

A Research of Social Policy and Welfare Services for Persons with Disabilities in Six Southeast Asian Countries

Shin-ichi MATSUMOTO

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1. Introduction

When I visited the main countries in Southeast Asia for recent several years, I obtained many information, data and materials concerning overall social policy and welfare services including those for persons with disabilities from universities, governmental departments, some public and private agencies, as well as social welfare institutions in each country.

In addition, I participated every year in the International Seminar held by Asian Academic Association of Social Services in Social Work Research Institute, Japan College of Social Work. As a result, I could acquire many materials in the international conference. This paper owes to those information and materials, especially the materials of 10th International Seminar which was held on 13-16 November, 2001 in Japan College of Social Work.

Regarding definition of “Disability” referred in this paper, it means three kinds of disabilities that are physical disability, intellectual disability and/or psychiatric disability. In fact, the definition of those disabilities is provided in laws of each country; therefore, the contents of the definition are delicately different in each country. Moreover, the following classification of disabilities described by WHO

(1980) is popular regarding descriptions of classification of disabilities. That is 1) impairment, 2) disability and 3) handicap.

In this case, an *impairment* is any loss or abnormality of psychological, physiological, or anatomical structure or function. A *disability* is any restriction or lack, resulting from an impairment of ability to perform an activity in the manner or within the range considered for a human being. And a *handicap* is a disadvantage for a given individual, resulting from an impairment or a 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 objectives of this research are to pursue preliminary attempts to develop and integrate the comparative study on the social policy and welfare services in Asia and the Pacific. In the beginning, I am going to report current situation of Persons with Disabilities (PWDs), and the social policy and welfare services for PWDs in six Southeast Asian countries that are 1) Thailand, 2) the Philippines, 3) Singapore, 4) Cambodia, 5) Indonesia and 6) Malaysia.

2.1 Current situation of persons with disabilities in Thailand

The United Nations estimated that the world had totally about 500 millions persons with disabilities (PWDs). Of these numbers, 80% being in developing countries accounts for 10% of total population.

Regarding to the number of PWDs in Thailand, a survey of the National Statistics Bureau in 1986 found that disabled persons accounted for 0.7% of Thailand's population, and in 1991 the number raised to 8.1% due to two main reasons: the increase in number of disabled persons caused by work related illness and accidents owing to the expansion of industrial based economy during the period of bubble economy; and the broadened definition of "disabilities" which cover more types of disabilities. Although it was estimated that disabled group in 1994 might not be over 1.5 millions which was relatively small comparing to the total population, in the group was mostly working age about 56% or about 840,000 persons.

The current figure of disabled persons is estimated at 5-6 millions. However, when using the UN's criteria, the number of Thai people with their own disabilities or that of family members raises to 11-12 millions. When regard only to

registered disabled persons, who received welfare from the state under the Rehabilitation of Disabled Persons Act 1991, the number of PWDs from 1 November 1994 to 30 September 2001 aggregated to only 267,278 persons or 4-5% of disabled persons estimated by the National Statistic Bureau. This number can be distributed into different regions as Bangkok 17,576 persons or 6.5% of registered disabled persons and regional 249,702 persons or 93.4% of registered disabled persons (the Bureau of Rehabilitation of Disabled Persons, Department of Public Welfare).

The largest group of disabilities classified by type of disabilities is physical movement disorder followed by the group with hearing and communicating imperfection as the second large, intellectual disorder or mental retardation, and visual defects respectively. Also, the fact that a greater number of disabled persons reside in the regions other from Bangkok can lead to assumption that there may be many disabled persons in provincial area who have no opportunity to register. It is therefore possible that the numbers of unregistered disabled persons are more than 5 millions, who have no access to assistance and service given.

2.2 Current situation of persons with disabilities in the Philippines

The 1995 Census of Population reported that some types of disability burdened 919,292 persons or about 1.3% of 68.6 million Filipinos. Most disabled persons as much as 123,008 or 13.4% of total disabled were at the National Capital Region (NCR). Low vision which was the most common disability afflicted more than one third of the total disabled. There were more slightly disabled males (51.1%) than females (48.9%).

The highest proportion or 29.7% of the disabled were 65 years old and over whereas the age group 25-44 sharing 19.5% of the total is the lowest proportion. And in the Philippines, physical movement disorder have been found to be the most prevalent of all disabilities followed by the group with visual defects, hearing difficulty, learning difficulty, and others respectively.

In fact, the number of PWDs in the Philippines was estimated to be higher than the reported 919,300. In addition, the number of disabled persons tends to increase at 2-4% per year due to malnutrition, accident, disabling diseases and

congenital abnormalities.

In the NCR, the Department of Education, Culture and Sports-Special Education Division recorded 20,730 children with disabilities enrolled in mainstream and special schools for school year 2000-2001, and this number comprises only around 10% of school age children with disabilities.

2.3 Current Situation of Persons with disabilities in Singapore

From the Registry, it was estimated that PWDs would constitute about 0.5% of the population (Report of the Advisory Council on the Disabled, 1988, p. 18). Although the figures are not the latest, they do give an approximate indication of the proportion of PWDs in each category, with the intellectually disabled forming the largest group, followed by the hearing impaired, the musculoskeletal, visually handicapped, psychiatric, neuromuscular, and multiple disabilities in that order.

2.4 Current Situation of Persons with disabilities in Cambodia

Cambodia's recent history of civil war, conflict and International isolation, the breakdown of basic services and destruction of national infrastructure, the presence of millions of landmines, the lack of basic health care and food security, and the absolute poverty of the majority of its citizens, all contribute to the fact that Cambodia is a country with a high number of disabled people.

