



Ministry of Gender Equality  
and Family  
Republic of Korea



# WOMEN WITH DISABILITIES AND THEIR ACCESS TO ECONOMIC OPPORTUNITIES:

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THROUGH THE LENS OF GENDER BUDGETS

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STATUS REPORT – SRI LANKA  
2018

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# WOMEN WITH DISABILITIES AND THEIR ACCESS TO ECONOMIC OPPORTUNITIES: THROUGH THE LENS OF GENDER BUDGETS

STATUS REPORT – SRI LANKA



United Nations Entity for Gender Equality  
and the Empowerment of Women



## MESSAGE FROM H.E. HEON LEE

### AMBASSADOR OF THE REPUBLIC OF KOREA TO SRI LANKA

I am pleased to write this message on behalf of the Government of the Republic of Korea, as UN Women publishes the first-of-its-kind research which looks at the intersectionality between gender, disability and, notably, national planning and budgeting processes in Sri Lanka.

Globally, approximately 15% of the world's population lives with some form of disability, which is disproportionately affecting vulnerable populations, such as women, the poor and the elderly. According to World Health Survey (2011), the disability prevalence rate is 12.9% in Sri Lanka. Significantly, there are more females with disabilities than males with disabilities in all age groups and across five of the six categories identified according to the 2012 Census of Sri Lanka. However, women comprised only 15% of employed persons with disabilities in Sri Lanka. This highlights a stark gender gap which required further analysis – which is what this report commendably aims to do.

Given the significant barriers faced by women with disabilities, there is a need to ensure that national planning and budgeting processes pay special attention to their specific needs. This includes focused allocations for women with disabilities; improved implementation and effective monitoring of existing policies such as the National Action Plan on Disability (2014); and greater integration of gender considerations in overall planning and budgeting processes.

The Republic of Korea was one of the first Asian countries to commence gender-responsive budgeting (GRB) in 2002. The Republic of Korea is also committed to promoting inclusion and accessibility for persons with disabilities, as evidenced by its commitment to the Incheon Strategy (2012), the first set of regionally agreed disability-inclusive development goals for Asia and the Pacific, supported by the Republic of Korea together with the United Nations Economic and Social Commission for Asia and the Pacific.

The Republic of Korea has been pleased to support UN Women's initiatives on strengthening GRB to ensure equal access to employment and other opportunities for women with disabilities in Sri Lanka and will continue to support UN Women and Sri Lanka in improving human rights of women.

Thank you.

# FOREWORD



According to the World Health Survey in 2011, 15.6 - 19.4 per cent of the total world population experience various forms of disabilities, making them the world's largest minority. In May 2008, Member States of the United Nations adopted the Convention on the Rights of Persons with Disabilities (CRPD), a global treaty addressing the needs of persons with disabilities. The Convention follows a long and rich history of the United Nations reaffirming the human rights and fundamental freedom of all persons. The global commitment adopts a broad categorisation of persons with disabilities and advocates for equality and elimination of legal and social barriers to participation, social opportunities, health, education, employment and personal development.

Globally, women and girls with disabilities face multiple and intersecting levels of exclusion, discrimination, abuse and marginalisation. Therefore, they often confront additional disadvantages as compared to men with disabilities or other women. Protecting the human rights and the fundamental freedoms of women and girls with disabilities necessitates renewed and greater attention to the requirements of persons with disabilities in conjunction with the requirements of women.

The Government of Sri Lanka has taken measures towards the protection of the rights of persons with disabilities. This is founded on the Constitutional guarantees of non-discrimination based on disability and assures respect, dignity and individual autonomy for persons with disabilities. Furthermore, Sri Lanka ratified the CRPD in February 2016 and pledged to treat persons with disabilities as subjects of the law with clearly defined rights.

In recent years, there has been greater recognition by the Government to commit resources for inclusive development. Correspondingly, the country witnessed two significant developments to secure committed allocations for women. The 2016 Cabinet Directive mandated the allocation of at least "25 per cent of project investment on economic development of rural women" and the 2018 Budget Call Circular mainstreamed gender budgeting and disability rights in the preparation of national budget estimates. In this context, gender budgets have emerged as an effective strategy for gender mainstreaming within government policies and budgetary priorities.

This report on "Women with Disabilities and Their Access to Economic Opportunities: Through the Lens of Gender Budgets" is amongst the first to use Gender Responsive Budgeting as a framework to examine public policies and budgetary gaps from a gender and disability perspective, particularly in relation to employment and economic opportunities.

The report highlights several key findings. It reveals that harassment, discrimination and the lack of accessible transportation and infrastructure facilities adversely affect the mobility and economic participation of persons with disabilities. Moreover, it also underlines the gender biases in the selection of trades that result in inhibiting female participation in many higher-paid skill options. It is hoped that the findings and recommendations of the study will help shape and define future advocacy, research and programme interventions, under the second phase of the partnership between the Republic of Korea and UN Women. The study also helps prepare a baseline for future evaluations.

I would like to thank Dr. Swapna Bist Joshi who provided technical support and compiled the analysis contained in this report and the research team and the staff at the Centre for Women's Research (CENWOR) for conducting the survey, namely, Prof. Swarna Jayaweera, Prof. Chandra Gunawardena, Ms. Girty Gamage and Dr. Sujatha Wijetilleke. Their work provides an invaluable contribution to the understanding of the impact of the programmes and policies on women with disabilities and their employment opportunities. I would also like to thank the respondents who undertook the survey. We truly value the information shared with us, which enabled the report to present a realistic insight into their specific needs and requirements.

A special word of thanks to the Secretaries and officials of the Ministry of Women and Child Affairs, the Ministry of Social Empowerment, the Ministry of Social Welfare and Primary Industries, the Ministry of Rural Economic Affairs, the Ministry of Skills Development and Vocational Training, the Ministry of National Integration and Reconciliation, the Ministry of Labour and Trade Union Relations and the Ministry of Finance and Mass Media for their guidance and support on this research.

I would also like to thank the UN Women team, Ms. Bhumika Jhamb, Ms. Shrijna Dixon, Ms. Ramaaya Salgado, Ms. Prashani Dias and Ms. Vigitha Renganathan, for their undeterred support in this seminal work. My sincere gratitude to the Government of the Republic of Korea, in particular the Ministry of Gender Equality and Family, and the Embassy of the Republic of Korea in Sri Lanka for their generous contribution towards this research, their continued commitment towards gender equality and women's empowerment, and focus on helping build inclusive societies.



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## ABBREVIATIONS AND ACRONYMS

CBR	Community Based Rehabilitation
CSOs	Civil Society Organisations
EFC	Employers' Federation of Ceylon
GCE	General Certificate of Education
KII	Key Informant Interview
KPI	Key Performance Indicator
LKR	Sri Lankan Rupee
NAPD	National Action Plan for Disability
NHRP	National Human Resources and Employment Policy
NPD	National Policy on Disability
PRPD	Protection of the Rights of Persons with Disabilities (Act)
SDGs	Sustainable Development Goals

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# EXECUTIVE SUMMARY

The Government of Sri Lanka is committed to inclusive growth. Gender equality and disability inclusion are integral components that cut across legislative, programmatic and budgetary commitments. These are critical drivers of change and they guide the development agenda. The Government is signatory to several important international conventions of which the most recent, the Convention on the Rights of Persons with Disabilities and the 2030 Agenda for Sustainable Development, are significant. As a State party, Sri Lanka has the obligation to ensure the right to equal protection and prevent discriminatory practices on grounds of disability, ensure accessibility and personal mobility, education, health care, work and participation in political and public life for persons with disabilities. Sri Lanka is also a partner to the Incheon Strategy (2012) that aims to 'Make the Right Real' for persons with disabilities in Asia and the Pacific. The Incheon Strategy also includes commitments to gender equality and empowerment.

## BACKGROUND

The Human capital gaps severely constrain the economic participation and self-reliance of persons with disabilities. Evidence shows that they face multiple barriers in access to economic opportunities and women with disabilities are twice as disadvantaged. They experience discrimination in hiring and promotion, participation in training, access to credit and other productive resources, unequal pay and occupational segregation. They also lack voice and agency in economic decision-making structures and processes. Given the context, the Republic of Korea provided funding for the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) programme on "Strengthening Gender Responsiveness of Employment Sector Programmes and Policies with a Focus on Women with Disabilities". The programme's aim is to ensure that national and provincial governments have enhanced capacity to facilitate the economic participation of women with disabilities and to support the Government's ongoing efforts to address the challenges of women with disabilities who seek employment. The project took a multi-pronged approach, which included a gender budget study to gather evidence related to gaps in programmatic and budgetary commitments. The evidence generated through the assessment will help shape the advocacy and capacity development strategy.

## OBJECTIVE

The primary objective of the gender budget study was to demonstrate, through the example of selected sectors, the importance of gender budgeting in promoting equitable disability rights and entitlements. The study revealed evidence on programmatic and budgetary gaps with a special focus on women and girls with disabilities and their access to economic opportunities. Gender budgeting has been recognized as an effective strategy for gender mainstreaming within government budgetary priorities. The central theme of the study was to assess gender equality investments committed to women and girls with disabilities across economic programmes of the Government. The methodology was designed in a participatory manner and used a mixed method approach. This report showcases the results of the study.

# FINDINGS

## Situation analysis – Survey

- » Data indicate that most persons with disabilities are of working age, and the majority are unmarried and are supported by family members. In a few cases, disability was attributed to domestic violence and armed conflict.
- » Disabilities reduce access to education and training opportunities, which has resulted in low attainment of education, low employment and low income.
- » An overwhelming majority of female and male respondents reported their dependence on a paid or unpaid care giver.
- » Coverage of social protection schemes is low, including insurance coverage provided by the Government, CSOs and the private sector.
- » Reliable and up-to-date information and disability data are lacking, especially related to access to training and economic opportunities at the district level.
- » Harassment, discrimination and the lack of accessible transportation and infrastructure facilities adversely affect the mobility and economic participation of persons with disabilities.
- » Few vocations are traditionally and stereotypically perceived as ‘female vocations’. Gender biases in the selection of trades inhibit female participation in many higher-paid skill options.
- » Persons with disabilities have lower access to credit.

## Policy assessment – Desk review

- » The legislative, policy and institutional framework accommodates issues identified in the situation analyses. It is adept in responding to specific needs and concerns of persons with disabilities, especially in the context of their access to employment opportunities.
- » Disability-related policy documents and action plans treat persons with disabilities as one homogenous group, without acknowledging the vulnerabilities and special needs of women and girls. The chapter on the rights of women follows the traditional approach and is silent on women and girls with disabilities. Another missing link is the lack of disability-related data and monitoring mechanisms.
- » There is a vibrant, strong and dedicated legislative and policy framework to safeguard and promote disability rights in the country. The same is mainstreamed across sectoral policies.
- » There is a well-established and dedicated implementing machinery with well-defined roles and responsibilities.
- » The dedicated National Action Plan for Disability (NAPD) endorses a multisectoral framework for the implementation of the National Policy on Disability. The Action Plan is well formulated; however, there is no monitoring to understand the extent of implementation or impacts. The agencies/actors needed to implement the Action Plan have also not been identified. The Government has not published implementation reports or evaluations of the programme. The NAPD also lacks gender-specific indicators and sex-disaggregated targets across important indicators. This is a gap from the perspective of monitoring achievements for women and girls with disabilities across thematic areas.

- » The National Human Resources and Employment Policy includes policy directives and adequate actions to promote the access of persons with disabilities and women to trainings and economic opportunities. There is no follow up, however, to assess the extent of implementation of these actions. The Policy treats women and persons with disabilities as two parallel groups.
- » There is thriving non-government sector participation in safeguarding, advocating and promoting disability rights and employment opportunities. However, this is not channelled and synergised at the national level, therefore, resulting in duplication of efforts.
- » A uniform sex-disaggregated database on persons with disabilities who are beneficiaries of mainstream government programmes is also lacking. This is a constraining factor in assessing the reach of such programmes and the impacts at the ground level.
- » For the first time, the National Action Plan for the Protection and Promotion of Human Rights (2017 – 2021) recognised and identified disability budgets and gender budgets in disability rights.

### **Investment priorities – Gender and disability budgets**

- » The review of budget estimates is merely indicative of disability, gender and economic empowerment investments. The approach is narrow and therefore the analysis is not representative of the entire quantum of funds flowing through welfare, economic and infrastructure-related development programmes and empowerment interventions across various spending units listed in the budget documents.
- » The budget priorities of the Government towards gender equality and disability rights are very low. Most interventions for persons with disabilities have a ‘welfare’ approach and that of gender budgets concentrated around women’s reproductive health needs and gender-based violence.
- » In-depth and pointed analysis was limited by the absence of the following: (i) sex-disaggregated beneficiary data in disability investments; (ii) data on women and girls with disabilities who were beneficiaries across women centric allocations; and (iii) beneficiary data disaggregated by sex and disability status in composite expenditure projects.<sup>1</sup>
- » Most disability-related projects targeting persons with disabilities do not account for gender-specific disadvantages nor do they implement quotas to ensure coverage.
- » Similarly, pro-women programmes across sectors treat women as a homogenous group and lack affirmative measures to reach out to women with disabilities. These programmes do not maintain beneficiary data disaggregated by disability and social status.
- » The 2018 Budget Call Circular includes a directive related to disability-focused action areas and committed outlays; however, it is not reflected in the budget estimates of spending units. The directives in the circular are silent on gender budgets and this is a limitation.

<sup>1</sup> Benefitting both male and female beneficiaries.

## RECOMMENDATIONS

The recommendations in this report are divided across critical pillars that will help advance equitable disability rights and ensure focused allocations for women and girls with disabilities. It proposes:

- » a multi-pronged approach that includes the review of NAPD (2014),
- » a management information system-based monitoring mechanism,
- » capacity-building of all relevant stakeholders,
- » improved presentation of data in the Budget Call Circular,
- » formalising a Gender Budget Statement that includes disability perspective,
- » private sector and CSO partnerships,
- » building research capacities of disability groups and networks, especially in budget work, and developing knowledge products.

# CHAPTER 1. INTRODUCTION

*“There is growing awareness that gender inequality is inefficient; it is not only costly to women, but it is also costly to children and to many men. It exacts costs through lower output, reduced development of people’s capacities, less leisure and diminished well-being.”*

Diane Elson – The economic cost of gender inequality (2002)

Gender budgeting brings together two domains that are commonly not perceived to be linked: gender equality and public financial management. It is understood that policy commitments cannot be achieved if matching resources are not allocated and efficiently spent. It is in this context that gender budgeting has emerged as an important strategy to scrutinise public policies and resources for accountability to gender equality commitments. The need to promote and engage with gender budgeting is rooted in the merits that this approach has to offer. It is accepted as a framework to promote inclusive and equitable policy implementation, and as a means to accomplish desired results with a transformative effect. The menu of gender budgeting tools close ‘gaps’ by planning responsive interventions; ensuring adequate budgets; monitoring expenditures, and assessing the impacts to measure the change. The overarching aim is to achieve equality of outcomes by means of affirmative action and focused allocations. Gender budgeting as a strategy not only advocates for but also enables the application of a rights-based approach which is fundamental to development planning. It enables evidence-based programme interventions that are inclusive in approach and design. It provides the opportunity for purposive gender planning within sectors and subsectors. It promotes transparency and accountability as it helps monitor gender-related commitments. Most importantly, it is a strategy that ensures effective and efficient use of resources for optimum results. Gender budgeting initiatives may consist of different components and vary considerably across countries and regions given their specific social and political contexts, and the nature of the institutions implementing them.<sup>2</sup>

## A SNAPSHOT OF GENDER BUDGETING INITIATIVES IN SRI LANKA

Sri Lanka was one of the first few countries in the region to engage with gender budgeting and the first pilot project was supported by the Commonwealth Secretariat in 1997. The pilot focused on strengthening capacities of officials across various sectors through trainings. The objective was to underscore the importance of committed budgets necessary to promote gender equality and women’s empowerment goals across sectors. The Government took forward this initiative and completed a gender analysis of government programmes to assess the extent of inclusion. Several concerted measures, especially in the field of research and training, continued for several years. The National Development Framework also reiterated the importance of gender mainstreaming within the policy formulation and budgeting process. Overall, the Sri Lankan experience with gender budgeting includes isolated initiatives centred around research including few institutional processes, that did not lead to any substantive progress.

<sup>2</sup> Commonwealth Secretariat, 2001. Gender Budgets Make Cents, Understanding Gender Responsive Budgets, October.

There is not much evidence on how the research findings influenced allocations across departments or policy and planning processes. Two recent developments, the 2016 Cabinet directive mandating allocation of at least “25% of project investment on rural economic development for women” and the 2018 Budget Call Circular guidelines for the preparation of the budget estimates, providing direction in mainstreaming gender budgeting, have provided a fresh impetus. These developments have infused new vigour in the gender budgeting trajectory, provided the much needed stimulus and set a new direction towards securing committed allocations across sectoral policies and programmes.

