



Administrative Order No. 07
Series of 2004

Subject : **GUIDELINES FOR THE IMPLEMENTATION OF THE
SHELTERED WORKSHOP FOR PERSONS WITH
DISABILITIES AND OLDER PERSONS**

I. RATIONALE:

The National Statistics Office (NSO) using a medium assumption basis projected that by year 2005 the Philippine population would be 84,000,000. Following the rule of thumb of the World Health Organization (WHO) "that 10% of any given population are with Disabilities", it would mean that with our population of the projected population by 2005, 8,400,000 Filipinos would fall under the category of persons with disabilities (PWDs) and of the 84 million total population the 60 years old and above represent 4% or 3.3 million, both males and females with the latter as majority.

Seventy per cent of the 84,000,000 (or 4.2 million) PWDs and elderly persons are in the rural areas and 2.8 million are in the urban areas (based on every 5 year analysis of NSO Census of population and housing). They constitute a significant disadvantaged group and a vastly underutilized human resource base. Majority of the PWDs have few opportunities of being included in the schemes of programs that provides services because such services are found in the urban areas. The elderly, on the other hand has, due to their predominantly rural background appears to be affected by the industrialization and urbanization process taking place in the country. An analysis, in terms of literacy shows that illiteracy among the elderly has been decreasing and better educated people entering into elderly category. That despite decline in economic activities among the Filipino elderly, a significant portion remain economically active even up to the older ages due to pressing economic needs as well as the continuing dominance of agricultural activities.

Also, with the average life span of today's Filipino increasing to 70.38 years for male and 70.38 years for female compared to 61-67 two decades ago it is expected to have high impact not only to older population but also to PWDs.

The 2000 National Census indicates a total of 942,098 PWDs population which is lower than 10% WHO estimates. The reason for the difference in the definition of disabilities in different countries.

social services, promote full employment, a raising standard of living and an improved quality of life for all.”

- Also embodied in the Philippine Constitution are significant provision relevant to the needs of persons with disabilities which includes the following:

- A comprehensive approach to health development which makes available essential goods, health and other social services to all people with priority given to the needs of the underprivileged including the disabled (Article VIII – Sec. 11 on Health).
- The right to participate in all levels of social, political, economic decision making (several sections on Article III on Bills of Rights – Article XIII-Sec. 13).
- The provision for vocational skills training for the disabled, along with adult/seniors and out of school/youth (implied in state policies Article XI – Section 9 and 13 and Article XII Sec. 1).

2. Republic Act No. 1179 passed in 1954 providing for the promotion of vocational training for the blind and other persons disabled by natural and/or accident causes resulting in jobs handicapped, and preparing them for jobs suitable to their disabilities and talent. It further provides under Section 7, item 7 of the Act, the establishment of the sheltered workshop as an outlet for the employment of persons with disabilities.
3. Republic Act No. 4546 of May 20, 1965 provides for the expansion and development of sheltered employment, and specialized training in specific skills to the trained PWDs. Services include on the job training, social and auxiliary, terminal employment and administrative services.
4. Republic Act No. 5416 otherwise known as the “Social Welfare Act of 1968” provides that vocational rehabilitation sheltered workshop shall be established in each of the one hundred nine (109) then congressional districts of the country. Section 3 of the act mandates the Government to provide a comprehensive program of social services designed to ameliorate the living conditions of distressed Filipino particularly those who are handicapped by poverty, youth, physical and mental disability, illness, and old age opportunity. The State shall endeavor to provide it by means of sheltered employment. In the placement of disabled persons in sheltered employment, it shall accord due regard to the individual qualities, vocational goals and inclinations to ensure good working atmosphere and effective production.

The law further provides for the accreditation of similar workshops will be established by private individuals or organization

5. Presidential Proclamation No. 1 September 24, 1972 Reorganization Branch of the National Government.
 - Section 14.1, item (d) letter of implementation no. 16 reorganize the Department of Social Welfare which reiterated the function of the Bureau of Rehabilitation. These includes among other development of selective employment programs such as sheltered workshop operations with adequate revolving funds, to establish district sheltered workshop as a cooperative effort between the local government and non-governmental organizations.
 - Section 17.13 Item No. 4, chapter on Social Welfare Administrative Code also provides the same as of the above mentioned section.
6. Proclamation No. 1996 of August 21, 1980 by President Ferdinand Marcos proclaiming the Nationwide Observance of the Philippine participation in the International Year of Disabled Persons (IYDP)
7. ILO Convention 159 of April 1990 concerning Vocational Rehabilitation and Employment of Disabled Persons under the convention the Philippine government bind itself to the ILO agreement to express its commitment to help the disabled lead meaningful and productive lives.
8. Republic Act No. 7277 of 1991, (also known as "Magna Carta for Disabled Person) An Act Providing for the Rehabilitation, Development and self Reliance of Disabled Persons and their integration into the mainstream of society and for other purposes.
 - Section 6, Chapter 1, Title II of this Act states that "If suitable employment for disabled persons cannot be found through the open employment as provided in the preceding Section No. 5 on opportunities for employment, the State shall endeavor to provide the same by means of sheltered employment. In the placement of disabled persons in sheltered workshop, it shall accord due regard to the individual qualities, vocational goals and inclinations to ensure a healthy working atmosphere and effective production.
9. Local Government Code or RA 7160 of 1991
 - Rule V on Basic Services and facilities Article 24 on Devolution of Basic Services which states that consistent with local autonomy and decentralization the provision for the delivery of basic social services shall be devolved to the local government units.

