disabilities who are mainstreamed in different multi-sectoral poverty alleviation-related programs.

4.14 Staff training for vocational rehabilitation

Training program for professionals providing vocational training

Each respective line ministries has their training program for the professional instructors. The Ministry of Manpower retained six of the Vocational Training Center (Balai Latihan Kerja or BLK) for the purpose of providing training and courses for the vocational instructors. The top referral system for the instructors training is the CEVEST, Center for Educational and Vocational Extension Services Training. The Ministry of Education plans to have training for 1,600 special schools and vocational instructor each year since 2000-2004.

The Ministry of Social Affairs, under the UNDP/ILO project assistance, established a permanent staff training facilities in the premises of Prof. Dr. Soeharso Rehabilitation Center. The center is being used for training of different rehabilitation and vocational personnel.

In addition to the regular training program for the trainers, which are conducted using the government regular budget, the programs are also supported by some international donor agencies, such the Japan International Cooperation Agency (JICA), WHO, UNDP, ILO and some other bilateral agencies. No data on the advanced training for vocational rehabilitation training and the proportion of disabled persons is available.

4.15 Barriers and gaps

Specific barriers

The barriers may start from the very individual persons with disabilities and their families, the existing of enabling environmental situation, to the capability of the vocational rehabilitation training systems and its facilities, up to the macro political issues on the implementation of the regional autonomy.

The shame feeling of the persons with disabilities and their parents, the attitude of the surrounding community, the remoteness of their residential areas, the absence of accessibilities and transportation facilities, and the local government policy who considers vocational rehabilitation-related programs as not priority. In some districts, where the “community-based rehabilitation sheltered workshop” or the LBK building facilities constructed under the JICA loan, were taken over by the local authorities, and changed into a local government office, so that the facilities for persons with disabilities was changed with other less facilities.

Another barrier could come from the professional, to being merely consider persons with disabilities as consumer of rehabilitation and vocational services. It would be more effective, if the persons with disabilities would be more actively involved in determining program content and receive leadership and management training whenever possible and appropriate.

For a big country and scattered remote areas, the gaps in service are apparent. Therefore the Ministry of Social Affairs has tried to overcome gaps by developing the “mobile rehabilitation unit” (MRU) emanating from the existing vocational rehabilitation centers, and to be supported by medical, vocational and psychosocial professionals. Unfortunately the budget is too small, so that they are unable to operate the MRU all the year round, but rather only three months per year. Due to budgetary constraint the MRU are in fact underutilized.

Gap of services

The National Social and Economic Survey (SUSENAS) indicated, the education enrollment in urban area is better than those residing in rural area.

Table 4.9: Percentage of disabled population, more than 5 years, in urban or rural, gender and their involvement in attending school⁸⁶

Urban/Rural Gender	Never/ Not yet attending School	Still attending school	No more attending school	Total
Urban:				
Male	24.2	10.0	65.9	100.00
Female	47.6	7.2	45.2	100.00
Total	34.5	8.7	56.8	100.00
Rural:				
Male	40.3	7.0	52.7	100.00
Female	57.4	4.8	37.8	100.00
Total	48.0	6.0	46.0	100.00
Total:				
Male	34.7	8.0	57.2	100.00
Female	54.1	5.6	40.3	100.00
Total	43.3	7.0	49.7	100.00

The result of the SUSENAS study indicates that the attending school rate in urban area, 8.7 is higher than those in rural area, which is 6.0 per cent.

National policy limitation

Even though some legislation for persons with disabilities has already been enacted, so far the socialization and enforcement are still very weak. Therefore, the JICA study concluded, that the Public Acts contain only moral obligation, which could be tentatively implemented or not. Since there is no penalty to those who don't follow and implement the content of the legislations, so the implementation of the legislation is still in static conditions.

