

Employment Governance for People with Disabilities: Comparative Study Between Indonesia and Malaysia

Utami Dewi

*Public Administration Department
 Universitas Negeri Yogyakarta
 Yogyakarta, Indonesia
 utami.dewi@uny.ac.id*

Dwi Harsono

*Public Administration Department
 Universitas Negeri Yogyakarta
 Yogyakarta, Indonesia
 dwiharsono@uny.ac.id*

Kurnia Nur Fitriana

*Public Administration Department
 Universitas Negeri Yogyakarta
 Yogyakarta, Indonesia
 kurnianurfitriana@uny.ac.i*

Nor Hafizah Mohamed Harith
*Faculty of Administrative Science
 and Policy Studies
 Universiti Teknologi MARA
 Shah Alam, Malaysia
 norha561@salam.uitm.edu.my*

Abdul Jalil Mohamed Ali
*Faculty of Administrative Science
 and Policy Studies
 University Teknologi MARA
 Shah Alam, Malaysia
 ajalil838@salam.uitm.edu.my*

Abstract— People with disabilities in both Indonesia and Malaysia are facing difficulties in attaining proper jobs and salaries. This paper aims to examine employment governance in Indonesia and Malaysia in comparative perspective. Descriptive qualitative research method was employed to gather and analyze the data. To gather data, the researcher used focus groups discussions, depth interview, observation and documentation while interactive model of Miles and Hubermas was employed in analyzing the data. The informants in this research were the Indonesian Ministry of Social agency staff, the Ministry of Labour agency staff, Rehabilitation Center Manager, Yayasan Saujana staff and disability community. Meanwhile, data of employment governance in Malaysia were obtained by documentations and literature reviews. The research result shown that both Indonesian and Malaysian government have implemented several policies and program to increase the equal participation of people with disabilities in job market. Indonesia have launched Law No 8/2016 and People with Disabilities Act 2008 in Malaysia, as the basic guidance for providing inclusive employment. However, the lack of law enforcement and negative assumptions among employer toward disabled workers were becoming the main hindrances. Malaysia stakeholders were leading in providing Job Coach and placement for PWDs in comparison to their Indonesia's counterparts.

Keywords: *employment, governance, people with disabilities*

I. INTRODUCTION

In South East Asian country, the wellbeing of people with disabilities (PWDs) are still marginalized though several policies have been implemented to ensure their equal rights. In Indonesia the number of

PWDs tends to grow each year especially as people getting older. However, they are excluded from the society including from the workforce. In Indonesia, people with disabilities are also less likely to be employed. Having a mild disability gives a person only a 64.9 percent chance of being employed relative to a nondisabled person. For people with more serious disabilities, that drops to barely more than 10 percent. They are also more likely to be self-employed, even though they report difficulties in obtaining access to credit in order to establish businesses [1]. Moreover, for those who have had rehabilitation training in government or community- based training centers, they often do not achieve good salary in comparison to nondisabled person. The after-care service evaluation shows that PWDs only get approximately Rp 400.000 to Rp 700.000 per month, or about 1/3 of the minimum standard of salary for labour in Indonesia [2]. This is also experienced by Malaysians disabilities who only earn about RM 800 when their colleagues get RM 2000 in a month [3]. Hence, people with disabilities in Indonesia and Malaysia still find discrimination and unequal rights in the work places.

Based on Survey Penduduk Antar Waktu/SUPAS (2015), it is about 8.56 % of the Indonesian population or about 22 millions have any form of disability. Further, the population of the working age of the national disability is 21.930.529 and about 414. 222 are unemployed [4]. Meanwhile the actual proportion of people with disability in Malaysia is not known. The most recent statistics available from the Department of Social Welfare Malaysia (DSW), regarding the categorical number of registered persons with disabilities, indicates that 1.16% of the total population

lives with disability, that is, about 314,247 people [5]. According to Ta and Leng [6], in Malaysia, approximately 8% of the working population live with disabilities, and they are mainly employed in the private sector. In 2008, the Malaysian Government decided that the civil services must allocate 1% of the available jobs to people with disabilities. With this 1% quota policy, it was expected that approximately 14,000 job opportunities in the government sector would have been opened for people with disabilities in Malaysia [5]. However, 5 years later, this 1% quota has not been met. The statistics available from the Department of Social Welfare Malaysia reveals that in the government sector only 581 people with disabilities have been employed since 2008 [6]. This failure in integrating people with disabilities into the Malaysian workforce has resulted in an estimated loss in the Gross Domestic Product (GDP) that ranges between USD \$1.68 and US \$ 2.38 million [7].