- **Fracture** – break in the bones or cartillages.
- **Dislocation** – displacement of a part of the body from its usual place involving the bones due to accident or surgical intervention.
- **Amputation** – loss of one or both upper or lower limbs of the body.
- **Potts disease** – a chronic disease, tuberculosis in nature causing crippling or contracture of the spine and characterized by a sharp bend that bump in the middle portion of the backbone (hump back).
- **Congenital disease** – deformities existing before, or acquired at birth involving the bones and muscles and joint.
- **Hemi-plegia** – paralysis of one side of the body.
- **Paraplegia** – paralysis of both lower extremities.
- **Cerebral Palsy** – paralysis due to brain damage characterized by either muscle stiffness, poor balance, or slow, wriggly or sudden quick movement of the feet, arms, hands and face muscle.
- **Osteomyelitis** – inflammation of the bones sometimes accompanied by deformities.
- **Ankylosis** – stiffness and permanent adhesion of joints.
- **Arthritis** – a progressive disease of the joints resulting in contracture deformities.
- **Claw hand** – paralysis of the muscles of the hand in contracture.
- **Club foot** – a condition where one or both feet are deformed usually where toes and feet are turned inward and sometimes outward; others with heels down and toes upward; often accompanied by webbed toes or fingers and absence of toes or fingers.
- **Mentally Challenged** – (also known as mental retardation) refers to a person who has significantly sub-average intellectual functioning resulting in or associated with concurrent impairments in adaptive behavior, in coping with any demand of daily life manifested through their sensory motor, communication, self-help, socialization, academic and vocational skill.

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- **Person with Autism** – refers to a person who has low developmental disability which typically appears during the first three years of a life resulting from a neurobiological disorder that affects the functioning of the brain and interferes with the normal development in the areas of reasoning, social interaction and communication skills.
 - **Emotionally Disturbed** – refers to a person who displays behavior that deviates from an arbitrary and relative social norm. It occurs with a frequency that is not agreeable to one's age and social norm developmental age.
3. **Older Person (OP)** – refers to a person 60 years old and above, without disability, physically and mentally fit who has skill and potential for workforce participation.
 4. **Impairment** – refers to any loss, diminution or aberration in psychological, physiological or anatomical structure or function.
 5. **Handicap** – refers to a disadvantage of an individual resulting from an impairment or a disability, that limits or prevents the function or activity that is considered normal given the age and sex of the individual.
 6. **Sheltered Workshop** – refers to a work-oriented rehabilitation facility operated by government or private agencies which productively employ physically and mentally handicapped people and older persons in producing and selling goods for monetary returns/economic self-sufficiency of the client.
 7. **Employment** – refers to any activity requiring the deliberate use of physical and mental powers for livelihood purposes.
 8. **Sheltered Employment** – refers to the provision of opportunities for persons with disabilities and older persons who are unable to enter the wider field of employment, either temporarily or permanently, due to physical or intellectual handicap with the view of giving them an opportunity to learn and earn a living thus enabling them to acquire work capacity.
 9. **Open Competitive or Competitive Employment** – refers to employment in competitive industrial, commercial, private and public agencies on the same level with non-disabled.

10. **Self-Employment** – refers to employment whereby the person with disability is engaged in a business on his own.
11. **Project Worker** – refers to the person with disability and older person working in the sheltered workshop.
12. **Vocational** – refers to the use of human potential labor and skills for the development of livelihood.
13. **Rehabilitation** – refers to the process of restoring the high functioning of the mentally challenged to their optimal physical, social, emotional and economic functioning.
14. **Vocational Rehabilitation** – refers to that part of the continuous and coordinated process of rehabilitation which involves the provision of adjustment services, vocational training and selective placement designed to enable persons with disabilities to secure and retain employment and take his place in the social life of the community and enjoy a fully satisfying life.
15. **Rehabilitation Plan** – refers to the specific activities which the client, the worker and the rehabilitation team formulate together with the client and his/her family to help them in the client's rehabilitation.
16. **Rehabilitation Team** - refers to the multidisciplinary team who work closely to plan, implement, monitor and evaluate the rehabilitation program.
17. **Skills Training** – refers to a systematic and planned instructional program for a specific craft or trade.
18. **Job Counseling** – refers to the process of assisting the client to overcome limitations for a particular job; develop his own capacity and to help with work adjustment; to resolve personal and family problems; improve performance; and to establish and maintain better relationships with workers and staff of sheltered workshop.
19. **Income Generating Activity** – refers to any activity, project or opportunity that yields an income with or without assistance from an agency.
20. **Assessment** – refers to a process of determining the capabilities, strengths, weakness of clients to make realistic rehabilitation goals.
21. **Marketing** – refers to the performance of business activities that involve the flow of goods and services from producer to consumer and vice versa.

