



Wide Angle

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*Do not tell me what your priorities are: show me your budget*

## Investment in Employment for Persons with Disabilities in Mainstream Settings: An initial analysis of France, Peru, and the United States

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Social & Inclusion Division  
December 2022

WA | 16



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## Table of contents

Acknowledgements .....	4
Key messages .....	6
Foreword .....	8
Introduction.....	9
I. Context .....	11
1. The right of persons with disabilities to work.....	11
2. Budgetary analysis as tool for fiscal justice in the context of the rights of persons with disabilities .....	12
II. Conceptual framework.....	15
1. Economic inclusion .....	15
2. Employment and social protection .....	15
3. Waged employment and self-employment.....	17
4. Mainstream, supported, and segregated employment.....	17
5. Work and unpaid care work .....	18
6. Employment services .....	19
7. Fiscal justice.....	19
8. Costs and investments.....	20
III. Methodology .....	22
1. Scope and methodology.....	22
2. Limitations.....	31
IV. Literature review.....	33
V. Findings.....	37
1. Findings: Investments at national level.....	38
2. Findings: Investments at local level .....	47
3. Gender and diversity approaches.....	57
4. Selected figures related to investment in programmes to facilitate access to mainstream waged employment for persons with disabilities.....	59
VI. Country case studies.....	62
1. France .....	62
2. Peru.....	83
3. United States .....	106
VI. Recommendations .....	123
1. Recommendations for budgeting and monitoring employment policies and programmes .....	124
2. Recommendations for future research.....	128
3. Resources.....	130
Conclusions .....	132
Annexes .....	133
Acronyms.....	148
Bibliography.....	150

## Acknowledgements

The authors would like to thank the following persons for their contributions and support, in addition to the Advisory Committee:

- Mehrez Afchar, Humanity & Inclusion (HI) Tunisia
- Patricia Andrade, Sociedad Peruana Síndrome de Down, Peru
- David Andrevon, International Labour Organisation (ILO) Tunisia
- Sergio Aranibar, Red Latinoamericana de Sobrevivientes de Mina/REG y Personas con Discapacidad
- Patricia Asenjo, Ministerio de Trabajo y Promoción del Empleo, Peru
- Kyle Beeson, Department of Rehabilitation Services, Maryland Department of Education, US
- Miriam Beltrán, FUNDISCA, Colombia
- Abdennaceur Benahmed HI Tunisia
- Meritt Buyer, HI US
- Alberto Casas, FAIS, Peru
- Diana Cotrina Dávila, Aynimundo, Peru
- DARES-Direction for research, studies and statistics team, Ministry of Labour, Full Employment and Inclusion, France
- Christian Delgado Linares, Aynimundo, Peru
- Frédérique Dupuy, ILO France
- Rosario Galarza, International Disability Alliance, Peru
- Mariangel García Ramos, Women Enabled International
- Margaux Germain, Messidor, France
- Nanette Goodman, Burton Blatt Institute, US
- Dominique Granjon, Espoir73, France
- Anne Hirsch, Job Accommodation Network, US
- Anderson Henao Orozco, HI Colombia
- Cristina Higa, Aynimundo, Perú
- Jesús Martínez, Humanity Security Network in Latin America and the Caribbean (SEHLAC), El Salvador
- Cristian Melo, ASOV-ABADES, Colombia
- Manel Mhiri, Inclusion International, Tunisia
- José Orestes, OMEPADE, Departamento de Mala, Peru
- Giovanna Osorio, Kipu Llaxta, Peru
- Claudia Otiniano, HI Peru
- Imed Ouertani, International Disability Alliance
- Yorick Pedersen, Collectif France Emploi Accompagné, France
- Lidia Pereira, HI Colombia
- Verónica Rondón Rodríguez, Aynimundo, Peru
- Ximena Rodríguez, AddMeWork, Peru

- Sadna Samarayanake, World Bank
- Katy Schmidt, The Arc, US
- Julianne Sonn, HI Belgium
- Gloria Smith, Mafpre and Red de Empresas Inclusivas, Peru
- Víctor Hugo Vargas, María Luisa Lagos, Lady Saavedra, CONADIS, Peru
- Esperanza Villafuerte, ADECEP, Peru

We warmly thank all the persons that took the time to dialogue with us, and the organisations that allowed us to document their work. Such dialogue allows us to grow as community of practice. Thanks as well to who requested anonymity. The information, analysis, and gaps in this working paper are the sole responsibility of the authors.



This working paper is a first approach to budgetary analysis of investments in mainstream waged employment of persons with disabilities at national and local levels.

Humanity & Inclusion encourage and welcome feedback on this publication's methodology, findings and approaches to move forward on these important issues.

## Key messages

- 1. Importance of budgetary analysis.** Analysing, questioning, and contributing to policymaking, fiscal policy and the budget cycle is essential to ensure the rights of people with disabilities to work and employment, and this discussion has not been given enough attention at local, national and international levels.
- 2. Current national reports are not prepared in formats that facilitate the analysis.** Current national reports are not easily accessible nor prepared with a view to facilitate an analysis of specific budget lines dedicated to the inclusion of persons with disabilities per sector.
- 3. Different methodologies to calculate investment per person.** At local level, different organisations use different methodologies to calculate their investments per person. They are not comparable even within a single country. Several factors must be systematised to allow for comparison, including profile of jobseekers, types of support, and indicators of success.
- 4. Implications of budget allocation and line Ministries.** An increase in current expenditure on programmes to facilitate access to mainstream employment for persons with disabilities is of course, essential, and urgent. However, it is essential to analyse as well what structures and type of employment are being financed, to assess whether they are in accordance with the standards of the UN Convention on the Rights of Persons with Disabilities (UNCRPD).
- 5. Tax expenditures vs. budget programmes.** Tax expenditures that aim to incentivise employers to hire persons with disabilities can play a role to promote the inclusion of persons with disabilities in employment, but they target only the labour demand side, and do not guarantee that employers aim to become inclusive at all levels of the organization. On the other hand, budget programmes that aim to facilitate access to employment for persons with disabilities target both labour supply and demand: on one hand, they support persons with disabilities who require it to access employment; on the other hand, they work with employers to support them in becoming inclusive.
- 6. Ensuring access of persons with disabilities to employment is right, it benefits the workplace and society as a whole, and it also makes economic sense.** Although further research is required, initial documentation demonstrates that persons with disabilities who work pay taxes that more than cover the initial investment made by the State to support employment programmes for persons with disabilities.
- 7. Monitoring of employment policies and programmes both at local level and national level needs to be more ambitious.** While monitoring the number of persons who participate in awareness raising sessions or receive information and awareness is important, all programmes should monitor and report clearly on number of persons who accessed employment, and even more, those who remain in employment and earn more than minimum wages after a period of time.

8. **Gender, disability, and diversity perspectives need to be strengthened in national level and local level policies, programmes, and budgets.** On one hand, programmes that target specifically persons with disabilities must adopt and/or strengthen their gender, disability and diversity approaches, to reach and include as well as persons with disabilities who face more barriers, women with disabilities, and persons with disabilities with other marginalised identities and characteristics, such as those based on colour, gender identity, sexual orientation, age, ethnicity, indigenous group, faith, caste, migrant status, socioeconomic class or any others. On the other hand, mainstream employment policies, programmes and budgets must incorporate a gender, disability, and diversity perspective throughout. Working towards inclusive policies and programmes can spearhead and facilitate the inclusion of other marginalised groups.
9. **In-depth research with interdisciplinary teams and organizations of persons with disabilities is needed** to continue developing participatory methodologies that allow stakeholders to a) clearly identify, document and monitor national budgets and fiscal policies that aim to facilitate access to employment for persons with disabilities, b) properly identify, document and compare investments on employment programmes for persons with disabilities at local level, and c) contribute to ensure that mainstream policy and budgetary analysis in the employment sector includes a gender, disability and diversity perspective.



## Foreword

Working and having a decent job is a fundamental right and a vital necessity for most of us. Article 27 of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) reaffirmed in 2006 the importance of access to mainstream employment for all, regardless of ability and skills.

Humanity & Inclusion (HI) has been supporting people with disabilities to find a place in the professional world for more than 20 years in nearly 50 developing countries.

Our experience teaches us that this process of inclusion through employment is a path strewn with pitfalls, where everyone must show patience and perseverance. Accompanying each person at his or her own pace and in a personalized manner is an absolute necessity in a professional environment that does not give gifts and where economic difficulties are frequent. The danger of doing things wrong and creating situations worse than before our intervention is a possibility that must be constantly monitored.

This context has led us to implement economic inclusion projects which often involve heavy accompaniment over a minimum period of several months. This cost of our approach is sometimes difficult to understand by the financial structures that support us, who then complain about the high cost of our service in relation to the number of persons supported.

In this study, we wanted to look at the cost of economic inclusion in countries with reliable data on disability and employment and with affirmative action policies in this area. We have sought lessons from this budget analysis of policies in France, the United States and Peru to confirm or refute our approach and build a strong case.

We hope that this study will be the beginning of a process of awareness of the complexity of the support mechanisms to be put in place and of the investment needed for effective economic inclusion of persons with disabilities.

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**Humanity & Inclusion**



## Introduction

According to the Organisation for Economic Cooperation and Development (OECD), national budgets are central government policy documents that show how each government will prioritise and achieve its objectives. Alongside other instruments of government policy, such as laws and regulations, a national budget “aims to turn plans and aspirations into reality”.<sup>1</sup> This includes, among others, ensuring the right to work and employment for everyone, including persons with disabilities.

In the context of the United Nations Conventions on the Rights of Persons with Disabilities (UNCRPD), budgetary analysis should be considered an essential part of public policy analysis and a pillar of advocacy efforts. Indeed, without the necessary national policies and budgets, relevant indicators, participatory processes, transparency, and accountability, it will be impossible to ensure sustainable access to employment for persons with disabilities in conditions of decent work. At local level, budgetary analysis, along with other monitoring tools, allow employment stakeholders to analyse and learn from their own practices, to facilitate upscaling and replication, and to contribute good practices and lessons learned throughout the policy and budgeting cycle.

This working paper aims to identify and analyse a) public funding for social and fiscal programs that facilitate access to employment for persons with disabilities in France, Peru, and the United States, and b) current investments by organisations that provide employment services to facilitate access to mainstream waged employment for persons with disabilities. This report presents the initial findings and the methodology to raise awareness on the importance of budgetary analysis, to encourage discussion with other stakeholders, and to provide insights for more in depth research and future work. It is a first step in a larger initiative of Humanity & Inclusion to identify, analyse and document the wide range of investments that are necessary to ensure that persons with disabilities can exercise their right to mainstream waged employment.

Whilst aiming to understand different approaches, results, and investments for mainstream waged employment in three countries, this study does not aim to carry out a cost-benefit or cost-effectiveness analysis. Rather, it aims to identify current investments at national and local level and to document different methodologies and approaches to investment per person.

Ensuring persons with disabilities have access to mainstream employment is a human right, and it benefits employers and society as a whole. Additionally, adopting a disability perspective can support the inclusion of other marginalised groups, since it leads to a) developing workplaces and employment services that are more flexible, diverse, and knowledgeable in human rights and inclusive practices; and b) developing support services, including personal support services and networks with services in other sectors, that can

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<sup>1</sup> OECD (2014). *OECD Principles of Budgetary Governance*.

better support and guide persons with disabilities and others who face barriers and exclusion.<sup>2</sup> Moving away from charity approaches and ensuring access to employment on equal basis with others is an obligation from a human rights perspective, and it also makes social and economic sense.<sup>3</sup>

This report is structured as follows:

- I. Introduction
- II. Context, with a focus on the right of persons with disabilities to work, and the relevance of budgetary analysis in that area
- III. Methodology, which is presented in great length to facilitate replication
- IV. Findings at national level, at local level, and on gender, disability, and diversity approaches
- V. Country case studies, including one for France, one for Peru, and for the US. Each of them includes a national level budgetary analysis and an analysis of the work and investments per person of local organisations that provide employment services for persons with disabilities
- VI. Recommendations for policymakers and for future research
- VII. Conclusions.

The annexes include a summary of a [Tunisia case study](#), of which only a preliminary analysis was carried out, as well as an example of budgetary analytical tables and selected references from international organizations.

This is probably the first study that establishes a dialogue between national level and local level budgets or programmes that facilitate waged employment for persons with disabilities, and this, from a fiscal justice and human rights perspective. The authors hope that the findings, challenges, and recommendations in this report will inspire stakeholders in all sectors to incorporate budgetary analysis in their programmatic and policy analysis, and to demand budgetary and fiscal transparency and accountability as an integral part of their efforts towards full employment for persons with disabilities.

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<sup>2</sup> For more on how a disability-inclusive approach can facilitate inclusion of other marginalised, see for instance: UNFPA, Humanity & Inclusion, (2021). [Prácticas Prometedoras en Respuesta a la Violencia contra Niñas y Mujeres con Discapacidad en América Latina y el Caribe Hispano](#).

<sup>3</sup> Backup, S. [The price of exclusion: The economic consequences of excluding people with disabilities from the world of work](#).

## I. Context

### 1. The right of persons with disabilities to work

The right of persons with disabilities to work is enshrined in international law. It was codified in the 1983 ILO Convention No. 159 on Vocational Rehabilitation and Employment (Disabled Persons),<sup>4</sup> and then in the 2006 United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), which recognises “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.”<sup>5</sup>

The ratio of persons with disabilities in employment compared to the general population in employment is almost half,<sup>6</sup> without even accounting for the fact that in many countries the criteria to identify persons with disabilities is still not in accordance with UNCRPD standards, not based on the Washington Group Questions.<sup>7</sup> Whilst there have been advances since adoption of the UNCRPD, such as progressive legislation, implementation still lags due to insufficient financial resources and competing priorities,<sup>8</sup> persisting discriminatory social norms among all stakeholders, and lack of capacities to take all the appropriate measures to ensure access to employment, to allocate enough resources, and to monitor the relevant indicators at different levels.

Furthermore, some groups of persons with disabilities face more barriers than others. It has been reported that employers assume, for instance, that autistic persons, deaf persons, blind persons, and persons with psychosocial disabilities are unlikely to interact with their work colleagues.<sup>9</sup> Women with disabilities, in addition to facing double discrimination on the basis of gender and disability, are often the sole responsible for care work in their homes, which is often unpaid and unrecognized. People with intellectual disabilities face among the highest unemployment rates and are among the most likely to be subject to unfair wages and to be excluded from the labour market in favour of sheltered workshops,<sup>10</sup> whilst those who have multiple disabilities face, in turn, a compounded number of barriers. Additionally, as pointed out the Committee on the Rights of Persons with Disabilities, intersectional discrimination

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<sup>4</sup> ILO (1983). 159 - [Vocational Rehabilitation and Employment \(Disabled Persons\) Convention](#), 1983 (No. 159)

<sup>5</sup> United Nations (2006). [Convention on the Rights of Persons with Disabilities](#).