The basic survival needs for all people in Cambodia are centered on four areas which are land, food, health care, and education. However, the main problem faced by the disabled people in Cambodia is poverty. An injury or debilitating disease in a family can be both very traumatic and an economic disaster with families being forced into huge debts. Between 2%-3% of the population is physically disabled, in what is one of the world's most desperately poor economies. It is estimated for example, that one person in 235 is missing a limb. In addition, there are an equally significant number of citizens with hearing or sight impairment (35% of total disabilities). The vast majority of these disabilities are the result of explosions of landmines or unexploded ordnance (UXO), the legacy of years of political strife. At least 13,000 people died from mine injuries between 1979 and 1997. However, many efforts are being made to reach and help those who

have sustained injuries, for example the 30,000 to 40,000 amputees and people with many other types of disabilities in this country. Recently, government has faced the additional responsibility of catering for the needs of an estimated 3,000 mine survivors of the former Khmer Rouge areas of Pailin and Anlong Veng that have come under governmental jurisdiction. It is necessary to emphasize that all institutions/organizations and individuals, who are working for and with disabled people in Cambodia, do not make a distinction between landmine victims and those with other disabilities. Those disabled by mines are neither more nor less deserving of assistance than other disabled people, although they are some of the most visible. There are at least as many people disabled by polio and other injuries in this country, as amputees due to mines. Disabled people including mine victims will be helped most by strengthening the provision of services to the disabled in general.

2.5 Current Situation of Persons with disabilities in Indonesia

Statistics on PWDs in Indonesia have been very troublesome. To help us understand the situation of PWDs in Indonesia, various statistics dated back to 1975 will be presented.

In 1975 Department of Health (DOH) in cooperation with WHO surveyed 3317 individuals and identified 306 (9.22%) of them had some physical limitation and disability. Persons with mental retardation and problems with psychiatric function were not included in the survey. DOH assumed that the prevalence of functional limitations and disability in the country would not be less than 12% of the total population.

In 1995 data put from 1995 Statistic Center Agency Report presented that Indonesia has about 220 million of population which was accounted as female 120 million and male 100 million. From this number, about 6 million are PWDs that grouped by types of disabilities as follows: Physically disabled 1.7 million; Impaired Eyesight 1.6 million; Mentally Retarded 0.6 million; Deaf and Mute 0.6 million; Chronic Diseases 1.3 million; and Physic and Mentally Disable 0.03 million. (<http://www.worldnable.net/iaasean/strategy/indonesia.htm>)

Although 1995 data were presented in percentage, the 1998 data are not. In

fact, it was estimated that there were 1,584,890 disabled persons in 1998. And in Indonesia, persons with physical movement disorder as much as 556,011 have been found to be the most prevalent of all disabilities followed by the group with mental retardation (192,544 persons), multiple abnormalities (109,304 persons), and psychological disabled (83,210 persons) respectively.

More serious concern is the huge difference of the number of PWDs as a result of 1995 survey and 1998 survey. According to the both surveys, there are about 6 millions of PWDs in 1995 whereas PWDs in 1998 accounted for less than 2 millions in 1998. This may be a result of different type/classification used.

2.6 Current Situation of Persons with disabilities in Malaysia

Malaysia has a population of 23 million people with an age structure as follows: 0-14 years, 7.71 million (33.1%), with 1.1% average annual growth rate and 15-64 years, 14.62 million (62.9%) with 2.8% annual growth rate. Total number of PWDs registered with Department of Social Welfare of Malaysia (DSWM) recorded by the National Voluntary Registration Exercise, the only mode of formal statistical gathering of information on disability in Malaysia, as at year end 2000 is 98,452. This number can be distributed into different type of disabilities as physical disability 33,559, intellectual disability 33,275, hearing disabled 17,692, visually disabled 13,743 and other categories 183. The largest group of disabilities classified by type of disabilities, therefore, is physical movement disorder followed by the group with intellectual disorder as the second large, hearing imperfection, visual defects and others respectively.

As though it was estimated by the Social Welfare Department that one percent of the population had some form of disability, many surveys conducted by several NGO groups and self-help groups challenged the one percent conservative estimate which is in force in Malaysia to be more than that. For instance, a field survey conducted in the Kuala Langat District by eight teams, over a period of three weeks showed that the overall prevalence of disability was 9.49 per hundred persons, while that of handicapping conditions was 18.3 per hundred. This means that 9.49 percent of the population has some form of disability, confirming WHO's estimate that 10 percent of the world's population is disabled. As a re-

sult, the government recently in the year 2000 included the question of disability type of disability and basic profile of the PWDs in the national census after much public pressure (NGO).

3.Social Policy and Welfare Services

3.1 Social Policy and Welfare Services in Thailand

3.1.1 Legislations and regulations

Some important laws and regulations for the welfare of disabled persons in the country since the past decade are as follows:

- The Rehabilitation of Disabled Persons Act B. E. 2534 (1991) was the beginning of the search for sense of participation and equality of disabled persons. The intent of the Act is not merely to protect the rights of disabled persons to have medical service, education, vocational training, and social rehabilitation, but also to initiate the establishment of a National Committee for the Rehabilitation of Disabled Persons.
- The Constitution of the Kingdom of Thailand B. E. 2540 (1957) is the first Constitution that includes specific provision for PWDs. It states that all persons are equal before the law and shall enjoy equal rights. The most important aspect of the Constitution is the elimination of all restrictions barring PWDs from exercising their rights to participate in politics. It also includes providing disabled persons with medical rehabilitation and other facilities, employment opportunities, special vocational training for PWDs and for individuals working with disabled persons, increasing access to education, employment opportunities, vocational training, and arranged sport competition such as FESSPIC GAMES, and the Thai-Japanese Cultural Continuation Games (RENGO).
- The Eight National Economic and Social Development Plan (1997-2001) was also the first national development plan to incorporate specific strategies for PWDs because in addition to promoting the establishment and strengthening of organization of PWDs, it has sought to promote the reha-

bilitation of PWDs, providing them with free medical services, education at all levels along with other children, and scholarship. Under the Plan, the private sector is also encouraged to provide occupational rehabilitation for PWDs.

- The Third National Social Welfare and Social Assistance Plan (1997-2001) calling for the provision of additional facilities and employment opportunities for PWDs supports for the formation of groups of PWDs, a campaign for better attitudes towards PWDs in society, and the elimination of laws and regulations that limit the rights of/or discriminate against PWDs.
- The Ninth National Economic and Social Development Plan (2001-2005) puts focus on people-centered development and equality for all and also designed strategy for disabled.

