



KEMENTERIAN KOORDINATOR  
BIDANG PEREKONOMIAN  
REPUBLIK INDONESIA



KEMNAKER



## PROMOTING INCLUSIVE *PRAKERJA* CARD FOR WOMEN WITH DISABILITIES IN INDONESIA

*A Policy Brief to tackle the issue of low representation of women with disabilities  
in the workplace*

By Ismi Nabila

International Institute of Social Studies, Erasmus University Rotterdam

*This Policy Brief is Presented to Coordinating Ministry for Economic Affairs, Ministry of Women  
Empowerment and Child Protection, and Ministry of Manpower*

## Background of the problem

### Women with Disabilities in The Labour Market

According to Statistics Indonesia, the proportion of women with disabilities of working age is greater (9,32 million or 55%) than men of working age (7,62 million or 45%) (Women Commission, 2022). However, only 7,04 million people with disabilities work (both formal and informal), the rest are unemployed with fewer women with disabilities entering the world of work, with only 3,1 million people or 42,7% while men were 4,29 million people or 57,3% (Women Commission, 2022). This figure explains the intersectionality between identity as a woman and status as a person with a disability.

This is also supported by a study conducted in Ghana which found that women with disabilities have higher unemployment rates compared to men (Naami, 2015, p. 07). The study also found that women with disabilities work more in marginal and seasonal jobs, while the barrier of women with disabilities could be explained by discrimination, lack of start-up capital, and inadequate skills (Naami, 2015, p. 07). In most communities, a woman's primary responsibilities are still being a wife, mother, and homemaker while a male is still the primary decision-maker and source of income (Sim, 1999, p.03). This makes women with disabilities experience double discrimination and finds it difficult to enter the formal labor market, so more intervention is needed to guarantee access to women with disabilities who are still unemployed.

### Why Prakerja Card?

The Indonesian government already has a training program for the unemployed workforce. However, the target beneficiaries of the program are not further classified, even though each workforce group has different challenges and needs in terms of gender, educational level, socio-economic status, and disability. As mentioned on a government website, The *prakerja* card (Pre-Employment Card) program is a work competency and entrepreneurship development program aimed at job seekers, workers affected by the termination of employment, and workers who need competency improvement (prakerja, 2023). The *prakerja* card first appeared in 2020 when the Corona Virus Diseases (COVID) 19 caused hundreds of thousands of people to lose their jobs.

The *prakerja* card is an existing policy that has the opportunity to answer the needs of women with disabilities for intervention to answer the problem of lack of women with disabilities in the labour market, especially the formal labour market. But the existing *prakerja* card is not enough to tackle that problem alone, further adjustments are needed to ensure that the *prakerja* card is more inclusive by also paying attention to marginalized groups such as women and disabilities. This is also to ensure the principle of parity of participation where there are social structures that allow all members of society, without exception, to interact and participate to ensure social justice (Fraser, 2007, 27).

### Intervention: The Inclusive *Prakerja* Card for Women with Disabilities

The existing *prakerja* card scheme is providing financial assistance of IDR 3,500,000 (218 euros) for one time with a target of 1 million recipients per year. This financial assistance can be used to finance skills improvement training carried out by government-appointed partners. Currently, the amount of assistance is equalized for all receivers in the 18-64 year age category. To answer the problem of the low participation of women with disabilities in the formal workforce, it is necessary to create a new scheme as follows:

Table 1. Inclusive *Prakerja* Assistance Scheme

No	<i>Prakerja</i> Card Type	Beneficiaries	Number of Beneficiaries	Amount of Assistance	Total (IDR)
1	Regular	All Persons Age 15 - 64	420.000	IDR2.000.000	IDR840.000.000.000
		Women Age 15 - 64	405.000	IDR2.000.000	IDR810.000.000.000
2	Inclusive <i>prakerja</i> card	All Persons with Disabilities Age 15 - 64	240.000	IDR5.000.000	IDR1.200.000.000.000
		Women with disabilities Age 15 - 64	435.000	IDR5.000.000	IDR2.175.000.000.000
	TOTAL		1.500.000		IDR5.025.000.000.000

*\*processed and calculated based on the proportion of the number of unemployed, the number of disabilities in Indonesia, and additional cost for persons with disabilities considering that the program scheme running every 1 (one) fiscal year.*

It is important to acknowledge that there are different needs between persons with disabilities and non-disabilities and also between women with disabilities and persons with disabilities in general. This is also supported by Jones and Sloane who said that the combination status of women and disabilities makes women have to deal with misperceptions about skills and abilities limiting access to steady income (2010, Maroto, et. al., 2018, p. 69). In the above scheme, there is no difference between the amount of assistance provided to persons with disabilities in general and women with disabilities, the difference is in the quotas. If previously the number of beneficiaries was not determined per group, in the new *prakerja* scheme, the number of beneficiaries is scaled by the number of unemployed and the number of disabilities in Indonesia.