<sup>6</sup> Félix Lambert (2021). [Evidence brief: What progress has been made to operationalise the United Nations' Convention on the Rights of People with Disabilities \(UNCRPD\) framework to promote inclusive employment?](#) Disability Evidence Portal.

<sup>7</sup> Washington Group on Disability Statistics (2020). [Disability Measurement and Monitoring using the Washington Group Disability Questions](#).

<sup>8</sup> Joelley (2018) in Lambert, above cited.

<sup>9</sup> Committee on the Rights of Persons with Disabilities (2022). [General comment No. 8 \(2022\) on the right of persons with disabilities to work and employment](#). CRPD/C/GC/8/Advance unedited version.

<sup>10</sup> Inclusion Intl. Submission to Art 27

occurs when a person with a disability suffers discrimination of any form on the basis of disability combined with colour, sex, language, religion, ethnic, gender, socioeconomic class, or other status.<sup>11</sup>

The COVID pandemic had a catastrophic impact for persons with disabilities at many levels, including disproportionate rates of death, isolation, and gender-based violence for women and girls with disabilities. Persons with disabilities were also particularly disadvantaged in the employment sector: employers were more likely to let them go, they experienced greater difficulties returning to work, and had reduced access to social insurance.<sup>12</sup> The higher impact in persons with disabilities results, also results, at least in part, from the fact that most of them only have access to non-qualified jobs, jobs in the service sector which were difficult or impossible to carry out during lockdowns, and jobs with less job security.

## **2. Budgetary analysis as tool for fiscal justice in the context of the rights of persons with disabilities**

Public budgets, defined as the policy tool through which public money is collected, allocated and used in a society and territory, reveal a society and a government's priorities. Such resources are meant to fund public goods and social services for the population, according to national legal frameworks and State's obligations in International Human Rights Law – such as the UNCRPD and ILO Conventions. Without proper funding to appropriately design, implement, evaluate, and audit the public policies these legal obligations cannot be translated into actions.

Budgets usually tell a different story from speeches and plans: they show what government's priorities truly are, and often show a different story than what is said in public discourse. Therefore, budget analysis is a crucial part of public policy analysis.

Budget analysis relies, of course, on budget transparency. Transparency allows us to understand the specific destination and impacts of public resources in the lives of people, particularly the most marginalised. Without transparency, it is difficult to ensure accountability and public debate. Yet, as will be seen in the findings section, current reporting formats do not facilitate budgetary analysis on specific sectors from the perspective of the rights of persons with disabilities.

“Fiscal justice” is a concept that allows us to analyse the budget from this lens. It can be defined as a perspective that puts persons in the centre of fiscal decisions, to ensure that the public resources serve to ensure the effective access to rights, and to close the inequality gap.<sup>13</sup>

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<sup>11</sup> Committee on the Rights of Persons with Disabilities (2018). [General comment No. 6 \(2018\) on equality and non-discrimination](#).

<sup>12</sup> [Royal Commission into Violence, Abuse, Neglect and Exploitation of People with Disability. Statement of Catalina Devandas Aguilar](#).

<sup>13</sup> Definition by Carlos Brown. Definition by OXFAM can be consulted in the conceptual framework section.

Fiscal justice implies:

1. Putting people – in particular, persons with disabilities and other marginalised groups- in the centre of fiscal decisions.
2. Understanding the differences between different groups of persons, including those with disabilities, and how different policies have different impacts in different groups.
3. Analysing, in a participatory manner, the potential and the actual impact of budgetary and fiscal policies in their rights, particularly for the most excluded.
4. Mobilising public resources to effectively guarantee access to human rights on equal basis with others, and reporting on expenditures and performance.

The former Special Rapporteur on the Rights of Persons with Disabilities, Catalina Devandas Aguilar, has highlighted the importance of inclusive budgeting in her 2016 Report on disability-inclusive policies, affirming that:<sup>14</sup>

- i. “States must ensure that all sectoral budgets are devised in accordance with their strategies and plans for the inclusion of persons with disabilities and that public spending is monitored.
- ii. All sectoral budgets must include indicators to measure how much of the general mainstream budget pursues objectives that support the inclusion of persons with disabilities.
- iii. All expenditures should be monitored to ensure compliance with the human rights-based approach to disability. Public funds should not be spent to perpetuate or reinforce discrimination and the exclusion.
- iv. Consideration should be given to State budget and expenditure frameworks producing reports, in collaboration with representative organizations of persons with disabilities and national human rights institutions, to identify spending that is not consistent with the rights of persons with disabilities, in order to prevent the waste or inefficient use of public resources”.

On its hand, the Committee on the Rights of Persons with Disabilities, in its General Comment No. 8 (2022) on the right to of persons with disabilities to employment, recalled the immediate steps that UNCPRD States parties are required to take to achieve de facto equality and ensure non-discrimination on the grounds of disability in relation to the right to work and employment. These include:<sup>15</sup>

- Facilitate the transition away from segregated work environments for persons with disabilities and support their engagement in the open labour market.
- Promote the right to supported employment, including to work assistance, job coaching and vocational qualification programmes.
- Ensure that persons with disabilities are paid no less than the minimum wage and do not lose the benefit of disability allowances when they start work.

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<sup>14</sup> United Nations. General Assembly (2016). A/71/314. [Report of the Special Rapporteur of the Human Rights Council on the rights of persons with disabilities, Catalina Devandas-Aguilar.](#)

<sup>15</sup> Committee on the Rights of Persons with Disabilities (2022), above cited.

- Expressly recognize the denial of reasonable accommodation as discrimination and prohibit multiple and intersectional discrimination, and harassment.
- Promote work in inclusive, accessible, safe, and healthy working environments in the public and private sectors.

The findings in this report show that:

- i. Much remains to be done to ensure States comply with the immediate set out above, and more largely, with right of persons with disabilities to work.
- ii. More efforts should be made by all stakeholders to identify, document, and monitor employment policies, programmes, and budgets from the perspective of compliance with the UNCRPD.
- iii. Gender, disability, and diversity approaches are still far from systematic in employment policies, programmes, and budgets.

### **Identifying costs and investments in mainstream waged employment is urgent**

The lived experience of persons with disabilities and reports by their representative organizations and international NGO,<sup>16</sup> as well as the systematic higher rates of unemployment and long-term unemployment of persons with disabilities, demonstrate that States are not yet doing enough to ensure their right to employment and decent work.

The lack of in depth and systematic analysis on current investments and the cost (from personal, household, institutional and States' perspectives) of employment programmes that target and include persons with disabilities is a challenge to inform and implement adequate public policies and programs, and to advocate for specific budgets, amounts, and approaches to public expenditure on an evidence base.

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<sup>16</sup> See for instance those by Inclusion International, IDA, Women Enabled available in: United Nations. Human Rights. Office of the High Commissioner (2022). [Call for submissions: Draft General Comment on article 27 on the right of persons with disabilities to work and employment.](#)

## II. Conceptual framework

This section explains the key concepts that in this study.

### 1. Economic inclusion

- The World Bank defines economic inclusion as those programmes with “a bundle of coordinated, multidimensional interventions that support individuals, households, and communities in their efforts to increase their incomes and assets”.<sup>17</sup>
- For HI, economic inclusion in the context of the rights of persons with disabilities means that “people with disabilities have access to decent, income-generating employment to break the cycle of poverty, contribute to the overall development of a country, and boost the dignity and independence of people with disabilities”.<sup>18</sup>

### 2. Employment and social protection

- **Employment:** According to the ILO, “persons in employment or the employed population comprise all those of working age who, in a short reference period, were engaged in any activity to produce goods or provide services for pay or profit. The notion of pay or profit refers to work carried out in exchange for remuneration payable in cash or in kind.”<sup>19</sup>
- **Social protection:** According the ILO, social protection is “the set of public measures that a society provides for its members to protect them against economic and social distress caused by the absence or a substantial reduction of income from work as a result of various contingencies (sickness, maternity, employment injury, unemployment, invalidity, old age or death of the breadwinner), the provision of health care and the provision of benefits for families with children.”<sup>20</sup>

#### A|Z What is Inclusive Employment?

Inclusive employment, as defined by Inclusion International, means “*Having a job you chose yourself in a place where: a) people with disabilities and people without disabilities work together and are treated as equals, b) everyone gets the support they need to do their job, c) everyone is valued and treated like they belong, c) everyone is paid fairly for their work, and d) people with disabilities are paid equally to people without disabilities.*”<sup>21</sup>

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<sup>17</sup> The World Bank (2021). [The State of Economic Inclusion Report 2021: The Potential to Scale](#).

<sup>18</sup> Humanity & Inclusion. [Economic Inclusion](#).

<sup>19</sup> ILO (no date). [Forms of work: An overview of the new statistical standards](#).

<sup>20</sup> International Labour Office (2004). [Social Protection Matters](#).

<sup>21</sup> Source: Inclusion International (Undated). [Inclusive Employment](#).

## A|Z Key employment-related terms<sup>22</sup>

**Working age population:** Population above the legal working age. For international comparability, the working age population is often defined as all persons aged 15 and older, but this may vary from country to country based on national laws and practices.

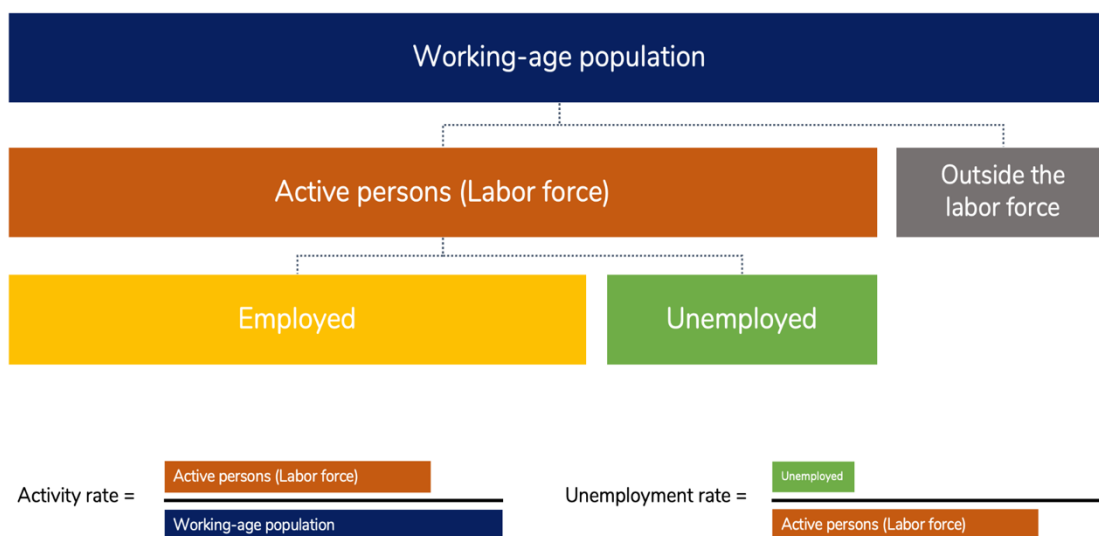
**Active persons labour force:** Persons employed and the number of persons unemployed. It provides an indication of the size and supply of labour available to engage in production of goods and services.

**Outside of the labour force:** Persons that do not participate in the labour force because of different reason such as caring for family members, retirement, illness, schooling, they may believe no jobs are available or may simply not want to work.

**Employed:** Persons aged 15 years or older who have worked (for pay or profit for at least one hour during a given week or having a job from which being absent under conditions on the reason of absence (holidays, maternity leave, sick leave among others) regardless of duration. Employees, self-employed or family workers are covered.

**Unemployed:** Persons aged 15 and older who do not have a job and are looking for one.

Figure 1 - Indicators, labour force participation



<sup>22</sup> Source: International Labour Organization. [Labour Force Statistics \(LFS, STLFS, RURBAN\)](#); International Labour Organization. [KILM 13. Persons outside the labour force](#).



### 3. Waged employment and self-employment

According to the ILO, employed persons can be divided into two categories:

- **Waged and salaried workers**, who work “for employers in the public or the private sector and receive compensations in forms of salary, wage, commission or in kind. Wage and salaried workers (working in areas where employment relationships exist) are recognized as an eminent and skilled component of the labour force, the majority of whom are mature-age and work in the industry and service sectors where labour productivity and labour standards are better assured”.<sup>23</sup>
- **Self-employed workers** are those “who, working on their own account or with one or a few partners or in cooperative, hold the type of jobs defined as a "self-employment jobs." i.e., jobs where the remuneration is directly dependent upon the profits derived from the goods and services produced.”<sup>24</sup>

### 4. Mainstream, supported, and segregated employment

- **Mainstream employment** refers to employment opportunities in the labour market for the general population. According to the World Institute on Disability, “competitive integrated employment” (as mainstream employment is referred to in the US), can be defined as “Work that is performed at the same rate of pay as employees without disabilities, doing comparable work in a setting that allows for interaction with people with and without disabilities, and which includes opportunities for promotion and increases in pay in alignment with other workers.”<sup>25</sup> Studies have found that access to mainstream employment “dramatically improve individual’s earnings and economic self-sufficiency”, cost less than sheltered workshops or activity centres for persons with disabilities, and decrease dependence of disability benefit programmes.<sup>26</sup>
- **Supported employment** refers to a process that aims to support persons with disabilities to access and remain in mainstream employment by developing a personal pathway that includes job coaching and social support for persons with disabilities, and support to employers to become inclusive.<sup>27</sup>
- **Segregated employment**, according to the Committee on the Rights of Persons with Disabilities, “includes a variety of practices and experiences, characterised by at least some of the following elements:
  - They segregate persons with disabilities from open, inclusive, and accessible employment.

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<sup>23</sup> Institute of Labour Science and Social Affairs (2014). [Wage and Salaried Workers](#).

<sup>24</sup> International Labour Organization. [Labour Force Statistics \(LFS, STLFS, RURBAN\)](#).