3.1.2 Agencies, programs and services

- The Bureau of Rehabilitation of Disabled Persons

Department of Public Welfare has set up the Bureau of Rehabilitation of Disabled Persons to take responsibility for providing assistance, development opportunities, and rehabilitation services to disabled persons. The Bureau also takes a charge of providing cooperation with both public and private and supports variety of rehabilitation services for disabled persons including medical, educational, social, vocational rehabilitation, as well as other benefits that disabled persons are entitled to under the Rehabilitation of Disabled Persons Act B. E. 2534 (1991).

The outputs of implemented actions since 2000 have been medical rehabilitation, increased accessibility, education, employment, and sport for PWDs.

- Medical rehabilitation

The Ministry of Public Health has allocated a budget and provided support in the form of orthosis, prosthesis and assistive devices to increase the capabilities of 25 central hospitals, 42 provincial hospitals, and 712 community hospitals. There are also special training programs for those offering services to PWDs, and mobile units have been established to provide treatment

and rehabilitation to outlying areas lacking special medical services as well.

Moreover, to promote the concept of independent living for PWDs, an Independent Living Skill Training Unit was established in 1998 at the Sirindhorn National Medical Rehabilitation Center.

- Increased accessibility

The Thai Government established a committee in 1993 to draft an accessibility law for PWDs. Also, a Ministerial Regulation on Accessibility for Persons with Disabilities announced in 1999 stipulates that all public facilities, including buildings, transportation and other services must be made accessible for PWDs. As an incentive, private enterprises providing such facilities are allowed to deduct twice the cost of the facilities for tax purposes.

- Education for persons with disabilities

The Rehabilitation of Disabled Persons Act B. E. 2534 entitles PWDs to compulsory education, occupational education, and higher education in accordance with the National Education Plan. Such education may be arranged in special educational institutes or in regular ones with the Educational Technology Center under the Ministry of Education providing the necessary support.

Apart from Thai sign language was announced as the national language, the National Education Act B. E. 2542 (1991) protects the rights of disable persons to education in accordance with their rights under the Constitution; therefore, like other people, disabled persons are entitled to twelve years of free basic education. They are also entitled to early intervention services, educational materials and facilities, flexibility in educational management as well as home schooling, which the government must support. Moreover, a Committee for the Educational Reform for Persons with Disabilities, the Underprivileged, and the Gifted has been established to formulate a framework and policies for the educational development of this special group of people.

Overall, the government's target for the number of children with disabilities to be educated is the same as that for other children that is 95% of all chil-

dren.

- Employment for persons with disabilities

Present PWDs are also better equipped to work by various services provided, for instance, vocational training which aims to better prepare PWDs for employment, ensuring employment opportunities by issuing a ministerial regulation on employment of PWDs; supporting for self-employment by providing interest-free loans from the Rehabilitation Fund for PWDs.

- Non-governmental organization (NGOs)

In addition to the Bureau of Rehabilitation of PWDs, there are other 64 non-governmental organization (NGOs) workings for /with PWDs, a number of which provides vocational training. To provide some assistance for these NGOs, the government has set up the National Co-coordinating Committee for the Private Sector and allocated an annual budget to this committee responsible for working in cooperation between public and private sectors.

The Community-based Rehabilitation (CBR) concept is also a case in point of services for PWDs. It is the mixed welfare concept which has been promoted among public health personnel and those in relevant agencies concerned since 1992 for PWDs. CBR approach has to mix the role of every part in the community to work and support for the disabled persons.

In conclusion, it can be said that the changing situation toward PWDs in Thailand since the enforcement of the Rehabilitation of Disabled Persons Act B. E. 2534 (1991) has improved remarkably in many aspects. Although available services do not reach all disabled persons, it is not too optimistic to say that disabled persons have truly become part of Thai society and have a place for themselves where they can proudly depend on themselves.

3.2 Social Policy and Welfare Services in the Philippines

3.2.1 Legislations and regulations

Some important laws for the welfare of disabled persons in the country since the 1940s are as follows:

- Commonwealth Act No. 3203 provides the care and protection of disabled

children.

- Republic Act No. 65 of 1946 known as the Bill of Rights provides the social and economic restoration of disabled veterans as a government responsibility.
- Republic Act No. 1179 of 1954 led to create Office of Vocational Rehabilitation to restore the disabled person's useful role in society by providing rehabilitation and placement services.
- Republic Act No. 2615 amending R. A. 1179 created the National Council on Rehabilitation and was tasked to update and coordinate all government and civic programs and set up nine regional training centers to serve disabled persons in rural areas.
- Republic Act No. 3562 provides the education of the blind in the Philippines.
- The Labor Code of the Philippines sets specific provisions for disability rehabilitation services.
- Presidential Decree No. 1509 created the National Commission Concerning Disabled Persons in 1978. The Commission was later replaced by the National Council for the Welfare of Disabled Persons by virtue of Executive Order No. 123 in 1987.
- Batas Pambansa 344 of 1984 is the Accessibility Law.
- In 1993, President Fidel V. Ramos issued Presidential Proclamation 125 proclaiming nationwide observance in the Philippines of the Asian and Pacific Decade of Disabled Persons from 1993-2002 and enjoining national government agencies and the private sector to support and realize its agenda for action.
- Republic Act No. 7277 known as the Magna Carta for Disabled Persons and approved in March 24, 1992 is an act providing for the rehabilitation, self-development and self-reliance of disabled persons and their integration into the mainstream of society and for other purposes.

3.2.2 Agencies, programs and services

Holding thinking that Disabled Persons have rights and privileges that are em-

ployment, education, health, auxiliary social services, telecommunications, accessibility and political and civil rights in mind, a number of agencies concerning in addressing the needs of PWDs are formed. Some of them and their programs are as follows:

- Bureau of Local Employment, Department of Labor and Employment provides services for PWDs in relation to employment, such as Employment Facilitation (i. e. wage employment, self-employment); Employability Enhancement Through Skills Training; and Provision of Seed Capital.