⁸⁶ *Evaluation of Community-Based Rehabilitation in Indonesia, United nations Department for Economic and Social Affairs, Ministry of Social Affairs and Institute for Social Development Studies, Jakarta 2000.*

Part Five: Employment Opportunities

5.1 Open employment opportunities for people with disabilities

As stipulated by Public Act No. 4 (1997) on Persons with Disabilities, Government Regulation No. 43 (1998) on Promotion of the Welfare of Persons with Disabilities, and all relevant enabling regulations, job opportunities are open for persons with disabilities but they must publicly compete with all others for jobs. The relevant government agencies, hand in hand with the NGOs, are trying hard to make every possible breakthrough to support the employment of persons with disabilities.

The possible placement for persons with disabilities in the public, for profit and non-profit sub sector has not yet been so far properly identified.⁸⁷ However, the seven types of vocational training curriculum selected by the Vocational Training Centers (Balai Latihan Kerja or BLK, refer to point 4.5 Marketable Vocational skills) indicates that the selected and trained vocational skill, except in construction works, are the kinds of open employments applicable to persons with disabilities. Another study conducted by UNDP/ILO project INS/82/011 – Strengthening Community-Based Rehabilitation of the Disabled (phase II), in cooperation with the reputable research agency, the Lembaga Penelitian, Pendidikan dan Pengembangan Ekonomi Sosial (Institute for Social & Economic Research, Education and Development or LP3ES), identified 200 informal job opportunities for persons with disabilities. The 200 job opportunities identified by LP3ES in the field of agriculture, inter-villages trading, different kind of handicrafts, flat tyre repair, carpentry are mostly suitable for rural livelihoods.

Estimation of disabled workers and wages

There is no data on the job employment of persons with disabilities, in open employment as well as in self-employment.

Even the targeted quota system, one disabled worker for each 100 workers stipulated in article 28 of the Government Regulation No. 43 (1998) has not been materialized. The JICA⁸⁸ study indicated, that the existing Public Act and Government Regulation on persons with disabilities are much more considered as “moral obligation” instead of compulsory. The JICA study reported: “Government Regulation about disability gives more impression as ‘merely morale obligation’ because the socialization and the implementation is still far from the expectation.”

The monetary and economic crisis, which hit Indonesia in 1997, has caused tremendous decreased of job opportunities. Many big multinational and national companies get bankrupt, and resulted to the dismissed of employees. This trend affected most sectors, except the agribusiness. However, we could make the following estimation on the job opportunities in open and self-employment:

⁸⁷ REPORT, The Country Profile Study on Persons with Disabilities 2001, Yayasan Bina Swadaya with Japan International Cooperation Agency, Jakarta 2001.

⁸⁸ REPORT, The Country Profile Study on Persons with Disabilities, Jakarta, 2001, p.4

There were 47,037 elementary and secondary school students with disabilities in 2000. At the same time there were 33,214,929 elementary and secondary school students in Indonesia.⁸⁹ Therefore the 47,037 elementary and secondary students with disabilities constitutes 0.14 per cent of the total elementary and secondary school students. While the 974 elementary and secondary students with disabilities attending the integrated school constitutes 0.003 per cent of the total elementary and secondary school students in the country.

Meanwhile, the Indonesian labor force in August 2001 were 2,788,878 regular employee and 90,807,417 informal workers or self-employed, by means of having own account works, self-employed assisted by family members, temporary employers, casual employee in agriculture, unpaid worker or temporarily not working.⁹⁰

From the above percentage of elementary and secondary schools students, which is 0.001 per cent of the whole elementary and secondary, estimation could be drawn that the estimated self-employment for persons with disability will be 90 807, while for the regular employee will be 2 788. This is somewhat higher to the Indonesian quota system stipulated by Public Act No. 4 (1997), that the number of disabled workers should be at least 1 per cent of the total employee.