<sup>25</sup> World Institute on Disability. *Site Glossary*. <https://wid.org/glossary/#competitive-integrated-employment>

<sup>26</sup> Kregel, J. & Dean H. D. *Sheltered vs. Supported Employment: A Direct Comparison of Long-Term Earnings Outcomes for Individuals with Cognitive Disabilities*.

<sup>27</sup> Adapted from the definition of the French Ministry of Labour, Full Employment, and Inclusion (2022). *Emploi et handicap: l'emploi accompagné*.

- They are organized around certain specific activities that persons with disabilities are deemed to be able to carry out.
- They focus on and emphasize medical and rehabilitation approaches to disability.
- They do not effectively promote transition to the open labour market.
- Persons with disabilities do not receive equal remuneration for work of equal value.
- Persons with disabilities are not remunerated for their work on an equal basis with others.
- Persons with disabilities do not usually have regular employment contracts and are therefore not covered by social security schemes.”<sup>28</sup>

## 5. Work and unpaid care work

- **Work.** According to the ILO, work is “any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use.”<sup>29</sup>
- **Unpaid care work.** The OECD uses the following definition: “unpaid work refers to all unpaid services provided within a household for its members, including care of persons, housework, and voluntary community work”. In this context, “care” refers to activities that provide what is necessary for the health, well-being, maintenance and protection of someone or something, including caring for children, cooking and cleaning.<sup>30</sup>

The OECD affirms indeed that gender inequality in unpaid care work is a key factor to analyse and understand “gender gaps in labour outcomes, such as labour force participation, wages and job quality”, and that, around the world, women spend two to ten times more time on unpaid care work than men.<sup>31</sup> Evidence also indicates that the main obstacle to women’s full participation in the labour market is the time dedicated to unpaid care work: around 60% of women in households with children under the age of 15 say that they do not participate in the labour market because they have family responsibilities. This figure drops to 18% in households without children in the same age group.<sup>32</sup>

Furthermore, women with disabilities are still seen in many societies as persons who *require care by others*, instead of as rights holders. Yet, field experience and interviews with women with disabilities have shown that many of them are actually the main providers of unpaid, unrecognized and undervalued care work, sometimes in addition to their own employment.<sup>33</sup>

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<sup>28</sup> Committee on the Rights of Persons with Disabilities, above cited.

<sup>29</sup> International Labour Organization (2019). [Work and employment are not synonyms](#).

<sup>30</sup> Elson (2000), cited in Ferrant, G., Maria Pesando, L. & Nowacka, K. (2014). [Unpaid Care Work: The missing link in the analysis of gender gaps in labour outcomes](#).

<sup>31</sup> Ibid

<sup>32</sup> UNWOMEN, ECLAC (2021). [Towards the construction of Comprehensive Care Systems in Latin America and the Caribbean. Elements for implementation](#).

<sup>33</sup> UNFPA and HI, above cited.

Similarly, research by CBM found that women with disabilities also play an important role as care givers in their families and that women take on more care work for children with disabilities.<sup>34</sup> Additionally, barriers faced by women with disabilities in land ownership and transfer of assets, in some contexts in Africa, are another obstacle for women to access equal economic opportunities.<sup>35</sup>

Until the gender and disability disparities are addressed, women with disabilities will keep facing additional barriers to access employment on equal basis with others; and unless specific actions are taken, the same patterns of discrimination and exclusion will continue being reproduced.

## 6. Employment services

According to the ILO, “public employment services match workers with jobs, help employers find the workers they need, and support both workers and employers in adapting to labour market disruptions. Operating on their own or in collaboration with other labour market actors, these government services have proved their value in retaining jobs, supporting enterprises, facilitating recruitment, and growing the workforce”.<sup>36</sup> ILO Employment Services Convention (Convention No. 88) calls on governments to ensure the provision of public employment services.

### A|Z Non-discrimination and equality for persons with disabilities in employment

“Non-discrimination and equality are core obligations of article 27, extend to the actions of third parties, such as the business sector, and apply throughout the employment cycle, which includes recruitment, hiring and employment, continuance of employment, training programmes and career advancement, as well as searching and applying for work and exiting work.”<sup>37</sup>

## 7. Fiscal justice

According to Oxfam, “fiscal justice is about people having the space, voice and agency to exercise their rights in order to monitor and influence fiscal systems to ensure that they are fair, mobilize greater revenue, and increase and improve spending for quality public services for all.”<sup>38</sup> While this working paper does not address fiscal justice in itself, it is important to highlight this concept as an underlying principle for this study.

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<sup>34</sup> CBM (Undated). [Disability and unpaid care work](#).

<sup>35</sup> Reported by Betty Achana, Advisory Committee member, NUWODU Uganda

<sup>36</sup> International Labour Organization (Undated). [The Employment Service Convention, 1948 \(No. 88\)](#).

<sup>37</sup> Committee on the Rights of Persons with Disabilities, General comment No. 8 (2022) on the right of persons with disabilities to work and employment

<sup>38</sup> Oxfam. [Fiscal accountability for inequality reduction](#). Concept note, 2017

## 8. Costs and investments

This study primarily uses the term “investment” rather than “cost” because of two reasons. Firstly, to make the point that that expenditures in persons with disabilities should not be seen as costs, but rather as investments that benefit the whole of society. As argued by Mintrom, investment models are starting to be used more systematically to guide government decision-making and government spending choices. Reports produced in the United States, the United Kingdom, New Zealand, Canada, and Australia are increasingly portraying a range of public policies as investments.<sup>39</sup>

Secondly, this paper reviews the national expenditures at national level based on self-reporting. If the goal were to calculate the overall “cost” of interventions to facilitate waged employment – which is a different exercise-, the first step would be to decide what from perspective such cost would be calculated: from the perspective of the person with disability, the household, the organization, or the State? Each of those perspectives is important, requires different inputs and analytical frameworks, and leads to different results, which are out of the scope of this study. This report used the terms “investments” and “costs” with these underlying understandings.



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<sup>39</sup> Mintrom, M. (2019). [Public Policy: Investing for a Better World](#).

➤•< Key concept: A wide range of services is required to ensure economic inclusion

Successful and sustainable economic inclusion requires a wide range of interventions related to employment and social protection, as well as accessible services in other sectors throughout the whole lifespan of persons with disabilities. Such services can be directly or indirectly linked to employment, and include lifelong education, health, mental health, sexual and reproductive health, habilitation and rehabilitation, legal services, social protection, care systems, transportation, and response to gender-based violence, among others.

Whilst acknowledging that a comprehensive approach is needed towards ensuring sustainable economic inclusion, this study takes as an entry point **employment services** that facilitate the waged employment of persons with disabilities in mainstream settings. It does not focus nor take as entry point other essential components of economic inclusion, such as social protection or technical and vocational education and training (TVET) stand-alone interventions.



## III. Methodology

### 1. Scope and methodology



#### Methodology at a glance

The project team designed a mixed-method approach that included qualitative and quantitative analysis. It was based on data collected through a literature review; identification and analysis of national enacted and end-year budgets; semi-structured interviews and email exchanges with organizations of persons with disabilities; employment service providers, relevant Ministries, and international organizations; and a workshop with persons with disabilities in Latin America.

This study included a gender and diversity approach aiming to identify if stakeholders recognize and address different barriers to employment based on gender, disabilities, or other diversity factors. Persons with disabilities are a diverse group in terms of barriers faced to employment, but also in terms of other identities and characteristics. Diversity as it relates to ability, gender, background, and geographical location was also sought in the consultants' team, in the Advisory Committee, and in a workshop with Latin American organisations of persons with disabilities.

Communications were carried out and documentation was reviewed in Spanish, English and French.

The overall objective of this study is to contribute to developing a stronger evidence base on the investments required to facilitate access of persons with disabilities to mainstream waged employment. The specific objectives are:

1. To identify and document examples of public investment in mainstream waged employment for persons with disabilities, and their results, in three countries.
2. To identify and document how much employment service providers at local level invest in programmes for persons with disabilities, and their results.
3. To design and document a methodology to analyse such investments.

This section explains the innovating methodology applied for this study in length to facilitate understanding of the process and possible future replication.

#### 1.1 Inception

Firstly, two entry points were established to identify investments for the waged employment of persons with disabilities in mainstream settings in target countries:

1. **National level:** analysis of programmes to facilitate access to mainstream waged employment for persons with disabilities in national public budgets ("stream 1").
2. **Local level:** analysis of programmes to facilitate access to mainstream waged employment for persons with disabilities implemented by employment service providers at local level ("stream 2").

The team used primary data reported by target countries' Ministries of Labour, Finance/Economy and related institutions; as well as secondary data already collected by local organizations. An Advisory Committee was created to support the team with their rich experience and perspectives. A first round of interviews and feedback was organized to examine the proposed methodology and scope with this Committee, and to identify and address their concerns and recommendations.

A literature review was carried out to identify previous research and gaps. It focused on recent publications on the topics of economic inclusion, public investment for inclusive employment, and methodologies to calculate the investments per person in economic inclusion projects. The results of the inception phase led the team to further clarify the scope of the study as follows:

- i. Whilst the focus remains on waged employment in mainstream settings, the study also discusses sheltered employment to a lesser extent, since in some cases it receives considerable funding, and there are some efforts to link it to mainstream employment.
- ii. Whilst vocational training, literacy and other types of skills development are fundamental to access employment, the focus of this study is on employment services and their role in a) coaching towards waged employment, b) waged employment facilitation, and c) skills for job search. Vocational training is included only when provided by and through employment services. In other words, the analysis did not reach out to vocational training centres or other education institutions as such.
- iii. Other services are equally important for the lives of persons with disabilities and indirectly contribute to facilitating access to employment, such as legal, health or other services - see box page 21 for more details. These services are out of the scope of this study.
- iv. A conducive macro environment is fundamental: a legal framework in accordance with the UNCRPD and ILO standards, inclusive public policies, universal design and accessibility, and awareness raising to challenge discriminatory social norms are examples of measures at macro level that facilitate access to mainstream employment for persons with disabilities. These are also out of the scope of this study.

## **A** | **Z** Working definition of “facilitating access to employment”

In this working paper, we will be referring to policies, budgets and programmes that aim to “facilitate access to employment.” The team decided to take this larger concept as basis to:

- a) Encompass concepts and methodologies used to promote access to employment in different countries (such as “community integrated employment” in the US” or “labour intermediation” in Peru), and
- b) Include in the analysis supported employment – which in different countries and organisations refers to different degrees of support.



c) Allow for reference to sheltered employment, to make visible the importance that this approach still has in some countries in terms of funding and of number of persons who participate in such initiatives.

This is one of various decisions that were taken in the data collection phase to adapt the methodology to the actual situation on the field, and to the budget, reporting formats and funding of some countries; and to better reflect the current situation.

Data collection was organized into two streams: **1)** analysis of programme budgets at national level, and **2)** analysis of the budgets of employment services providers at local level.

## 1.2 Data collection

### Stream 1: National public budgets

#### Step 1. Definition of criteria for selection and preliminary analysis

Humanity & Inclusion selected a first pool of countries with different economic profiles and contexts: Bolivia, Colombia, France, Perú, the Philippines, Senegal, Tunisia, and the United States. The team carried out a preliminary analysis to select four out of the initial pool of eight countries. Such analysis was based on the country results of the Open Budget Survey 2021, which evaluates budget transparency, and the websites with national budgets. Information about these eight countries was reviewed and assessed according to the following criteria:

- i. Public availability of at least enacted and year-end reports of national budgets, central/federal governments specifically, on government websites, in English, French or Spanish.
- ii. Public availability of tax expenditure reports.
- iii. Employment policies and programmes with mentions of persons with disabilities on tax and expenditure budgets.
- iv. Balance between high-income countries and middle-income countries, and diversification in terms of regional representation.

Based on a preliminary review of these criteria, the team selected four countries for further analysis: France, Peru, Tunisia, and the United States. However, after an initial macro analysis, the study refocused on France, Peru and the US due to lack of access to the necessary data about local initiatives for employment for persons with disabilities in Tunisia in the short timeframe of this study. A summary of initial findings for Tunisia can be found as [annex](#) for future reference.

#### Step 2. Collection of statistical, legal, budget and programme information

The team identified and analysed legal frameworks and fiscal policies on employment for persons with disabilities for the period 2018-2021. End-year budget reports were collected to understand the budget assigned to specific programmes and its destination by the end of the fiscal year. This is especially relevant in middle-income countries, where budget credibility –the extent to which governments effectively carry out what was included in their parliament-approved budgets– is lower. This results from the great differences between



enacted and end-year budgets in the public funds assigned for specific programmes.<sup>40</sup> For transparency and support for future research in this area, the calculations are made available in this link: <https://bit.ly/InvestEmpNational>

The availability of updated and adequate budget information is crucial for proper identification, monitoring, evaluation, and audit of public programs, especially for persons with disabilities and other marginalised groups. The use of the Open Budget Survey,<sup>41</sup> a legitimate source of information that compares budget information in a standardized manner was crucial to carry out this study. Its analysis and questionnaires, developed by the International Budget Partnership for 120 countries, were used to identify both the state and the location of budget information. This survey identifies the availability and format of presentation of financial and narrative information along the budget cycle in a timely manner.

According to the results of the Open Budget Survey 2021, France ranked 15th out of 120 countries, the United States 18th, and Peru 34th.<sup>42</sup> Even though this survey does not measure a country's detailed budget for specific populations, budget transparency is a necessary condition for identifying the allocation of public money for certain populations such as persons with disabilities.

In parallel, interviews were carried out with institutions and organizations at field level who provided additional information. Through this mix-methodology the team was able to identify additional programs that had not been identified through the budgetary analysis because of different reasons, including:

- There are programs that effectively act as employment agencies but are under the responsibility of Ministries other than the Ministry of Labour. For instance, Vocational Rehabilitation Services in the US, which is a major program, yet it is under the Department of Education.
- Programs that target a specific group of persons with disabilities under a specific department (for instance, the Veterans' Vocational Rehabilitation Program in the US).
- There are also employment support programmes that are in fact located under Ministries of Social Affairs (with different names in different countries).

### **Step 3. Identification of relevant public institutions and their social and fiscal programmes**

Firstly, national laws on the right of people with disabilities to employment were analysed to identify state obligations, and the institutions linked to those obligations. On that basis, the team identified programmes within each institution that specifically promotes access to employment for persons with disabilities. This information was corroborated using government websites that were designed for persons with disabilities to learn and access these programmes.