Both Indonesia and Malaysia government particularly the Ministry of Social Welfare have attempted to implement policies to encourage equal opportunities for people with disabilities to involve in the job market. However, these policies are not enough in ensuring people with disabilities to obtain proper jobs and salaries since employment for PWDs is a complex problem. Employment relates to internal factors that come from the PWDs and external factors that may depend on family matters, government policies and their implementations, private organizations/ industries, school and rehabilitation or training institutions, labour markets, and community assumptions. Internally, disabled people have difficulty finding jobs because they are not confident of their capability. Some PWDs think that they cannot be accepted by the labour market due to their physical or mental conditions. This problem is even more complex because families do not let their disabled family members live far away from the family in order to find work. Externally, employment for PWDs is a complicated problem since they are often socially excluded from labour market and industrial policies.

In Indonesia, some people with disabilities reported success in obtaining employment but found current laws and programs not very helpful. There was no systematic effort to make governmental training programs effective or to enforce Indonesia's laws on disability and employment. Many people with disabilities experienced a lack of training, education, and access for obtaining good jobs [1]. Here, the role of community rehabilitation center (CBR) and non-governmental organizations are needed for providing habituation, rehabilitation and trainings for them. Further, recently some NGOs use internet and online media in giving information and trainings for people with disabilities, for instances *kerjabilitas* in Yogyakarta, Indonesia that offer web and android based platforms aimed at connecting disabled people with work providers. Although not many disabled

people can access this online application, but *kerjabilitas* may be beneficial for those who are internet and media literate. Hence, to provide equal opportunities for people with disabilities to gain jobs, the active participation from all stakeholders should be maintained. Not only the government, but also private sectors, non-governmental organization and people with disabilities communities have to work together in enhancing people with disabilities participation in the labour market.

Active participation of people with disability in the workforce is beneficial to both individuals and society. Equal employment opportunities for people with disability would improve their quality of life and enable them to integrate into society, thereby contributing to feelings of self-worth and self-assurance [8]. Furthermore, being able to work and support themselves and their families would empower them with a sense of self-sustenance. Enforcing inclusion policies for people with disability would translate into better performance and creativity among employees at work.

The available research indicates that people with disability who are given fair job opportunities are able to perform well and contribute meaningfully towards the organizations' productivity [9]. However, the data also shows that the proportion of people with disability who have access to job opportunities is lower in comparison to people without disability [10]. Similarly, in Malaysia, the proportion of people with disabilities in the workforce is significantly lower than that of people without disability [6].

This paper will examine the governance for promoting inclusive employment for people with disabilities in Indonesia and Malaysia. To provide inclusive employment, all of stakeholders should play active roles based on their tasks. Employment governance requires active participation of stakeholders to ensure that policies and programs can be implemented effectively including quota policies in both Indonesia and Malaysia. The paper will be divided into four sections to elaborate the employment governance for PWDs in Indonesia and Malaysia. In the first part, the writers will describe the characteristics of people with disabilities while the second part will discuss the affirmative policies and programs in both Indonesia and Malaysia to promote inclusive employment. The third section will provide analysis of current policy implementation and stakeholder roles in promoting employment for people with disabilities in both Indonesia and Malaysia. In the last part, the writer will conclude that employment governance in Indonesia and Malaysia is still ongoing process. Government, private sectors and community organization play significant roles to change negative assumption about people with disabilities' capacity to perform jobs.

II. METHOD

This paper is based on descriptive qualitative approach in which the researchers employed focus group discussion, interviews, observations and documentation to gather data. This approach permits the researchers to gather rich, in-depth perspectives that could not be gathered through quantitative methods such as questionnaires survey, particularly when the targeted population is people with special needs. Interview techniques can generate detailed data that leave the participants' perspective intact and provide a context through which to understand the problem. Interviewing is thus a well-established academic tradition in sociological and educational studies [11].