In terms of wages, the Indonesian Statistical Year Book 200 indicated, that the average wages and salaries per year by labor force 1999 are among others:

- Paid agricultural employee between Rp. 6 – 10 million (equivalent to US\$ 666.66 –US\$ 1,111.11).
- Unpaid agricultural employee ranging from Rp.2 to 6 million equivalent to US\$222.22 to US\$ 666.66.
- Paid Operator, manual employee ranging from Rp.6 to10 million equivalent to US\$ 666.66 to US \$1,111.11.
- Unpaid operator manual Rp. 2 to 6 million equivalent to US\$ 222.22 to US \$ 666.66.
- Paid clerical, sales, from Rp.10 to 14 million equivalent to US \$ 666.66 to US \$ 1,555.55.
- Unpaid clerical, sales from Rp.2 to 6 million equivalent to US\$ 222.22 to US \$ 666.66.
- Paid professional, technician from Rp.10 to 14 million equivalent to US\$ 666.66 to US \$ 1,555.55.
- Unpaid, professional from Rp.10 to 14 million equivalent to US\$ 666.66 to US \$ 1,555.55.
- In view of the above, the average wages of self-employment will be between US\$ 222.22 to US\$ 666.66, while for open employment is around US\$ 666.66 to US \$ 1,555.55.

Teleworking and home-based

No data is available in this specific subject.

Central Bureau of Statistic and the Ministry of Manpower have no data on the employment of persons with disabilities, in open employment as well as in self-employment.

⁸⁹ Statistical Year Book of Indonesia 2000, section 4.1. on Education and Culture.

⁹⁰ Labor Force Situation in Indonesia, August 2001, Central Bureau of Statistics.

Employment opportunities in IT, Internet and computer industry

Even though the IT, Internet and computer-based business is now flourishing in Indonesia, no data or empirical evidence is available.

5.2 Employment opportunities for people with disabilities in protected work environments

Employment in protected work

Despite the existence of the Public Act No. 4 (1997) on the Persons with Disabilities, and Government Regulation No. 43 (1998) on the Promotion of the Welfare of Persons with Disabilities, there are few sheltered workshops in Indonesia.

The Government protected work environment is the Community- Based sheltered workshop or the Loka Bina Karya (LBK), which are 273 in number. Each LBK plans to provide services to 30 persons with disabilities per year, so that in total there will be 8,190 persons. They will then be locally organized under the Productive Peer Group or KUBE, which is 4,481 in numbers. The KUBE should develop their respective micro economic peer group of 10 persons, so that there will be 44,810 persons of all kinds of disabilities organized under the KUBE.

The most successful enclave for disabled workers in Indonesia is the one developed by the glass factory, the Kedaung Group. However, due to the monetary crisis, some of the factory outlets went bankrupt in 1998, and some of the enclaves were closed, including the one in Jakarta glass factory. Smaller enclaves in East Java and Central Java are still in operation, which include less than 100 workers. One of the best enclaves, namely the Swa Prasedya Purna cooperative in Jakarta, even now in dispute with the CEO of the Kedaung Group. 80 members of the cooperative continue their self-employment without further support from the CEO. However, the entrepreneurial and group solidarity of the cooperative needs to be strengthened.

Movement of disabled workers from protected to open employment.

No data is available.

5.3 Self-employment opportunities for people with disabilities

Self-employment in formal sector

No data is available on the numbers of people employed and incomes of self-employed people with disabilities in the formal sector.

In terms of incomes of the self-employed persons with disabilities in the formal sector,

following the Central Bureau of Statistic on National Account and Regional Income,⁹¹ could be made equivalent to the position of *unpaid agricultural employee* with average wages per year between Rp. 6 to Rp.10 million, equivalent to US\$ 666.66 to US \$ 1,111.11, or for *unpaid production, operator, manual employees* position with average wages between Rp. 2 to Rp. 6 million equivalent to US\$ 222.22 to US\$ 666.66, or *unpaid clerical, sales and services employee* position with average wages from Rp.2 to Rp. 6 million equivalent to US\$ 222.22 to US \$ 666.66, or for *unpaid professional, technician, managerial and non-civilian employee* position with average wages from Rp. 10 to Rp. 14 million equivalent to US\$ 1,111.11 to US \$ 1,555.55.

The most feasible employment for people with disabilities in Indonesia is home-based small industry, such as making handicraft and toys which is currently implemented by YAKKUM Craft, but this arrangement has to be supported with a strong marketing network at local, national and international levels.