In addition, the difference also lies in the mechanism of program intervention. The inclusive *prakerja* card for all persons with disabilities ages 15-64 only involves the Coordinating Ministry for Economic Affairs and the Ministry of Manpower as executors of the program. The program intervention mechanism for women ages 15-64 and women with disabilities should also involve the Ministry of Women Empowerment and Child Protection which already has many programs to increase women's participation in the labour sector. In other words, the new model of the *prakerja* card program is not only an effort of the Coordinating Ministry of Economic Affairs but also involves other ministries/agencies and turns it into a multi-sector initiatives. The program mechanism for inclusive *prakerja* can be seen as follows:

Table 2. Mechanism of Inclusive *Prakerja*

Purposed Policy	Component Benefit	Amount	Responsible Instiutiton
Inclusive <i>Prakerja</i>	<b>All Persons with Disability Age 15 - 64</b>	<b>IDR5.000.000</b>	Coordinating Ministry for Economic Affairs, Ministry of Manpower, Ministry of Women Empowerment and Child Protection
	Skill Improvements	IDR3.000.000	
	Personal Assistance / Caretaker	IDR2.000.000	
	Assistive devices		
	Transportation		
	Therapy / Medicine		
	<b>Women Age 15 - 64</b>	<b>IDR5.000.000</b>	Coordinating Ministry for Economic Affairs, Ministry of Manpower, Ministry of Women Empowerment and Child Protection
	Skill Improvements	IDR3.000.000	
	Personal Assistance / Caretaker	IDR2.000.000	
	Assistive devices		
	Transportation		
	Therapy / Medicine		

Persons with disabilities require extra costs to carry out their daily activities, starting from the cost of transportation, medication, and assistance services needed by persons with disabilities in carrying out their daily activities (National Innovation Research Agency, 2022, p.03). The involvement of the Ministry of Women Empowerment and Child Protection is crucial to helping women with disabilities choose skill improvement materials according to their needs as well as helping accompaniments for women with disabilities determine what they need most to address issues of discrimination, lack of start-up capital, and inadequate skills.

### Effectiveness

The policy for persons with disabilities for employment promotion is well implemented in Korea through The Ministry of Labour which established the Korean Employment Promotion Agency (KEPAD) or what is now called the Korean Employment Agency for Persons with Disabilities (KEAD) (Kim, 2007, p.261). KEAD is an affiliated organization under the South Korean government responsible for providing support for employees with disabilities, employers, and vocational training specific to disabilities (KEAD, 2023). KEAD also provides assistive technology devices, personal assistance services, and a workplace counselor with the resources of 6 regional headquarters and 14 branch offices all across South Korea (KEAD, 2023).

In the long run, KEAD has played a crucial role in disability advocacy and vocational rehabilitation in South Korea (Kim, 2007, p. 266). KEAD has successfully got public support and acknowledged

that the government should also be responsible for ensuring justice for persons with disabilities (Kim, 2007, p. 266). Even though KEAD has not yet acknowledged the differences between persons with disabilities and women with disabilities, the Indonesian government can adopt the policy, see how the policy works, and also see the importance of assistive technology devices, personal assistance services, and a workplace counsellor that can be reached in all areas in Indonesia by recognizing the double discrimination experienced by women with disabilities.

Policy adjustment is also to answer the parity of participation that has been mentioned above. According to Fraser, a strategy that combines the politics of redistribution with recognition is needed to fight for social justice for women and abolish the subordination of women (Fraser, 2007, p. 27). The first effort comes from the aspect of recognition, and inclusive employment ensuring that no one is marginalized and that their status as women with disabilities and challenges are acknowledged, especially with the double discrimination. Thus, policies that are more sensitive are needed to promote gender injustice. In terms of redistribution, the inclusive *prakerja* policy acknowledges the existence of economic injustice between gender, where there is distinction between higher-paying, predominantly male manufacturing, and professional jobs and lower-paying, predominantly female-dominated “pink collar” and domestic service occupations (Fraser, 2007, p.26). This is supported by a study conducted by Pettinicchio and Maroto who said that the struggles faced by working women with disabilities vividly illustrate the status hierarchies within the workplace (Pettinicchio and Maroto 2017, cited in Brown and Moloney 2019, p. 95).

## **Feasibility**

### **Political Feasibility**

The *prakerja* card program is a direct direction from the President of the Republic of Indonesia, Joko Widodo to anticipate a wave of layoffs during the COVID-19 pandemic. After the pandemic, this policy was continued because it was considered good in providing training and improving skills for job seekers (SPEC, 2020). Human resource development is also one of the program priorities in the Indonesian Medium-Term Development Plan (RPJMN) for 2020 – 2024, which includes the importance of building a hardworking, dynamic, productive, and skilled workforce (The National Medium-Term Development Plan for 2020-2024, 2020, p. 05). Potential support for this program is very strong as new program interventions adapt existing programs and make them more inclusive. Support can also potentially be obtained from The Indonesian Association of Women with Disabilities (HWDI), a women's organization that was founded in 1997 as a result of demands for the protection and empowerment of women with disabilities who are subject to double discrimination (HWDI, 2023). HWDI has often participated in public hearings with the government or The House of Representatives.