## **BUDGETS, DISABILITY AND GENDER INTERSECTION**

Formerly, the discourse and practice on gender budgeting was founded on the assumption that women and girls were one homogenous group. It excluded by default the ‘specific disadvantages and vulnerabilities’ experienced by sections of populations who fall within the intersection of marginalisation due to their race, ethnicity, marital and economic status, sexual identity, occupation or disability. Of those marginalised, women and girls with disabilities constitute one of the most disadvantaged constituencies and invariably remain outside the purview of traditional approaches to gender budgeting as well as gender mainstreaming. Women and girls with disabilities face multiple levels of exclusion, discrimination, abuse and marginalisation and often confront ‘additional disadvantages’ compared to men with disabilities or other women. Given the intersection of vulnerabilities and their disadvantaged position, the scope of gender budgeting can be broadened to ensure their visibility and prioritisation. It can be effectively used to assess policy, programmatic and budgetary gaps and identify implementation challenges towards achieving equitable disability rights.

*The rationale for promoting economic rights and access to economic opportunities:* The human capital gaps in relation to persons with disabilities severely constrain their economic participation and self-reliance.<sup>3</sup> There is evidence to support the fact that they face multiple barriers in access to economic opportunities and women and girls with disabilities are twice as disadvantaged. Women with disabilities also experience discrimination in hiring and promotion, participation in trainings, access to credit and other productive resources, unequal pay and occupational segregation. They also lack voice and agency in economic decision-making structures and processes.<sup>4</sup> Global-level data of the International Labour Organisation suggests unequal access and participation of women and girls with disabilities in vocational trainings.

The primary objective of the study, therefore, is to demonstrate, through the example of selected sectors, the importance of gender budgeting in promoting equitable disability rights and entitlements. Given the relevance of economic rights and access to employment opportunities in context to disability, the study endeavours to bring to fore evidence on programmatic and budgetary gaps with special focus on women and girls with disabilities. This was also from the perspective of enabling a shift from a ‘welfare’ approach to a human rights approach.

<sup>3</sup> Human capital refers to the sum total of the skills, knowledge, and experience possessed by an individual or population, viewed in terms of their value or cost to an organisation or country.

<sup>4</sup> L. Depouy, 1994. Human Rights and Disability. United Nations.

## OBJECTIVE, SCOPE AND METHODOLOGY

The overarching objective of the study is to demonstrate how gender budgeting can be used as a central framework for programmatic and budgetary analysis from a gender and disability perspective. The central theme is to assess gender equality investments committed to women and girls with disabilities across economic programmes of the Government.<sup>5</sup>

The methodology was designed keeping in mind this primary objective. The approach was developed in consultation with various stakeholders and a guiding template was prepared to plan the study in a systematic and phased manner (see Table 1 for guiding template and Figure 1 for study phase and scope). Mid-course revisions to the methodology were made based on data limitations as reflected in Table 1.

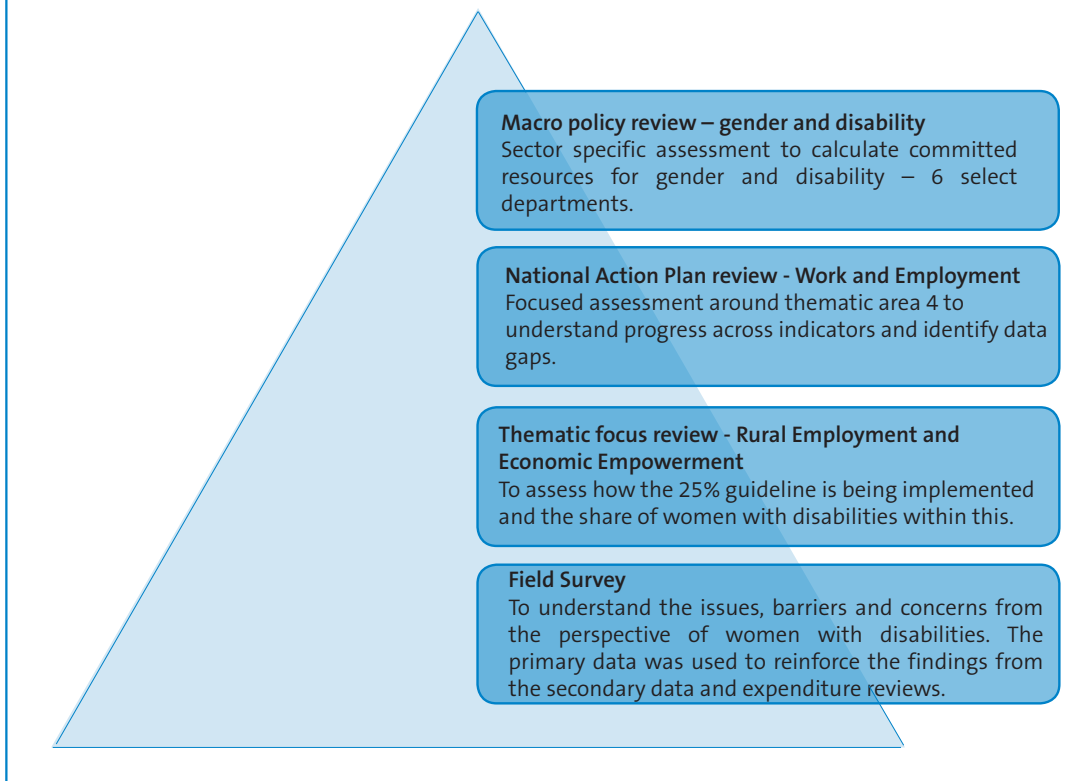
**The process:** The study was planned across four sequential phases that complimented each other (see Figure 1). The first phase concluded with a macro policy review through a gender and disability lens. This phase comprised a desk review of available literature; administering of structured questionnaires to selected Government agencies and departments; and exploratory visits including meetings with government officials and other stakeholders.<sup>6</sup> The second phase involved focused assessment around Thematic Area 4 on “Work and Employment” of the National Action Plan for Disability (NAPD) to understand progress across each indicator and identify data gaps. A second set of questionnaires was drafted for this phase with specific queries related to indicators identified under this focus area (Annex 1). The third phase further narrowed down the scope to a thematic review that involved synthesis of available information and data related to women beneficiaries in rural employment and economic empowerment schemes. The intent was to evaluate the quantum of allocations flowing to female beneficiaries in rural economy programmes and to understand the extent of benefits accrued by women and girls with disabilities. The last and most important phase included a field level survey. The objective of the field survey through a structured questionnaire was to understand the issues, barriers and concerns from the perspective of access to employment/economic opportunities of women and girls with disabilities. Macro and primary data from the survey was analysed for a realistic situation analysis.

<sup>5</sup> The focus is on those projects and schemes that promote economic empowerment of beneficiaries

<sup>6</sup> This report includes quotations from interviewees. Names have been changed to protect confidentiality.



Figure 1. Gender budgeting study phases and scope

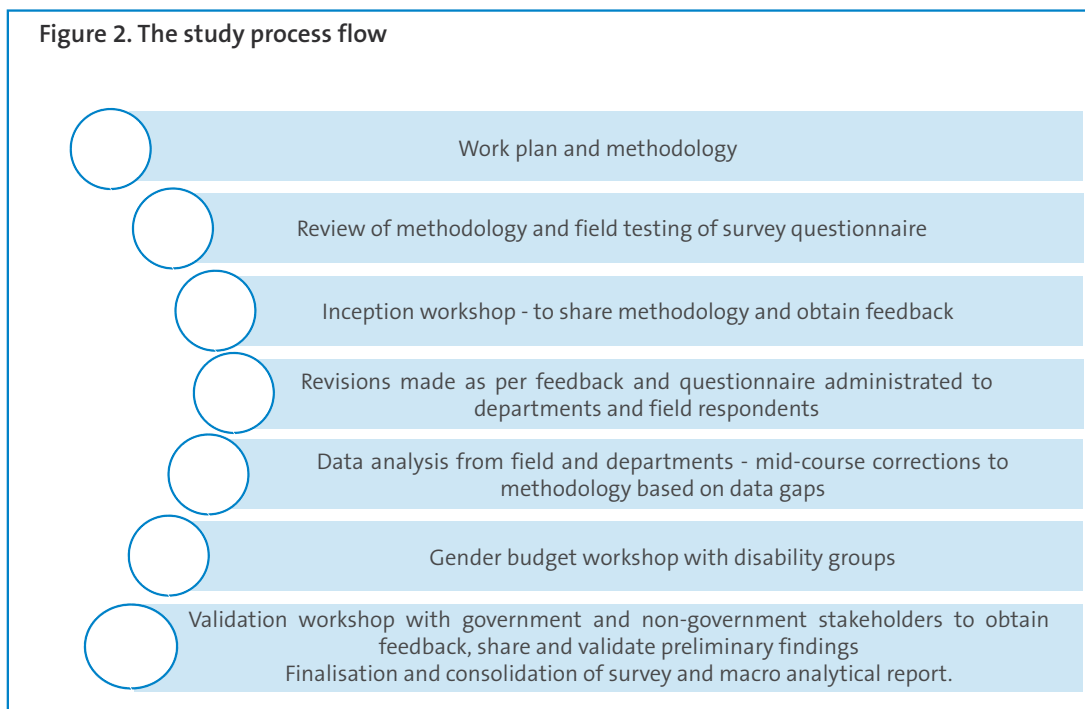


**TABLE 1: METHODOLOGICAL FRAMEWORK**

TABLE 1: METHODOLOGICAL FRAMEWORK		
Objective and scope	Methodological data requirement and status	Limitations and revised approach
<b>Macro policy and sectoral budget assessment</b>		
<p><u>Specific to 6 select sectors:</u></p> <ul style="list-style-type: none"> <li>• Ministry of Women and Child Affairs.</li> <li>• Ministry of Social Empowerment, Welfare and Kandyan Heritage</li> <li>• Ministry of Education</li> <li>• Ministry of Rural Economy</li> <li>• Ministry of National Integration and Reconciliation</li> <li>• Ministry of Skills Development and Vocational Training</li> </ul> <p><u>The objective:</u> To understand gender and disability policies and budget allocations within the sectors.</p>	<p><u>Mixed Method Approach:</u> Desk review of available literature and structured questionnaire.</p> <p><u>Structured Questionnaire:</u> Questionnaire was administered to 6 departments of which only 4 responded. Data insufficient to analyse and draw conclusions.</p> <p><u>Policy Review:</u> Policy analysis through desk review was completed.</p>	<p><u>Sectoral/thematic budget review:</u> The structured questionnaire approach was planned to ensure consistency in data collection and ease of analysis. Yet the approach was not effective as:</p> <ul style="list-style-type: none"> <li>• Data were insufficient to draw conclusions.</li> <li>• Not all departments responded.</li> <li>• Limited knowledge on gender budgeting and capacity gaps were also detrimental to this approach.</li> <li>• As a process, workshops or meetings with relevant departments were planned to obtain relevant information.</li> </ul> <p><u>Revised Approach:</u> Budget estimates for 2018 for three departments (social welfare, women and child affairs, and rural economy) were studied to analyse gender and disability focused interventions and corresponding allocations to draw conclusions.</p>
<p><u>Specific to 'Work and Employment':</u> Detailed and in-depth work focused on thematic area 4, 'Work and Employment', of the National Action Plan for Disability, 2014.</p> <p><u>The objective:</u> To assess the progress across 7 focus areas and 48 indicators identified under thematic area 4.</p>	<p><u>Mixed method approach</u> Desk review of available literature and structured questionnaire. The questionnaire (Annex 1) was administered to several departments, but inadequate information to draw conclusions.</p>	<p><u>Revised Approach:</u> Budget estimates for 2018 for three departments (social welfare, women and child affairs, and rural economy) were studied to analyse gender and disability focused interventions and corresponding allocations to draw conclusions.</p>
<p><u>Specific to Rural Employment and Economic Empowerment:</u> The schemes falling under the allocation of 25% for women from rural development investments were analysed and beneficiaries mapped.</p> <p><u>The objective:</u> To assess the implementation of the same and identify beneficiaries including women with disabilities.</p>	<p><u>Structured questionnaire:</u> Annex 1</p>	
<b>Field survey</b>		
<p><b>Field data to strengthen situation analysis.</b></p>	<p>Primary data through structured surveys.</p>	<p>Quantitative data for the study was collected through a sample survey of 360 females and 40 males with disabilities in the districts of Kurunegala and Puttalam in the North Western Province and Kandy and Nuwara Eliya in the Central Province. Data were analysed and a report prepared.</p>

The selection of these 6 Ministries was based on simple criteria as follows: Ministry of Women and Child Affairs, because it will help assess committed outlays for women with disabilities; Ministry of Social Empowerment, Welfare and Kandyan Heritage, because it is the nodal ministry of disability and it is important to assess committed schemes for women with disabilities within its purview Ministry of Education, because education is the foundation to ensure chances and type of employability for women with disabilities; Ministry of Rural Economy, because of the 25% quota for women's share in all rural economic schemes; Ministry of National Integration and Reconciliation, because of a significant pro-women budget; and Ministry of Skills Development and Vocational Training, because it is important from the context of building the human capital of women and girls with disabilities and their future employment prospects.

Several adjustments and mid-course corrections were made to the methodology in Phase 1, 2 and 3 based on the lack of data coupled with inconsistent information from respondents in structured questionnaires. A process flow was established to ensure that the study concluded within the given time frame. A consultative approach was integrated in each step of the process as can be discerned from Figure 2. Feedback loops were established at every critical step of the process.



## STRUCTURE OF THE REPORT

The report is divided into five chapters. Following this introduction, chapters 2–4 focus on the first three steps of the Budlender Five-Step Gender Budgeting Framework.<sup>7</sup> The steps were contextualised to enable a situation analysis of the select sector from a gender and disability perspective; a policy assessment to understand the extent of disability and gender mainstreaming achieved; and an assessment of investment priorities to implement gender responsive policies and programmes. The concluding chapter covers the findings and recommendations.

### *Chapter 2. Disability, employment and gender – a situation analysis*

This chapter explores the macro level data on disability, gender and employment. It explores the pathways that influence access to employment opportunities, with special reference to women and girls with disabilities. The macro level findings are supplemented with field level data that connect issues with the life experiences of persons with disabilities in the sample. The chapter summarises trends and issues and highlights barriers in achieving equitable disability employment.<sup>8</sup>

### *Chapter 3. Disability, employment and gender – A policy assessment*

This chapter identifies international and national commitments and explores relevant legislations, policy environment and institutional framework that promote disability rights, especially in context to disability, gender and employment. It attempts to assess the extent to which disability policies are responsive to women and girls with disabilities. Three macro policies related to disability, employment and gender are discussed in detail to identify and highlight gender and disability commitments.

### *Chapter 4. Disability and gender – Investment priorities*

This chapter aims towards building a macro perspective in relation to investment priorities with respect to disability and gender budgets. The intent is to enable an assessment to establish the extent and focus of such investments. It attempts to unravel budgetary allocations across the nodal departments for persons with disabilities (Ministry of Social Empowerment, Welfare and Kandy Heritage) and for women's empowerment (Ministry of Women and Child Affairs). It is to be noted that an in-depth review to measure 'adequacy of resources' to implement gender responsive employment policies/programmes was not possible given the financial and physical data limitations.

### *Chapter 5. Conclusion and recommendations*

The concluding chapter presents a summary of findings and lists out relevant recommendations based on the analyses. It highlights the gaps and outlines steps necessary to overcome the same. The recommendations are based on the most suited and pragmatic strategies to apply the gender budgeting framework in disability work.

<sup>7</sup> UNIFEM-UNFPA, Gender Responsive Budgeting and Women's Reproductive Rights: Resource Pack.

<sup>8</sup> Wherein equal opportunities are provided to men and women with disabilities in employment, including affirmative actions that include certain waivers, quotas, etc. to encourage women with disabilities.

## LIMITATIONS AND CONSTRAINTS

There were several limitations and constraints with respect to the study. Table 1 includes steps taken to resolve limitations related to the methodology in the column on 'limitations and revised approach'. The limitations include the following:

***Time constraints:*** A major limitation was the time allocated for the field survey. The survey needed constant discussion and monitoring. The respondents had to be identified with support from government officials. However, as the records pertaining to persons with disabilities had not been updated, the research team took recourse to self-identify the respondents and this proved to be a time-consuming exercise.

***Inconsistent quality of inputs in questionnaires:*** Structured questionnaires were administered to ensure consistent and reliable data collation, both qualitative data from the questionnaire as well as physical and financial data collected from the Ministries related to budgets. However, only a few departments furnished information. Of the six Ministries that were selected for administering the questionnaire (Annex 1), only four had submitted their inputs by the time the report was drafted. Secondly, the quality of inputs across the different parameters identified in the questionnaire lacked consistency. This was further complicated with data gaps in the questionnaire. This was a considerable challenge in preparing a representative and accurate assessment and therefore this approach was dropped.