Table 5.1: Self-employment opportunities for persons with disabilities in the informal sector⁹²

No	Service providers	Numbers	Target
1	Rehabilitation Centers	42 Government & private centers	7 873
2	Mobile Rehabilitation Unit (MRU)	85 four wheels 39 two wheels	109 600
3	Loka Bina Karya	265 LBK	30 099
4	KUBE	4 481	12 469

Source: Wordable 2002.

YAKKUM Craft, Yogyakarta, support in production and marketing of the handicraft. PEKERTI, Handicraft Association, provides marketing assistance. Some peer group KUBE were also severely affected by the monetary crisis, and have gone bankrupt.

5.4 Other segregated or protected employment opportunities for people with disabilities

Protected employment opportunities

The so-called cooperative of persons with disabilities, like Swa Prasedya Purna in Jakarta, in fact is not really practicing cooperative management and practices. The Group collects Rp. 18 million equivalent to US\$ 2.000 per months from the venue rental. This revenue is in fact to be distributed Rp. 200,000 per month to all members. The Cooperative Chairman's idea to keep aside some of the monthly revenue for investment, is totally opposed by the members. The members of the cooperative accordingly get Rp. 2,400,000 per year equivalent to US\$266.66. This level of income is equivalent with the position of unpaid production, operator, manual employee.

5.5 Barriers and gaps

Specific barriers

⁹¹ Indonesian Statistical Year Book 2000, Fig.11.5 .

⁹² WORDABLE Meeting, Jakarta 2002.

Generally speaking, Indonesia does not provide enabling environments to encourage employment of persons with disabilities. The existing Public Acts and Government Regulations have not yet been properly socialized and enforced. As the JICA study concluded, the legislation is merely considered as a suggestion but there is no enforcement capacity.

Moreover, the professionals who are in charge of the implementation of the program, tend to consider persons with disabilities as being merely consumers of rehabilitation services. There is urgent need to change the paradigm, to make the persons with disabilities to be more actively involved in determining the program contents and receive leadership and management training, whenever possible and appropriate.

There is also a significant absence of viable basic data on the employment situation of persons with disabilities in Indonesia. All existing data on the disabled are incomplete. The existing data so far has been only based on the old quick survey conducted in 1979, which indicated that the number of persons with disabilities in Indonesia is 3.11 per cent. The latest Social Economic Survey (SUSENAS) conducted by Indonesian Central Bureau of Statistics (BPS), that the number of persons with disabilities is 1.5 per cent⁹³. This was basically caused by the different criteria used in the data collection. Accordingly, the true data on the number of persons with disabilities has to be done in a national census. The current reform movement in Indonesia, which emphasize among others in legal reform, has to underline the need to activate the existing legislations for persons with disabilities, especially on how to fulfill their very basic right, the human right, especially to live in a decent livelihoods.

Despite the current monetary crisis, which hit all segments of the nations,` including the private sector, the role of the APINDO or the Indonesian Employers Association needs to be reactivated, so that quota system could be well implemented in Indonesia.

Identification of barriers

Even though the National Social Economic Survey (SUSENAS) was only implemented using very minimum amount of respondents of 62 592 households, but the results has been very instrumental in interpreting the nature causes and performance of persons with disabilities with regards to their schooling and their search of job opportunities. It seems that further in depth studies need to be undertaken, in order to identify the barriers which may come from so many different parties, the persons with disabilities themselves, their family and surrounding community, the government implementing agencies, the private sector, the community organization as the basic of the civil society.

Part Six: Employment-promotion Activities Involving Social Partners

6.1 Government or NGO employment-promotion activities directed at employers

⁹³ Analisis Deskriptif, Penyandang Masalah Kesejahteraan Sosial 2000, Cooperation between Badan Pusat Statistik dengan Badan Koordinasi Kesejahteraan Sosial (BKSJ), Jakarta 2000.