5% of all casual, emergency and contractual positions in the government agencies are also reserved for disabled persons. Moreover, private entities that employ disabled persons who meet the required skills or qualifications, either as regular employee, apprentice or learner, are entitled to an additional deduction, from their gross income, equivalent to 25% of the total amount paid as salaries and wages to disabled persons. In addition, improving or modifying their physical facilities in order to provide reasonable accommodation for disabled persons, private entities are entitled to an additional deduction from their net taxable income as much as 50% of the direct costs of the improvement or modifications.

- Civil Services Commission provides the Computer-Assisted Testing for Visually Impaired People.
- Commission on Higher Education provides financial benefits for a student with disability.
- Department of Education, Culture and Sports institutionalized Special Education (SPED) Programs in all schools for PWDs. Also, the Department provides not only textbooks and other resource materials in Braille, but also appropriate SPED training to teachers and school administrators of children with special needs in partnership with non-government organizations.
- Department of Justice provides legal assistance to PWDs.
- Department of Social Welfare and Development provided various programs for PWDs, for instant, Social and Vocational Rehabilitation Program, Community-Based Program etc.

- Department of Trade and Industry provides Assistance Package for PWDs to improve marketability of PWD projects and services and to tap market opportunities for PWDs products through market matching and trade fair participation.
- Employees Compensation Commission designed a service to help injured or disabled employee attain the restoration of his physical capacity to the maximum level as early as possible so that he/she can continue to be a productive and useful member of society.
- National Council for the Welfare of Disabled Persons offers the Discounted fare using transportation identification card.
- Technical Education and Skills Development Authority provides financial assistance for PWDs who want to pursue post secondary on degree technical vocational courses.

3.3 Social Policy and Welfare Services in Singapore

3.3.1 Legislations and regulations

There is no direct legislation that regulates the compulsory employment of disabled workers. Disabled workers are protected by the same legislation available for all workers, for example, the Employment Act and the Workmen's Compensation Act. The government is mindful of the advantages and disadvantages of legislation regarding the compulsory employment of disabled workers. It is concerned that the legislation could work, in some cases, against the dignity and worth of PWD, as when they are reluctantly employed just to fill the quota and not because they are really wanted and valued by employers.

Also, there are various types of tax breaks which benefit for PWDs and their families. For example, a Handicapped Earned Income Relief for an individual taxpayer who is physically or mentally disabled; a Handicapped Dependent Spouse Relief for the maintenance of a spouse/ex-spouse under court order of deed of separation who is physically or mentally disabled; a Handicapped Child Relief for the maintenances of an unmarried child who is physically or mentally disabled; and a Handicapped Brother/Sister Relief that for a taxpayer who has a disabled

dependent living in the same household.

In addition, there is a Code on Barrier-Free Accessibility in Building, revised in 1995. The Code specifies the requirements for the construction of new office and commercial buildings to make them accessible to, and user-friendly for PWDs. There is also a tax break for owners of existing public-access buildings that wish to retrofit them to be accessible by PWDs.

3.3.2 Agencies, programs and services

· Government agencies

There are two main organizations charged with the responsibility to provide coordination functions on matters dealing with needs of disabled persons in Singapore. The Ministry of Community Development and Sports (MCDS) is the overall policy-coordinating body for the disabled sector while the National Council of Social Service (NCSS) is its main service-coordinating organization. The two organizations have formed a steering committee where their senior management meets regularly to discuss and work out issues and measures on matters concerning the disabled and other service sectors. In addition, officers from the functional units within each of the two organizations also meet regularly on operational issues that affect service delivery and well-being of PWDs. To a lesser extent, the Ministry of Health (MOH) is also involved in recent years in providing policy and service inputs to the disability services sector.

Although there is no single government ministry that is in total charge of the PWDs population in Singapore, MCDS has traditionally been the main government body dealing with them. For specific matters, for example, special education, the Ministry of Education (MOE) is involved, and for preventive health measures against developmental disability, the Ministry of Health (MOH). As such, MCDS works closely with other ministries, statutory boards, NCSS and its affiliates to enable PWDs to develop and express their physical, mental and social capabilities within a supportive environment. It is also in accord with MCDS's mission "to develop a cohesive and resilient society by fostering socially responsible individuals; strong and stable families; a sporting people; and a caring and

active community” (Ministry of Information and the Arts, 2001, p. 213). As in the other social service sectors, MCDS’s role in the disability sector is to encourage the “many helping hands” approach. This means that it would like to involve organizations, groups and individuals into a partnership of participation in meeting the needs of PWDs and in solving issues and problems that emerge.

NCSS, through its centralized fund-raising arm, the Community Chest, also funds the voluntary welfare organizations (VWOs) serving PWDs, either on a per capita or program basis. In the Community Chest budget allocation to its members ever since it first started in 1983, the disability service sector has always obtained, and continues to obtain the largest share. For the fiscal year 2001/2002, the disability services sector was allocated S\$25.51 million or 67.24% out of a total allocated budget of S\$37.94 million (National Council of Social Service, 2001, pp. 20 and 22). The largest share of the allocation went to the agency for the intellectually disabled (33.52%) and the smallest one to an agency that provided hostel facilities for workers with disabilities (0.48%). What is more significant is the fact that disability services sector accounted for the highest proportion of the Community Chest budget, yet has the fewest number of beneficiaries. This indicates the high costs of providing services in this sector when compared to other sectors in terms of the number of beneficiaries served.

Regarding accessibility and communication, two transport subsidy schemes which are Taxi Subsidy Scheme and Bus Subsidy Scheme managed by NCSS are available to the disabled. Also, for PWDs who drive and for those who drive their disabled family member around, specially designated parking lots for the disabled are available in government, commercial places and Housing and Development Board public housing estates (National Council of Social Service, 1998, p. 19).

The Public Works Department has also undertaken the construction and modification of roadside curbs, pedestrian crossings and overhead bridges to make them user-friendly to PWDs as well as older persons.

A variety of government ministries and department and VWOs are currently providing a range of rehabilitative services in the disability services sector. The majority is community-based services provided in a social market milieu. The services range from day activity centers to home-bound help.