***Narrowing of approach:*** Given the constraints mentioned above, several mid-course corrections were made to the methodology (see Table 1, column on 'limitations and revised approach'). As a corrective measure, a linear and narrowed approach was employed. The budget documents for the Fiscal Year 2018/2019 were reviewed to arrive at estimates on disability and gender budgets. The estimates were based on the researchers' perception that an activity was related to either disability or gender. The process entailed a detailed desk review of Budget Estimates for Fiscal Year 2018, Volumes I, II and III, of the Government of Sri Lanka. The major projects across all spending units were reviewed to identify gender- and disability-specific interventions. The corresponding outlays for the same were culled out and estimates used for the budget analyses.

***Non-availability of expenditure reviews by budget groups/civil society organisations (CSOs):*** The study was constrained by the lack of reference material on expenditure reviews related to disability or gender budgets.

***Non-availability of sex-disaggregated data on beneficiaries:*** Most government programmes do not maintain beneficiary data disaggregated by sex and disability. Even where data is maintained, it is not available to the public and is not published on government websites. This presented a challenge in identifying beneficiaries of programmes.

***Difficulty obtaining data from departments and interviews with government officials:*** The study was constrained by the difficulty of obtaining financial and sex-disaggregated data and appointments for interviews with government officials.

# CHAPTER 2. DISABILITY, EMPLOYMENT AND GENDER – A SITUATION ANALYSIS

*“I do not feel that women with disabilities have less opportunities in employment. But it is easier for men unlike women to walk on the road at any time of the day. As a result, women sometimes have less opportunity to be employed than men.*

Achini from Kurunegala

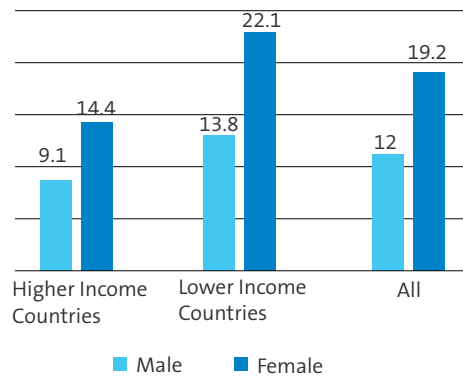
Statistical data on disability indicate that the number of people with disabilities is growing worldwide. The disability prevalence estimates as per the World Health Survey (2011) is in the range of 785 million to 975 million persons aged 15 years and older (15.6% – 19.4% of the world population). Of these, around 2.2% to 3.8% experience significant functioning difficulties in their everyday lives.<sup>9</sup> Data also suggests that prevalence is higher in lower income countries and disability disproportionately affects vulnerable populations, such as women, the poor and the elderly (Box 1 and Figure 3). It is evident that female disability prevalence (19.2%) is higher as compared to males (12%) and the sex-disaggregated gap in rate of prevalence is much wider in lower income countries.

### Box 1. World Report on Disability: Fact sheet on emerging trends

- There is a paradigm shift from ‘medical understanding’ to ‘social context’ with regards to approaches to disability.
- Statistics suggest that disability prevalence is high and growing over time.
- Disability disproportionately affects vulnerable populations.
- Disability is not narrowly limited only to certain forms. It is now acknowledged and accepted that disability is very diverse in nature.
- Persons with disabilities face widespread barriers in access to services such as health, education, employment and transport, as well as information.
- Persons with disabilities have worse health and socioeconomic outcomes.

Source: World Report on Disability (2011), Factsheet.

Figure 3. World disability prevalence by sex



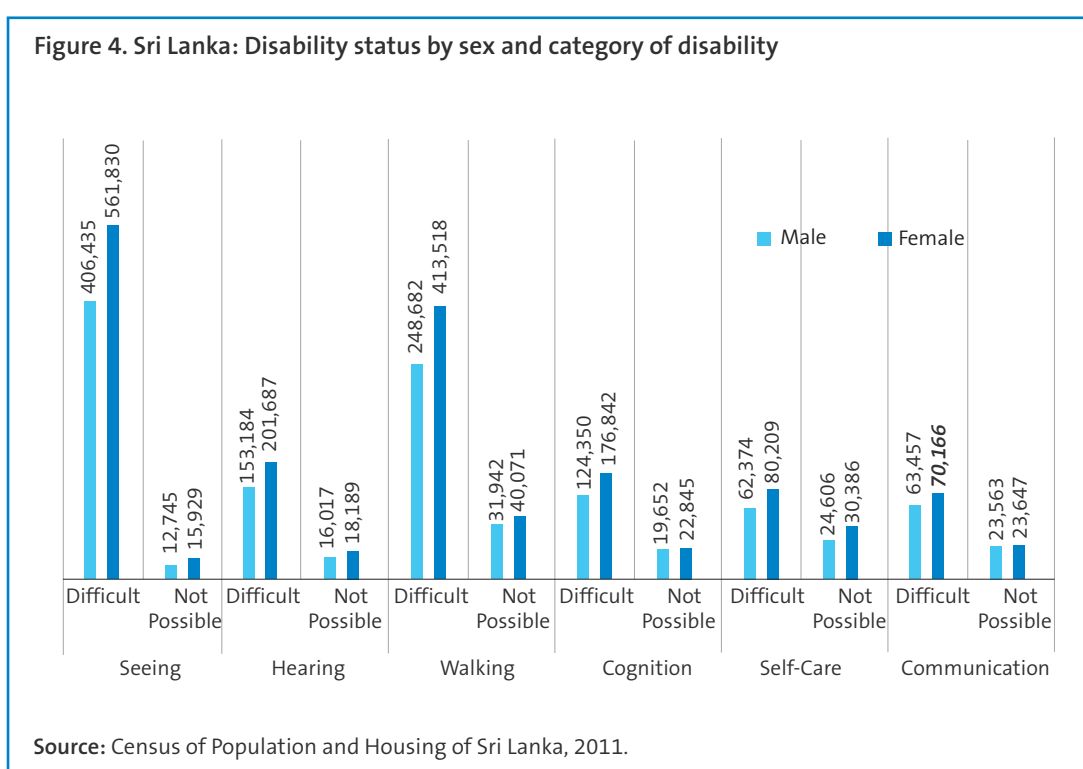
Source: WHO and World Bank, 2011, World Report on Disability, table 2.1.

<sup>9</sup> WHO and World Bank, 2011. World Report on Disability.

## 2.1 DISABILITY PREVALENCE IN SRI LANKA

The number of persons with disabilities in Sri Lanka today has increased manifold as compared to the estimates of the 2001 Census.<sup>10</sup> The Ministry of Health estimates that by 2040 the number of persons living with disabilities would constitute approximately 24.2% of the population in Sri Lanka.<sup>11</sup> According to the World Health Survey (2011), the disability prevalence rate is 12.9% in Sri Lanka.<sup>12</sup> The Census of Population and Housing (2012) estimates around 1.6 million persons aged 5 years and above have some form of disability. This means that an average of 87 persons per 1,000 in the country have some form of disability. Of the total number of persons with disabilities, the highest prevalence of impairment is related to vision (61.6%), followed by mobility (45.4%), hearing (24%) and cognition (21.2%).<sup>13</sup> These are broad categories and the data do not indicate the range or types of disability within them. Functional difficulties for both males and females increase with age, and this is corroborated through data that show that most persons with disabilities are over 65 years of age. There are more women and girls with disabilities than men and boys with disabilities in all age groups and across five of the six categories of disability as reflected in Figure 4.

The Sri Lankan Survey on National Blindness, Visual Impairment, Ocular Morbidity and Disability (2014 – 2015) substantiates significantly higher prevalence in females than in males.<sup>14</sup> There are no reported differences by ethnicity. There exist district variations in the prevalence of disability that ranged from 101 per 1,000 persons in Kandy and Nuwera Eliya to 70 in Colombo.



<sup>10</sup> The 2001 census figures are inaccurate due to lapses in data. It also excluded parts of the Northern and Eastern provinces.

<sup>11</sup> International Centre for Ethnic Studies. 2016. Disability Brief. <https://bit.ly/2Gg77Bk>.

<sup>12</sup> Ibid.

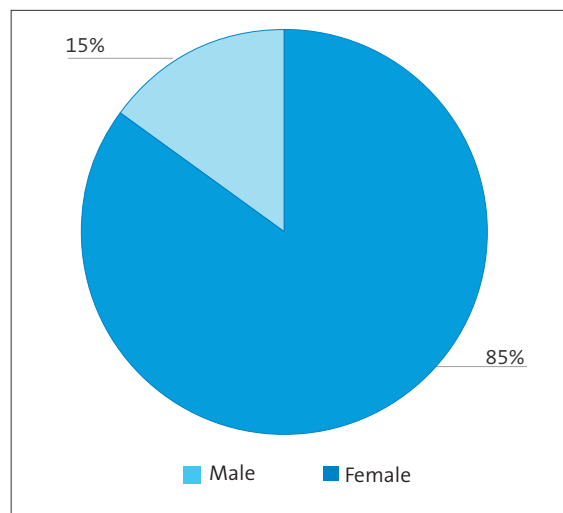
<sup>13</sup> Department of Census and Statistics, Sri Lanka. 2012

<sup>14</sup> Especially among lower socioeconomic strata and in rural districts.

## 2.2 DISABILITY AND EMPLOYMENT

It is observed that several countries do not collect, maintain and publish data on employment of persons with disabilities. A survey conducted by the International Labour Organisation in 2003 showed that only 16 of the 111 countries surveyed could provide data on employment and disability. The analysis of the World Report on Disability (2011) in 51 countries shows that the rate of employment for persons with disabilities is significantly low. Globally, there are also gaps with regards to the employment rate of men with disabilities (52.8%) in comparison to that of women with disabilities at 19.6%. Almost 80% of women with disabilities in the working population lack livelihood opportunities and, therefore, are dependent on others for their subsistence and care. It is evident that they are almost 50% less likely to find work or to start a family. The 2001 Census of Sri Lanka report on characteristics of persons with disabilities indicated that there are large disparities with regards to disability and livelihoods. Only 15% were found to be employed, and there was a perceptible gender gap as shown in Figure 5. A large share of persons with disabilities (73%) were supported by family members and very few (6%) received support from the Government or other institutions (see Figure 6 for principal means of livelihood for persons with disabilities by sex). Women with disabilities comprised only 15% of total employed persons with disabilities in Sri Lanka. In terms of trends in employment across the public and private sector, it is noted that the private sector had employed around 13% of persons with disabilities as compared to 29% in the public sector and 32% who were self-employed.<sup>15</sup> Sex-disaggregated data for the same are unavailable.

Figure 5. Disability and employment by sex in Sri Lanka



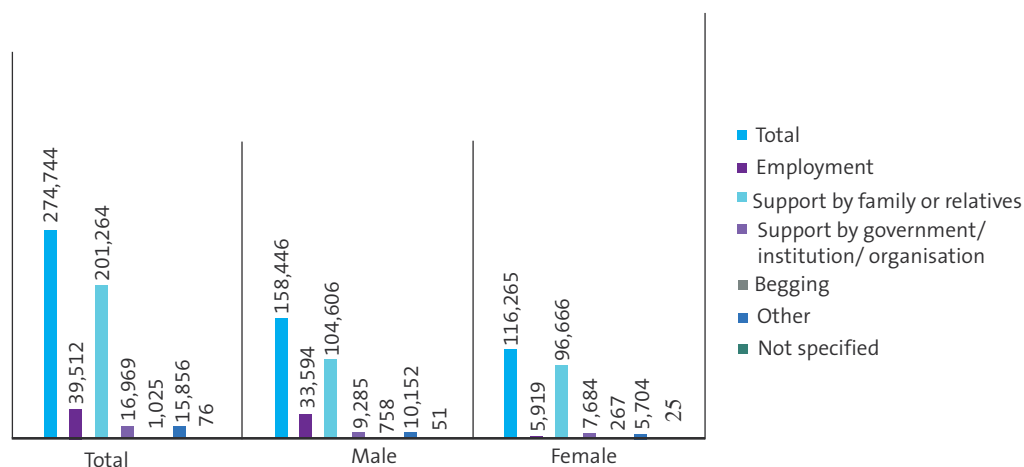
Source: Brief Analysis of Characteristics of the Persons with Disabilities, Census 2001, Sri Lanka.

There are several barriers that impact the labour market participation of persons with disabilities. The inhibiting factors include a mixed bag of disadvantages ranging from a lack of education and training, limited access to credit and financial resources, amongst others. Misconceptions about disability, discrimination, and the lack of social protection are other factors that impede their participation.

<sup>15</sup> Ministry of Social Welfare, Sri Lanka. 2003.



Figure 6. Principal means of livelihood for persons with disabilities by sex in Sri Lanka



Source: Brief Analysis of Characteristics of the Persons with Disabilities, Census 2001, Sri Lanka.

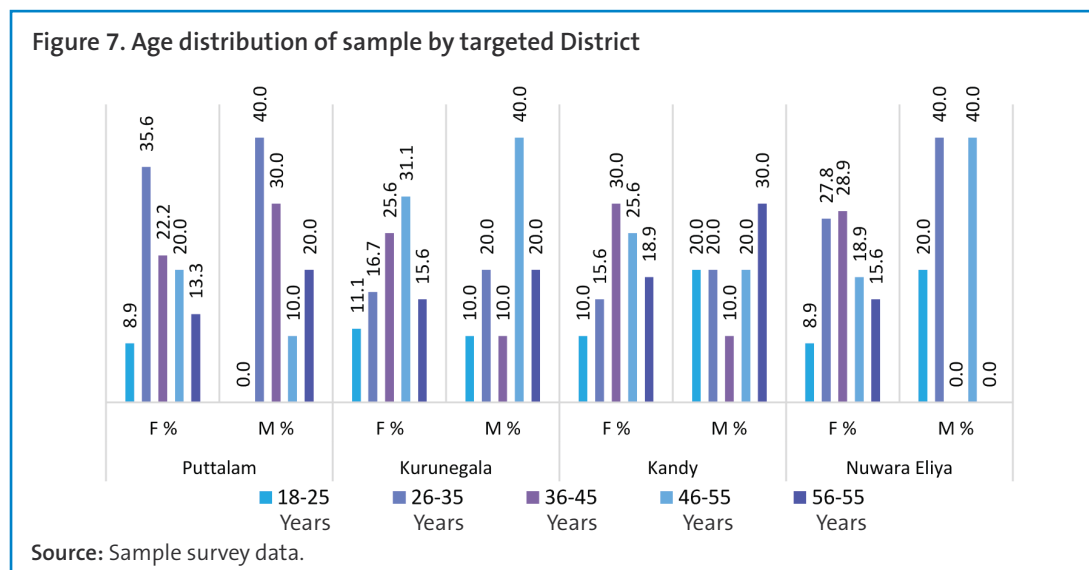
## 2.3 SITUATION ANALYSIS: FIELD SURVEY FINDINGS

As mentioned in the methodology section (Table 1 and Figure 1), a sample survey was planned in the districts of Kurunegala and Puttalam in the North Western Province, and Kandy and Nuwara Eliya districts in the Central Province. The objective of the survey was to assess realistically the issues faced by women and girls with disabilities. A sample size of 400 persons with disabilities was selected. The number of respondents was equally distributed across the four districts. To enable a comparative analysis of the situation between men and women with disabilities, it was decided to include a small proportion of male respondents (40) in the sample. The sample distribution is presented in Annex 2. A structured questionnaire was prepared for the survey to obtain information on the background of women and men with disabilities in the sample that broadly included type of disability, level of education, socioeconomic background, experiences in attempting to obtain employment, employment status and remuneration. The questionnaire was pilot tested and relevant changes were made based on the field assessment.

**The survey process:** The survey locations within the districts were selected based on the high proportion of persons with disabilities living in these districts, as per the 2012 Census. The questionnaire for the survey gathered quantitative data, which were supplemented with qualitative instruments such as in-depth interviews and key informant interviews (KIIs).<sup>16</sup> The interviews were conducted with officials of relevant state agencies, private sector establishments, non-governmental organisations and CSOs working with persons with disabilities. Guidelines for KIIs were also developed. The Primary data collected across several variables enabled an understanding of issues from the perspective of women with disabilities and barriers to economic opportunities. Research assistants were carefully selected and trained to administer the questionnaire and carry out in-depth interviews. A cadre of supervisors guided the data collection process, assisted with quality control, examined the completed questionnaire and provided timely feedback. The data gathered through these questionnaires were analysed using descriptive statistics, such as frequencies, percentages and cross-tabulations. Content analysis was used to analyse data obtained through in-depth interviews.

<sup>16</sup> Qualitative data for the study was obtained from in-depth interviews with 40 female respondents selected based on their life experiences.

**The sample demographics:** In the total sample covering all four districts, more than 90% of respondents were in the age category of 26–65 years, of which almost 75% fall within the working age population. Figure 7 provides the age distribution of respondents in the sample. The ethnic composition of the sample was 80% Sinhalese. The next highest ethnic group was Indian Tamil, with the largest concentration in the Nuwara Eliya district. In terms of religious representation, the respondents were 77.5% Buddhist, 10% Hindu and around 8% Roman Catholic. Over a quarter (26.5%) of respondents reported between one to three family members who were also living with disabilities. The percentage of female respondents with such family members was higher compared to males with disabilities. Male and female respondents with multiple disabilities also had the largest number of disabled family members.