Semi-structured interviews design was employed in this study to gather the necessary data. This design allows the researchers to obtain the relevant information and at the same time encourage the participants to freely express their ideas and opinions. An interview protocol was employed to guide the interview sessions, and subsequent questions were formed based on the participants' responses. With this flexibility, the researchers can gather unexpected significant information as well as answers.

The informants of this research were the leaders in Indonesian and Malaysia's government agencies in the Ministry of Social Welfare, Ministry of Labour, Rehabilitation Center, some private companies that employ people with disabilities, community organization for people with disabilities such as Yayasan Saujana and SIGAB in Indonesia. The data validity were checked by source triangulation while data analysis employed interactive model of Miles and Huberman.

III. RESULTS AND DISCUSSION

A. Disability Employment Governance in Indonesia

The exact data on the total number of people with disabilities in Indonesia is still debatable. Based on Indonesian Inter Census Population Survey [12], it is about 8.56 % of the Indonesian population or about 22 millions have any form of disability. Meanwhile, Population Census 2010 stated that the number of PWD Indonesia were 11 million or 4.66 percent of the population. Other statistics estimated that the figures were 6 million or 2.45 percent [13] and 1 million or 0.45 percent [14]. Higher figure was published Riskesdas 2013; 11 percent of people aged 15 years or above have disability [15]. This different data occurs due to the changing interpretation on the meaning of "disability" term from "penyandang cacat" (meaning of impairment) into "penyandang disabilitas" that refers to difficulties in functioning' approach.

The prevalence of disability in each region in Indonesia shows that the greatest number of people living with a disability is concentrated in Java, North

Sumatra and South Sulawesi [16]. Yogyakarta, is one province in Indonesia in which the number of PWDs is high. The number of people with disabilities in the Special Region of Yogyakarta continues to increase from 2013-2018. Based on data from the Social Service of the Yogyakarta Special Region Government, in 2018 there were 29,530 persons with disabilities consisting of persons with disabilities aged > 18 years totaling 27,094 people and children with disabilities totaling 1,931 people. Meanwhile, the number of people with disabilities in 2017 was 26,177. This shows that in the past year, there was an increase of 3,353 people with disabilities. In terms of the type of disability in Yogyakarta is presented in Table I below.

TABLE I. TYPES OF ADULT DISABILITY (>18 YEARS OLD) IN DIY IN 2018

No	Region						Total
	Disability Type	Kulon Progo	Bantul	Gunung Kidul	Sleman	Yogya	
1	Psikotik	368	436	172	390	269	1.635
2	Vision	366	464	709	366	110	2.015
	Deaf	391	437	638	418	112	1.996
3	Ex-cronic	199	176	328	212	160	1.075
	Leg	1.023	958	1.223	751	250	4.205
	Hand	284	370	594	205	75	1.528
	Bent body	162	186	251	102	31	732
	Dwarf body	27	73	87	35	12	234
4	Mental	1.438	1.771	1.888	1.591	465	7.153
5	Double	233	427	431	232	67	1.390
6	NA	717	1.026	1.373	1.777	238	5.131
	TOTAL	5.208	6.324	7.694	6.079	1.789	27.094

From Table I, it can be seen that the highest number of adults with disabilities in DIY is in Gunung Kidul Regency, followed by Bantul and Sleman Regencies. The most types of people with disabilities found in DIY are mentally retarded persons with 7,153 people. Meanwhile, 5,131 people with disabilities have unclear types of disabilities and 4,203 people with body and leg disabilities. Persons with disabilities who are adults or aged over 18 years are also a workforce that has the opportunity to be involved in the labour market.

Regarding the percentage of employment of people with disabilities, the data shows that people with disabilities is still lack behind their non disability counterparts in obtaining jobs. In Yogyakarta, it is 44 private industries that have employed about 147 people with disabilities while about 26 disabled staff are working in 20 public institutions [17]. In the government institutions, most of them are working in Special Education Schools (*Sekolah Luar Biasa*). Generally, in Indonesia it is only about 0.90 % of people with disabilities are employed in public and private institutions. From the total of working age disabilities (it is about 9,127,218 have been working

while about 332,273 are categorized as open unemployment [18].