The National Council of Social Service manages a Special Assistance Fund for disabled people from low-income families to purchase equipment or technical aids for mobility or rehabilitative purposes (National Council of Social Service, 1998, p. 19). The fund is meant to help in the purchase of more expensive types of assistive devices that the families or the disabled persons cannot afford on their own.

· Voluntary Welfare Organizations

There are some 63 voluntary welfare organizations and programs affiliated to NCSS in the disability service sector. Of these, about 17 are special schools, while others offer special education-related program. There are thus good opportunities for children and youth with disabilities to obtain special education, including early intervention programs. The Ministry of Education offers funding to special schools, at a higher ratio than to its own schools.

Quite apart from the availability of general service training and skills enhancement courses for human service personnel of VWOs, there are also efforts to improve professionalism in the disability service sector.

· Organization offering training and employment

Two example organizations which offer schemes for delivering better training and employment for the disabled are as follows:

The Vocational School for the Handicapped (VSH) offers information technology (IT) courses. Its students also receive on-the-job-training via attachment to companies.

Besides, the Singapore Chinese Chamber Foundation (SCCF) has also a scheme that reimburses for the first one and a half months, the salary of every disabled staff employed by the private sector. The scheme also provides a transport and meal allowance of S\$5 a day to disabled workers during the first two weeks of their employment, as this is the period before they receive their first pay-check.

3.4 Social Policy and Welfare Services in Cambodia

3.4.1 Legislations and regulations

The first draft legislation to protect the rights of PWDs was initiated by the Cambodian Disabled Persons Organization (CDPO) in 1994 with technical and financial support provided from United Nations High Commissioner for Refugees (UNHCR), Action for Development and Disability (ADD) and British Embassy. It has recently been reviewed and revised by a Technical Working Group established by the Ministry of Social Affairs, Labour, Vocational Training, and Youth Rehabilitation (MOSALVY) with members coming from MOSALVY, the Cambodian Disabled Persons Organization (CDPO) and the Disability Action Council (DAC) with financial and technical support from JICA. The draft legislation contains 84 articles which cover various aspects promoting equal rights and obligation as well as the full participation and equality of opportunities for disabled persons as other citizens in the Kingdom.

The disability awareness raising project has been initiated by the DAC with financial support received from the World Rehabilitation Fund (WRF) to provide a framework for activities to fight against negative and limiting attitudes and beliefs of the general public and decision makers. The main objectives of their project are to collect and analyze existing information on disability awareness raising; to develop national strategic plan as well as to implement identified activities for improving the better understanding of the publics on disability issues, so that PWDs will have better opportunities to fully participate and maximize their potential within the society.

3.4.2 Agencies, programs and services

- Ministries and their departments relating to PWDs

There are five ministries and their line departments that directly/indirectly offer social welfare supporting for general people including PWDs. These ministries are mainly responsible for providing services/assistance to PWDs for their inclusion into mainstream society. However, as PWDs are not their specific target groups, projects and programs are usually designed for the general population. The Ministry of Social Affairs, Labour, Vocational Training, and Youth Rehabilitation (MOSALVY) is the core Ministry that has the main responsibility

for providing rehabilitation and vocational skills training services to PWDs. The Department of Rehabilitation and the Department of Children Welfare have been established to carry out and support activities related to PWDs including children with disabilities. Provincial Rehabilitation Centers, under the Department of Rehabilitation provide free of charge rehabilitation services to PWDs. For education, a Special Education Office has been established within the Ministry of Education, Youth and Sport (MOEYS) to introduce the inclusive education of children with disabilities based on the principle of Education for All. The Ministry of Women's and Veterans' Affairs (MWVA) is responsible for pensions of disabled veterans. Actually, there are no universal social security benefits entitlements in Cambodia. The data in 1999 indicated that almost 50% of the total National Budget allocated to military and defense sector was almost twice as much as the health, education, environment, social and women affairs combined.

· Disabilities Action Council (DAC)

The Disabilities Action Council (DAC) enthusiastically approved by MOSALVY in 1997 is made up of representatives from the Government of Cambodia along with those representing non-government aid organizations and individuals committed to working for the well being of Cambodia's PWDs. The DAC acts in a professional advisory capacity in relation to government and policy-makers on all issues affecting the well being of PWDs. It also serve as a national focal point on disability matters to facilitate the continuous evolution of a comprehensive national approach to rehabilitation, equalization of opportunities and prevention of disabilities based on its vision that individuals and society recognize that PWDs have equal rights and obligations as all citizens of the Kingdom of Cambodia. What can be seen as the most valuable role of the DAC is that it provides an ongoing forum where debate can take place and consensus can be reached on how to achieve the evolution of this sector.

Additionally, in Cambodia, medical care is unfortunately more of a luxury than a right, and some payment is often required, Thus, high quality, affordable (ideally free), and regular medical care needs to be available to all community members. As a result, the MOSALVY and the DAC have established a Medical and Rehabilitation Working Group whose aim is to improve medical facilities nation-

wide.

- Self-Help Groups

There is a strong trend for community development organizations working with the disabled at community level to encourage and set up self-help groups. The basic philosophy is to assist the vulnerable or the disabled to themselves identify their main problems and find solutions using their own and the community's resources, rather than rely on hand-outs.

The Cambodian Disabled Persons Organization (CDPO) and some self-help groups are preparing a national plan for disability awareness by using media, radio, TV and sporting activities as well as holding training for government officials and provincial heads.

- UNICEF

UNICEF has now worked out a new system where the target person is given one year's vocational training and counseling, then he or she is offered a small loan. During the first period the person is encouraged to repay some of the loan and save some of their profits. Then progressively he or she is encouraged to pay back, with interest, the entire loan. This provides practical experience in a useful occupation and accustoms people to credit mechanisms.

- Mine Advisory Groups (MAGs) and other NGOs

Mine Advisory Groups (MAGs) and other NGOs take a leading role in promoting equal opportunity in employment. MAGs support mine victim assistance through employing mine victim as deminers, mine awareness staff, minefield markers, survey team members or community liaison teams. Also, MAGs with the Halo Trust provide transportation to hospital for people injured by mines as pre-hospital care service.