22. **Manufacturing** – refers to the process of turning a raw materials, into a finished product. The workshop is responsible for all phases of production, acquiring of raw materials, training and supervising workers as well as selling the finished product.

IV. PROJECT DESCRIPTION:

The sheltered workshop is a community-based facility designed to provide work training and productive employment for PWDs and OPs by producing and selling goods or services for income or profit. This is to enable them to realize their aspiration and become assets to their families and community.

Sheltered workshop can be managed separately or collaboratively by the DSWD Field Offices, local government units, non-government agencies other government agencies, peoples organization, or a self-help group.

The project will serve both male and female PWDs and OPs with work potential and capable of achieving employment both in rural and urban areas. Lesser functioning PWDs and OPs shall also be served in the project. This is to vocationally and socially prepare them to be as independent as possible according to their level of functioning because this group are unlikely to secure and retain competitiveness and must remain as part of the work force at the sheltered workshop.

Capable OPs shall be given the opportunity to be employed/hired, on MOA basis, for skilled or higher level job.

Part of the project is the education and involvement of the parents, siblings, and community members to enable them to understand, and help in the rehabilitation of the PWD members of their family/community as well as to enable them assist in social marketing and in advocating for community support. Also included, is the development of expertise of project staff/workers to enable them to sustain/carry on and expand the program.

V. OBJECTIVES:

General:

To enable older persons and persons with disability to attain maximum social and economic development for life within the level of their mental and physical capacity impairment, through vocational skills training and employment in a sheltered workshop.

Specific:

1. To promote a venue for training development of the residual capacity and learning of positive attitude toward work of persons with disability and older persons.
2. To provide employment for PWDs and Older Persons who can function under controlled environment because of the nature of disability.
3. To advocate community support through demonstration of the capability of the older persons and persons with disability, specially of the men challenged persons for their economic development.
4. To provide opportunities to parents, siblings and community member actively participate in the rehabilitation of persons with disability and older persons, whichever is applicable.
5. To sustain/enhance the expertise of staff/workers in operationalizing sheltered workshop specifically designed to meet the needs of persons with disability and older persons.
6. To provide Older Persons the opportunity to continue working contributing to society while enjoying a reasonable quality of life.
7. To increase community awareness on issues that affects both the PWDs and Older Persons.
8. To lessen if not to curb the prevalence of mendicancy.

VI. TARGET BENEFICIARIES/PROJECT AREAS:

The PWDs and OPs shall be the target beneficiaries of the project.

The target areas of the project are those with high incidence of PWDs and OPs preferably where there is a SPED center for mentally challenged persons and where there are existing LGUs or NGOs willing to cooperate.

The Sheltered Workshop must be accessible and strategically located. If possible, it should be within the area where the PWDs and OPs and their families reside.

The project will be pilot tested for 3 years in Regions IX and CALABARZON starting in the year 2004. It will be expanded/implemented to other municipalities, cities and barangays of other regions by the DSWD-CO and Field Offices after the pilot test in coordination with the local government units (LGUs), non-governmental organizations (NGOs) and other stakeholders.

organizations NGOs or other government organization after said project been assessed to be addressing the needs of the target sectors.

VII. ELIGIBILITY REQUIREMENTS:

The following shall be the criteria in the selection of beneficiaries of the project.

A. Persons with Disabilities

1. Must be of working age (*15 and over*);
2. Assessed to have work potential and capable of achieving employment;
3. In good health (i.e. with no contagious diseases), physically fit to undergo the activities at the Sheltered Workshop as certified by a medical officer; and
4. With an IQ of 50 and above (*for mentally challenged persons*);

B. Older Persons

1. A resident of the area
2. Physically and mentally fit
3. Assessed to have work potential and capable of achieving employment

VIII. COMPONENTS OF THE PROJECT:

1. **Assessment** – this involves a series of steps such as interviewing and assessing all clients undertaken by the social worker in coordination with family member to determine needs and problem areas of the client.

As a project staff, the social worker shall look into the physical/medical, social, psychological, vocational, economic and spiritual aspect of the case.