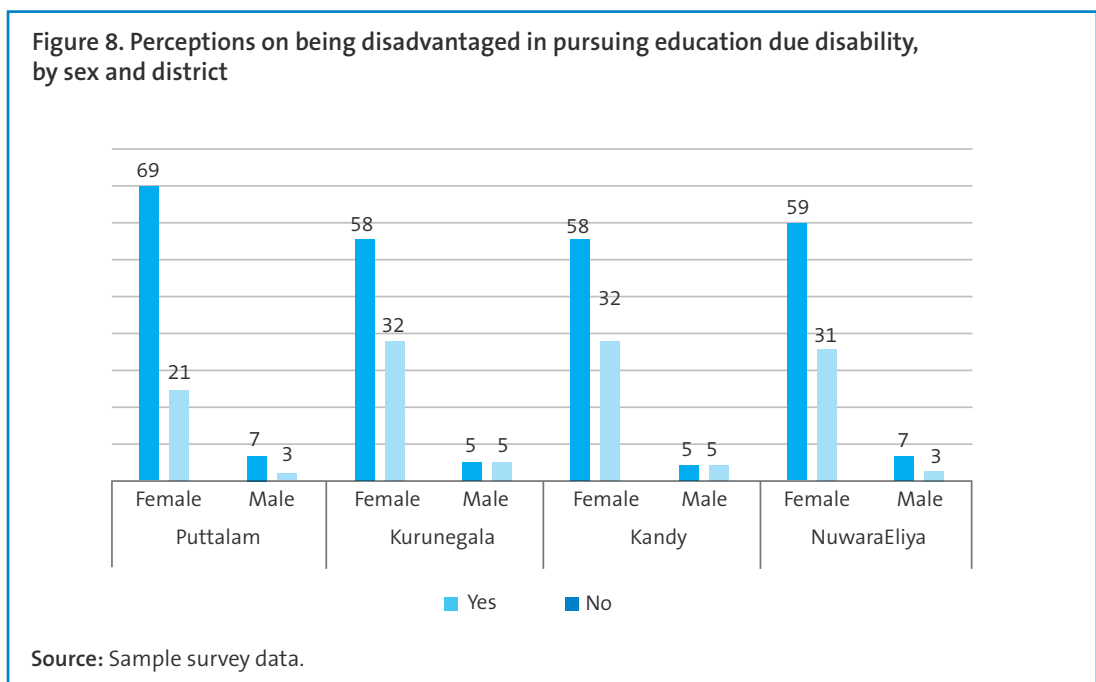
**Types and causes of disabilities:** In terms of type of disability across the sample, almost 168 respondents (male and female combined) have multiple disabilities. The remaining respondents had one form of disability, mostly those related to physical/mobility impairments and those related to spinal injury. The district-wise data indicate that the highest number of females and males with physical disabilities is 26 in the Kurunegala District, followed by 25 in Puttalam. 13 respondents have a speech impairment, 31 respondents experience visual impairment and 10 respondents have a hearing impairment. Almost 16% of female and male respondents have intellectual disabilities. Almost half of the respondents were persons with congenital disabilities<sup>17</sup> and the remaining respondents had experienced factors such as accidents or medical negligence.

**Disability, violence and armed conflict:** Decades of armed conflict and violence experienced by both combatants and civilians in conflict as well as non-conflict affected areas are some of the causes attributed to the increase in the number of persons with disabilities in the country. Violence is both a cause and consequence of disability. In the sample, seven female respondents reported domestic violence as a cause of their disability, while three (0.75%) attributed their disability to armed conflict.

<sup>17</sup> Inherited and from birth.

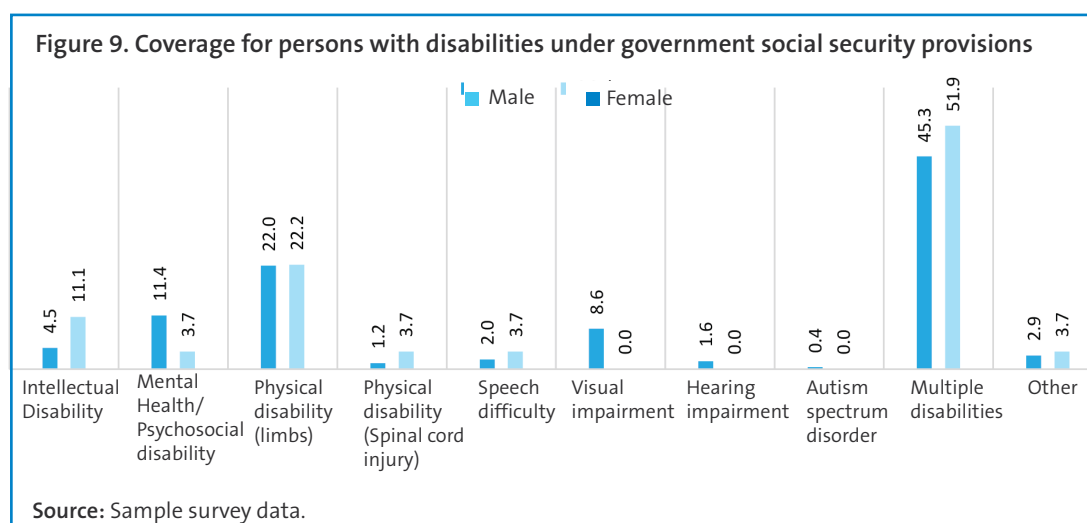
**Disability, care responsibilities and use of assistive devices:** Almost 59.3% of females and 55% of males responded that they received care, and some of them needed dedicated full-time caregivers. The ones in need of such care were those with physical and mobility impairments. In terms of the use of assistive devices, 40% of female and 55% of male respondents indicated use of some form of assistive device, including wheelchairs, crutches, hearing-aids, glasses, white canes and so on. These devices had either been sponsored by the Government or self-purchased, sometimes with assistance from benefactors such as private agencies and non-governmental and religious organisations.

**Education status and barriers:** Almost 24% of respondents in the sample had never attended school. In all, 24% of females and 20% of males had not completed primary education, while 10.6% of females and 15% of males sat for the General Certificate of Education (GCE) Ordinary Level examination. Only around 7% completed it successfully. Thirteen female respondents (3.6%) reported to have completed the GCE Advanced Level examination and two females (from Kandy and Kurunegala) had completed university education. Of those who attended school, around 80% attended standard schools while the rest went to special education schools or special units within mainstream schools. With reference to the reason for dropping out of school, 25% of female and 29.6% of male respondents indicated difficulty in coping with studies as the reason for leaving school early. In addition, nine female respondents (2.5%) cited issues related to disability-related difficulties in accessing education facilities. Financial constraints were another important determinant for school drop-outs – 25% of female and 35% of male respondents reported financial problems. Lack of support and encouragement from teachers and harassment by peers were other reasons that resulted in drop-outs. Figure 8 provides data on disadvantages for people with disabilities in pursuing education.



**Access to trainings and vocational education:** In all, 82% of respondents made no attempt to enrol in formal vocational training. Of the 70 respondents (18%) who had attempted to enrol, 88.5% (62) were female. Of these, 24 had some form of physical disability, eight had visual impairment and 17 had multiple disabilities. Mobility and accessibility issues, rejection of applications, safety concerns and ill health were the reasons the respondents gave for not enrolling in vocational education. Respondents who did not enrol in similar programmes cited a lack of awareness including low confidence in application and admission procedures. Some 30% of female respondents and 32% of male respondents cited disability as a factor that inhibited their participation. Insufficient knowledge or guidance for 15.7% of female respondents and a lack of funds or transport problems (6% each) were identified as other important reasons for not enrolling. Around 16.1% of females and 20% of males (66 respondents in all) were enrolled in vocational training. The trades most popular with females were mainly sewing (33.7%) followed by handicrafts (8.4%). Other trades included pre-school teaching and teacher training. The Non-traditional trades such as Sinhala shorthand and typing (1.2%), information technology (2.4%) and commerce and small business management (1.2%) were pursued only by a few. With respect to the preference of male respondents, the majority enrolled in carpentry (37.5%) followed by handicrafts (25%). Data also suggest that most respondents enrolled in government-funded institutions.

The majority of the sample responded positively on the availability of training material in accessible formats and easy access to institutions with gender and disability friendly infrastructure and facilities. Respondents with physical disabilities reported access issues due to inadequate transportation facilities to reach these institutions. A high majority of respondents stated that they participated successfully in teaching-learning and assessment activities. The respondents were satisfied with the infrastructure and sanitation facilities available in these facilities. Of those who attended and completed vocational courses, 27 respondents (24 females, 3 males) succeeded in obtaining jobs.



**Social protection coverage:** In all, 68% of respondents in the sample were covered under some form of social security provision. Figure 9 provides data on coverage under Government social security provisions. Of the 272 respondents who reported that they were receiving assistance, 46% have multiple disabilities. In terms of access and coverage, there was no disparity between female and male respondents. The Government, including several organisations, offered different packages and benefits. The benefits included the Samurdhi scheme, charitable allowances, disability allowances, elders' allowances and so on. Most respondents had received benefits through Samurdhi, followed by charitable allowances. The respondents were not quite clear regarding the source of the benefits they received.

*"I searched for jobs through newspaper advertisements and information from friends. As I had completed my 'A' Levels, I was in search of a job to suit my qualifications. I have faced many interviews but have not been successful due to my disability. I have seen advertisements in the newspapers for nursing jobs – and have applied but so far have not got any response. I am disappointed that I have not been successful in finding a suitable job. I have informed the Grama Niladhari and the Social Services Officer about my 'A' Level qualifications and sought their help to get a job but have not been successful so far."*

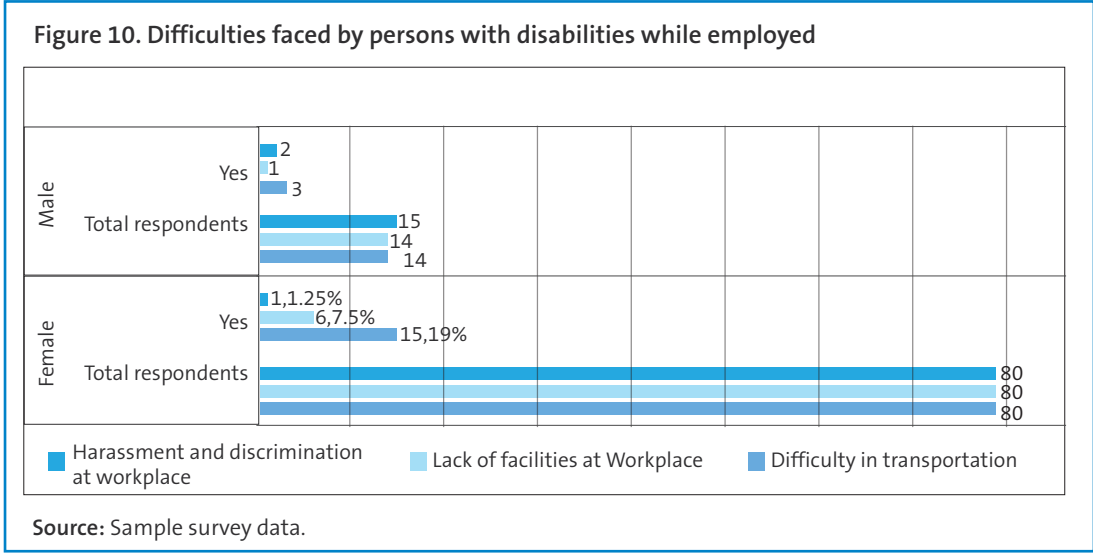
Source: Divya from Nuwara Eliya explained how her attempts to get a job had not been successful.

*"I think women with disabilities have lower opportunities than men to get employment. For example, I had to try hard to get a job, but disabled men get jobs quickly. One reason is that families do not like to send disabled women out considering their safety. If they go to work, someone else has to go with them".*

Source: Gayathiri from Puttalam.

**Family income and employment:** Of the 360 female respondents, three were not aware of their family income and 14 reported that they receive no income. 49% of female respondents reported monthly income below LKR 10,000 and 26.7% affirmed that their income was between LKR 10,000 and LKR 20,000. Only 26 females (7.2%) reported and income higher than LKR 30,000. Of the total sample, only 94 (23.5%) were employed. The percentage of males employed, however, was higher (35%) than of females (22.2%). The highest number employed reported a physical disability and the remaining respondents had multiple disabilities. Of 32 respondents with visual impairments, only eight were employed. It is also observed that persons with intellectual disabilities, including autism spectrum disorder, and those with severe physical disability such as spinal cord injury, had no avenues of gainful employment. Several respondents who experienced a form of disability post-employment informed that they were forced to discontinue work. Of the 62 such cases encountered, only eight females and three males were able to continue work after occurrence of disability post-employment.

**Type of employment and barriers to access:** Of those employed, 48.8% were self-employed, 20% were engaged in the private sector and 8.8% were employed in agriculture. With regard to the uptake of the 3% quota reserved for persons with disabilities in the government sector, only 1.3% reported to have secured government jobs. To assess barriers to economic opportunities, the respondents were asked to identify gaps. The data suggest that awareness levels are abysmally low and only a few respondents were aware of the process of applying for a job. Several respondents explained that the application process was itself discriminatory and not user friendly. Of those who responded to the question related to the application and interview process, only 10 females had applied for jobs.



With respect to difficulties faced in pursuing economic opportunities, of the 94 respondents who were employed, 19% of females and 21.4% of males indicated difficulties related to transportation as the greatest barrier. Some 7.5% of female respondents reported a lack of gender-friendly disability infrastructure facilities at worksites as a disabling factor. Regarding harassment and discrimination at the workplace, only 1.25% of females and 13.3% of males responded in the affirmative (see Figure 10 for data on difficulties faced while working). One respondent reported that she had faced several rejections due to her short stature. The respondents complained that they faced multiple rejections despite their capabilities and felt marginalised in their workplace.

Few were removed from their jobs on the advice of auditors and were also warned never to return. Communication problems and low salaries offered to persons with disabilities are other factors that undermine their access to equitable employment. The respondents were asked questions related to wage parity between males and females with disabilities and also wage parity with workers who were not disabled. Male respondents reported higher incomes compared to their female counterparts. 61% of respondents stated that there was no major wage discrimination in the workplace between employees with disabilities and non-disabled employees.

**Access to credit and assistance for employment:** Of the sample, only 24 respondents (6%) had received assistance to set up economic ventures. With respect to assistance provided by organisations or individuals to facilitate economic opportunities, 33% reported to have received some form of assistance from the Social Services Officer and the Grama Niladhari. It is also observed that several CSOs and private sector partners were actively involved in aiding persons with disabilities, especially in receiving training and setting up self-employment ventures. The type of assistance provided include guidance, training, provision of equipment and raw material, marketing and credit. Female respondents who do not have significant disabilities are willing to be gainfully employed, and the majority (16.5%) are interested to explore opportunities in cottage industries. Few aspire for white collar jobs while others showed interest in manual jobs in poultry farming, gardening/plant nursery, garage repairs, tea plucking and so on. Most respondents (44.9%), however, indicated their disinterest or inability to seek economic opportunities.

*“The Grama Niladhari and the Social Services Officer offered to support me to start an income-generation activity, and gave me LKR 15,000. I started a self-employment activity with the money received and assistance from the Divisional Secretariat. I started to sell fruits, betel and corn to the vehicles plying on the road. I put up this small boutique with assistance from everybody. The wheel chair helps me to move about inside the boutique. Now the wheel chair is a little old. A boy from the neighbourhood assists me with the work in the boutique which makes it a lot easier. I buy fruits and corn from the trucks that come close to the house. They supply the items at a concessionary price. They even bring the items into the boutique and store them. No one has cheated me”.*

Source: Hashan was supported to venture into self-employment by state sector employees.

## 2.4 ANALYSIS OF FIELD DATA

- » The trends indicate that most persons with disabilities fall within the active working population; majority are unmarried and are supported by family members. Most have other disabled members in the family and the probability of persons with disabilities with multiple disabilities to have several other disabled family members is quite high. Women and girls with disabilities report higher number of other family members with disabilities. Male heads of households outnumber female heads of households. Disability occurrence in most cases is congenital while the remainder of the sample attributed to accidents and medical negligence. Disability was also attributed, though in only a few cases, to domestic violence and armed conflict.
- » A significant number of respondents were of the view that their disability had clearly impacted their access to education and training opportunities. This resulted in low attainments in education and subsequently in employment and incomes.
- » It is noted that an overwhelming majority of female and male respondents reported the need for a caregiver – both paid and unpaid. This brings to fore the relevance of designing and integrating caregiving packages in policies and budgets promoting accessibility and inclusion.
- » Few respondents were covered under social protection schemes, including insurance coverage provided by the Government, CSOs and the private sector. These schemes, however, lacked universal coverage to benefit all persons with disabilities in the sample – where available, coverage packages were also not uniform in nature.
- » Reliable and up-to-date information and disability data, especially related to access to training and economic opportunities at district level is lacking.
- » There are issues related to harassment, discrimination and the lack of accessible transportation and infrastructure facilities that adversely affect persons with disabilities’ mobility and participation in the economic sphere.
- » The analysis with respect to type of vocations popular amongst female respondents highlight gender biases in selection of trades. Several vocations are traditionally and stereotypically perceived as ‘female vocations’. This inhibits female participation in other trades and skill options.