Additional, there is a NGO setting up an education project there with the objective of providing access to schools to all children including children with disabilities. Another local NGO, moreover, negotiated with the help of UNHCR to get land for a group of extremely disabled people who had formed themselves into a small community.

- The National Center for the Disabled Persons (NCDP)

It has set up a disabled workers database which is primarily for urban disabled

seeking work. Yet, out of the 1,500 registered, only 125 are placed per year. Another aspect of the employment issue is to rally support and jobs for mine victims. NCDP has been successful in lobbying major companies in Phnom Penh to consider employing disabled workers.

- Handicap International (HI)

Handicap International (HI)'s Land Use Planning Unit aims to work with village communities and NGOs to promote their active participation in the identification of needs and implementation of development projects concerned with the use of demined land. They claim to have had some success to date and are waiting to restart three new land use planning units. HI also provides physical rehabilitation facilities including rehabilitation centers, wheelchairs, crutches, prosthetic and orthotic devices for PWDs.

It was noted that few or no programs with disabled people were leading to technical, managerial and financial sustainability and the enormous needs of these people would grow even further and the gaps in actual services would become even wider in the coming years. There was lack of technical knowledge and co-ordination among groups working in the field of rehabilitation relating to the planning, implementation, monitoring and evaluation of a Cambodian Plan of Action.

3.5 Social Policy and Welfare Services in Indonesia

3.5.1 Legislations and regulations

- Constitution 1945

The Constitution 1945 stipulates that every citizen is equal before the law and that every citizen has the rights for employment and livelihood as a dignified human being.

- Law No. 4/1997 on People with Disability (28 February, 1997)

The law describing Rights and Responsibility indicates that every person with disability has the same rights and opportunity as any other citizens for education at all levels and categories, decent employment, opportunity to

play a role in the national development, accessibility, rehabilitation and care, and opportunity to develop the fullest capacity, especially for children. It also stipulates that PWDs have the same responsibility as citizen of the country.

- Government Regulation No. 43/1998 on efforts and undertaking in social welfare for PWDs (March 21, 1998)

The law stipulates that efforts and undertaking in social welfare for PWDs are actualized through equal opportunity in all aspects of basic rights, care and rehabilitation, social assistance, and maintenance of quality of social welfare status.

- Decree of the Ministry of Labour No. KEP-205/MEN/1999 on Vocational training and Placement of Workers with disability (30th September, 1999)

This decree stresses the recognition that PWDs are persons with potential ability to work given the right training and understanding of their limitations. It also reiterates the rights of every PWDs for equal opportunity for employment and the responsibility of employers to recruit at least 1% of their total employees. Also, it addresses criteria for the provision of vocational training. The Ministry of Labour is responsible for trainers' certification. Work placement for PWDs could be facilitated by government as well as private agencies taking into account the qualification of the prospective workers. Each institution employing PWDs should report to the Department of Labour. Monitoring is conducted by the Labour Inspection unit of MOL.

- Decree of the Minister of Public Works No. 468/KPTS/1998 on Technical requirements on Accessibility for Public Spaces and Buildings (December 1, 1998)

The decree is annexed with technical information on measures and designs of buildings and spaces in the public domain to allow access by PWDs.

- Decree of the Ministry of Transportation No. KM-71/1999 on Accessibility for PWD in Transportation Facilities and Infrastructures (8 September, 1999)

The decree stipulates accessibility on different categories of transportations.

Facilities should be procured for PWDs and sick passengers to get in and off the vehicle as well as, especially designed washroom, designated seats and corner for them. The decree also stipulates the needs for having information on accessibility to the public and trained personnel to assist PWDs in public transportations.

- Law No. 4/1979 on Child Welfare (23 July, 1979)

Article 7 specifically stipulates that children with disability will be entitled for special care to maximize their development potentials. All assistance and provisions of care and support should not discriminate children on the basis of sex, religion, political background, and social status (article 8).

- Government Regulation No. 2/1988 on Social Welfare of Problematic Juvenile (29 February, 1988)

The term problematic is defined to include all behavioral problems, abandonment and loss parents, as well as disability. The law stipulates that the government and the community are responsible to protect, guide, and procure special services. For many of these children who are identified as having problems, including disability, one of the procurements is to provide institutional care and vocational training.

- Joint Decree of the Ministries of Social Affairs, Domestic Affairs, Education and Culture, and Religious Affairs No. 34/HUK/1996; No. 88/1996; No. 0129/U/1996; and No. 195/1996 (13 May, 1996) on Government Assistance for Poor, Disable Children and those Living in Isolated Region to Achieve the Objectives of the Nine-Year Universal Education.

The government and the community should provide Special education from elementary to junior secondary level or alternative education equal to the formal school. Reporting and monitoring and evaluation are performed by the institutions providing education and the report should be directed to the Ministry of Social Affairs which eventually copied to all ministers involved.

- Decree of the Minister of Labour No. KEP-62A/MEN/1992 on Diagnostic Guidelines for Occupational Disability (5 February, 1992)

The decree describes in details the technicality of diagnosis of occupation injuries and disfigurement which is used to calculate disability compensation.

3.5.2 Agencies, programs and services

PWDs are cared both in institutions provided by state as well as private institutions and NGOs. Temporary cares for PWDs are provided in hospitals, especially those having physical disablement. Mental disablement is cared for in mental hospitals. Since the majority of the population could not afford institutional care, many PWDs are cared for by the families. Some private institutions, such as Yayasan Pembinaan Anak Cacat (YPAC) and other institutions have started to add on community and family based care initiatives beside institutional care. Furthermore, YPAC and a limited number of private institutions have established special schools for the disabled.

Most institutional cares combine medical as well as social and occupational care. It is recognized, however, that trained social workers were lacking. Volunteers working for NGOs and private institutions were involved in providing care and training without sufficient training on disability.

3.6 Social Policy and Welfare Services in Malaysia

3.6.1 Legislations and regulations

In Malaysia there are a number of policies and legislations that protect or have relevance for PWDs. These policies are generally persuasive and encourage those concerned to respond appropriately. However social legislation provides for greater protection as there is enforcement and legal requirements. In Malaysia there is a tendency to rely more on political statements and incentives rather than on actual legislation. The Malaysian public and the business community are encouraged to contribute generously to social welfare of individuals and voluntary organizations that provide assistance/services to disabled people.