The social worker in the assessment phase gathers and analyzes information about the client to be able to identify the problem and to prepare the rehabilitation plan.

2. **Capability Building** – this involves the strengthening/harnessing of knowledge, attitudes and skills of the community leaders, the project and other staff involved in the project to enable them to understand care and to handle persons with disabilities. Capability building will be conducted regularly and as the need arises. It may be in the form of orientation, staff development, attendance to seminars, symposiums etc.

The capability building activities are as follows:

- a. Organization and orientation of community leaders, volunteers and family members to get their involvement and commitment to the project.
 - b. Training of MDO or MDA, Project Evaluation Officer or the equivalent staff on understanding the dynamics of PWDs and OPs and on their care and management and specific livelihood skills for the project workers.
 - c. Training of social workers and other staff including Project Evaluation Officer (PEO) on the care and management of PWDs and OPs.
3. **Vocational Training** – this involves training of the project workers by MDO or MDA or equivalent staff in a particular trade, arts and crafts to enable them acquire skills, enhance self-esteem and chance of employment and ultimately become productive. The training may include projects such as chalk/candle/paper making, commercial gardening, information and communication technology, and other livelihood activities appropriate to their disability needed in the locality. Project workers will be given incentive for their work to keep them motivated. Later, when products are sold, they will be given remuneration commensurate to their level of skills.

For non-working group of clients, life skills training shall also be given to vocationally prepare them.

4. **Social Skills Training** – this involves training the PWDs and other persons along social skills to prepare them for integration in the community. The social skills training will include among others personal hygiene, self-care, health and safety, communications, travels and working with others, understanding of work preparation and management and saving.
5. **Education of parents, siblings and interested community members** – this involves provision of opportunities to parents, siblings and community leaders to be oriented/trained on the subject of PWDs and

- SEA Kaunlaran recipient shall undergo training on Business Management for Knowledge and experiential learning in the management of their business. This shall cover feasibility studying preparation and the different components that are being considered in the management of their business.

The SEA Kaunlaran beneficiaries shall undergo values formation and team building works. This is geared at the formation/strengthening of values and the team cohesiveness to ensure the success of their projects.

The rates extended for individual and family enterprise of functioning persons with disabilities in SEA Kaunlaran shall be applied with the corresponding project proposal using the existing DDP format. This shall be utilized as supporting document in the provision of such assistance. Funds shall be disbursed in the name of the proponent and shall follow the existing disbursement scheme of SEA Kaunlaran.

The SEA Kaunlaran scheme shall be applied in the implementation, management and monitoring of the project. A rollback shall also be installed to maximize the resources and outreach to more persons with disabilities and their families.

7. **Documentation** – this involves program documentation to record project accomplishment, benefits, good practices and success stories in the field offices as basis for monitoring and evaluation.
8. **Monitoring/Evaluation** – this involves quarterly monitoring by the central office and monthly by the field offices concerned. An annual evaluation or program audit shall be conducted to assess the effectivity of service program modification/enrichment and replication. A quarterly rehabilitation team meeting shall also be conducted to evaluate the progress of clients.
9. **Research** – this involves conduct of an evaluative research which shall be conducted by the Social Technology Bureau in coordination with the Field Office at the end of the third year to determine the effectiveness of the project.

IX. PERSONNEL:

A. Formulation of Policies on Personnel

Policies on personnel shall be formulated by the DSWD, LGU or NGO managing the workshop. Sample of which are as follows:

- ❖ Maintenance of a manual on the personnel policies and practices which shall be made available to those concerned at all times and shall include among others; conditions and procedure of employment and promotion, working condition, work schedule, vacation/sick leaves, holidays, method of staff evaluation, range and employment, opportunities for continuing development of staff and sanction for infraction for such act as taking advantage of the projects for personal interest.

B. STAFF

The Manpower Development Officer (MDO) or a Manpower Development Aide (MDA) or any equivalent staff complement, as well as other staff from the DSWD Field Office, LGU, NGO partners shall manage the pilot sheltered workshop until such time that it is earning enough to be capable of hiring and paying salaries of an initial staff for the Sheltered Workshop who are as follows:

- 1 sheltered workshop manager
- 1 production aide
- 1 bookkeeper
- 1 social worker

Other sheltered workshops run or managed by other government or non-government agencies, peoples organization capable of hiring and paying additional staff may include a salesman II, clerk II, utility worker, laborer, janitor, driver or any other staff deemed necessary by them.

Sheltered Workshop lodged in area vocational rehabilitated facilities shall make use of the Center's staff and their corresponding Roles and Responsibilities.

X. DEFINITION OF RESPONSIBILITIES:

A. DSWD Central Office

1. Provide technical assistance to the pilot DSWD Field Offices in the operationalization of the project.