To increase the number of people with disabilities involvement in the labour market, several policies have been taken by stakeholders for promoting inclusive employment in Indonesia. These stakeholders are Ministry of Social and Manpower, Ministry of Labour and Transmigration, Rehabilitation Center and Vocational Education, government institution, private industries, non-governmental organization concern on disability issues and people with disabilities. In every local region including in Yogyakarta, these stakeholders have their agencies to tackle their functions in empowering people with disabilities.

In Yogyakarta, several policies have been implemented to boost the employability of people with disabilities. Those policies are:

1. Providing education, workshop and entrepreneurship training
2. Vocational rehabilitation center provides skill for competing in the job market
3. Inclusive education and need assessment of proposal submitted by NGO to run business
4. Educating private industries and governmental institutions on their obligations to hire PWDs based on Law No 8/2016 and Law No 13/2003
5. MOU between Social Ministry, Labour Ministry and APINDO in 2018 on Trainings and Working Placement for PWDs in Industries
6. Placement for PWDs Worker in the Ministry of State Own Enterprises
7. Job Fair and EXPO for PWD's productions
8. Awards for private industries that employ PWDs
9. Quota policy: 2% in the government institutions and 1% in the private industries

Moreover, Law No.8/2016 on Disability regulates the obligation of both government and private institutions to employ disabled people by implementing quota policy. Government agencies, that have 100 staff or more, should recruit minimum 2% of disability workers from the total of their employees while the private industries should hire about 1%. However, this policy have not implemented well though the government have provided award for those that have employed disability workers.

B. Disability Employment Governance in Malaysia

Department of Social Welfare statistics report [19] revealed that, currently as 20 of April 2018, there are 468,520 persons with disabilities registered with the department. These amount of people with disabilities are further categorized into 162, 823 (34.75%) learning disabilities, 165,533 (35.33%) physical disabilities, 41,839 (8.93%) visual impairment, 35,097 (7.50%)

hearing impairment, 38,864 (8.29%) mental disorder, 21,921 (4.67%) multiple disabilities, and 2,443 (0.53%) speech impairment.

Those people with disabilities find difficulties to find jobs in Malaysia, similar to any country including Indonesia due to some hindrances: employer and community's negative assumption towards people with disability capability, high cost for providing disability infrastructure's need, lack of family support and lack of proper training and education [20]. The Department of Social Welfare of Malaysia under the Ministry of Women, Family and Community Development of Malaysia plays an important role for PWDs development in Malaysia. The department is being entrusted by the government to take care of the society developments including for PWDs. This department is the only department that handles registration of PWDs in Malaysia and a yearly report on PWDs will be produced by them to be presented to the public. As a trusted department, the data, numbers, and policies issued were considered as an official from the government [19].

To increase people with disabilities' opportunity in obtaining jobs, The department of Social Welfare Malaysia have launched several programs. Such programs are Community Rehabilitation Program (CRP), institution services, sheltered workshop, Disability Equality Training (DET) and job coach information centre@ PLPP. Community RP is pioneered and inspired by World Health Organization (WHO) with an objective to improve the misconception of the society towards PWDs. It also urges social interaction between PWDs and society. The program has been organized once in 1984 at Terengganu, with the involvement of 55 PWDs. The program is still continued until today and the candidate will be giving an allowance of RM150 per month for this program[19].

The department provides facilities and privileges to PWDs as mentioned in the guidelines. The Disabled Allowance Worker gives an allowance of RM350 per month to PWDs worker whose income is less than RM1200. The Launching Grant program provides financial assistance for PWDs to participate in small business and entrepreneurship with seed money of RM2700. The department also assists PWDs with financial aid to purchase supportive equipment like wheelchair, artificial leg, blind stick and others. Apart from this, aid is also given to PWDs who are unemployed with an allowance of RM200 per month. PWDs with visual impairment are given full sponsor to purchase white cane and braille machine [19].