Secondly, budget information in current national currency was gathered for selected programmes using end-year reports. These figures were converted from current national

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<sup>40</sup> De Renzio, P. & Cho, C. (2020). [Exploring the determinants of budget credibility](#).

<sup>41</sup> International Budget Partnership (2021). [Open Budget Survey](#).

<sup>42</sup> International Budget Partnership (2021). [Country results](#).

currency into constant national currency, and then USD purchasing parity power (PPP).<sup>43</sup> Then, calculations such as expenditure per persons with disabilities of working age and proportion of gross domestic product (GDP) were obtained to understand national differences.

Thirdly, these budget statistics were compared with main labour statistics for both the general population and for persons with disabilities. For this stream, two main indicators were considered: the activity rate, which is defined as the proportion of the working-age population who are part of the labour force; and the unemployment rate, defined as the proportion of the labour force that is unemployed.

The results of this first stream of the study also served to identify and carry out a first selection of the most relevant programmes in each country to be analysed in the second stream, with a higher level of granularity.

It is important to note, as well, that the initial findings of the stream 1 macro analysis were adjusted and completed with the findings of stream 2, which resulted from more interviews with stakeholders including organisations of persons with disabilities, review of additional reports, and information received through official data that was requested through formal channels.<sup>44</sup> In this sense, a “dialogue” between national and local level data was established, as well as a “dialogue” between macro policy and budgetary data, and the experience and expertise of organisations of persons with disabilities and local employment service providers at local level, as illustrated in the next figure.

**Figure 2 - “Dialogue” between macro and local data and stakeholders**



<sup>43</sup> In USD PPP.

<sup>44</sup> Such as the Ministry of Labour, Full Employment, and Inclusion Direction of Research (France), the Ministry of Labour and Promotion of Employment (Peru) and the Department of Labour Office of Disability Employment Policy (US).

## Stream 2: Investments at local level

### Step 1. Definition of the framework of analysis

Firstly, the team mapped employment services identified through “stream 1” and additional ones identified through initial contacts and documentation review, including organizations of persons with disabilities, employment service providers from public, private and the non-profit sector, and government institutions at different levels.

Secondly, to systematise the information, a framework was created to identify common components of programmes that facilitate access to mainstream waged employment for persons with disabilities. This framework included:

- A selection of economic inclusion programme components based on the typology defined by the Partnership for Economic Inclusion of the World Bank, namely job coaching towards waged employment, wage employment facilitation, vocational training and job searching skills.<sup>45</sup>
- Examples of support services to facilitate the access of persons with disabilities to waged employment in mainstream settings, namely reasonable accommodations, assistive technologies, support person, peer support, and accessible transportation.<sup>46</sup>
- Examples of methodologies to support employers to become inclusive of persons with disabilities, such as sharing information and raising awareness, providing technical support to improve accessibility, staff trainings, and long-term coaching/partnership.

Such framework is based on a twin-track approach which recognises the importance of working with persons with disabilities as well as with employers.

**Figure 3 - Common components of programmes to facilitate access to mainstream**



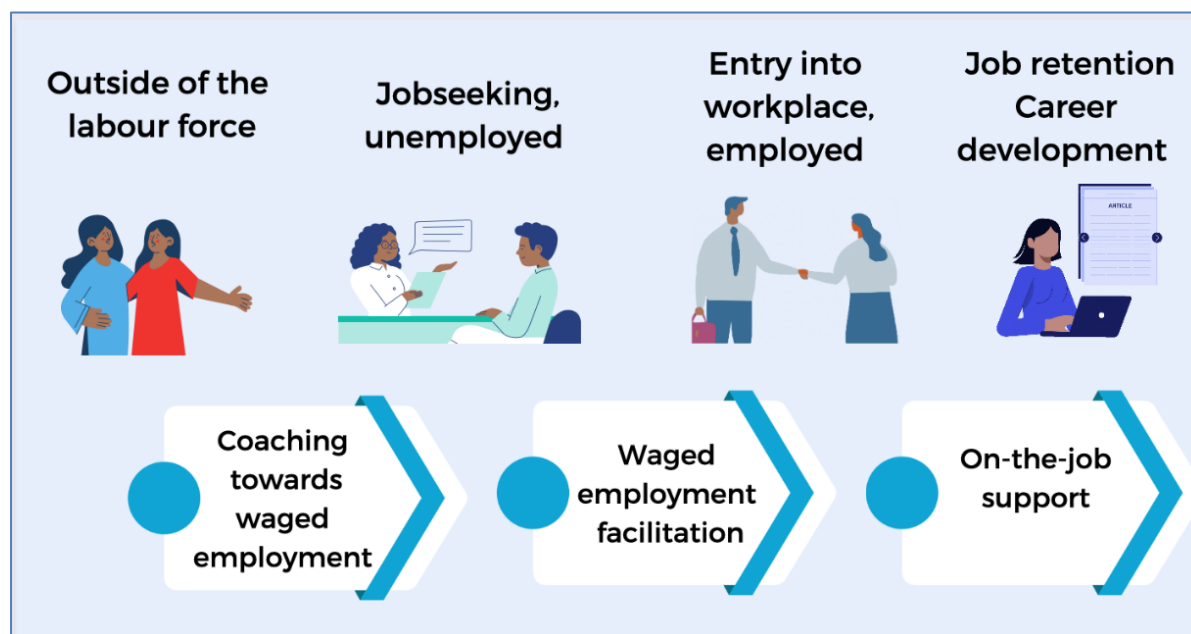
<sup>45</sup> Partnership for Economic Inclusion. [Taking Successful Innovation to Scale: Pathways for Disability-Inclusive Graduation Out of Poverty.](#)

<sup>46</sup> HI (2010). [Access to services for persons with disabilities in challenging environments.](#)

Additionally, specific questions were added to identify other services that may be offered by employment service providers, such as reference to medical and social services, legal services, or any other. Higher level of granularity was not possible in the given timeframe of this project.

Thirdly, the team situated the approaches of different organizations based on a simplified pathway that indicates the key stages towards accessing employment:

**Figure 4 - Key stages towards mainstream waged employment for persons with disabilities<sup>47</sup>**



At this stage, specific institutions and organizations were contacted in the three countries to request an interview which resulted in email exchanges, documentation sharing and/or one or more interviews.

**Step 2. Calculating the investment per jobseeker with disability or different programs**

Meetings were held with HI staff in different countries and headquarters, with each member of the Advisory Committee and with the World Bank. The publication “State of Economic Inclusion” was instrumental in reviewing the latest approaches and limitations, although it does not analyse disability as a cross-cutting topic. The team also considered the initial feedback of organizations that implement such programmes in the target countries.

Calculating current investments for programmes that aim to facilitate access to mainstream waged employment for persons with disabilities is a challenging endeavour for various reasons. Table 1 summarises the main concerns raised by stakeholders in this study, along with proposals to address them.

<sup>47</sup> Based on: Handicap International (Undated). [Situation of wage employment of people with disabilities. Ten developing countries in focus.](#)

**Table 1 - Concerns raised by some stakeholders when calculating investments in waged employment programmes for persons with disabilities**

Issue of concern	How such concerns were addressed
Lack of awareness on the relevance of carrying out such an exercise at organization/institutional level; and concerns related to the advocacy/policy message that may result from this calculation, in particular the risk that stakeholders may conclude inclusion is too expensive	Discussed about how such calculation is important both to inform employment service providers, and to advocate and inform policy makers about budget allocation/increase on an evidence base
Lack of methodology to carry out this calculation at organisational/institutional level	Provided various options based on the methodologies of different organizations
Complexities related to the funding streams or programmes which may span over different timeframes with interrelated but different monitoring frameworks	More time would be required to consolidate such data at programme level before carrying out the calculations. Proposed to integrate the calculation of investment/person in the design phase of future monitoring tools
Calculation of investment person is known by the organisation but not public	Proposed the possibility of documenting the methodology itself, not necessarily the exact amounts
Concerns related to calculation/person as not comparable amongst different organizations because of a diversity in programme components, type of support and calculation methodology	Explained this study does not aim to compare different organizations but precisely to show different approaches, and how there is lack of recognised methodology to do so that does not allow for proper comparison

Discussions with interviewees were crucial in identifying concerns that must be addressed in future research in this area, particularly for larger scale studies of employment services at local level.



**Key considerations on calculating investments per person of initiatives that facilitate waged employment for persons with disabilities**

Ensuring that persons with disabilities have access to mainstream employment is a human right, and efforts to ensure inclusion in employment equally benefit the employers and society more generally. Discussions on investments must reflect this vision. Key considerations include:

- What budgetary information is public and accessible, and who decides?

- When information is not publicly available, what are the formal processes to request access to such information, from the perspective of holding governments accountable on public spending?
- To what extent is it possible to analyse investment per person when programme budgets was not initially designed with this framework in mind? Why are investments per person in employment programmes not systematically reported on?
- How to incorporate a gender, disability, and diversity perspectives systematically when analysing such investments?

The responses to these questions are not only technical but also political in nature and must be considered carefully.

### **Step 3. Collection of information**

The team then gathered available information on the selected programmes by reviewing performance reports and congressional reports when these existed and were public, discussing with the Advisory Committee, carrying out a series of semi-structured interviews with individual organizations, and exchanging over email with several other organizations (full list in the Acknowledgements section). An interview guide was prepared aiming to identify clearly, for each programme, its objectives, target population, proposed pathway to employment, programme components, results in the reporting period, gender, disability and diversity approaches, and investments per person and calculation methods, when possible.

### **1.3 Analysis and report writing**

Finally, the results of stream 1 and stream 2 were analysed and systematised by the team, including the standardisation of economic data as described above for comparability over time, and internationally. It is important to underline that as much as the findings of the first stream (national budgets) were important to inform the second stream (local employment services), the input from organizations at local level including that of persons with disabilities was instrumental in completing the findings of the first stream, demonstrating the importance of comparing the information from different levels.

A first workshop was carried out with organizations of persons with disabilities in Peru and other Latin American countries to present the findings and incorporate their recommendations into this text. Only one workshop was carried out due to project time and resource constraints. This region was selected due to the high number of responses from organizations of persons with disabilities in Peru for this study. Given the relevance of the issue and having Spanish as a common language, representatives from organisations of persons with disabilities were also invited from Chile, Colombia Mexico, and El Salvador. Finally, a list of policy recommendations was drafted and shared with the Advisory Committee and the participants in the Latin America workshop for input.



## 2. Limitations

The study did include investments from subnational levels, nor from the European Union (for France). At this stage, budget lines to support access to employment from Ministries of Health were not included in the budgetary analysis, but they are mentioned where these were identified. Unfortunately, in spite of various contacts, no feedback was received with organisations of persons with disabilities in France.

Lack of access to systematised data on budgets and indicators was the main challenge faced by the team. In none of analysed countries the information was found in a way that allowed for straightforward identification of budget lines for waged employment that target or are inclusive of persons with disabilities, nor was it straightforward to identify the indicators of achievement. The input from associations of persons with disabilities was invaluable in this regard, as well as the contributions from employment service providers and academia. Challenges in accessing information, even comparable information at national level, were compounded by the short time available for this project.

The team initially developed an economic analytical framework based on the common components of programmes to promote waged employment of persons with disabilities (presented in Figure 4). However, after initial contacts, it was clear that the challenges faced to access programme budget data would make it impossible to go into the level of granularity that the economic analytical framework was initially designed with. As a result, the scope of the study was adjusted to, instead, document methodologies currently in use to calculate the investment per jobseeker with disability, and the resulting amounts which, as will be seen in the Findings section, is very varied and could not be systematised in the given timeframe for this project.

A complexity that was explored and deserves specific attention is the fact that there are programs to facilitate access to employment for persons with disabilities in different Ministries. The main angle of analysis of this study was through Ministries of Labour, yet we also identified and documented other programs funded via Ministries of Education, of Health, of Women and Vulnerable Populations, and of Social Affairs. These need to be further studied in future research and leads to questions on to what extent Ministries of Labour truly take employment of persons with disabilities as their main responsibility.

It is important to note, as well, that the case studies documented in this report should not be considered as *good practice* in a strict sense. Identification of good practice should be carried out through a participatory process that includes persons with disabilities and sets and evaluates whether a practice is “good” based on specific criteria.<sup>48</sup> The purpose of this study was, rather, to showcase a few examples of existing programmes that facilitate access to mainstream employment for persons with disabilities, and to share their indicators and diverse methodologies to calculate investments per person. Evaluating whether these cases were “good practice” was not part of this study.

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<sup>48</sup> See for instance the methodology of [Making it Work](#)

Finally, it should be recognised that there are enormous differences in rural, semiurban, urban, and remote areas. The case studies of this study are mainly in urban areas. Also, different groups of persons with disabilities, including persons with multiple disabilities, face different and complex barriers that are compounded by intersecting identities. More specific research should be carried out to analyse different barriers for specific groups of persons with disabilities, and how to address them.



## IV. Literature review

A literature review was carried out to identify previous research and gaps. It focused on recent publications on the topics of economic inclusion, public investment for inclusive employment, and methodologies to calculate the investments per person in economic inclusion projects.

The macroeconomic losses resulting from the exclusion of persons with disabilities from employment have been documented by the ILO in its ground-breaking report “The price of exclusion: the economic consequences of excluding people with disabilities from the world of work”. In it, Buckup calculated that the economic loss resulting from such exclusion stands at three to seven per cent of Gross Domestic Product (GDP) at a global level.<sup>49</sup> More recently, the same organization reported in its “World Social Report 2017-19: Universal Protection to Achieve the Sustainable Development Goals” that poverty and the additional costs of living for persons with disabilities often not taken into account and are underreported. This magnifies their exclusion from employment, having an impact in their own lives and in society as a whole.<sup>50</sup>

The importance of transparency in budget allocations, financing schemes and related accountability mechanisms for programmes that aim to ensure the rights of persons with disabilities to employment is described in the “Policy Guidelines for Inclusive Sustainable Goals - No Poverty” of the Office of the High Commissioner for Human Rights (OHCHR). In its section on finance and budget, this document presents recommendations focused on public budget management. These include ensuring financial sources of different schemes and programmes are clearly established (general revenues, earmarked funds, social insurance contributions and others); and ensuring the disaggregation of data collection, such as budget allocation by social protection programmes, budget spent by transferees to beneficiaries, and number of beneficiaries disaggregated by sex, age, and disability. However, this policy guideline does not address the quantification of the economic resources necessary to ensure that the rights to employment are implemented, or a methodology to calculate it.