As indicated by the JICA study⁹⁴, the Government of Indonesia has not been involved in an intensive awareness campaign, socialization and enforcement in implementing the Public Act No. 4 (1997) on Persons with Disabilities, and Government Regulation No. 43 (1998) on Promotion of the Welfare of Persons with Disabilities. The active involvement of employers in vocational training and employment for persons with disabilities has never materialized, because it is not compulsory. The responsibility that all employers who have one hundred employees or more, has to hire one disabled employee, even has not yet been implemented in most large companies in Indonesia. No government agencies or NGO has ever taken serious measures to encourage implementation. While the private sector, especially after the monetary crisis, seems to focus their main attention in struggling for their business survival and sustainability. Moreover, if they are not well informed on the corporate responsibility aspect in dealing with persons with disabilities.

6.2 Government or NGO employment-promotion activities directed at trade unions or workers' organizations

Most of the trade unions in Indonesia, primarily associated with certain political parties, have never taken serious measures in promoting the rights of persons with disabilities. The largest trade union, Serikat Pekerja Seluruh Indonesia or SPSI (Federation of Indonesian Workers Association), never indicate their interest to the problems of disabled workers. The only attention was once taken by SPSI Reform, which conducted a Labour Day commemoration for persons with disabilities on 1 May 2002.

The Government and NGO communities tend to avoid dealing with trade unions, as they are considered difficult to work with. The themes raised by the trade union are focused on advocating their rights for welfare and wages, and they have not extended their membership to include persons with disabilities who are still fighting for their basic rights outside the wall of the mill, since no persons with disabilities workers in the companies. The Ministry of Manpower, which is supposed to take an active part in the front line, very likely considers that this issue should be dealt with by the Ministry of Social Affairs'.

6.3 Employer, trade union or workers' organization employment-promotion activities

There are small amount of employers who indicated their attention and interest in hiring persons with disabilities, but they represent a small minority. In the 80s and early 90s, the Kedaung glass factory in Jakarta and Central Java was well known for its disabled workers in glass- carving units. However the unit was then closed during the monetary crisis, which hit most of Indonesian big companies. The Assosiasi Pengusaha Indonesia (APINDO) or the Indonesian Employers Association, who have a significant role in some forum with the Government and trade unions, and are fully aware of this disability issue, have only been involved in formal and ceremonial approaches. A joint statement between the Minister of Manpower, Minister of Home Affairs, Minister of Social Affairs and APINDO took place on 23 January 1989,⁹⁵ but it end up with a ceremonial document, and no follow up from the

⁹⁴ *REPORT, The Country Profile Study of Persons with Disabilities, Yayasan Bina Swadaya with Japan International Cooperation Agency (JICA), Jakarta 2001*

⁹⁵ *Himpunan Peraturan Perundang-Undangan Penyandang Cacat Nasional dan Internasional, Himpunan Wanita Penyandang Indonesia, Jakarta 2001.*

parties involved. The most classical reason in this respect is, that the private sector always send their junior staff, whenever they invited to a forum to discuss the job placement for persons with disabilities.

Part Seven: Summary and Future Directions

7.1 Looking back over the past decade 1993-2002

The most significant improvement in terms of policy within the decades, was the issuance and enactment of the Public Act of the Republic of Indonesia No. 4 (1997) on Persons with Disabilities, and Government Regulation Nol. 43 (1998) on Promotion of the Welfare of Persons with Disabilities.

In terms of the vocational rehabilitation practices, the coordination capacity among the different line ministries was strengthened with the issuance of the Presidential Decree No. 82 (1999) on the Coordinating Agency for the Empowerment of People with Disabilities. The Presidential Decree will synergize all vocational rehabilitation efforts done by the different line ministries.

Meanwhile, the Ministry of Manpower, which is the focal point of all training and productivity-related activities, had taken some promotional measures, among others the issuance of the Minister of Manpower Decree No. 205 (1999) on Placement of Disabled workers, the establishment of the National Vocational Council, and currently is in the process of setting up the National Board for Professional Standardization (Badan Nasional Standardisasi Profesi) which is urgently required in the regional and global open free market.

However, the socialization and enforcement of the legal framework are still very weak, so that most of the concerned parties only consider the spirit and content of the new legislation as a recommendation but not a requirement.

Meanwhile, some best practices achievements, especially those developed during the implementation of the UNDP/ILO assisted project, were not sustainable, due to the monetary and economic crisis which hit Indonesia in 1997.