- » Access to credit for the respondents is very low. This is an area that needs strengthening, given the fact that at the macro level, the percentage of those self-employed is substantially high. Also, most people involved in self-employment would have lacked formal vocational training and would usually lack the business know-how to ensure sustainability and growth.<sup>18</sup> This is where the State and private sector can come to support the self-employment ambitions of persons with disabilities.

<sup>18</sup> Disability Organisations Joint Front, 2017.



# CHAPTER 3. DISABILITY, EMPLOYMENT AND GENDER – A POLICY ASSESSMENT

*“States Parties recognise the right of persons with disabilities to work, on an equal basis with others; this includes the right to the opportunity to gain a living by work freely chosen or accepted in a labour market and work environment that is open, inclusive and accessible to persons with disabilities.”*

Article 27, Work and Employment, Convention on the Rights of Persons with Disabilities

The impetus for focused legal provisions including social policy reforms around disability concerns in Sri Lanka emanated from various international developments.<sup>19</sup> A strong disability rights movement and national alignment with the United Nations Standard Rules on the Equalisation of Opportunities for Persons with Disabilities (1993) were other important developments that influenced and guided Sri Lanka's National Policy on Disability (2003). This chapter focuses on the international and national commitments related to accessibility, inclusion and disability rights and explores relevant national legislation, policy environment and institutional framework. It attempts to assess the extent to which disability related policies are responsive to gender issues and address gaps, especially in context to economic rights and employment. Macro policies related to disability, employment and gender are discussed in detail to identify gender and disability related commitments as also to highlight the concerns.

## 3.1 LEGISLATIVE FRAMEWORK AND POLICY ENVIRONMENT

Sri Lanka is signatory to several important international conventions. It signed the Convention on the Rights of Persons with Disabilities in 2007 and acceded to it a decade later in 2016. As a State party, Sri Lanka has the obligation to ensure the right to equal protection and prevent discriminatory practices on grounds of disability, and to ensure accessibility and personal mobility and equal access to education, health care, employment and participation in political and public life.

Sri Lanka is also a partner to the Incheon Strategy (2012) that aims to ‘Make the Right Real’ for Persons with Disabilities in Asia and the Pacific. The Incheon Strategy also commits to gender equality and women’s empowerment. Sri Lanka is also committed to eliminate discrimination against people with disabilities under the Convention on the Elimination of All Forms of Discrimination against Women (1981); the Convention on the Rights of the Child (1991); and the International Covenant on Economic, Social and Cultural Rights (1976).

<sup>19</sup> The international Year of the Disabled (1981), the World Programme of Action for the Disabled (1982), and the United Nations Decade for Disabled Persons (1982-1992)

**National commitments:** The chapter on Fundamental Rights of the Sri Lankan Constitution (1978) upholds civil and political rights of its citizens. The Constitution of Sri Lanka does not confer the right to non-discrimination on grounds of disability but anti-discrimination Clauses (2) and (3) recognise people with disabilities as being within Clause (1), which states that “All persons are equal before the law and are entitled to the equal protection of the Law”, while Clause (4) allows for “special provision being made by law, subordinate legislation or executive action, for the advancement of women, children or disabled persons”. The non-discrimination clause contains a provision for its enforcement through the court system; however, a comprehensive law on non-discrimination in economic, social and cultural rights is lacking.<sup>20</sup> The year 1996 was a watershed year for disability rights in Sri Lanka. The national Parliament passed three significant legislations: the Human Rights Commission Act; the Protection of the Rights of Persons with Disabilities (PRPD) Act; and the Social Security Board Act.<sup>21</sup> The PRPD Act, No. 28 of 1996, is the primary legal instrument relating to persons with disabilities and their constitutional rights. Sectoral laws related to education; employment; rehabilitation; health; information and technology; building codes; transportation; poverty alleviation; and social security/social welfare include relevant clauses on disability.

There are various schemes and regulations regarding pensions, insurance and compensation in cases wherein people become disabled under certain circumstances.

There are also provisions related to the inclusion of persons with disabilities in the electoral process. In addition, there are laws specific to certain categories of disability such as the Mental Disease Ordinance of 1873, Mental Disease Act, No. 27 of 1956, and the Rehabilitation of the Visually Handicapped Trust Fund Act, No. 9 of 1992, amongst others.

Annex 3 lists all such Acts and provisions.

*“The Sri Lankan Protection of the Rights of Persons with Disabilities Act, No. 28 of 1996, defines a person with a disability as “any person who, as a result of any deficiency in his physical or mental capabilities, whether congenital or not, is unable by himself to ensure for himself, wholly or partly, the necessities of life.”*

*“The National Policy on Disability promotes and protects the Rights of People who have Disability in the spirit of social justice. They will have opportunities for enjoying a full and satisfying life and for contributing to national development their knowledge, experience and particular skills and capabilities as equal citizens of Sri Lanka.”*

Source: Statement of the National Policy on Disability (2003)

<sup>20</sup> United Nations Committee on Economic, Social and Cultural Rights, 2007.

<sup>21</sup> Fiona Kumari Cambella, 2007. Disability, Law and Mobilisation in Sri Lanka. SSRN.

**Commitments specific to employment of persons with disabilities:** Clause 23 (1) of the PRPD Act refers to employment-related provisions, stating “no person with a disability shall be discriminated against on the ground of such disability in recruitment for any employment or office or admission to any educational institution.” Another important milestone impacting access to employment was a 2003 Amendment to the PRPD Act that included an additional clause to Section 23 to prescribe “the manner and mode of providing facilities to allow access by disabled persons to public buildings, public places and common services.”<sup>22</sup> However, the PRPD Act has been criticised for not having sufficient mechanisms in place for implementation in the current context. A significant step to ensure equitable participation in employment was the Circular on Employment of Persons with Disabilities, which reserved 3 per cent of government jobs for persons with disabilities. The Circular was issued by the Ministry of Public Administration in 1988.<sup>23</sup> In 2004, this quota was extended to private and semi-governmental sectors as well. As an extension to the accession to Convention on the Rights of Persons with Disabilities, a draft Bill on establishing a National Council on Disability is presently being drafted.

**National Policy on Disability:** The National Policy on Disability was developed in 2003 to protect the rights of persons with disabilities.<sup>24</sup> This policy was formulated in response to a national movement for the rights of persons with disabilities. The National Policy on Disability recognises women and girls with disabilities as a vulnerable category subjected to marked discrimination. It includes several guidelines to ensure that women and girls with disabilities are included in policies and strategies to empower women in Sri Lanka (Box 2).

**Disability and gender in sectoral policies:** Several sectoral policies have recognised the need to integrate disability and gender issues, such as the national health and education policies. The National Health Policy (2016 – 2025) was formulated to promote a patient and people-centred approach to health care. It recognises and responds to the specific health needs of persons with disabilities, women and girls. Within the preventive health strategy, it provides community-based comprehensive rehabilitative care for persons with disabilities to enable them to support themselves. Given the scope of the assessment, the most relevant policy from the perspective of access to economic opportunities is discussed in detail to identify disability and gender specific provisions and directives.

**The National Human Resources and Employment Policy (NHREP)** for Sri Lanka was developed in 2006 and approved in 2017. The policy recognised the disadvantages faced by persons with disabilities and identified “inadequate implementation of national policies, among others, relating to the right of disabled persons for remunerative work, and access to education and training that have a market demand” as a major gap. It also acknowledged that a significant proportion of the female population remains outside the labour force with only 36% of working age women engaged in the labour market.<sup>25</sup>

<sup>22</sup> Sri Lanka. Parliament 2003, para 4 (3).

<sup>23</sup> Public Administration Circular No.27/88.

<sup>24</sup> <https://uni.cf/2GhQGEo>

<sup>25</sup> The National Human Resources and Employment Policy for Sri Lanka, Ministry of labour and Trade Union Relations, 2017.

## Box 2. Locating gender in the National Policy on Disability

*“Women who have disability will be included in policies, strategies and future plans for the upliftment of women in Sri Lanka on the basis of equity. They will in particular be included in:*

- » *Poverty alleviation and social security programmes implemented for vulnerable groups, including particularly mothers who have disability.*
- » *Programmes which enhance women’s right to employment, quality of employment, equal right to economic advancement, promote a gender-sensitive environment in workplaces and eliminate sexual harassment and exploitation of workers.*
- » *Skills development and technical and vocational training programmes matched to skills demand in the labour market.*
- » *Universalization of the education of the 5 – 14-year age-group and other strategies which increase school, informal and higher education opportunities for the personal development of females.*
- » *The elimination of violence against women and of sexual harassment and sexual exploitation in the home, community and in society at large and support services for victims.*
- » *Programmes which increase access to family planning and a healthy lifestyle.*
- » *The promotion of gender equity for equal participation and sharing in the family, economy and society including decision-making processes at all levels of social organization and of civil administration and in political processes.*
- » *Programmes directed at peace, reconciliation and national re-building.*
- » *Planning, implementation and monitoring of national policy and action plans concerning women and in monitoring the United Nations Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW)”*.

Source: National Policy on Disability for Sri Lanka, Ministry of Social Welfare (2003)

The National Human Resources and Employment Policy is the overarching policy framework of the Government of Sri Lanka that governs its human resource development strategy and action to be taken to provide full, decent and productive employment to Sri Lankans.<sup>26</sup>

<sup>26</sup> The National Human Resources and Employment Policy for Sri Lanka, Ministry of labour and Trade Union Relations, 2017.

The policy includes a dedicated section on employment opportunities for vulnerable groups and persons with disabilities. It acknowledges the limited opportunities for vocational training, skills development and inadequacies in facilities to meet current labour market requirements for productive employment. Inadequate information and lack of disability data on employment and training is acknowledged as a limitation. The absence of systems and institutional mechanisms to assist in the absorption of qualified persons with disabilities in the labour market is another area that needs strengthening. Other barriers include transport difficulties, inadequate accessible infrastructure and working environments, and negative attitudes of society towards persons with disabilities and their families. Box 3 presents relevant action points related to disability and gender in the NHREP.

### **Box 3. Locating disability and gender in the National Human Resources and Employment Policy**

#### **Action points for disability inclusive employment policy:**

- » Data will be collected about persons with vulnerabilities and disabilities using village level officers working on instructions of the Divisional Secretariat and the Government Agent.
- » Based on personal attributes of the vulnerable – skills, interests, knowledge, ability and talents – action will be taken to make them start up micro or small enterprises. In this exercise, the Government and CSOs will be able to help them by providing initial capital and other forms of commencement assistance. Training in micro enterprise management is of extreme importance to them. Women and youth could be motivated to become owners/ proprietors of such ventures.
- » A better database will be established to improve the availability and accessibility of data on persons with disabilities, and on vocational training facilities available for them and on their demand for jobs.
- » An enabling physical environment will be created for persons with disabilities to access and participate in vocational training.
- » Measures will be taken to improve institutional responsiveness to needs of the persons with disabilities and to create of a supportive environment in the workplace for them.
- » Awareness training will be initiated among parents, persons with disabilities and their caregivers on the benefits of participation in training and employment for people with disabilities.
- » Special concessions will be worked out to those who employ persons with disabilities such as tax concessions, exemption from statutory payments, financial assistance to improve physical facilities for these persons, and any other incentives to motivate employers to engage persons with disabilities.
- » Disability will be mainstreamed in development cooperation, and through this, in development practice. It will be treated as a cross-sectoral concern. Disability issues will be more proactively and effectively addressed in mainstream poverty reduction, community development as well as income generation programmes.

### Action points for gender inclusive employment policy:

- » Provision of incentives for setting up well-monitored crèches for young children and day care centres for the elderly.
- » Encouragement of more flexible work arrangements such as part-time work, and work that can be done online.
- » Telecommunication and other infrastructure facilities necessary to support online working arrangements will be further developed.
- » Investment in training women for higher skilled occupations such as in the information technology sector, nursing, hospitality industry, and driving;
- » Promotion of women's entrepreneurship development, enhancing the access to credit, technology, business knowledge and markets for women;
- » Provision of a secure environment by maintaining law and order for women to travel to and from work; and
- » Provision of safe and efficient transport services through public-private partnerships.
- » Attitudinal changes will be promoted. The knowledge base on the gender division of labour, employment and gender-related issues will be expanded through greater involvement of women's organisations.
- » Some of the sectors in the national economy to be promoted – such as tourism, information and communications technology and health services – have been identified as high growth sectors with a high capacity to absorb educated young women.
- » At least in the next decade or so, a special category of the female workforce, namely the large numbers of war widows, demands the attention of the society and the Government. The programmes earmarked for female workforce will be offered to this group of vulnerable women with specifically worked out subsidy arrangements (e.g. subsidised micro-credit facilities) together with available social service packages.
- » The establishment of a social security system will be considered for the benefit of self-employed women. A fund will be set up with contributions from the self-employed women. The social security system will be implemented through this Fund.

Source: Ministry of Labour and Trade Union Relations, 2016, The National Human Resources and Employment Policy for Sri Lanka.

It is evident that several proactive measures and affirmative actions have been proposed to encourage persons with disabilities and women to access economic opportunities and participate in the labour force across sectors. The gender policy as outlined in the **Women's Charter**, approved by the Government of Sri Lanka on 3 March 1993, recognises and advises the "State to ensure that disabled persons shall have equal access to education and training." Under the section related to the rights to economic activity and benefits, the Women's Charter identifies several important provisions. It directs the "State to take all appropriate steps to ensure to all women and men in the formal and informal sectors of the economy the same right to social security, particularly in cases of retirement, unemployment, sickness, and old age and other incapacity to work."<sup>27</sup>

### 3.2 NATIONAL ACTION PLANS – DISABILITY, GENDER AND EMPLOYMENT

*The National Action Plan for Disability, 2014.* A dedicated National Action Plan for Disability was conceptualised and developed jointly by the Ministry of Social Services and the Ministry of Health and approved in January 2013. The Action Plan adopts a multi-sectoral approach and provides a framework for the implementation of the National Policy on Disability. It also considers other existing policies, laws, delivery systems and plans related to disability concerns in Sri Lanka.<sup>28</sup> The Action Plan is organised across seven thematic areas (Box 4). Each theme contains several focus areas which address priority issues. The focus areas are aligned to expected outcomes, activities, key performance indicators (KPIs), time-frames and responsible agencies. Thematic Area 4 in the Action Plan is specific to work and employment. It includes seven focus areas with 17 beneficiary-specific indicators. The thematic area covers all essential elements to promote and safeguard access to employment and economic opportunities. However, there is no mention of gender in the activities, data requirements or KPIs (see Annex 1, Structured Questionnaire 2, for detailed KPIs and targets under thematic area 4 of the NAPD).

<sup>27</sup> The Women's Charter was issued by the National Committee on Women, Ministry of Women's Empowerment and Social Welfare.

<sup>28</sup> National Action Plan for Disability, Sri Lanka, 2014.

#### **Box 4. National Action Plan for Disability: Beneficiary-specific performance indicators on work and employment**

Focus area 1: National policies, laws, strategies and plans relating to work, employment and vocational training

- » Rates of employment and unemployment of people with disabilities
- » Percentage of employees in public sector institutions

Focus area 2: Equal access to work and employment

- » Number of stakeholders reached

Focus area 3: Preparation, guidance and counselling for work

- » Staff trained with skills
- » Percentage of people with disabilities who received guidance
- » Number of individuals accessing material

Focus area 4: Vocational skills and training and placement services

- » Number placed in jobs
- » Number of staff trained
- » Percentage of trainees placed in jobs

Focus area 5: Self-employment and microfinance

- » Number who found employment through Community Based Rehabilitation (CBR), home-based and community development programmes
- » Percentage of people with disabilities included in programmes
- » Number of people included in programmes

Focus area 6: Wage employment

- » Number of people employed
- » Number of inclusive databases and job banks
- » Percentage of people with disabilities among those registered

Focus area 7: Managing disability at the workplace

- » Number receiving on-the-job training
- » Number receiving job retraining

Source: NAPD, 2014.

#### ***The National Action Plan for the Protection and Promotion of Human Rights (2017–2021):***

This is a comprehensive document setting out goals, objectives, activities, responsible agencies, time-frames, performance indicators and targets.<sup>29</sup> It refers to persons with disabilities in the sections related to Civil and Political Rights, Rights of Women, and Economic Social and Cultural Rights.

<sup>29</sup> National Action Plan for the Protection and Promotion of Human Rights; Sri Lanka. Available from <https://bit.ly/2zgdLEE>.