There are programs introduced by the Department of Social Welfare Malaysia with the aimed to promote self-developments and social inclusion between PWDs and community. Such programs are Community Rehabilitation Program (CRP), institution services, sheltered workshop, Disability Equality Training

(DET) and job coach information centre@PLPP. Community RP is pioneered and inspired by World Health Organization (WHO) with an objective to improve the misconception of the society towards PWDs. It also urges social interaction between PWDs and society. The program has been organized once in 1984 at Terengganu, with the involvement of 55 PWDs. The program is still continued until today and the candidate will be giving an allowance of RM150 per month for this program [19].

Another program, “one stop center” has been launched to create integration between the community and PWDs in each state. This center will provide services to PWDs to facilitate them and the community to get information, advisory services, current need and training [19]. Institution services program is also important for PWDs. The institution provides care service, rehabilitation and training opportunity to PWDs. Currently, there are 11 institutions which are *Taman Sinar Harapan (7)*, *Bengkel Terlindung (2)*, *Pusat Latihan Perindustrian dan Pemulihan Bangi (1)* and *Pusat Harian Bukit Tungku (1)*. That institution is under the maintenance of DSWM. Services, as well as training, is including for all types of disabilities [19]. A sheltered workshop is specific to PWDs who are unable to get a job in the open market. The objective of this workshop is to create job opportunity among PWDs and to improve quality, capacity, knowledge, and skills of PWDs in getting a job. This application is open only for a learning disability and physical disability [19].

C. Employment Governance In Indonesia and Malaysia

Governance is “a set of coordinating and monitoring activities” that enables the survival of the collaborative partnership or institution [21]. Further, Ansell and Gash [22] explain that collaborative governance needs six important conditions: (1) the forum is initiated by public agencies or institutions, (2) participants in the forum include non-state actors, (3) participants engage directly in decision making and are not merely “consulted” by public agencies, (4) the forum is formally organized and meets collectively, (5) the forum aims to make decisions by consensus (even if consensus is not achieved in practice), and (6) the focus of collaboration is on public policy or public management. Hence, Employment governance refers to the stakeholders, their roles and collaboration to promote equal opportunity for all citizens including people with disabilities to involve in the labour market. This paper will examine the employment governance by employing hybrid model of collaborative governance developed from Ansel and Gash’s model of collaborative governance, focusing in three indicators: policies, need assessment and education as the starting point for providing inclusive employment.

In Indonesia, the government has launched quota policy for public institutions (2%) and private sectors

(1%) to hiring disability workers based on Law No 8/2016 on Disability as the revision of Law No 4/1997. Even, in Yogyakarta this disability law has been developed into Regional Regulation No 4/2012 on The Fulfillment of People with Disabilities’ needs. The quota policy, however, have not been implemented well due to negative assumptions on disabled workers. Many public and private industries assumes that employing workers with disabilities will lead to high cost and minimum work output. The potential employers think that they have to spend a lot of budget to provide infrastructure and work environment for disabled workers. Moreover, these employers believe that employing non-disabled worker will give more benefit in comparison to the disabled ones in terms of productivity. On the other hand, private industries that have employed disabled workers, state that the disabled workers have show full commitment to their jobs. These workers have minimal record of turnover and absent from their jobs. Further, the inclusive employers do not need to spent a lot of money to provide infrastructure or working equipments for disabled workers [23].

Regarding the quota policy, Malaysia Government has also implement quota policy for hiring workers with disabilities based on PWD Act 2008 and National Plan of Actions for People with Disability 2016-2022. Similar to Indonesia, this quota policy has not implemented effectively. Indonesian government gives award for private businesses that employ disabled workers while Malaysian Government provides several incentives for private industries to hire PWDs. These incentives are double tax deductions (income tax act 1967), double deduction for expenditure incurred in training any disabled person who is not an employee of the company with the aim of enhancing prospects of employment and exemption from sales tax for supporting equipment or assistive devices classified as medical & educational equipment [19].

In terms of need assessment, both Indonesian and Malaysian government have attempted to conduct earlier research before providing trainings and funds for people with disabilities proposals. In Yogyakarta Indonesia, the people with disabilities community propose proposal to the Social Ministry agent to get fund or trainings such as cooking and embroidery skill trainings for opening small business. The need assessment in Indonesia, however, is not based on individually to gather deep understanding on the potential of each person with disability. Moreover, many trainings and rehabilitation are not relevant to the job market. Therefore after graduating from the rehabilitation center, PWDs are still find difficulties in finding jobs.