The enactment of the Public Act of the Republic of Indonesia No. 22 (1999) on Regional Autonomy in 1 January 2001, has imposed contra-productive measures to the implementation of the vocational rehabilitation programs. Some local provincial and district authorities, due to budgetary shortage and professional mobility, indicated unclear commitment to the disability-related programs.

It is worth to be noted, that the discourses on the numbers of persons with disabilities served by the different medical, vocational and psychosocial services, were merely focused to the services provided by the government line ministries. There are great numbers of services provided by NGOs of and for persons with disabilities, which are not well recorded. Part of the important NGO coordinating mechanism is the Indonesian National Council on Social Welfare (Dewan Nasional Indonesia untuk Kesejahteraan Sosial), who was historically even the fore runners in the disability-related services.

7.2 Looking forward

The new millennium has brought about new trends in job opportunities in open employment and self-employment, which have required a new professionalism and technical competence among job seekers. However, as long as the existing Public Act No. 4 (1997) on Persons with Disabilities and Government Regulation No. 43 (1998) on Promotion of the Welfare of Persons with Disabilities are not properly and adequately socialized and enforced, persons with disabilities in Indonesia will lose the equality momentum stipulated by the Public Act No. 39 (1999) on Human Rights.

All the enabling regulations required for the promotion of vocational training and employment for the persons with disabilities have been passed in Indonesia. The same can be said for the vocational training infrastructure managed by the different line ministries. However, without a strong commitment to sustain and promote achievements, the future of persons with disabilities in Indonesia is not that bright.

7.3 In-country plans and recommendations

Article 8 of the Public Act of the Republic of Indonesia No. 4 (1997) on Persons with Disabilities stipulated that the Government and the society entitle to materialize the right of persons with disabilities. In the meantime, the Indonesian PROPENAS (Five Yearly Development Plan), the REPETA (Annual Development Plan), and the Strategic Planning on Social Welfare Development, stipulate the targeted outputs in promoting the welfare of persons with disabilities. Therefore, it is strongly recommended that all relevant government agencies and community organizations take a more pro-active and concrete action in materializing the mandate.

Article 13 of the Public Act No. 4 (1997) also stipulated that every person with disabilities is entitled to have equal opportunities to get appropriate jobs in line with the type and degree of disabilities. The Indonesian community of persons with disabilities, represented by NGOs of and for persons with disabilities, have been very seriously sounding their concern for the betterment of their livelihoods. The Indonesian participants to the United Nations “Expert Group Meeting on Sustainable Livelihoods for Persons with Disabilities”, together with their fellow international colleagues, recommended that the Indonesian Government should take immediate and prompt action for the implementation of the United Nations Resolution No. 48/96 (1993) on *Standard Rules on Equalization of Opportunities for Persons with Disabilities*.

Indonesian persons with disabilities recommended the implementation of Rule No. 7 of the UN Standard Rules, to foster partnership between the labor union and the employers, in order to give sufficient opportunities in vocational training and employment for persons with disabilities.

The Jakarta Expert Group submitted four recommendations respectively on:

1. Concerning the proper balance between investment in rehabilitation, Inclusion and social protection.
2. Rehabilitation and facilitation of adaptation to disability.
3. Policies to foster the interaction of Disabled People with their communities and societies.
4. Policies to foster the employment of Disabled People and to facilitate other forms of social and economic contributions.

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About the Author

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Mr. Sudibyo has a long career history in Asian social development issues. He was Director/Senior Advisor of the Environment and Social Development Division of the Asia/Pacific Resource International Holding Limited from 1995 to 2001. He was also Programme Manager of the Poverty, Social Conditions and Equity, NGO, Disaster Management section of UNDP in Jakarta from 1989 to 1995. Mr. Sudibyo participated in an Expert Group Meeting on “Sustainable Livelihoods for Persons with Disabilities” organized by UN DESA, UNDP and the Ministry of Social Affairs in January 2002. Recently, he also worked on a project “Evaluation of Community Based Rehabilitation for Disabled Persons in Indonesia” organized by the Institute for Social Development Studies and Ministry of Social Affairs (1999-2000).