Up to quite recently, many countries -including many of those of the OECD and the G20- focused their public policies on facilitating access to disability benefits, without putting an equal emphasis on programmes to ensure access to employment, as reported in the paper “Labour market inclusion of people with disabilities” by ILO and OECD (2018).<sup>51</sup> Yet, the paper documents that this trend is being reverted to ensure inclusive employment is better included in public policies, it does not document current investments at national level to allow for these comparisons; nor does it explain on which basis national policies and related budgets should be built.

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<sup>49</sup> Buckup, S. (2009). Above cited.

<sup>50</sup> International Labour Organization. [World Social Protection Report. Universal social protection to achieve the Sustainable Development Goals. \(2017-2019\).](#)

<sup>51</sup> International Labour Organization (ILO). [Organization for Economic Co-operation and Development \(OECD\). \(2018\). Labour market inclusion of people with disabilities.](#)

Two documents addressing social protection were identified as particularly relevant for this study in what regards the methodology: “Considering the disability related extra costs in social protection”<sup>52</sup>, by Leonard Cheshire, Innovation for Inclusion, UNPRPD and UKAID, and “Estimating the Extra Costs for Disability for Social Protection Programs”<sup>53</sup> by UNPRPD, ILO, UNICEF, IDA and Centre for Inclusive Policy. The first one addresses the additional expenses and forgone income that result in additional obstacles for economic opportunities and achieve an equal standard of living and participation. To measure the extra costs of disability, it proposes three methods: goods and services, goods and services required, and standard of living. The second publication presents different approaches to estimate disability related extra costs and how each of them can be used for different purposes. It also recognizes that disability-related costs are diverse, and that their type and magnitude depend on different personal and environmental factors. Costs are categorized as direct (extra expenditures required due to having a disability) and indirect (lower level of earnings for persons with disabilities because of limited access to education and barriers to gain and retain employment, as well as opportunity costs of foregone income for family members who provide support). These publications demonstrate the urgent need to engage in calculating the additional costs as a solid basis to inform public policy.

Although it does not address inclusion of persons with disabilities as a cross-cutting topic, the World Bank recently produced a report which calculated the cost of inclusion programmes in different countries and through different interventions. Chapter 6 “The State of Economic Inclusion: The Potential to Scale” provides a cost disaggregation of economic inclusion programmes globally, both led by governments and by NGO. It is based on the “Partnership for Economic Inclusion (PEI) Quick Costing Tool 2020”, which was applied to programmes in different continents in two categories: social safety nets including cash grants and asset or input transfers; and livelihoods and jobs programmes. From this analysis, it results that livelihood and job programmes range from USD\$41 to \$2,076 per beneficiary over the duration of the programme (2011 PPP).<sup>54</sup> This is, without a doubt, ground-breaking research. However, it does not address disability inclusion as a cross-cutting topic, nor does it analyse the additional investments and approaches that are required to ensure economic inclusion programmes are inclusive.

A different approach was taken by Livermore et al in their research on “Federal and State Expenditures for Working-Age People with Disabilities in Fiscal Year 2014”, which identified expenditures for working-age people with disabilities and found that, whilst inflation-adjusted federal expenditures for this population grew by 30% from 2008-2014, expenditure specifically for education, training and employment grew only by 5,4%; and only 1.2% was

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<sup>52</sup> LCI, i2i, UNPRPD, UKAid (2020). *Considering the disability related extra costs in social protection*. Not online.

<sup>53</sup> Reference.

<sup>54</sup> Andrews, C., de Montesquiou, A., Arévalo Sánchez, I., Vasudeva Dutta, P., Varghese Paul, B., Sadna Samaranayake, S., Heisey, J., Clay, T. & Chaudhary, S. (2021). [The State of Economic Inclusion Report 2021: The Potential to Scale](#). p. 159.

used “to improve prospects for employment and economic independence”.<sup>55</sup> If each State prepared and disseminated such information on a yearly basis, it would be an excellent resource.

A short study regarding the costs of programmes to ensure the right of persons with disabilities to employment was carried out by 180 Degrees Consulting for HI in 2022.<sup>56</sup> It examined public services and non-governmental stakeholders that provide employment services for persons with disabilities in France, Portugal, Germany, USA, Italy, Belgium, and Austria. It found that, on average, the employment service providers that it analysed in these countries invested €18,819 (26,370 US\$PPP) per person with disability in 2021. However, it did not include an analysis of the results of such programmes, or an analysis of the different methodologies used to make such calculations. It was a desk review which did not include nor dialogue with persons with disabilities and employment service providers.

The role of employment services is crucial in addressing both labour supply and demand. Yet, according to the OECD, public spending in active labour market programmes is still low in most countries,<sup>57</sup> and the investment or cost per person was not identified as such.<sup>58</sup> In this regard, Inclusion International, in its 2022 submission to the Committee on the Rights of Persons with Disabilities, noted that in addition to mainstream placement services,

“Specialist employment agencies play a significant role in connecting people with disabilities to the labour market, particularly for people with intellectual disabilities and other marginalized groups for whom stigma from employers can be a major barrier to employment. In these cases, agencies play a key role by building relationships with employers and creating connections with people with intellectual disabilities, which creates a direct path to employment facilitated by a source that is trusted by employers.”<sup>59</sup>

Inclusion International also called on initiating job placements based on the will and preferences of the individual, limiting job placements to inclusive workplaces, and ensuring the availability of reasonable accommodation and other accessibility measures within their partnered workplaces.

It is fundamental to note, as well, that most of the literature lacks systematized gender, disability, and diversity approaches. As Women Enabled International noted in its submission “The Rights of Women with Disabilities in the World of Work to the Working Group on the issue of Discrimination against Women in Law and in Practice”:

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<sup>55</sup> Livermore, G., Shenk, M., & David Stapleton, D. (2019). [Federal and State Expenditures for Working-Age People with Disabilities in Fiscal Year 2014](#).

<sup>56</sup> 180 Degrees Consulting (2021). *Cost of Inclusion of PwD in the Job Market. Analysis of various OECD countries*. Not online.

<sup>57</sup> OECD iLibrary (Undated). [4. Getting persons with disabilities into employment](#).

<sup>58</sup> OECD iLibrary (Undated). [4.1. The role of PES in integrating persons with disabilities](#).

<sup>59</sup> United Nations. Committee on the Rights of Persons with Disabilities (2022). [General comment No. 8 \(2022\) on the right of persons with disabilities to work and employment](#).

“Issues affecting women with disabilities in the context of employment and work are rarely addressed in global or national studies, reports and statistics.... Existing research and data collection on the world of work often fails to include either the gender or the disability category (and, where included, disability data often fails to distinguish between types or degrees of disability).”<sup>60</sup>

Similarly, in its submission for the Committee on the Rights of Persons with Disabilities, the International Disability Alliance (IDA)<sup>61</sup> stressed the importance of ensuring that:

“General and disability-specific policies on employment are inclusive of all persons with disabilities, including those underrepresented groups, such as women with disabilities, deaf persons, deaf blind persons and persons with intellectual disabilities, and that they benefit equitably all of them, considering also specific measures focused on disadvantaged groups among persons with disabilities.”

In conclusion, this literature review shows:

1. The importance of identifying the resources and of quantifying the necessary funding to ensure the economic inclusion of persons with disabilities,
2. The existing gap to identify, quantify and analyse the current investments specifically related to access to employment.

This working paper aims to be a first step towards reducing that gap, fostering discussion, and raising awareness on the need for 1) in-depth research, and b) working closely with mainstream organisations so that they include disability as a cross-cutting topic in their own research on economic inclusion and employment.



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<sup>60</sup> Women Enabled International (2019). [Submission on the Rights of Women with Disabilities in the World of Work to the Working Group on the issue of Discrimination against Women in Law and in Practice.](#)

<sup>61</sup> International Disability Alliance (2022). [IDA 's submission on the CRPD Committee's draft general comment No. 8 \(2021\) on Article 27 of the CRPD \(work and employment\).](#)

## V. Findings



### Findings at a glance

The adoption of the UNCRPD in 2006 has certainly given an important impulse to adopt legislation, policies and budgets that promote employment for persons with disabilities, including in the US which is not a State Party. However, macroeconomic data shows, and organisations of persons with disabilities report, that many barriers continue to exist, many persons with disabilities remain out of the labour force, unemployed, earning less than minimum wages, or employed in non-skilled jobs. Yes- it is essential to increase national budgets for programmes that facilitate access to employment for persons with disabilities; and where those budgets come from, to what programmes and stakeholders they are allocated, and how those decisions are taken, and how such programmes are monitored, are equally important. Many gaps remain to effectively incorporate gender, disability, and diversity approaches both at national and at local levels. This study shows that, although efforts have been made, there is still much to improve to ensure budgeting of employment policies is in accordance with the UNCRPD. The findings of this study are organised in twelve areas:

#### **National level:**

1. Trends and challenges in a cross-country analysis of investments per person
2. Tax expenditures vs. budget programmes: different understandings of the role of the State
3. A decrease in funding led by a decrease in tax expenditures and mainstreaming of disability-specific budgetary lines
4. What budget analysis tells us regarding the countries' priorities related to mainstream, supported and sheltered employment.

#### **Local level:**

5. A wide variety of stakeholders provides employment services for persons with disabilities
6. Key factors that influence the cost of employment programmes for persons with disabilities
7. Key factors that influence the calculation of the investment per person of mainstream employment programmes for persons with disabilities
8. Investments by local organisations that facilitate access to mainstream waged employment for persons with disabilities.

#### **Disability, gender and diversity**

9. Monitoring for disability, gender, and diversity approaches
10. Budgeting for disability, gender, and diversity approaches.

The tools to carry out the quantitative analysis has been made available [here](#).

All numbers in this section are in US\$PPP to allow for comparison.

## **1. Findings: Investments at national level**

This study identified public funding for selected social and fiscal programmes that aim to facilitate access to waged employment for persons with disabilities in France, Peru, and the United States. Public budget reports were analysed to identify the total yearly expenditures per programme.

Country case studies in section VI of this report include detailed information on the programs that were analysed in each country. It is important to note that the programmes that were identified and analysed are not exhaustive. The report analyses some of those programmes that provide employment services and are funded through the Ministries of Employment, and through others that effectively provide employment services: the Ministry of Solidarity and Equality (France), the Ministry of Women and Vulnerable Populations in Peru (Peru), and the Department of Education (US). Fundings from the Ministries of Health were not included in this phase.

### **1.1 Trends and challenges in a cross-country analysis of investments per person**

The current public funding of social and fiscal programs to facilitate access to employment for persons with disabilities varies among the three countries, where States' priorities are reflected in resource mobilization. For instance, France funds most of these actions from the general public expenditure, whilst Peru relies more on private-sector solutions via tax expenditures.

Public budget reports were analysed to identify the yearly expenditure in the main programs to facilitate access to waged employment for persons with disabilities, as identified through the budgetary analysis and the feedback of local level stakeholders. The expenditures were identified in local currency and converted into US dollars adjusted for purchasing power parity for comparative purpose. They were then calculated as a proportion of gross domestic product and per person with disability of working age to identify the per capita allocation.

Whilst acknowledging that some specific programs are not included in this analysis (such as programs targeting only veterans in the US, or funding lines that may exist via Ministries of Health), the preliminary results are shared to facilitate future research in this area.

Table 2 presents the aggregated data on public budgets to facilitate access to employment for persons with disabilities in 2021 for France and the US. While the US allocates more total funding than France (4,401MUS\$PPP and 2,862MUS\$PPP respectively), in fact, France allocates more per person with disability of working age than the US (US\$PPP502 and US\$PPP 136 respectively). It is important to note that average public funding was calculated on the basis of all working-age persons with disabilities recognized by each country, as described in each case study.

Regarding Peru, while it had been initially included in this table, it was decided to exclude it at this stage due to the disparities on data on persons with disabilities between household

surveys and the census of 2017 which were brought to the attention of the study team almost by end of project and could not be explored further in the project timeframe.

**Table 2 - Public budgets of programmes to facilitate access to employment for persons with disabilities in France and the US, based on data identified by this study with the limitations explained in the methodology section<sup>62</sup>**

Country	Total national public funding (Million US\$ PPP)	Average public funding per person with disability of working age (US\$ PPP)	Proportion of GDP
France	2,862	502	0.08220 %
United States	4,401	136	0.01830 %

These preliminary results would seem to indicate that current investments per person with disability in the three countries are significantly lower than the necessary investments to facilitate successful access to mainstream waged employment for persons with disabilities. This is the case, for instance, if we consider that the employment programmes document in this study reported investments between 2,963 and 9,643 US\$PPP (both for 2021).

It must also be highlighted that it was particularly challenging to track in the budgetary analysis which mainstream employment programmes include budget lines to include persons with disabilities. Interviews with organisations in target countries confirmed this is not regularly reported on, nor are organisations or persons with disabilities to participate systematically on budget allocation discussions.

## **1.2 Tax expenditures vs. budget programmes: Different understandings of the role of the State**

In a pioneering effort, this study reviewed the use of tax expenditures as a fiscal policy to promote employment of persons with disabilities. Tax expenditures are special measures that lower the taxes of individuals or businesses and include exemptions, deductions, credits, and other instruments. This represents a loss for governmental revenues that implies less money available to fund government programmes to fund other actions. When reviewing tax expenditures, it is important to identify who benefits from these policies and how they are distributed among the population, but that information is not usually presented by government agencies. In the case of this report, none of the countries presented an extensive report on the differentiated impacts of tax expenditures.

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<sup>62</sup> Number of persons with disabilities of working age per country is self-reported by each country. See case-studies in section VI for details and specific sources.

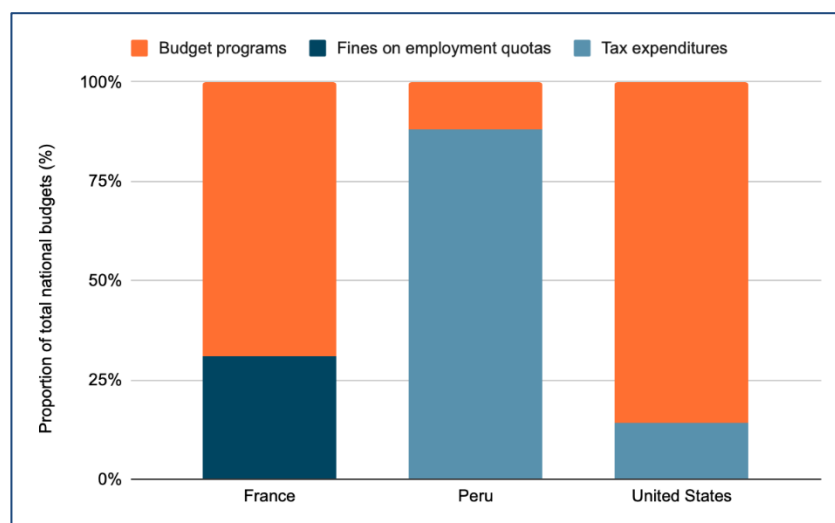


In addition to the amounts of funding for specific programmes, differentiating the proportion of tax expenditures and budget programmes is essential to analyse the mechanisms through which governments facilitate access to employment for persons with disabilities. As in the previous point, it must be noted these calculations at this stage do not include the totality of national funds. These are preliminary findings to foster discussion and present trends identified at this initial stage.