The Action Plan includes goals related to constitutional reform, the right to autonomy, protecting the right to decent work, full inclusion in mainstream social protection programmes on an equal basis, right to education, accessible and affordable health and rehabilitation, enjoyment of family and community life, accessible built environment, transportation, communication and assistive technologies, political and public participation, participation in sports, culture and recreation, access to justice, freedom from violence and abuse, awareness raising, wellbeing of women and children, and legislative, policy and institutional arrangements to protect, respect and promote rights of persons with disabilities. It includes dedicated chapters on the rights of women and the rights of persons with disabilities. The chapter on rights of women identifies 26 goals, of which three are specific to women's economic rights and opportunities.<sup>30</sup> The chapter on rights of persons with disabilities is comprehensive and inclusive. It contains 15 goals, of which one is specific to advancing the right to decent work.<sup>31</sup> Interestingly, this is the first Action Plan that attempts to mainstream gender within disability rights and includes specific provisions. Goal 14 explicitly states 'wellbeing of women and children' and identifies eight well-defined objectives, including one dedicated to economic empowerment of women with disabilities.<sup>32</sup> Gender and disability are mainstreamed in other relevant chapters as well.

***Establishing the need for committed resources in gender and disability budgets:*** NAPD calls for committed polices and resources across State and non-State actors for its implementation. The Government committed a resource envelope of nearly LKR 65 billion in the Medium-Term Budgetary Framework (2014–2016) for the "implementation of the Government Policy Framework on empowering the differently abled community and mobilising them".<sup>33</sup> The Action Plan was to be implemented by the then Ministry of Social Services in association with the Ministries of Traditional Industries and Small Enterprise Development, Economic Development, Botanical Gardens, Public Recreation and all other stakeholders including public and private trade agencies.

A remarkable development in the National Action Plan for the Protection and Promotion of Human Rights (2017 – 2021) is the allocation of dedicated resources for disability rights, including women with disabilities, across all provincial and central ministries. This is explicitly mentioned under Goal 14, objective 14.5, which identifies "ensured government resources" and its aligned activity to "allocate a separate budget of the Government from the Government annual budget to empower women with disabilities". The performance indicator for this objective is "allocated budget in the national, provincial and local government budgets".

Additionally, under Goal 15 on legislative, policy and institutional arrangements to protect, respect and promote the rights of persons with disabilities, objective 15.7 notes the need to "secure budgetary allocations in the provision of services and programmes for persons with disabilities within all central and provincial Ministries to ensure realisation of their rights".<sup>34</sup>

<sup>30</sup> Goal 6: "Promotion of women's economic rights and independence, including access to employment;" Goal 9: "Securing Socio economic rights of farmer women" and Goal 16: "Provision of livelihood and other income generating means to reduce poverty among war affected women, including female heads of households."

<sup>31</sup> Goal 3: "Protecting the right to decent work."

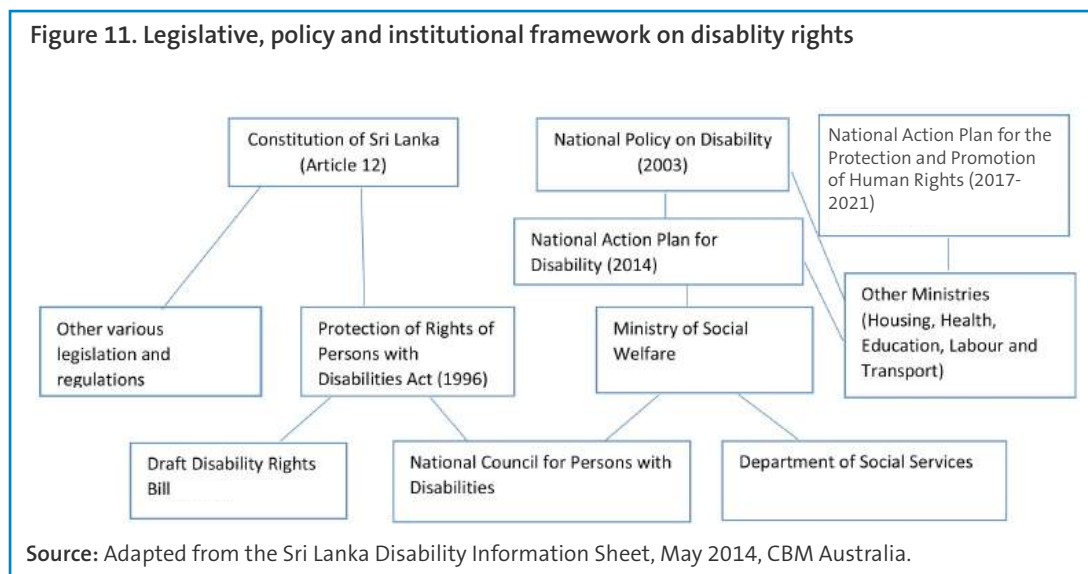
<sup>32</sup> Objective 14.6: "Economically empowered women with disabilities."

<sup>33</sup> Press Briefing of Cabinet Decision taken on 16 December 2013. Retrieved from: <https://bit.ly/2UChy6a>

<sup>34</sup> The aligned activity 15.7.1: "Finance Ministry receives budgetary requests from relevant line Ministries to fund services and programmes for persons with disabilities" and related performance indicator: "Appropriate legislation passed."

### 3.3 THE INSTITUTIONAL FRAMEWORK

A dedicated machinery for disability rights and entitlements has been established. The institutions involved in the provision of services for persons with disabilities include the National Council for Persons with Disabilities, National Secretariat for Persons with Disabilities, Department of Social Services, provincial Departments of Social Services, and Divisional Secretariats. All these are under the purview of the Ministry of Social Welfare and Primary Industries, which is the nodal ministry for disability issues. The Department of Social Services shares the primary responsibility for implementing and monitoring disability programmes that include a package of services related to disability benefits, provision of assistive devices, vocational training, employment and grants to CSOs. Some of these services are decentralised to the Provincial Council level. The next important agencies are the National Council and the National Secretariat for Persons with Disabilities, established for the “Implementation of the PRPD Act No.28 of 1996 for promotion, advancement and protection of rights of persons with disabilities”.<sup>35</sup> It is responsible for the promotion of welfare of persons with disabilities, prevention and control of main causes of disability, maintenance of accurate statistics, rehabilitation of persons with disabilities, monitoring activities of other agencies providing assistance, formulation of programmes and policies, and creating awareness. Figure 11. Legislative, policy and institutional framework on disability rights.



**Agencies promoting employment of persons with disabilities:** Currently, there are several agencies promoting the employment of people with disabilities through varied policies and programmes. The primary agency promoting access to economic opportunities is the Department of Social Services and aligned agencies. Other government departments central to the employment of persons with disabilities are the Ministry of Labour and Trade Union Relations, Ministry of Higher Education, Ministry of Skills Development and Vocational Training, and the Ministry of Public Administration, Management and Law and Order. There are several poverty alleviation programmes of the Government, specifically those implemented by the Department of Samurdhi Development, the nodal department for implementing programmes benefiting the most disadvantaged populations. The vision of the department is to make Sri Lanka poverty-free, empowered and prosperous by 2030.<sup>36</sup>

<sup>35</sup> Ministry of Social Empowerment and Social Welfare. Retrieved from: <https://bit.ly/2NRQMmq>. Accessed on 30 September 2018.

<sup>36</sup> Department of Samurdhi Development. Retrieved from <https://bit.ly/2MJTxaw>. Accessed on 30 September 2018.

The private sector has taken several proactive measures which includes the initiative by the Employers' Federation of Ceylon (EFC) in 1999 to establish the 'Employer Network on Disability'<sup>37</sup> to promote the employment of persons with disabilities. The International Labour Organisation funded EFC to develop this network with the objective of facilitating employment and training opportunities in the private sector for job seekers with disabilities. This network was officially launched in the year 2000.

The Network acts as a link between the business community, disability related organisations and various other bodies in employment-related services. EFC provides a spectrum of services ranging from information and communication technology training, training for persons with disabilities in job-seeking skills and job-keeping skills, soft skills, language skills and job placements. It also works towards creating employer sensitisation in areas concerning people with disabilities. Another programme of significance is the community-based rehabilitation programme under the aegis of the Department of Social Services. It coordinates community-level activities and promotes disability rights. Of the various activities under the programme, two are specific to improving the economic status of persons with disabilities by (i) providing employment opportunities in collaboration with the Ministry of Labour and the private sector by preparing persons with disabilities for employment and (ii) providing vocational training through vocational training institutes at the regional or national level.

### 3.4 CONCLUSIONS

The legislative, policy and institutional framework accommodates issues identified in the situation analyses. It is adept in responding to specific needs and concerns of persons with disabilities including women and girls with disabilities, especially in context of their access to employment opportunities.

- » Broadly, disability related policy documents and action plans treat persons with disabilities as one homogenous group, without acknowledging the vulnerabilities and special needs of women and girls with disabilities.<sup>38</sup> The National Action Plan for the Protection and Promotion of Human Rights (2017 – 2021) is a departure from this line of thinking and includes a dedicated goal under the chapter on rights of persons with disabilities with one objective related to economic empowerment of women in disabilities. The chapter on the rights of women follows the traditional approach and is silent on women and girls with disabilities. Another missing link is the lack of disability related data and monitoring mechanisms.
- » There is a vibrant, strong and dedicated legislative and policy framework to safeguard and promote disability rights in the country. The coverage of disability issues within sectoral policies of line departments points towards mainstreaming disability issues within sector related policy guidelines, enabling disability responsive programme actions.

<sup>37</sup> EFC was established in 1929 as an organisation of employers dealing with labour and social issues in Sri Lanka. It is today the principal organisation of employers, promoting employer interests at national level, especially focusing on industrial relations and labour law.

<sup>38</sup> Goal 14 explicitly states 'wellbeing of women and children' and identifies eight well defined objectives. Objective 14.6 states 'economically empowered women with disabilities'.

- » There is a well-established and dedicated implementing machinery with well-defined roles and responsibilities. Important agencies such as the National Council and Secretariat for Persons with Disabilities do not include representation of women with disabilities in their management, thereby marginalising the issues of women and girls with disabilities in the decision-making process.
- » NAPD endorses a multi-sectoral framework for the implementation of the National Policy on Disability. The Action Plan is well formulated; however, there is no monitoring to understand the extent of implementation or impact. Further, the agencies/actors needed to implement the Action Plan has not been identified. There are no reports published by the Government that can help evaluate its success. NAPD also lacks gender-specific indicators and sex-disaggregated targets across important indicators. This is a gap from the perspective of monitoring achievements for women and girls with disabilities across thematic areas.
- » The National Human Resources and Employment Policy includes policy directives and adequate actions to promote access of persons with disabilities and women to training and economic opportunities. There is, however, no follow up to assess the extent of implementation of these actions. Additionally, the policy treats women and persons with disabilities as two parallel groups.
- » There is thriving non-government participation in safeguarding, advocating and promoting disability rights and employment opportunities. However, this is not channelled and synergised at the national level, therefore resulting in duplication of efforts.
- » A uniform database on persons with disabilities, disaggregated by sex, who are beneficiaries of mainstream government programmes is also lacking. This is a constraining factor in assessing the extent of outreach of such programmes and impact created at the ground level.
- » The National Action Plan for the Protection and Promotion of Human Rights recognises and identifies disability budgets and gender budgets in disability rights. This is reflected under Goal 14, objective 14.5, to “ensure government resources to empower women with disabilities” and Goal 15, objective 15.7, that mentions the “need to secure budgetary allocations in the provision of services and programmes for persons with disabilities within all central and provincial ministries to ensure the realisation of their rights”.

# CHAPTER 4. DISABILITY AND GENDER – INVESTMENT PRIORITIES

This chapter aims to build a macro perspective on the investment priorities of the Government with respect to disability and gender budgets. It also attempts to assess investment priorities for economic empowerment of persons with disabilities and more specifically of women with disabilities. The aim is to unravel resource allocations across the nodal departments for persons with disabilities (the then Ministry of Social Empowerment, Welfare and Kandyan Heritage) and for women's empowerment (Ministry of Women and Child Affairs). A sectoral review of the rural economy sector is also attempted to estimate committed allocations for women and, if possible, for women with disabilities. The intent is to establish the extent and focus of such investments. It is to be noted that an in-depth review of budget estimates to measure the adequacy of resources to implement gender responsive and disability inclusive employment policies and programmes was not possible given the limitations on financial and physical data. The scope of the study was also redefined to include only three departments rather than the six that were originally planned (see Table 1, column on revised approach) as discussed in the section on limitations in Chapter 1. A review of the budget estimates for Fiscal Year 2018 and programmes for economic empowerment of women and persons with disabilities within the select Ministries define the scope of this chapter.

## 4.1 THE 2018 NATIONAL BUDGET: SHIFT TO PERFORMANCE BASED, SUSTAINABLE DEVELOPMENT, GENDER AND DISABILITY BUDGETING

The 2018 National Budget is formulated in line with the Medium-Term Budgetary Framework for 2018–2020. The estimated outlay of the Government for the Fiscal Year 2018 is LKR 3,982,367,818,000.<sup>39</sup> The guidelines and directions for the preparation of Expenditure Estimates for 2018 were issued through the national Budget Call Circular and relevant addendum<sup>40</sup> with a clear directive on including the Sustainable Development Goals (SDGs), performance-based budgeting, gender-responsive budgeting and empowering persons with disabilities.

Performance-based budgeting is the practice of developing budgets based on expected results or key performance expected out of an investment. It is a budgeting tool that ensures cost-efficient outlays that are performance oriented. It was proposed to formulate the 2018 Budget of Sri Lanka based on the performance-based budgeting approach, given its advantages. Under this approach, a list of KPIs will be matched to the resources and expected outcomes. The scope will be identified, measurable outputs and outcomes will be defined based on a sound assessment of socioeconomic impacts. The Budget Call Circular also includes guidelines on identifying focus areas and relevant activities in line with NAPD for follow-up action from respective spending units.

<sup>39</sup> Ministry of Finance, Sri Lanka. National Budget Estimates 2018, Volume I.

<sup>40</sup> Addendum II to the Budget Call Circular 2018, Guidelines for the Preparation of 2018 Budgets Estimates, National Budget Department, Sri Lanka. No. 02/2017 dated 25.07.2017

**Box 5. “Empower differently abled people” – Guidelines in the Budget Call Circular, 2018**

*“Mainstreaming differently abled people is a major area to be addressed in 2018 budget. The Cabinet of Ministers has already directed to implement NAPD which has been prepared based on the National Policy on Disability and designed for the implementation of seven thematic areas. In line with the Government Policy and the Action Plan, all spending agencies are required to identify focus areas and relevant activities on empowering the differently abled community and mobilising them as an equal segment of the society.”*

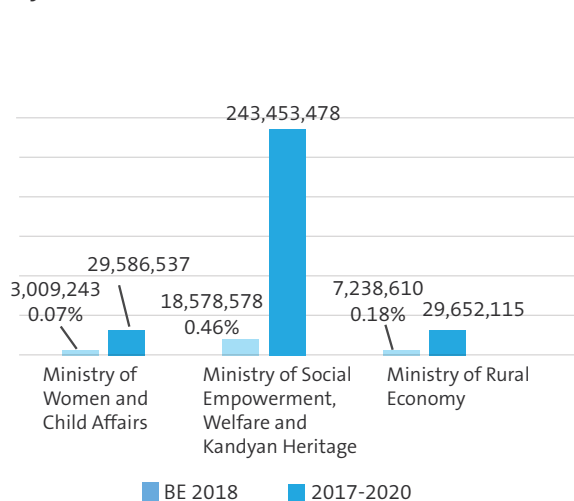
Source: Addendum II to the Budget Call Circular 2018, Guidelines for the Preparation of 2018 Budget Estimates, National Budget Department, Sri Lanka. No. 02/2017 dated 25.07.2017

Box 5 provides the Budget Call Circular guidance on ‘empowering differently abled people’. The process towards the 2018 budget preparation has seen a marked shift towards people- and development-centric budgeting practices. It has opened opportunities that can be leveraged for implementing and fine-tuning gender and disability budgeting.

**4.2 DISABILITY, GENDER AND RURAL ECONOMY: ASSESSING BUDGETARY PRIORITIES**

The Ministry of Social Welfare and Primary Industries (formerly the Ministry of Social Empowerment, Welfare and Kandyan Heritage) is the nodal ministry responsible for disability issues and the Ministry of Women and Child Affairs is the nodal ministry for promoting gender equality and women’s empowerment. The third agency, the Ministry of Rural Economy, is critical from the perspective of economic empowerment of the rural population. The mission of the Ministry is focused on “livelihood development, development of livestock-farm products and promotion of local producers”. All activities are aimed towards raising the economic status of the rural population in Sri Lanka.

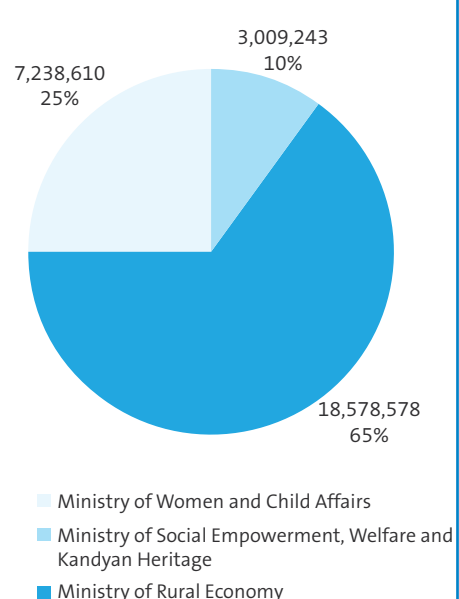
**Figure 12. Budget estimates 2018 and outlays for 2017–2020 (Sri Lankan Rupees in Thousands) by select Ministries**



Note: Percentage Indicates the share of total National Budget for 2018.