Malaysia is better than Indonesia in providing after care services. The Malaysian government implement job placement program to distribute graduated PWDs in finding proper jobs. Job placement is part of Job

Coach program in Malaysia. Job Coaching refers to training and related support given to disabled employees by Job Coaches to help them learn and perform job tasks as well as interpersonal skills necessary to be accepted as workers and to enable them stay on their employment. Job Coaches also help employers and other employees in understanding disabilities and the needs of disabled employees. The role of Job Coach is to be a bridge or intermediary to connect PWDs and companies by providing support for both throughout the process of employment [24]. The implementation of Job Coach Programme has shown significant improvement in retaining PWDs in work place and will be considered as an important tool in the process of social inclusion for PWDs in Malaysia [25]. In brief, it is an impactful intervention used to address typical work related issues of PWDs.

In Malaysia, there are several parties for promoting inclusive employment: 1) Ministry of Women, Family and Community Development (KPWKM) ; 2) Department of Social Welfare (JKM); 3) Department of PWD's Development (JPOKU); 4) Division of PWDs Career Development (BPKOKU); 5) Ministry of Human Resources (MOHR); 6) the Department of Civil Service (JPA). JKM, JPOKU and BPKOKU are under the Ministry of Women, Family and Community Development. The Department of PWD Development (JPOKU) was one of the 14 entities under JKM that managed the facilities and services for PWDs. In principle, JPOKU could independently stand as a full-fledged department that would give it a wider jurisdiction and resources like the JKM itself. However, due to resource constraints, JPOKU was placed under the purview of JKM. The PWD career development (BPKOKU) is a division under JPOKU. BPKOKU carried out five key functions: the planning of PWD career development in the public sector; monitoring the achievement of the 1 per cent policy in the public sector; implementing job coach and DET programs and providing other programs to encourage PWD participation in the open market [26]. MOHR administered the country's overall human capital management for employers and employees in the private sectors. With regard to PWD workers, MOHR had been providing an online job matching and placement called SPOKU since 2005. The system allowed PWD cardholders to look for jobs, and employers to advertise suitable vacancies. The government agencies, further also in collaboration with community organization to provide community rehabilitation and private industries to hire disabled workers.

In Indonesia, the stakeholders for inclusive employment governance are similar to Malaysia. The Indonesian Ministry of Social Affairs is the main actor to provide equal opportunity for PWDs in gaining education and vocational rehabilitation and other social services while Ministry of Labour and Transmigration is in charge for providing job

opportunity including job fairs and placement. However, the governments programs are not well organized in which there are several duplicated programs among these ministries agencies. As a result, the targets for rehabilitation programs and trainings are often not accurate and merely for spending the government budget. The monitor and evaluation process is not maintained regularly. The role of non-governmental organization and community organization in Indonesia is important to raise community awareness on disability issues including equal job opportunity. Yayasan Saujana, the founding of Kerjabilitas, is one of NGO that concerns in providing online services for PWDs in obtaining jobs. Kerjabilitas links the disabled job seekers and industries and providing training in collaboration with rehabilitation center as well.

IV. CONCLUSION

Both Indonesian and Malaysia government have attempted in promoting inclusive employment for people with disabilities. Several programs have been implemented though their outputs are not optimum yet. Malaysia government is leading in providing Job Coach and Job placement programs that have not been implemented in Indonesia. To attract private industries in implementing quota policy, the Malaysian government has given incentives (tax redemption) for them while in Indonesia the appreciation for industries is only on award achievement. The Indonesian rehabilitation center in the central and regional level have played roles in training and vocational rehabilitation, but not in placing and securing jobs for people with disabilities as did in Malaysia by Ministry of Social Welfare and Ministry of Human Resources. Moreover, in some cases, duplicated activities are often occurs among governmental agencies in Indonesia. Both Indonesia and Malaysia's government and its stakeholders have to work hard in combating negative assumptions among employers and community toward PWDs. Therefore, they have to enforced regulations and affirmative action including quota policy.

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