· National Policies

Two national policies, the National Welfare Policy (NWP) and the Policy on Employment for the Disabled in the Private and Public Sectors, are currently in place which is relevant for the welfare of the disabled. The main theme of the NWP is to develop a secure and stable society. Its three-fold strategy is

significant for policy and practice, namely to create self-reliance, to equalize opportunities for the less fortunate, and to foster the spirit of mutual help and support towards enhancing the caring culture.

It is apparent that the orientation of the policy fails to provide the necessary recognition and the abilities of PWDs to the fullest. It is seen at an individual level of self-reliance. Furthermore, disabled persons have not taken advantage of the economic development and the welfare mentality is reinforced. The policy may indicate equal opportunities but it does not sufficiently respond to attitude, environmental and institutional barriers.

The one percent quota of jobs in the public sector came into being in 1989 for the disabled. On the following year this was extended to the private sector. While this is not mandated by legislation, tax benefits were provided to the business sector to encourage them to provide job opportunities. Three incentives are provided to encourage the private sector to employ disabled people. Firstly, there are deductions in respect of expenditure on the provision of any equipment to assist a disabled employee. Secondly, double tax deductions are made in respect of the remuneration paid to each employee who is physically or mentally disabled. Thirdly, there is also double deduction on expenses incurred in the training of any handicapped person.

- The Workmen's Compensation Ordinance (1952) and the Employees Social Security Act (1969)

These laws make reference to some monetary benefits when a person is disabled in work environment.

- The Federal Constitution

The Constitution appears to be not very effective in the way it is written as it does not well specify protection for the disabled. It subserves that the constitution written for normal persons is adequate for the disabled as well.

- The Uniform Building By-Law 1984 under the Street, Drainage and Building Act 1974

They were amended in 1990 to provide facilities for disabled people. This is significant for the disabled as it helps to overcome the environmental and structural barriers.

- The Mental Health Disorder Ordinance (1956), the Mental Health Ordinance Sarawak (1961), and the Lunatic Ordinance of Sabah (1953)

These laws relate to legislation of mental health in Malaysia. Supplementing these laws is the Care Centre Act (1993), which attempts to address the issue of the setting-up, registration and supervision of 'care centers', which is a wide and loosely defined term covering non-government facilities offering day or residential care.

- The Malaysian Child Act 2001

It provides the impetus for children with disabilities to seek justice and empowerment.

3.6.2 Agencies, programs and services

- Government agencies and their departments

In Malaysia, several Ministries coordinate their services for PWDs. These are namely the Ministry of Education, Ministry of Health, Ministry of National Unity and Social Development, Ministry of Human Resources and others that assist and support such programs for this group.

The Ministry of Education provides suitable special schools and integrated programs, and special classes for students with mild special needs whereas the Department of Social Welfare of Malaysia (DSWM) provides training in vocational skills for competitive employment.

The Ministry of Health plays a crucial role in early detection and intervention of persons with special needs. The district community nurses are trained and provide such screening and early treatment for individuals with special needs and their families. In the urban environment the large hospitals are mainly involved in the above provision.

Department of Social Welfare of Malaysia (DSWM), the Ministry of National Unity and Social Development have been much involved in providing and facilitating the services for PWDs. The DSWM actively promotes the Community-Based Rehabilitation (CBR) programs having grown by leaps and bounds to now number over 240 in order to reduce the impact of disability, encourage inclusive

communities, give support to families, develop adaptive aids from local resources, and prevent disability through public education, counseling immunization, family planning, parenting courses and others, working with local NGO and CBO. The DSWM also provides financial support to recognized NGO that complements and supplements the services provided by the department.

The department, moreover, maintains the National Registration of the Disabled and facilitates assistance as necessary. Once the registration is formalized, the client/PWD is given an identity card. The benefits for the card holders are as follows: Tax exemption for their children and dependents; Concession fares from Malaysian Airlines; Rebate on monthly telephone rental Malaysia Telecommunication; Rebate on monthly hand phone rental; Discounts for medical aids such as wheelchairs, hearing aids, etc.; Exemption from medical fees for treatment at government hospitals; Additional tax relief of RM5,000 against a disabled taxpayer; Tax rebate up to RM5,000 for the purchase of basic supporting equipment; and Waiving fees for the issuance of passports for overseas travel. What is more that a disabled person's incentive allowance of RM100 a month is given to working individuals by the DSWM who earn less than RM300 monthly. Launching grants are also available for capable individuals to set up their own business. Besides, Children of civil servants are entitled to the pensions of their deceased parents even above the age of 18 years.

The Ministry of Human Resources is solely involved in the provision of human resource training and employment for the disabled. It also enforces and monitors the one percent quota employment of the disabled in the public sector.

· NGOs and other Community-Based Organizations (CBOs)

At district levels, Associations and Organizations of / for PWDs play complementing roles effecting changes and being proactive for the welfare and the development of PWDs. Currently more than 80 NGOs and CBOs specifically provide some services for PWDs in Malaysia. More recently, they have been working effortlessly to seek for equal opportunities, greater participation and suitable legislation for the disabled. The Bar Council of Malaysia recently submitted a Memorandum on Legislation for Education of Individuals with Special Needs in June 2001. Several NGO groups developed the Code of Practice for the

Employment of the Disabled in the private sector. The government of Malaysia already has the 1% quota for the employment of the disabled in the public sector. This document is currently being discussed at the Department of Social Welfare of Malaysia. Moreover, the National Coordinating Council of CBR (NCCCBRM) programs, a NGO, supports and complements government's efforts in this respect.

4. Conclusion

Many persons with disabilities (PWDs) are multiply handicapped by social, economic, cultural and physical conditions. These conditions constitute barriers to disabled persons' freedom of movement and access to full participation in society. These barriers include also the stigma of disability, poor understanding of the abilities and aspiration of disabled persons, lack of rehabilitation and support services, and a negation of the rights of PWDs. Physical environments are suited only to the physically able persons, and accessibility to information challenges many disabled persons.