Source: Budget estimates 2018, Vol I and II.

**Figure 13. Percentage share of combined 2018 allocations of select Ministries**



Source: Budget estimates 2018, Vol I and II.

The budget estimates for Fiscal Year 2018 across the three select Ministries is presented in Figure 12. The then Ministry of Social Empowerment, Welfare and Kandyan Heritage has the largest share, equivalent to almost 65% of the combined allocations of the three Ministries. Next in order is the Ministry of Rural Economy, which comprises 25% of the combined share followed by the Ministry of Women and Child Affairs that receives only 10% (Figure 13). In terms of the proportional share compared to total government outlay for 2018, all three Ministries combined are less than 1%. The percentage share for each is reflected in Figure 12: 0.46% for social welfare, 0.18% for rural economy and 0.07% for women and children’s affairs. The budget estimates for 2018 across these important sectors from the perspective of gender equality and women’s empowerment, persons with disabilities and development of rural economy indicate low budgetary priorities towards the same.

**Gender, disability and economic empowerment programmes:** The Department of Social Services is committed to empowerment, intervention and rehabilitation of persons with disabilities, implementation of the Samurdhi programme for rural and regional economic development, and introduction of strategies for the empowerment of rural communities. It also includes within its ambit vocational training and employment opportunities for persons with disabilities and implementation of social security and insurance schemes. The department covers 32,000 persons with disabilities within the disability allowance benefits and has built seven government-owned vocational training centres for persons with disabilities.<sup>41</sup> The Ministry of Women and Child Affairs’ key functions entail formulation and implementation of strategies for the enhancement of women's participation and representation in decision making, empowerment with special focus on women with low incomes and women heads of households, and to ensure gender equality and equity. The Ministry is also the nodal ministry for implementation of laws policies addressing gender-based violence, realisation of women specific SDGs, and implementation of the Women's Charter.<sup>42</sup>

Table 2. Disability, gender and economic empowerment programmes, 2018		
Major projects to be implemented in 2018		
Programme/project	Budget estimates (millions of LKR)	Link to SDGs Goals and Targets
<b>Ministry of Social Empowerment, Welfare and Kandyan Heritage</b>		
Samurdhi Programme: Providing cash grant for 1,400,000 Samurdhi beneficiaries	43, 950	1.1 By 2030, eradicate extreme poverty for all people everywhere.
Assistance for Disabled Persons: Providing cash grant for 32,000 Differently Abled Persons	1,152	10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of [...] disability [...]. 1.4 By 2030, ensure all people have equal rights to economic resources and access to basic services.

<sup>41</sup> Budget estimates 2018, Vol II. Ministry of Social Empowerment, Welfare and Kandyan Heritage.

<sup>42</sup> Budget estimates 2018, Vol II. Ministry of Women and Child Affairs.

Empowering Samurdhi Beneficiaries: Upgrading the livelihood of the needy people	2,000	1.4 By 2030, ensure all people have equal rights to economic resources and access to basic services.
Construction of Vocational Training Centers	60	10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of [...] disability [...].
<b>Ministry of Women and Child Affairs</b>		
Nutritional Food Package for Expectant Mothers	5,500	2.2 By 2030, end all forms of malnutrition [...] and address the nutritional needs of pregnant and lactating women. 3.1 By 2030, reduce the global maternal mortality to less than 70 per 100,000 live births. 3.4 By 2030, reduce by one-third premature mortality from non-communicable diseases.
Prevention of child abuse and violence against women	50	5.2 Eliminate all forms of violence against all women and girls. 5.5 Ensure women's full and effective participation and equal opportunities [...] in political, economic and public life.
Diriya Kantha Programme: Empowering women headed families	70	5.5 Ensure women's full and effective participation and equal opportunities [...] in political, economic and public life.
Kantha Saviya Programme: Economic Empowerment of women	45	5.5 Ensure women's full and effective participation and equal opportunities [...] in political, economic and public life.
<b>Source:</b> Budget Estimates 2018, Volumes I and II.		



Table 2 lists out the major projects related to women, disability and economic empowerment implemented by the two nodal departments: Social Services and the Women’s Bureau. The budget estimates for 2018 for all such projects and their link to SDGs is also reflected in the table. As can be seen, gender specific allocations are focused around maternal and nutritional health, prevention of violence against women and few projects aimed at women’s economic empowerment. With respect to composite expenditure projects,<sup>43</sup> the Samurdhi scheme and empowering Samurdhi beneficiaries’ programme focus on livelihoods and improving the economic status of the most disadvantaged. The disability focused allocations are seen in the form of welfare initiatives including infrastructure development for vocational training centres exclusively for persons with disabilities. A grouping of all these projects is attempted in Table 3 to understand resource allocations for pro-women projects<sup>44</sup>, disability specific projects and composite projects under five thematic areas.

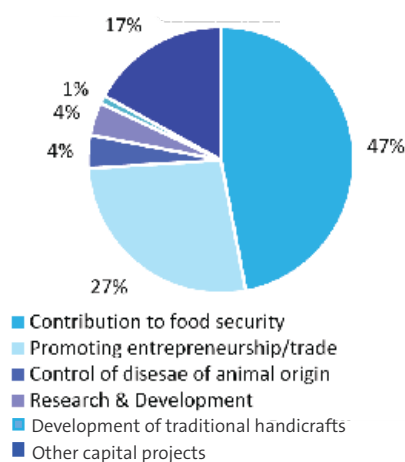
Priority investments for women-specific interventions are related to maternal health and well-being followed by economic security and empowerment. Violence against women is also a priority area indicating government commitment to mitigating gender-based violence. In disability specific interventions, resources centre around welfare assistance and infrastructure development. The quantum of allocations under composite expenditure projects are highest under grants, economic security and empowerment.

**Table 3. Allocations across focus areas, social welfare and women empowerment**

Focus Area	Composite expenditure	Disability	Women
Grants, economic security and empowerment	45950	0	115
Welfare assistance	0	1152	0
Infrastructure	0	60	0
Maternal health	0	0	5500
Violence against women	0	0	50

Source: Researcher’s Estimates

**Figure 14. Composition of estimated capital expenditure, 2018, for Ministry of Rural Economy**



Source: Ministry of Rural Economic Affairs, Budget estimates 2018, Vol III.

The outcome statement of the Ministry of Rural Economy states to “ensure social benefits to the rural people and sustainable economic growth in the country”. This Ministry is central to the development of rural economic sectors and it provides financial support to implement rural livelihood development projects, promote rural infrastructure facilities and develop small enterprises. It also encourages relevant partners to process and market animal-based products and set up a systematic marketing network. The proportional share of 2018 estimates of capital expenditure are highlighted in Figure 14. As can be seen, 27% of the capital outlay is dedicated to promoting entrepreneurship and trade and about 1% is committed to the development of traditional handicrafts and other small industries.

<sup>43</sup> Budget estimates 2018, Vol II. Ministry of Social Empowerment, Welfare and Kandyan Heritage

<sup>44</sup> Budget estimates 2018, Vol II. Ministry of Women and Child Affairs

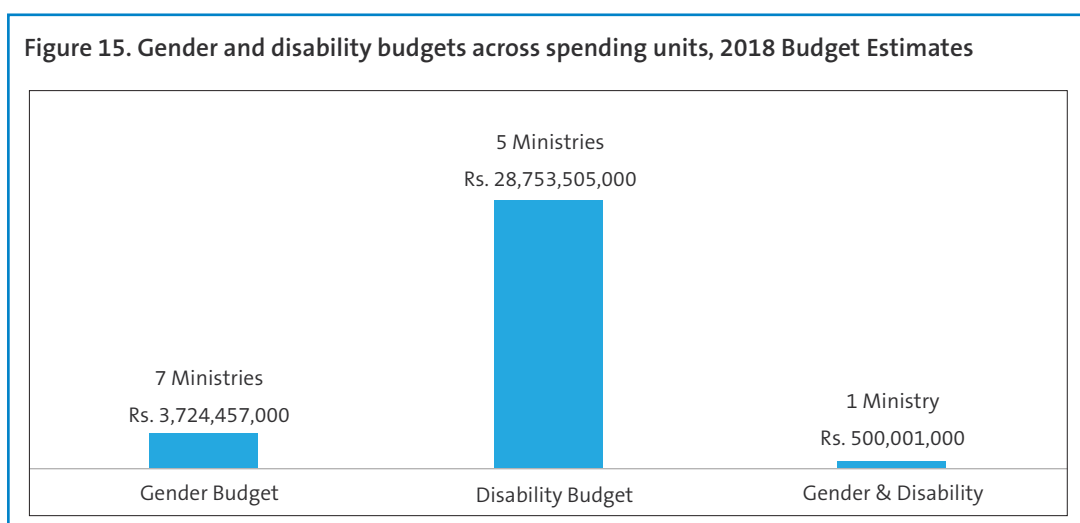
### 4.3 CONCLUSIONS

- » The review of budget estimates is merely indicative of disability, gender and economic empowerment investments. The approach is narrow and, therefore, the analysis is not representative of the entire quantum of funds flowing through welfare, economic and infrastructure related development programmes and empowerment interventions across various spending units listed in the budget documents.
- » The budget priorities of the Government towards gender equality and women's empowerment and disability rights are very low. Most interventions for persons with disabilities have a 'welfare' approach and that of gender budgets are concentrated around women's reproductive health needs and gender-based violence.
- » The limitations with regards to sex-disaggregated beneficiary data in disability investments; beneficiary data on women and girls with disabilities in women-centric allocations; and beneficiary data disaggregated by sex and disability status in composite expenditure projects inhibit in-depth and pointed analyses.
- » Most composite disability projects do not account for gender-specific disadvantages nor do they fix physical targets in the form of quotas to ensure coverage of women and girls with disabilities.
- » Similarly, pro-women programmes treat women as a homogenous group and lack affirmative measures to reach out to women and girls with disabilities. These programmes do not maintain beneficiary data disaggregated by disability and social status.
- » The 2018 Budget Call Circular includes a directive related to 'disability focused' action areas and committed outlays; however, it is not reflected in the budget estimates of spending units. The directives in the Circular are silent on women and girls with disabilities and this is a limitation.

## CHAPTER 5. CONCLUSIONS AND RECOMMENDATIONS

This chapter provides analyses based on desk reviews of budget documents and identifies projects that lend themselves to gender, disability and economic empowerment-related interventions and corresponding outlays.<sup>45</sup> This was the best alternative approach considering the lack of financial and physical data and the absence of gender and disability focused budget statements. It is also noted that there are no status reports that monitor the implementation of the NAPD or the National Action Plan for the Protection and Promotion of Human Rights; nor are there any reports on disability expenditure reviews for reference and guidance. With regard to economic empowerment schemes, the limitation is the lack of beneficiary data across such projects. No data is available on the mandated 25% quota for female beneficiaries in rural economic empowerment projects.<sup>46</sup> All these factors constrained accurate and in-depth analysis.

Recent directives in the Budget Call Circular – 2018 provide the much-needed entry points for allocating gender and disability budgets within estimates presented by spending units. Under gender budgeting, the spending units are directed to be guided by SDG 5 on Gender Equality and Women’s Empowerment and to prepare budget estimates based on the KPIs developed by the Ministry of Women and Child Affairs. However, in practice, the KPIs and SDGs are arbitrarily presented. No line items are booked as gender budgets and the required data related to disability budgets in line with the NAPD are also missing. The Budget Call Circular also directs Ministries and departments to “take necessary actions” towards implementation of the National Action Plan to Address Sexual and Gender-Based Violence. An arbitrary scan of programmes that lend themselves to gender and disability budgets and the corresponding Budget Estimate 2018 indicate that disability budgets are reflected under five spending units and gender budgets across seven spending units. It is also observed that there is only one women-specific disability project. Figure 15 shows the budget outlay under three categories (see Annex 4 for department and project specific details).



<sup>45</sup> Desk review of Budget estimates, Volumes I, II and III.

<sup>46</sup> 25% allocation of budget of Rural Economic Development for women specific projects – Vide cabinet paper 15/1983/740/005. The recent directive as issued in the ‘Guidelines for Preparation of the Provincial Annual Development Plan – 2018’ by the Finance Commission of Sri Lanka provides under its general guidelines for 25% of allocation to be made available for women from the projects implemented for Rural Economic Development.

**Limitations and gaps in identifying gender and disability budgets:** It is evident from data and responses to the questionnaire administered to Ministries and departments (see Annex 2) that the lack of disability and gender mainstreamed composite expenditure projects stems from the perception that such programmes are neutral and cover all categories of beneficiaries.

The underlying barriers that define and control access to development programmes is not understood. It is also noted that quotas or targeting of persons with disabilities, women and girls with disabilities, women and other disadvantaged populations in development programmes does not happen pre-emptively. Beneficiary targeting as an ex-ante exercise ensures coverage of benefits to those most disadvantaged. Another issue concerns maintaining a sex-disaggregated and socially inclusive database of beneficiaries of projects. In the absence of such information, it is not possible to measure the benefits of such interventions. Another limitation concerns disability mainstreaming in women's affairs and gender mainstreaming in social welfare. The nodal agencies treat women or persons with disabilities as one homogenous entity. Affirmative action or proactive measures towards recognising other categories of disadvantaged populations within these are absent.

**Issues with gender budgets:** The Sri Lankan gender budgeting experience is unique as it has experimented with a variety of interesting approaches. The costing of the National Plan of Action to Address Sexual and Gender-Based Violence is an initiative with a *thematic* focus, planned out of a special need. The government decision to commit to a 25% quota for women beneficiaries across all rural economic empowerment programmes is an initiative with a *sectoral* focus. In both cases, it is difficult to understand how these measures will benefit women and girls with disabilities. It is also not clear how resources, in any particular financial year, are committed towards these initiatives. Additionally, despite clear directives in the Budget Call Circular to identify gender budgeting across all spending units, this remains unaddressed. In the absence of financial data on gender budgeting, it is impossible to assess and review progress.

**Issues with disability budgets:** The NAPD endorses a multi-sectoral framework for the implementation of the National Policy on Disability. The Action Plan is well formulated, however, the agencies/actors needed for implementation have not been identified. The Budget Call Circular – 2018 directs spending units to identify estimates towards compliance with the NAPD, yet the financial data to match compliance is missing. The National Action Plan for the Protection and Promotion of Human Rights recognises and identifies disability budgets and gender budgets in disability rights. Yet, the status on achievement and resources allocated is not available. Given these constraints, it is difficult to calculate disability budgets or resources committed to disability rights.

Essentially, the necessary ground work that entails a mix bag of pre-requisites, such as clear directives and formats in the Budget Call Circular; capacity-building of officials and CSOs in gender and disability budgeting including SDGs and KPIs; dedicated human resources; disaggregated beneficiary data, is notably lacking. There is also a lack of process clarity related to directions in the Budget Call Circular on disability, gender budgeting, KPIs, SDGs and how these can best be linked to allocations in the form of budget estimates.

### Box 6. Disability responsive initiatives

The Ministry of Transport and Aviation endorses a recruitment process which adheres to the common national administration policies applicable to the public service. There is no discrimination in the government policy based on gender. However, creating the opportunities for people with disabilities, especially women with disabilities, is difficult as their work sphere is limited. The female workers newly recruited to the Railways Department lack the capacity and willingness to take certain jobs such as work in the railway tracks. To create a disability and gender responsive approach, the Ministry had taken several measures that include public vehicles with special seating for persons with disabilities. A special licensing process has been implemented to allow persons with disabilities to drive with minimum modifications in their vehicles. All new infrastructure developed include ramps, low counters and sanitary facilities to promote accessibility for the persons with disabilities. The Ministry ensures inclusion of persons with disabilities in all training opportunities.

Source: Key informant interview with Ministry of Transport and Aviation.

## 5.1 RECOMMENDATIONS

The recommendations are divided across critical pillars that will help advance equitable disability rights and ensure focused allocations for women and girls with disabilities.

### *The National Action Plan for Disability, 2014*

- » The Government committed a resource envelope of LKR 65 billion in the Medium-Term Budgetary Framework (2014–2016) for the implementation of the Government Policy Framework on ‘Empowering the Differently Abled Community’. There is no public document to support compliance of the same. A detailed expenditure review and compliance audit to establish how this amount was spent will be most useful from an accountability perspective.
- » A thorough review of the NAPD from a gender perspective to ensure that indicators are gender-responsive and the targets are sex-disaggregated is necessary. All relevant KPIs should include sex-disaggregated information; for example, “Rates of employment and unemployment of people with disabilities” under thematic area 4 on Work and Employment, should be revised to “rates of employment and unemployment of men and women with disabilities”.
- » A study on costing of the NAPD will be relevant as it will ensure that activities are budgeted for.
- » Reports on implementation from line Ministries and departments will help measure the achievements and identify gaps, based on which the same can be updated and revised. This will also help identify baselines.
- » A Management Information System (MIS) based monitoring mechanism needs to be developed in partnership with line agencies. The format can be developed centrally and updated by each responsible agency every six months, to ensure timely monitoring.
- » Capacity-building of relevant agencies on the Action Plan and implementation requirements.