Beyond the trends of public funding, understanding their sources of funding can help understand the mechanisms through which governments promote access to employment for persons with disabilities. Figure 5 shows the proportion of national public budgets for this objective in 2021 by source of funding.

Whilst France and the United States heavily rely on budget programs that depend on public revenues –that in turn relies more on tax collection and other government fiscal instruments, Peru depend on tax incentives for private companies and individuals. In other words, France and the United States fund specific programs that support persons with disabilities and employers, whilst Peru relies more on incentives for individuals and the private sector to promote access to employment for persons with disabilities on their own, from a budgetary perspective.

**Figure 5 - Proportion of national public budgets to facilitate access to employment for persons with disabilities by source of funding, based on data identified by this study with the limitations explained in the methodology section**



Proportion of total national budgets (%), specific pool of countries, 2021

In France, 31% of its identified investment to facilitate access to employment for persons with disabilities depends on fines imposed on those private and public institutions and companies that do not comply with an employment quota for persons with disabilities. Indeed, the Objective of Employment of Workers with Disabilities (OETH in French) obliges employers in France with at least 20 employees to have workers with disabilities account for 6 % of their total workforce, and those companies that do not comply can pay a fine to support the employment of persons with disabilities through other public mechanisms.



This case presents a good opportunity to consider the importance of identifying the destination of fines on employment quotas. The mechanisms to enforce quotas and other related dispositions require strong government institutions with adequate funding and capacity, and these fines can help support and strengthen them. Moreover, out of the three countries from the pool –France, Tunisia and Peru–, only the French government presents information on the amounts and destination of these employment quotas, disaggregated by other social, economic and territorial considerations. The payments on fines for the non-compliance of employment quotas for persons with disabilities is not traceable in Peru.

But analysing the sources of funding is also important because such policy choices speak of different understandings, priorities, and have different outcomes. Indeed, as can be seen from Figure 6, the assumption from tax expenditures is that these will be an incentive for employers in the private sector to make their workplace inclusive and hire people with disabilities. In other words, it addresses the labour demand. However, tax expenditures alone do not address the measures required to support the supply side or the workforce -that is, jobseekers with disabilities.

In contrast, all budget programmes identified in this study targeted both jobseekers with disabilities and employers; they take a more comprehensive approach. Furthermore, tax expenditures, when not properly monitored, can lead to negative practices, such as the following which were reported by persons with disabilities and by employers in different countries:<sup>63</sup>

- Companies consider fines as part of their operating costs and plan for it instead of making the necessary changes to employ persons with disabilities.
- Companies “hire” persons with disabilities for minimum salary but tell them not to even come to the office.
- Companies hire persons with disabilities only in non-qualified positions or with no perspectives for advancing in their careers; or are given more responsibilities without officially promoting them to higher positions.
- Companies ask persons with disabilities to sign a contract and payment slips without working, in exchange for a small sum.

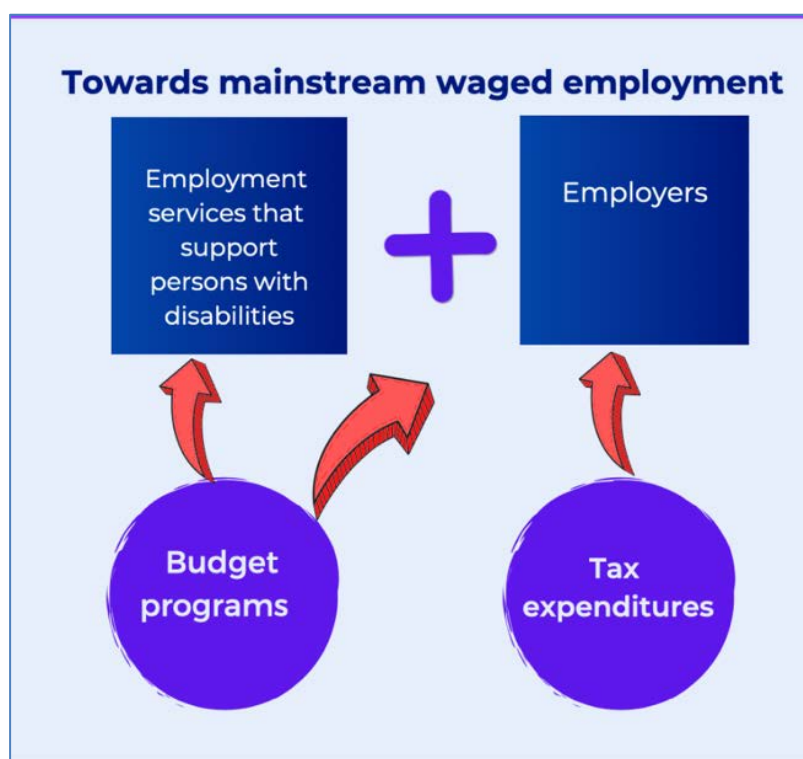
Dialoguing with organizations of persons with disabilities brings forward such situations, which are not systematically studied nor addressed at macro level, at least in the sources reviewed in this study. This highlights, once more, the importance of going beyond macro data and building on the lived experience of persons with disabilities to have a more accurate picture of the current situation.

Tax benefits can certainly play a role in promoting waged employment for persons with disabilities along with employment quotas and other policy instruments when they include effective monitoring and implementation. However, it is important to understand their impacts and distributional effects so that they do not produce unequal effects in our societies; and that tax expenditures are not privileged over budget programmes without an evidence base to justify such an approach.

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<sup>63</sup> Real cases reported by companies and persons with disabilities on the condition of anonymity.

Figure 6 - Focus of budget programs and tax expenditures in France, Peru, and the US

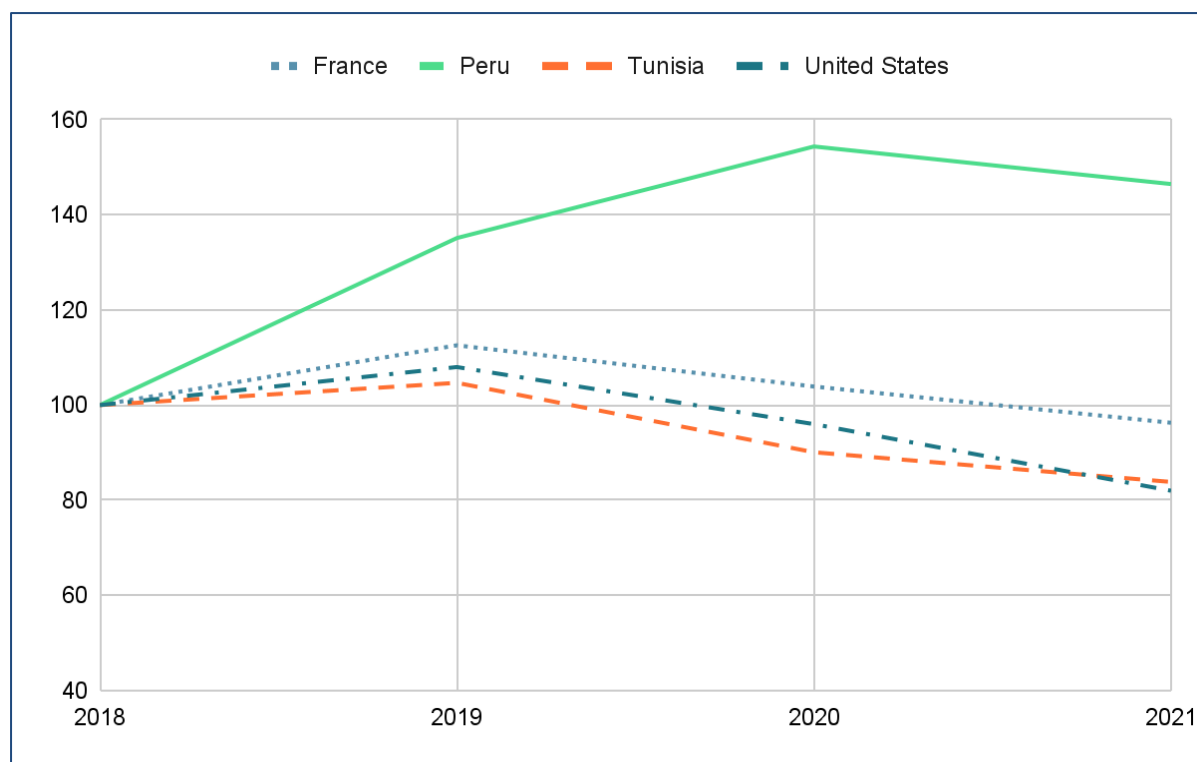


### 1.3 A decrease in funding led by a decrease in tax expenditures and mainstreaming of budgetary lines

The budgets of the programmes to facilitate the rights of persons with disabilities in the three countries have not been stable over time. Peru is the only country of the pool where total budgets have increased in 2021 compared to their 2018 levels, although most specific budget programmes to facilitate access to employment for persons with disabilities were recently merged with other social programs, which will make it more difficult to track such funding.

Since total budgets highly vary among the pool of three countries, Figure 7 shows these figures as an index, where the value in the year 2018 equals 100. When the public budget to facilitate access to employment for persons with disabilities is higher than 100, this means that public budgets have increased compared to their 2018 levels. On the other hand, when this index is lower than 100, public budgets for this objective are below their 2018 level. Tunisia was included in this graph with the gathered data exclusively via the macro analysis.

**Figure 7 - Public budgets of selected programmes to facilitate access to employment for persons with disabilities in France, Peru, Tunisia and the United States, based on data identified by this study with the limitations explained in the methodology section**



In the case of Peru, after an increase until 2021, funding decreased for a) the specific programmes targeting persons with disabilities and b) the budget lines to ensure accessibility, reasonable accommodations, and support for persons with disabilities. After the initial successes of these programmes, it is a worrying development.

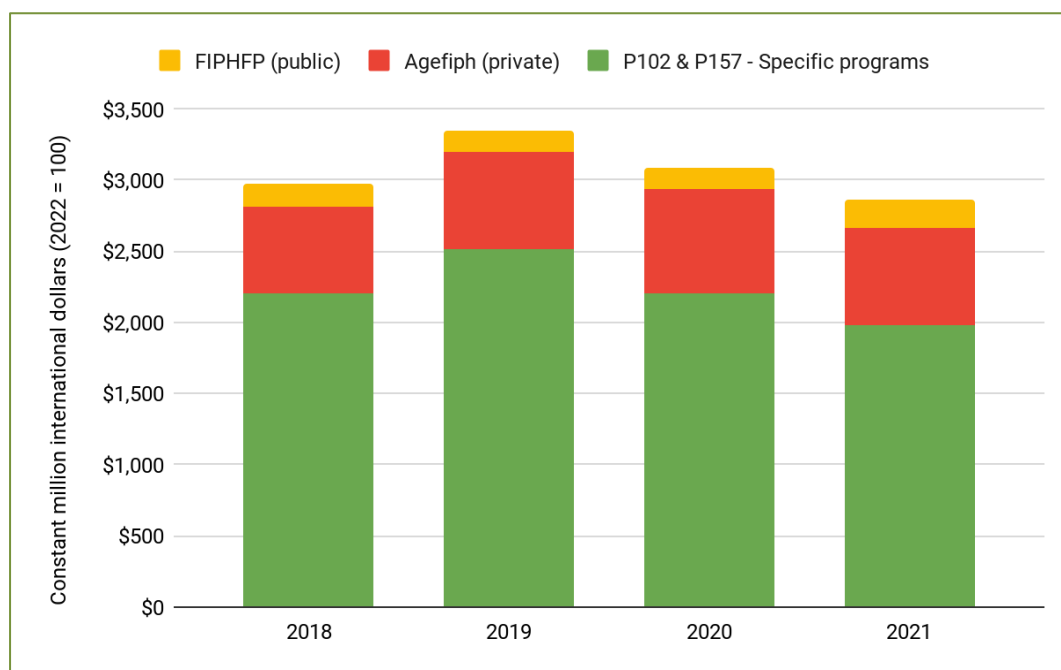
It should also be highlighted that national budget and expenditure in programmes to facilitate access to employment for persons with disabilities should be prepared with and distributed among representative organisations of persons with disabilities systematically. Lack of transparency and the barriers faced to identify and access national budgets, in particular those in the employment sector, do not facilitate the monitoring and accountability, which is an obligation for every State. This renders overly complex analysing whether such spending is enough, and consistent with the rights of persons with disabilities; and does not allow for a systematic analysis of whether current approaches are the most efficient and effective use of public resources.

## 1.4 Budget analysis as a tool to analyse countries' priorities on mainstream, supported, and sheltered employment

This study found that, although France and US have officially expressed their intent to start transition from sheltered employment towards mainstream employment, in fact both are still funding sheltered employment; and France actually *increased* its investment in this specific modality in €13M in 2022.<sup>64</sup> The study did not identify public investments in sheltered employment in Peru, though this country has favourable conditions in its public tenders for “promotion employment companies” which hire high percentage of persons with disabilities. However, it does not allocate specific funds (in contrast with the model of “adapted companies” in France), nor does it allocate those companies with tax expenditure (see Peru’s country case study for more information).

The example of France is, in this regard, quite striking. Figure 8 shows the funding for Agefiph and FIPHFP, the main mechanisms to promote waged employment the mainstream public and private sector, as well as those for the budget *Handicap et Dépendance* that funds ESAT (sheltered employment).