This paper has focused on the current situation of PWDs and social policy and welfare services for supporting PWDs in six Southeast Asian Countries: Thailand, the Philippines, Singapore, Cambodia, Indonesia, and Malaysia. Picking up some characteristic points concerning social policy and welfare services in these countries, first of all, Thailand has enforced the Rehabilitation of Disabled Persons Act B. E. 2534 (1991) and adopted the Declaration on the Rights of Thai Persons with Disabilities that was approved and signed by Prime Minister of Thailand on 3 December 1998 on the occasion of the 50th Anniversary of the Universal Declaration of Human Rights. And therefore, Thailand was given one of the world most important awards in March 2001, the Franklin Delano Roosevelt International Disability Award of the year 2001. This award is also very meaningful to PWDs in Thailand because of the objective of the award which aims to promote the implementation of the United Nations World Programme of Action Concerning Disabled Persons.

The Philippines is at par with Thailand and other Southeast Asian Countries in assisting PWDs. There are many supportive legislations as well as responsive

programs and services by private and government institutions. The only persistent impediment through the years is the limited financial backstopping from the national and local governments to provide quality service and to sustain and expand the implementation of relevant projects. Thirdly, Singapore also has made efforts year by year to improve the image, education, employability, independent living and integration into society of the disabled. At the same time, efforts are made to improve the deliver of services to the disabled. Coupled with these two thrusts are also the attentions paid to improve professionalism and career prospects for human service personnel working in the sector. All these should translate into an improved environment for the disabled to live and work in society.

On the other hand, in Cambodia, it is acknowledged that an appropriate mechanism and structure in the form of the Disability Action Council have been established and well functioned in the disability and rehabilitation to meet the needs and to improve the well being of PWDs. However, there are remaining significant unmet needs for vocational training and employment promotion in Cambodia. In addition, there is a lack of qualitative data on the needs of the disabled and insufficient input from the disabled people themselves regarding services and resources allocated to them. Currently, the government is poorly able to meet its responsibilities towards the disabled including mine and unexploded ordnance victims. As a result, the bulk of the work is carried out by non-governmental organizations.

In Indonesia, Law No. 4/1997 on People with Disability (28 February 1997) indicates that every PWD has the same rights and opportunity as any other citizens for education at all levels and categories, decent employment, opportunity to play a role in the national development, accessibility, rehabilitation and care, and opportunity to develop the fullest capacity, especially for children. For example, the employers of public and private sectors have the responsibility to recruit PWDs at least 1% of their total employees. But since the number of PWDs may be over 6% of the population, it is apparent that the 1% quota is very limiting and discriminatory. PWDs are cared both in institutions provided by state as well as private institutions. But since the majority of the population could not afford institutional care, many PWDs are cared for by the families. Moreover, it is

recognized in most institutional cares that trained social workers were lacking and so volunteers have been working without sufficient training on disability.

In Malaysia, there are a number of policies and legislations that protect or have relevance for PWDs. But there is a tendency to rely more on political statements and incentives rather than on actual legislation. The orientation of the policy fails to provide the necessary recognition and the abilities of PWDs to the fullest because the disabled persons have not taken advantage of the economic development. The policy may indicate equal opportunities, but it does not sufficiently respond to attitude, environmental and institutional barriers.

As mentioned above, there are many kinds of social policies and social services for supporting PWDs in those Southeast Asian Countries. Almost all of such social policy and services are stipulated by many types of legislations and regulations in each country, and those supporting programs and services are implemented by public agencies, private organizations and/or sectors. But the actual conditions of such programs and services for supporting PWDs are very poor in quality as well as in quantity of those services, and therefore many PWDs are in reality cared for by the families and private sectors. Since the main cause is due to the serious economic depression and the financial backstopping from the national and local governments, the international assistance and aid on the global scale should be indispensable and essential to help and support the life and rehabilitation of PWDs in those Southeast Asian Countries.

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A Research of Social Policy and Welfare Services for Persons with Disabilities in Six Southeast Asian Countries

Shin-ichi MATSUMOTO

This paper aims to pursue preliminary attempts to develop and integrate the comparative study on the social policy and welfare services for Persons with Disabilities (PWDs) in Asia and the Pacific.

In order to collect relevant data to pursue the objectives, I conducted research by doing documentary research study and participating in international conferences and seminars, especially the International Seminar held by Asian Academic Association of Social Services in Social Work Research Institute, Japan College of Social Work that I took part in every year. Concerning the first methodology, documentary research study, it involved searching printed materials and literature related to social policy and welfare services for PWDs in six Southeast Asian Countries.

This paper basically consists of four parts. The first part is the Introduction. The second part is the description of current situation of PWDs in six Southeast Asian Countries: Thailand; the Philippines; Singapore; Cambodia; Indonesia; and Malaysia. The third part described social policy and welfare services of each country mentioned above. And the last part is Conclusion.

The finding shows that many PWDs are multiply handicapped by social, economic, cultural and physical conditions. These conditions constitute barriers to disabled persons' freedom of movement and access to full participation in society. These barriers include also the stigma of disability, poor understanding of the abilities and aspiration of disabled persons, lack of rehabilitation and support

services, and a negation of the rights of PWDs. Physical environments are suited only to the physically able persons, and accessibility to information challenges many disabled persons.

Furthermore, the research also indicates that there are many kinds of social policies and social services for supporting PWDs in those Southeast Asian Countries. Almost all of such social policy and services are stipulated by many types of legislations and regulations in each country, and those supporting programs and services are implemented by public agencies, private organizations and/or sectors. But the actual conditions of such programs and services for supporting PWDs are very poor in quality as well as in quantity of those services, and therefore many PWDs are in reality cared for by families and private sectors. Since the main cause is due to the serious economic depression and the financial backstopping from the national and local governments, the international assistance and aid should be indispensable to help and support the life and rehabilitation of PWDs in those Southeast Asian Countries.

Key words: NGO, Persons with Disabilities (PWDs), Social Policy,
Southeast Asia ,Welfare Services