### Financial feasibility

The *prakerja* card budget in 2023 reaches IDR 3.5 trillion (1 million beneficiaries with the assistance of IDR 3.5 million per-beneficiaries). Within the new scheme, the budget will be bigger by IDR 5.025 trillion, indicating that there is an increase of IDR 2.025 trillion from the previous budget. However, this figure is very small when compared to the overall social protection budget which reaches IDR 476 trillion in 2023. This indicates that the budget for the new *prakerja* card scheme is only 0.4% of the overall social protection budget. Besides that, during the COVID-19 era, the budget has been raised to IDR 20 trillion from IDR 10 trillion. This means that the state is fiscally very capable of making adjustments to the existing *prakerja* card policy.

### Conclusion

It is important for the government to take a look at marginalized groups when designing a policy. The *prakerja* card is one of the existing policies that can address the urgency of the problem of double discrimination experienced by women with disabilities. This double discrimination causes low participation of women in the employment sector, especially in the formal sector. Although not entirely the same, the policy of promoting disability beyond quota obligations is carried out in South Korea through KEAD that is under the Ministry of Labour of South Korea. This policy has a crucial role in fulfilling the rights of persons with disabilities. The Indonesian government has the potential to learn what South Korea has done by paying attention to the local context and also involving gender analysis in the design of the inclusive *prakerja*.

**Words without references:** 1980

## References:

- Brown, R.L. and Moloney, M.E. (2019). Intersectionality, Work, and Well-Being: The Effects of Gender and Disability. *GENDER & SOCIETY*, Vol 33 No. 1, February, 2019 94–122 DOI: 10.1177/0891243218800636
- Women Commission. (2022). *Siaran Pers Komnas Perempuan dalam Peringatan Hari Disabilitas Nasional: Penting Pelibatan Berkemana Perempuan Disabilitas dalam Pembangunan Inklusi yang Berkeadilan*. Available at: [https://komnasperempuan.go.id/siaran-pers-detail/siaran-pers-komnas-perempuan-dalam-peringatan-hari-disabilitas-nasional-penting-pelibatan-bermakna-perempuan-disabilitas-dalam-pembangunan-inklusi-yang-berkeadilan#:~:text=Data%20Badan%20Pusat%20Statistik%20\(BPS,04%20juta%2C%20sisanya%20pengangguran%20terbuka](https://komnasperempuan.go.id/siaran-pers-detail/siaran-pers-komnas-perempuan-dalam-peringatan-hari-disabilitas-nasional-penting-pelibatan-bermakna-perempuan-disabilitas-dalam-pembangunan-inklusi-yang-berkeadilan#:~:text=Data%20Badan%20Pusat%20Statistik%20(BPS,04%20juta%2C%20sisanya%20pengangguran%20terbuka) (Accessed: 28 March 2023)
- Fraser, N. and Honneth, A. (2003). *Redistribution or Recognition? A Political-Philosophical Exchange*. London: Verso.
- HWDI. (2023). Available at: <https://www.hwdi.org/tentang-hwdi> (Accessed: 1 April 2023)
- KEAD. (2023). About KEAD. Available at: <https://www.kead.or.kr/en/abtkd/cntntsPage.do?menuId=MENU1374> (Accessed: 1 April 2023)
- Kim, J. H. and David. A. R. (2007). An Introduction to the Korean Employment Agency for the Disabled. *Disability & Rehabilitation*, 29:3, 261 – 266 DOI: 10.1080/09638280600747736.
- Naami, A. (2015). Disability, Gender, and Employment Relationships in Africa: The Case of Ghana. *African Journal of Disability* 4(1), Art. #95, 11 pages. <http://dx.doi.org/10.4102/ajod.v4i1.95>
- National Innovation Research Agency. (2022). *Naskah Kebijakan: Peningkatan Perlindungan Sosial yang Inklusif bagi Penyandang Disabilitas*. Jakarta: Penerbit Brin, 2022.
- Prakerja. (2023). Tentang Kartu Prakerja. Available at: <https://www.prakerja.go.id/tanya-jawab/tentang-kartu-prakerja> (Accessed: 28 March 2023)
- Sim, F. G. (1999). Integrating Women and Girls with Disabilities into Mainstream Vocational Training. *A Practical Guide - International Labour Organization 1999*
- SPEC. (2020). Pre-Employment Card Program (Program Kartu Prakerja). Available at: <https://socialprotection.org/system/files/SPEC-Infographics-INDONESIA.pdf> (Accessed: 1 February 2023)
- The National Medium-Term Development Plan for 2020 – 2024. (2020). Presidential Regulation No. 18 of 2020 Concerning the National Medium-Term Development Plan for 2020-2024. Available at: [https://perpustakaan.bappenas.go.id/e-library/file\\_upload/koleksi/migrasi-data-publikasi/file/RP\\_RKP/Narasi-RPJMN-2020-2024-versi-Bahasa-Inggris.pdf](https://perpustakaan.bappenas.go.id/e-library/file_upload/koleksi/migrasi-data-publikasi/file/RP_RKP/Narasi-RPJMN-2020-2024-versi-Bahasa-Inggris.pdf) (Accessed: 1 February 2023)