**Figure 8 - Public funding of selected national programmes to promote the access of people with disabilities to waged employment in France, 2018-2021, based on data identified by this study with the limitations explained in the methodology section**

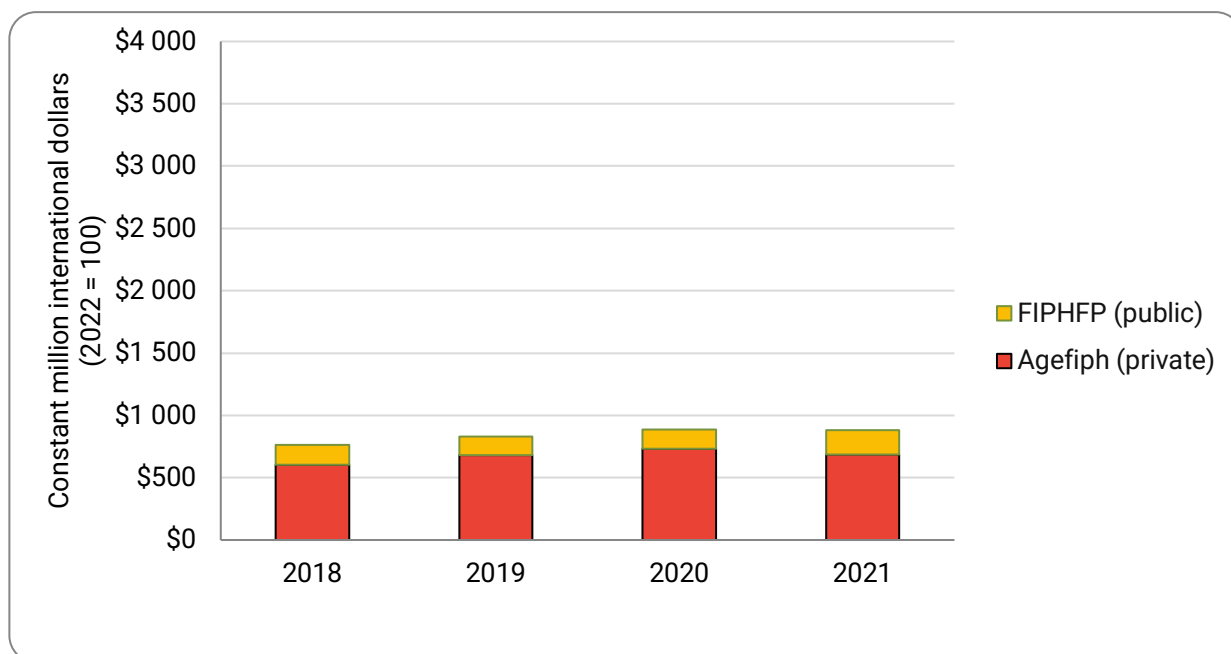


Constant million international dollars (PPP), 2022 = 1

<sup>64</sup> Assemblée Nationale (2021). [Rapport du contrôle budgétaire sur le projet de loi finances pour 2022 \(n° 4482\): Annexe N° 40.](#)

In contrast, Figure 9 shows only the budget allocated for FIPHFP and Agefiph. The difference is clear: funding for Agefiph and FIPHFP represents less than half (44,5%) of the total amount allocated to *Handicap et Dépendence*.

**Figure 9 - Public funding of selected national programmes to promote the access of people with disabilities to waged employment in France, 2018-2021**



Constant million international dollars (PPP), 2022 = 100

Representative organizations of persons with disabilities as well as the Committee on the Rights of Persons with Disabilities have repeatedly raised concerns regarding sheltered employment. Most recently, in its General Comment No. 8 (2022) on the right of persons with disabilities to work and employment), the Committee affirmed that segregated employment is not to be considered as a measure of progressive realization of the right to work, which should be evidenced only by freely chosen or accepted employment in an open and inclusive labour market.<sup>65</sup>

In 2022 France created a “fund to support the transformation of the ESAT”. However, it does not explicitly mention its transition towards mainstream settings or independent living centres: rather, it is to be dedicated to adapting equipment, diversifying production tools, and advisory and engineering services.

Analysing the budgets allows us to understand that whilst ESAT service providers such as Messidor (see case study in section VI) and Adapei27<sup>66</sup> are taking steps that aim to facilitate transition between ESAT and mainstream employment, France’s national budget does not reflect that priority with specific funding lines to facilitate and promote the transition.

<sup>65</sup> United Nations. Committee on the Rights of Persons with Disabilities (2022). [General comment No. 8 \(2022\) on the right of persons with disabilities to work and employment](#).

<sup>66</sup> Adapei27 (Undated). [Nouveau rôle des ESAT: l’insertion professionnelle dans le milieu ordinaire du travail](#).

Certainly, the shift from sheltered employment to mainstream employment should be progressive to ensure that no one is left behind or further isolated from the community. In France, Messidor has been pioneer in proposing ESAT as transition services towards mainstream employment, though the percentage of persons who actually make the transition remains small. In the US, where an estimated 241,265 people with disabilities were employed at subminimum wage in 2016, organizations such as Iowa Coalition are also taking concrete steps to transition to mainstream employment.<sup>67</sup> AbilityOne, one of the main programmes for employment of persons with disabilities in the US and which received important federal funding, has established in its 2022-2026 strategy that it will prohibit the payment of subminimum or sub-prevailing wages to employees in AbilityOne jobs, and aim to provide “optimal jobs” defined as those where:<sup>68</sup>

1. Persons with disabilities are paid competitive wages and benefits.
2. The job matches the individual’s interests and skills.
3. Persons with disabilities are provided with opportunities for employment advancement comparable to those provided to individual without disabilities.
4. Individuals are covered under employment laws.
5. Employees work side-by-side with persons without disabilities.

It is also interesting to analyse to what Ministries the budget for persons with disabilities are allocated because that also reflects different priorities and understandings.

To a certain degree, it could be understood that as a temporary measure, Ministries other than those of Labour, such as those of the Ministries of Social Affairs (or equivalent such as the Ministry of Women and Vulnerable Populations in Peru or Ministry of Solidarity and Equality of Opportunities in France) implement employment programmes for populations that are historically marginalised as temporary measures, if at the same time strategies are being implemented to ensure mainstream policies and programmes are inclusive. However, the Ministries of Labour must take full responsibility for ensuring the right of persons with disabilities to employment -as for the rest of the population.



Participatory budgeting is essential to ensure the rights of persons with disabilities, including the right to work

<sup>67</sup> Iowa Coalition for Integration and Employment (Undated). [The Great Debate: The Shift from Sheltered Workshops to Competitive Integrated Employment.](#)

<sup>68</sup> U.S. AbilityOne Commission (2022). [Strategic Plan for fiscal years 2022-2026.](#)

## 2. Findings: Investments at local level

### 2.1 A wide variety of stakeholders provides waged employment facilitation services for persons with disabilities

This study found that a variety of stakeholders provide employment services for persons with disabilities. As can be seen in Table 3 Typology of providers of employment services for persons with disabilities in this study:

- **In France**, employment service providers for persons with disabilities include associations that receive funding from the State to carry out their activities (such as Espoir73 and Messidor). The main employment service provider for persons with disabilities is Cap'Emploi, which is financed via Agefiph and FIPHFP.
- **In the US**, employment services are provided by stakeholders including Departments of Education (such as in Maryland), Departments of Health and Human Services (such as in North Carolina), private service providers, employer networks and non-profits (such as ServiceSource).
- **In Peru**, employment services providers include the National Commission for the Inclusion of Persons with Disabilities (CONADIS), local NGO (such as Aynimundo), and the private sector (such as AddmeWork and FAIS).

**Table 3 - Typology of providers of employment services for persons with disabilities in this study<sup>69</sup>**

France	
Name of organisation	Type
Espoir73	Association, service provider
Messidor	Association, service provider
Cap'Emploi	Network of employment agencies specifically for persons with disabilities
Peru	
Name of organisation	Type
National Commission for the Inclusion of Persons with Disabilities	National Commission on Disability
Aynimundo	Local NGO
AddMeWork	Private sector
US	
Name of organisation	Type
ServiceSource	Non-profit organization
North Carolina Vocational Rehabilitation Services	Department of Health and Human Services

<sup>69</sup> Based on information in section VI, Country case studies.



While mainstream employment services in these countries must also include persons with disabilities on equal basis with others, it was not possible to track specific budgets for inclusion in those services with the methodology proposed for the macro analysis in this study, which examined the budgets of *programmes* and not *activities* at this stage. Mainstream employment services in the US include American Job Centers, in and in Peru, Agencias de Empleo. In France, *Cap'Emploi* is the specific network of employment agencies for persons with disabilities, which is in the process of merging with the mainstream employment network, *Pôle Emploi*.

## 2.2 Key factors that influence the required amount of investment for employment programmes for persons with disabilities

The investments reported by organizations at local level are presented later in this section. Table 4 presents the key factors that should be considered when analysing the reported investments per person of waged employment programmes targeting persons with disabilities.

Studies that examine and compare costs without this granularity may provide the impression that those that report lower amounts are using resources more efficiently. In fact, they may be targeting persons that face less barriers than others, providing less intensive support towards mainstream waged employment, providing little support for employers to be inclusive, or taking as numerator the large number of jobseekers with disabilities who only received information or were included in a database, instead of those who actually received personal support towards waged employment. Additionally, it must be considered that some persons come back to the employment services a few times before finding the best match to remain in employment.

**Table 4 - Key factors that influence the required amount of investment for employment programmes for persons with disabilities**

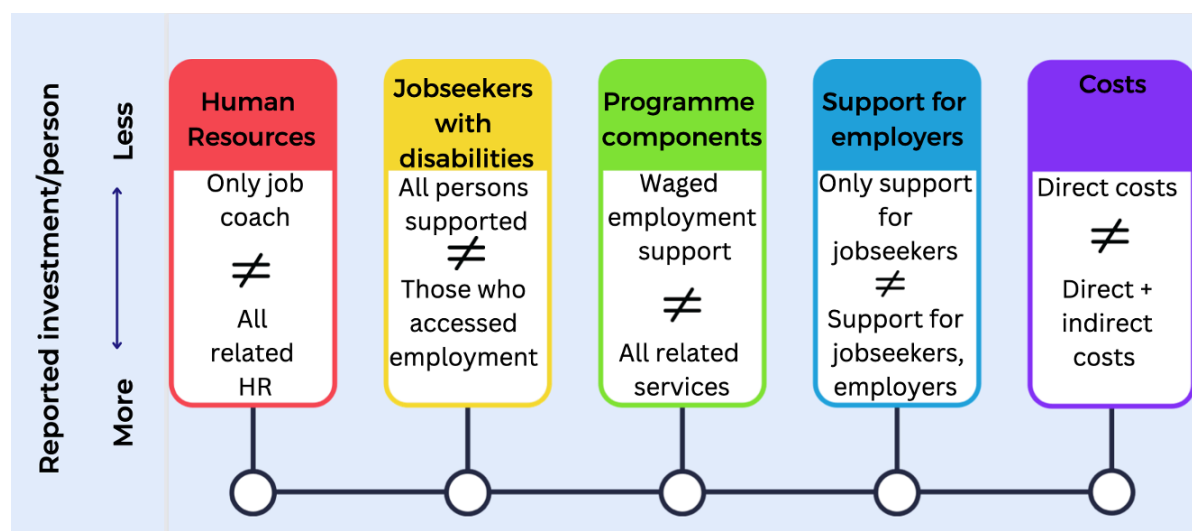
Key factors	Different characteristics and interventions		
	NUMBER OF PERSONS THAT CAN BE SUPPORTED WITH THE SAME INVESTMENT		
	Higher	←	Lower
	REQUIRED INVESTMENT		
	Lower	→	Higher
<b>Jobseekers with disabilities' profile</b>	Jobseekers with disabilities closer to employment, e.g., with previous training and/or work experience	Jobseekers who require ongoing support to access employment	Jobseekers who are further from employment, and require access as well to medical, social, legal or other services

<b>Programme components</b>	Training on job searching skills, waged employment facilitation	Training on job searching skills waged employment facilitation + supported employment	Training on job searching skills waged employment facilitation + supported employment + medical and social services
<b>Programme duration</b>	Six months or less, or support for specific tasks	Six months to two years	Unlimited until a person is successfully employed
<b>Level of interaction with employers</b>	On a case-to-case basis	Information, awareness raising, training	Coaching, long-term partnerships to become inclusive
<b>Possible indicators</b>	# Persons that receive information, # Persons are included in jobseeker's database	# Persons who receive coaching towards employment, # Persons who accessed employment	# Persons who remain in employment after x # of months within a pre-established salary range
<b>Type of contract</b>	Short-term contract (less than 12 months)	Contract of specific duration over 12 months	Permanent contract
<b>Gender, disability, and diversity approach</b>	Data disaggregation by different identities and characteristics, without specific targets	Data disaggregation and targeting different groups of persons with disabilities	Data disaggregation, targeting different groups of persons with disabilities, taking measures to include those whose identities and characteristics face additional marginalisation

## 2.3 Key factors that influence the calculation of investment per person of employment programmes for persons with disabilities

A variety of factors influence the result of calculating investments per person for programmes that facilitate access to mainstream waged employment for persons with disabilities. Figure 10 shows the main factors that were identified by participants in this study.

Figure 10 - Factors to consider when calculating the investment per person of programmes that facilitate access to employment for persons with disabilities



As will be seen in the case studies in section VI, different organisations take different approaches to each of these five elements:

- **Human resources:** Organisations that count only the cost of the salary of job coaches as a basis for calculation will report a smaller investment per person than those that include all the human resources that are actually required for implementation, such as technical advisors and admin staff, among others.
- **Jobseekers with disabilities:** Organisations that count all persons that received support as opposed to only those who accessed employment will report a smaller investment per person than those that report the actual investment in those who accessed employment.
- **Programme components:** Organisations that calculate including only the specific support for waged employment as opposed to including all related services provided to jobseekers with disabilities will report a smaller investment per person, than those that include other services such as accessible transportation, support services or social services.
- **Support for employers:** Organisations that calculate on the basis of the support provided to jobseekers with disabilities *without* including the necessary resources to ensure employers are inclusive will report a smaller investment per person than those that include as well as resources dedicated to ensure employers are inclusive.

- **Costs:** Organisations that include only direct costs will report a smaller investment per person in comparison with those that also include indirect costs.

This demonstrates the importance of avoiding a simplified approach to calculate and compare investments per person. As seen here and in point 7 above, a variety of factors should be used to put in perspective what reported investments actually mean, and also, how the decisions on what include in such calculations were taken. This applies both at organisational level and at public policy level, where discussions on accountability and best use of resources should be a matter of public discussion, in particular with organisations or persons with disabilities.