### *Budget Call Circulars and presentation of data in budget documents*

- » The scope of gender KPIs should be expanded to include disability dimensions wherever relevant.
- » Capacity development of select Ministries in identifying the most suited KPIs and improved presentation of financial data.
- » The employee profile presented in the budget documents should include sex-disaggregated employee data with information on the number of employees with disabilities. This will ensure monitoring and compliance of the 3 per cent disability quota in government jobs.<sup>47</sup>

### *Gender budget statement*

- » Partnership with the Ministry of Finance to provide clear guidelines related to the gender budgeting directive in the Budget Call Circular.
- » A feasibility assessment to explore the possibility of introducing a gender budget statement for select Ministries.
- » As a first step, gender budget statements can be designed to reflect estimates specific to the 25% quota reserved for women beneficiaries in rural economic development programmes. The format should identify all projects of relevant spending units and align budgetary support to implement this. It should also include physical targets that are inclusive of women with disabilities. The format should be able to monitor physical and financial progress. This can be piloted and appended to the budget document every fiscal cycle.

### *Private sector and CSO partnerships*

- » The private sector has taken several proactive measures on disability rights; for example, the Employer Network on Disability promotes the employment of persons with disabilities. Given the experience of EFC, a formal agreement could be drawn to make it the primary agency for:
  - All government staff trainings on the NAPD and disability issues. A training calendar can be developed in consultation with the Department of Social Services;
  - Maintaining a MIS database (sex-disaggregated) on persons with disabilities across all vocational training institutions – both government and private; and
  - Maintaining a MIS database on gender and diversity policies and employees with disabilities (sex-disaggregated) across all private sector companies.

<sup>47</sup> The categorization of employees has been prepared based on Annex II of the Public Administration Circular No. 06/2006 of 25 April 2006. Accordingly, staff of each expenditure Head has been categorised as : A - Senior level, B - Tertiary level, C - Secondary level and D - Primary level.

### *Capacity development*

- » All Ministries and departments could include an expenditure item on 'capacity-building'. A Circular can be issued jointly by the Ministry of Women and Child Affairs and the Ministry of Social Welfare for line agencies to include training on addressing gender-based violence, gender budgeting, National Action Plan for Disability, KPIs and SDGs.
- » Customised and clear training modules can be developed and shared with these Ministries to guide such capacity building programmes. Data on such programmes (number of trainings and participants) can be maintained by these departments.

### *Building research capacities of disability groups and networks*

- » Identification of CSOs to be trained in disability and gender budget work is a critical action area. It is important to build their capacities in disability and gender budgets to broaden the base and deepen their advocacy agenda. There are several active disability networks in the country. However, their understanding and capacities in budget work is lacking. A master trainer programme can be planned to create a resource pool of trainers.
- » A compendium on good practices in disability and gender budgets should be developed and disseminated.

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## ANNEX 1. STRUCTURED QUESTIONNAIRES

<b>METHODOLOGYSTRUCTURED QUESTIONNAIRE 1</b> (Ministry of Women and Child Affairs, Ministry of Social Empowerment, Welfare & Kandyan Heritage, Ministry of Education, Ministry of Rural Economic Affairs, Ministry of National Integration and Reconciliation and Ministry of Skills Development and Vocational Training)	
Name of Department/ Ministry:	
Please attach in chronological order administrative circulars containing directives, instructions, mandatory templates, policy guidelines or rules that exist currently on people with disabilities – specific to your department.	
Does the Policy include any mention/action/provision of women/girls with disabilities? Attach appropriate supporting documents.	
List all beneficiary-oriented programmes of your department with the Budget estimates for 2018.	
Are Physical Targets (no. of people benefited) fixed for each fiscal year?	
Is sex-disaggregated and disability data maintained for beneficiaries?	
List 100% pro-women programs of your Department with the Budget estimates for 2018.	
Do you assign targets for women with disabilities in such programmes?	
Does your department have any targeted programme for women with disabilities?	
If yes, what are the Budget estimates for these programmes for the fiscal year 2018?	
Does your department collate and publish data on people with disabilities? Also mention type of data maintained. Please attach data formats	
Question Specific to Programmes of Rural Economy: Regarding the gender budget quota of '25% for rural development and economic empowerment schemes:  · Please list all the schemes that fall within the ambit of rural economic development alongside budget estimate for 2018.  · What is the quota assigned for each of these schemes for female beneficiaries?  · Is there any such quota assigned for females with disabilities within the 25% requirement?  · How is the beneficiary data monitored? Attach format.	

METHODOLOGY STRUCTURED QUESTIONNAIRE 2	
KEY PERFORMANCE INDICATOR – 48 Indicators	QUESTION AND DATA REQUIREMENT
<b>Focus area 1: national policies, laws, strategies and plans relating to work, employment and vocational training</b>	
1. Rates of employment and unemployment of people with disabilities	· Share latest data on the same, disaggregated by sex.
2. Recruitment criteria amended <sup>1</sup>	· Is the recruitment criterion amended? · If yes, please share the recruitment criterion with 3 per cent employment quota.
3. Percentage of employees in public sector institutions	· Share latest data on the same, disaggregated by sex.
<b>Focus area 2: equal access to work and employment</b>	
4. Report available with recommendations <sup>2</sup>	· Was a working group constituted? · If yes, please attach the report of the working group
5. No. of barrier-free programmes & workplaces <sup>3</sup>	· List out the same
6. No. of stakeholder meetings	· Provide numbers, agenda and participant list
7. No. of stakeholders reached	· Provide numbers and type of stakeholders
<b>Focus area 3: preparation, guidance and counselling for work</b>	
8. Assessment formats <sup>4</sup>	· Provide the format
9. No. of CBR, home-based and community development programmes providing services	· No. of such programmes, · Outlay for financial year (FY) 2016/17 · No. of beneficiaries, disaggregated by sex (if available)
10. No. of centres with accessibility & infrastructure <sup>5</sup>	· Provide numbers
11. Staff trained with skills	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
12. Percentage of persons with disabilities received guidance	· No of persons with disabilities received guidance – disaggregated by sex · Provide outlay for FY 2016/17
13. No. of individuals accessing material <sup>6</sup>	· Provide numbers – disaggregated by sex
<b>Focus area 4: vocational skills and training and placement services</b>	
14. CBR & home-based & community development programmes <sup>7</sup>	· Attach the review report
15. No. placed in jobs	· Provide numbers – disaggregated by sex
16. No. of institutions with accessibility and infrastructure <sup>8</sup>	· Provide numbers
17. No. of staff trained	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17

<sup>1</sup> Enforce 3 per cent employment quota (of approved cadre) for people with disabilities in public sector

<sup>2</sup> Appoint a working group to conduct study to ascertain barriers to, and best practices in, mainstream skills development, work and employment and make recommendations

<sup>3</sup> implement recommendations

<sup>4</sup> Include preparation, guidance and counselling of individual and family with assessment of support needed in CBR -community-based preparation, guidance and 5 counselling for vocational training-, home-based and community development programmes

<sup>5</sup> Strengthen capacity of mainstream vocational guidance centres, including staff training, to include people with disabilities, making reasonable accommodations where necessary to overcome barriers

<sup>7</sup> Make available to jobseekers with disabilities job market information produced for the mainstream

<sup>8</sup> Review CBR, home-based care and community development strategies to ensure issues are addressed effectively, strengthen and expand

18. Percentage received training	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
19. No. placed in jobs	· Provide numbers – disaggregated by sex
20. No. of market-oriented courses offered <sup>9</sup>	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
21. No. of centres with required facilities	· Provide numbers and list
22. No. of staff trained	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
23.No. of instructional materials in accessible formats	· Attach list of such material
24. Percentage of trainees placed in jobs	· Provide numbers – disaggregated by sex
<b>Focus area 5: self employment and microfinance</b>	
25. Report available <sup>10</sup>	· Please attach report
26. No. who found employment through CBR, home-based and community development programmes <sup>11</sup>	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
27. Report available <sup>12</sup>	· Please attach report
28. Stakeholder workshop <sup>13</sup>	· List of stakeholders, agenda and budget
29. Percentage of people with disabilities included in programmes	
30. Report available <sup>14</sup>	· Please attach report
31. No. of service providers sensitised <sup>15</sup>	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
32. No. of collaborating mechanisms tested	· Provide numbers and examples of such mechanisms
33. No. of stakeholder's participating in workshops to share learning	· List of stakeholders, agenda and budget
34. No. of people included in programmes	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
<b>Focus area 6: wage employment</b>	
35. Report on barriers and best practices available with recommendations <sup>16</sup>	· Please attach report
36. No. of employers sensitised <sup>17</sup>	· Provide numbers – disaggregated by sex · Provide outlay for FY 2016/17
37.Types of workplace support provided	· Provide details on such support mechanisms. Are there any exclusive mechanism keeping in view special needs of women with disabilities?
38. No. of people employed	· Provide numbers – disaggregated by sex · Type of employment accessed
39. No. of inclusive databases and job banks <sup>18</sup>	· Provide list · Provide outlay for FY 2016/17

<sup>9</sup> Strengthen current special institutions with updating of courses, staff training, instructional materials and facilities

<sup>10</sup> Review effectiveness of CBR, homebased care and community development programmes in promoting the development of skills and self-employment (including marketing) to enable people with disabilities to make a decent living

<sup>11</sup> Based on findings of review, strengthen and expand self-employment through CBR and homebased and community development programmes

<sup>12</sup> Appoint a working group to conduct a study to ascertain barriers to and best practices in entrepreneurship training and business skills development programmes

<sup>13</sup> Increase access to entrepreneurship and business skills development programmes and training through sharing findings and experiences

<sup>14</sup> Appoint a working group to conduct a study to ascertain barriers to and best practices in microfinance and financial services

<sup>15</sup> Based on study, increase access to microfinance and financial services through testing mechanisms and sharing experiences

<sup>16</sup> Appoint a working group to conduct a study to ascertain barriers to & best practices in wage employment including use of value chains for people with disabilities and make recommendations

<sup>17</sup> Implement recommendations

<sup>18</sup> Promote and facilitate the registration of jobseekers with disabilities in existing job banks and databases, including that of EFC.

40. Percentage. of people with disabilities among those registered	· Provide percentage for both male and female
<b>Focus area 7: managing disability at the workplace</b>	
41. No. of audited workplaces <sup>19</sup>	· Provide list
	· Provide audit guidelines
	· Provide outlay for FY 2016/17
42. No. of accessible workplaces <sup>20</sup>	· Provide list
43. Percentage of targets achieved <sup>21</sup>	· Provide achievements disaggregated by sex
44. No. of workplaces applying code <sup>22</sup>	· Provide numbers with list
45. No. of model employers <sup>23</sup>	· Provide numbers with list, any specific good practice related to encouraging employment of women with disabilities
46. No. of enterprises with accessible training facilities <sup>24</sup>	· Provide numbers with list
47. No. receiving on-the-job training	· Provide achievements disaggregated by sex – for on-the-job trainings and job retraining
48. No. receiving job retraining	· Provide outlay for FY 2016/17

<sup>19</sup> Carry out disability-access audits at public and private sector workplaces

<sup>20</sup> Based on findings make public and private sector workplaces accessible using Universal Design and making available assistive technologies

<sup>21</sup> Promote a targeted approach to the employment of people with disabilities

<sup>22</sup> Apply code of practice “Managing Disability Issues at the Workplace” prepared by EFC.

<sup>23</sup> Identify, promote and publicize model employers of people with disabilities

<sup>24</sup> Employers to provide on-the-job training for new employees and job retraining for those disabled while at work to sustain opportunities

## ANNEX 2. THE SAMPLE FOR FIELD SURVEY

District	Divisional Secretariat Division	Sample		
		Female	Male	Total
Kurunegala	Kurunegala	18	02	20
	Polgahawela	18	02	20
	Kuliyapitiya West	18	02	20
	Maspotha	09	01	10
	Narammala	18	02	20
	Wariyapola	09	01	10
	<b>Total</b>		<b>90</b>	<b>10</b>
Puttalam	Puttalam	27	03	30
	Wennappuwa	18	02	20
	Chilaw	27	03	30
	Madampe	09	01	10
	Vanathawilluwa	09	01	10
	<b>Total</b>		<b>90</b>	<b>10</b>
Kandy	Kandy (Gangawatakorale)	18	02	20
	Harispattuwa	18	02	20
	Doluwa	18	02	20
	Pathahewaheta	09	01	10
	Teldeniya	09	01	10
	Gampola	18	02	20
	<b>Total</b>		<b>90</b>	<b>10</b>
Nuwara Eliya	Nuwara Eliya	18	02	20
	Ambagamuwa	18	02	20
	Hanguranketha	18	02	20
	Kotmale	18	02	20
	Walapane	18	02	20
	<b>Total</b>		<b>90</b>	<b>10</b>
<b>All Districts</b>	<b>Total</b>	<b>360</b>	<b>40</b>	<b>400</b>

## ANNEX 3. DISABILITY ACTS, NOTIFICATIONS AND PROVISIONS

- » Visually Handicapped Trust Fund Act, No. 9 of 1992.
- » Human Rights Commission Act, No. 21 of 1996.
- » Social Security Board Act, No. 17 of 1996.
- » General Education Reforms of 1997 introduced the inclusion of children who have disabilities in the ordinary classroom, changes in teaching, the curriculum, counselling, career guidance, school-based management and new strategies for teacher education were all promoted to benefit children with disabilities.
- » Special Educational Services (Incorporation) Act, No. 3 of 1999.
- » Ranaviru Seva Act, No. 54 of 1999 enacted to provide for the aftercare and rehabilitation of members of the Armed Forces and the Police Force who had become disabled in action.

### *Schemes and regulations regarding pensions, insurance and compensation in case people acquire disability in certain circumstances*

- » Wages Board Ordinance No. 27 of 1941 support and promote the employment of disabled job seekers and disabled employees.
- » Employees' Trust Fund.
- » Workmen's Compensation Act Chapter 139 of 1934.
- » Public Administration Circular No.27/88 that provides a 3 per cent quota of all public service jobs to people with disabilities who have the requisite training and 'whose disability would not be a hindrance to the performance of his duties'.

### *Acts and provision that promote access for persons with disabilities*

- » Disabled Persons' Access Regulation Government Gazette Extraordinary No. 1 of 2006. 1467/15 of 2006/10/17 aligned with the PRDP Act of 2006.
- » Disabled Persons' Access Regulation Government Gazette Extraordinary 1619/24 of 2009 aligned with the PRDP Act of 2006.

### *Inclusion of persons with disabilities in the electoral process*

- » Election (Special Provision) Act, No. 28 of 2011. This provides for voter who is totally or partially, visually-impaired or physically-impaired, to be accompanied by another to assist in marking of ballot papers.
- » Elections Commission, Strategic Plan 2017–2020.

## ANNEX 4. DISABILITY AND PRO-WOMEN PROGRAMMES ACROSS SPENDING UNITS

<b>Disability Budgets – Projects that lead to targeting disability beneficiaries</b>	
His Excellency the President	Coordination of National Programmes for Environment Conservation, Drug Prevention, Kidney Disease Prevention, Child Protection and Disabled and Elderly Population
National Budget Department	Support for Low Income Disabled Persons
Sri Lanka Army	Two-Storied Building for Disabled War Heroes
Minister of Health, Nutrition and Indigenous Medicine	Youth, Elderly, Disabled and Displaced Person, Vocational Training Centres for Differently Abled; Visually Handicapped Fund; Facilitate Recreational Activities of Differently Abled Children; Daily Allowance for Differently Abled Students; Modernization of Vocational Training Centres for Differently Abled; Construction of a Resident Home for Females with intellectual disabilities – Puwakpitiya”
<b>Gender budget - 100% pro-women allocations</b>	
Minister of Higher Education and Highways; Ministry of Defense; Ministry of Women and Child Affairs; Minister of Industry and Commerce; Ministry of Power and Renewable Energy; Minister of Education; Ministry of Foreign Employment	
<b>Gender-based violence</b>	
Ministry of Foreign Employment	Supporting migrants’ families for preventing gender-based violence.
Ministry of Power and Renewable Energy	Gender Based Violence Programme (Government of Sri Lanka/ UNFPA)
Ministry of Women and Child Affairs	Prevention of Child Abuse and Violence against Women
Ministry of Higher Education and Highways	Establishment a Centre for Gender Equity and Equality and Prevention of Gender Based Violence and Ragging and Strengthening Gender Equality and Equity and Zero Tolerance for Gender Based Violence (UNESCO) – Staff Training.

Source: Budget estimates 2018, Volumes I, II and III.



United Nations Entity for Gender Equality  
and the Empowerment of Women



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