Additionally, and as explained in the Conceptual Framework earlier section, it is important to highlight the examples analysed in this working paper analysed *current investments*, as opposed to analysing the *actual cost of programmes* from a systemic perspective. This requires more in depth-research but, for reference, documenting such costs would include, among others, the items below, as based on discussions carried out for this study and the literature review (including the framework proposed by the World Bank<sup>70</sup>, which does not currently incorporate a disability inclusion perspective):

- a) **The cost of employment services**, namely:
  - a. **As a percentage of the cost of mainstream employment services**, where these exist and include persons with disabilities (criteria to set that percentage to be defined). And/or
  - b. **The overall cost of employment services specific for persons with disabilities** (such as most of the case studies in this paper), including personalised support.
- b) **The overall cost of support services** that persons with disabilities access on their pathway to employment, such as assistive technologies, sign language interpretation, support person, or other services.
- c) **The costs of other related services** that exist at local level and support access of persons with disabilities to employment indirectly, such as health, social, response to gender-based violence, or legal services,
- d) **Other costs incurred in by persons with disabilities and their families**, such as transportation, phone or internet services, day-care services when persons with disabilities have care responsibilities, or others.

Furthermore, to have a comprehensive calculation, all these the elements mentioned above should include all direct and indirect costs. A table of this proposed economic analytical framework can be found in [Annex 3](#), where it has been included to facilitate follow up in future work.

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<sup>70</sup> World Bank (2021) above cited.



### Aynimundo's approach to calculating investment per person

Aynimundo and the study team discussed different options to calculate the investment per person in Aynimundo's programmes that facilitate access to employment for persons with disabilities:

1. **Concerning the total amount of the investment that must be considered as a basis for this calculation, two approaches were envisaged:**
  - a. Take as a reference the cost of human resources of its Economic Inclusion program team (four persons in total).
  - b. Take as a reference all human resources involved, and also all investments related to a) trainings that persons with disabilities follow prior to waged employment facilitation, including social skills, communication, training, literacy, and others, b) materials, coordination, management, training implementation, advice and monitoring of companies and linking with other stakeholders, c) trainings for the project team, d) administrative expenses.
2. **Concerning the number of jobseekers that must be considered:**
  - a. Take as reference the number of persons who accessed waged employment or started a small business.
  - b. Include all jobseekers who have been supported, even though they have not found employment yet.
  - c. Include all the persons who currently participate in Aynimundo's programmes, considering that the education programme is also important to facilitate access to employment in the future.

Aynimundo proposed that the most accurate approximation of the real investment that it takes to support persons with disabilities to access employment, and employers to become inclusive, is to take as a basis ALL required investments (1.b) AND ALL the persons who currently participate in its education and employment programmes (2.c), disaggregated by type of employment and whether the jobseeker is already employed, among other factors. All these investments contributed, and unless they are made visible, it will not be possible to inform public policy to mobilise sufficient resources in programmes that truly achieve expected outcomes.

## 2.4 Current investments by local organisations that facilitate access to mainstream waged employment for persons with disabilities

As explained above, organisations at local level use different approaches to calculate their current investment per person. A comparative analysis can and should not be carried out without examining as well the different factors presented in points 6 and 7 of this section. In this regard, Table 5 below should not be read as a comparison, nor should those organisations with less investment per person be considered as more cost-efficient than others. Rather, this table aims to show the different variables that are used by organisations to carry out this calculation.

CONADIS, in Perú, reported the lowest investment per person, at US\$PPP 307, whilst the one with the highest investment identified in this study was by the Ticket to Work - Vocational Rehabilitation Reimbursement programme in the US (national average), at

US\$PPP 9,643 in 2021. The difference can be explained in part by to the fact that the average investment in CONADIS includes a large number of persons who have been registered in a jobseekers database, the majority of which have not received personal support towards employment nor signed a contract. In contrast, the amount reported by Vocational Rehabilitation reflects the actual investment, as calculated only for those persons with disabilities who accessed and remained in employment and with a pre-established salary: this gives a much more accurate estimate of the required investment.



**From service providers: Aynimundo Director**

“It is important to start calculating the cost of real inclusion in employment. It is important to demystify certain concepts – ensuring persons with disabilities access waged employment, and that employers are truly inclusive in their processes needs important investments, that need to be properly identified and planned for.”

Verónica Rondón, Aynimundo Director

**Table 5 - Variables used by selected organisations in France, Peru and the US to calculate investment per person in programmes that facilitate access to waged employment for persons with disabilities**

France						
	Organisation	Main indicator used to calculate investment per person	Investment per person in constant local currency for reference year	Investment per person in US\$PPP (2022=100)	For year	Source
1	<b>Espoir73</b>	#Jobseekers with disabilities supported per job coach, of which # accessed employment	€2,650	3,714	2021	Self-reported
2	<b>Messidor</b>	#Jobseekers with disabilities supported per job coach, of which # accessed employment	€3,666	5,137	2021	Self-reported

3	<b>Cap'Emploi</b>	# Persons with disabilities who return to employment # Persons who remain in employment	Request for expenditure data was declined	NA	NA	NA
4	<b>Supported employment, as calculated by CFEA</b>	Reported only as average cost/person in supported employment, yearly	€5,000	6,823	2016 (latest available, to be updated in 2023)	Reported by CFEA
5	<b>Adapted companies</b> (economic incentive directly for the employer)	Incentive for employers per person with disability hired	€16,539	22,802	2022	Legal reference
<b>Peru</b>						
	<b>Organisation</b>	<b>Main indicator used to calculate investment per person</b>	<b>Investment per person in constant local currency for reference year</b>	<b>Investment per person in US\$PPP (2022=100)</b>	<b>For year</b>	
6	<b>Lurawi Perú</b> (Not an employment service, but a mainstream employment programme)	# Jobseekers in poverty or extreme poverty that accessed employment, of which # jobseekers with disabilities <b>* Note: includes costs of material and building infrastructure that are part of the programme (Jan-Oct 2022)</b>	S./1971	1,055	2022	Calculated, for reference, by this study. Note that it includes all costs of the project



7	<b>CONADIS</b>	# Jobseekers with disabilities supported (info, trainings, tailored support) of which # accessed waged employment and # are registered as self-employers <b>* Note: the total amount includes all human resources, fairs and other indirect activities (Jan-Aug 2022)</b>	S./ 574	307	2022	Calculated, for reference, by this study. Note that it includes all costs of the project
8	<b>Aynimundo</b>	#Persons with disabilities supported in education, training, and employment programmes, of which # in employment and #self-employed (Jan-Oct 2022) <b>* Includes all direct and indirect investments, including in education programmes and in ensuring employers are inclusive</b>	S./ 4200	2,247	2022	Self-reported

US						
	Organisation	Main indicator used to calculate investment per person	Investment per person in constant local currency for reference year	Investment per person in US\$PPP (2022=100)	For year	
9	ServiceSource	# Persons with disabilities supported across services, of which # accessed employment, yearly	\$USD 6720	7,036	2021	Own calculation based on public information
10	North Carolina Vocational Rehab	# Persons with disabilities supported across services, of which # accessed employment, yearly	\$USD 3927	4,111	2021	Own calculation based on public information
11	Ticket to Work Services (est. national average)	# Persons with disabilities who develop and Individual Plan for Employment	\$USD 2,830	2,963	2021	Social security administration
12	Vocational Rehab Services (est. national average)	# Persons with disabilities that access employment	\$USD 9,210	9,643	2020	Social security administration



### Percentage of persons who effectively accessed employment after receiving support from an employment service provider

In all cases, those organizations that target less persons and provide most personalised and comprehensive support, and which reported high investments per persons, are the ones that have the highest rates of success (66.6% for Aynimundo and 57.4% for Espoir73 et Agir'H).

### 3. Gender and diversity approaches

#### 3.1 Monitoring for gender, disability, and diversity approaches

When carrying out this study, the team itself aimed to:

- Identify whether indicators of the programmes that were reported at national and local level were disaggregated by different groups of persons with disabilities, by gender, and by other marginalised identities and characteristics.
- Identify whether these organisations take specific measures towards ensuring gender equality and the equal participation of persons with disabilities with other marginalised identities and characteristics.
- Ensure diversity in the consultant team, in its Advisory Committee, and in the persons that were interviewed, which is essential as a cross-cutting principle.

Whilst most programmes disaggregate the data on jobseekers with disabilities by gender and group of persons with disabilities (with the exception of Lurawi Perú, who does not disaggregate by group of persons with disabilities), only one (Aynimundo) reported taking specific actions systematically, such as promoting that both mothers and fathers get involved in the process to support young jobseekers with disabilities to access employment (when appropriate and requested by the young jobseekers).

Each organisation disaggregates data according to its own context, legislations and needs (see section VI- country studies for specifics):

- **In France**, Espoir73, Messidor and Cap'Emploi disaggregate data by gender, group of persons with disabilities, housing situation (independent, with family or in common housing), time in unemployment and level of education. Whilst the French law has very specific rules regarding data collection on personal characteristics, self-identification has been ruled lawful and is yet to be incorporated systematically to track other marginalised groups and take measures to give them equal opportunities.
- **In Peru**, organisations reported disaggregating data by gender and group of persons with disabilities; additionally, Lurawi Peru disaggregates to identify victims of the 1980-2000 violence<sup>71</sup> and survivors of gender-based violence. None reported disaggregated by belonging to indigenous group<sup>72</sup> or as afro-descendant, some of the most marginalised groups in Peru.
- **In the US**, data is the most disaggregated of the three countries, including by gender (and even “reported gender” in North Carolina Vocational Rehab Center (NCVRC) and groups of persons with disabilities, but also by “race and ethnicity”. Interestingly, NCVRC also reports on barriers faced by persons with disabilities, which is an excellent method to track the most important barriers that demonstrates a practical understanding of disability that incorporates an analysis of both personal and environmental factors.

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<sup>71</sup> Mantilla Falcón, J. Revista IIDH. Vol 43. [La Comisión de la Verdad y Reconciliación en el Perú y la perspectiva de género: principales logros y hallazgos.](#)

<sup>72</sup> ILO (2016). [Expert Group Meeting: Indigenous persons with disabilities.](#) ILO

Whilst data disaggregation is an important step, it is essential to use such information to incorporate and report systematically on measures taken to ensure persons with disabilities that face barriers also due to other factors can also access employment programmes and waged employment. Planning and budgeting from the perspective of the rights of persons with disabilities should not replace but rather strengthen and be supported by gender responsive budgeting and monitoring, as explained in the next section.

### 3.2 Budgeting for gender, disability, and diversity approaches

Preliminary findings from this study show that there is still a lack of systematic and comprehensive approach to budgeting for disability in mainstream programmes, and also for gender and diversity in specific programmes for persons with disabilities.<sup>73</sup> Gender and diversity budgeting refers to thinking about impacts on different groups of people of (adapted from Oxfam):<sup>74</sup>

- How money is raised (for example through direct or indirect taxes, fees, fines and levies on imports) and how revenues are lost (for example through tax havens and unproductive incentives).
- How money is spent (including spending on public services, social welfare programmes or infrastructure).
- Whether spending is sufficient to ensure everyone's rights whilst at the same time contributing to closing existing gaps for marginalised groups of the population.
- How decisions on raising and spending money affect unpaid care work and subsistence work, and the distribution of these between genders and groups based on identities and characteristics.
- Whether spending in practice matches budget plans.

From a public budget perspective, this study found that whilst the three countries have expenditures for programmes to facilitate access to mainstream employment for persons with disabilities, there is no systematic approach to budgeting that ensures a) that the perspectives of representative organisations of persons with disabilities are included throughout the budget cycle, and b) that the budget is both sufficient, and UNCRPD-compliant, as framed by the Center for Inclusive Policy.<sup>75</sup> This leads to questions including:

- The consequences of continuing directing important amounts of resources towards segregated employment instead of promoting and effective transition towards mainstream employment and independent living centres.

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<sup>73</sup> Sources: UNFPA (2006). [Gender responsive budgeting in practice: a training manual](#). Center for Inclusive Policy (2019). [Clarification needed: Inclusive, Disability Responsive or CRPD compliant budgeting](#).

<sup>74</sup> OXFAM (Undated). [A guide to gender-responsive budgeting](#).

<sup>75</sup> Center for Inclusive Policy (2019). [Clarification needed: Inclusive, Disability Responsive or CRPD compliant budgeting](#).

- The relevance of granting tax expenditures to employers in the private and public sector without actually enforcing the penalties nor ensuring they are used to finance programmes to facilitate access to employment (as in Peru).
- Why only 0,04% of the total funding of a temporal employment program is allocated for measures to include persons with disabilities (Lurawi Peru), and yet, even such small percentage yields results.
- Why countries do not report systematically on their own investments to ensure access to employment for persons with disabilities on equal basis with others.

### Key concepts: Approaches to budgeting<sup>76</sup>

A **gender responsive budget** ensures that the needs and interests of individuals from different social groups (sex, age, race, ethnicity, ability, location) are addressed in expenditure and revenue policies. (Adapted from UNFPA)

**Inclusive budgeting** entails that government revenue generation and expenditures involve and benefit all people in their diversity. It includes persons with disabilities among others and pays attention to the impact of revenue generation and expenditures on gender equality and the most marginalized groups. It ensures that all stakeholders are meaningfully consulted in budget processes. (Center for Inclusive Policy)

**UNCRPD compliant budget** goes further, by building on the comprehensive standards of the CRPD to assess and plan public resource generation and allocation.

## 4. Selected figures related to investment in programmes to facilitate access to mainstream waged employment for persons with disabilities

Table 6 - Figures on investment for mainstream waged employment for persons with disabilities

	Figure	Description	Source
1	0	Number of organisations that self-reported or included in their reports that they take specific measures to include women with disabilities or persons with disabilities with other marginalised identities and characteristics Number of organisations that reported working with persons who are deafblind	This study's findings
2	0,04%	Percentage of the programme budget allocated to support the inclusion of persons with disabilities, Lurawi Perú programme, Peru	This study's findings

<sup>76</sup> Sources in the footnote 72

3	<b>0,47% (less than 1%)</b>	Percentage of workers in ESAT that joined mainstream employment in 2019-2021, France	Summary of 4 specialised studies, carried out by FIPHFP <sup>77</sup>
4	<b>1,04%</b>	Percentage of total federal expenditure for working-age people with disabilities in the sectors of education, training and employment (combined), US	Livermore et al <sup>78</sup> in <i>Federal and State Expenditures for Working-Age People with Disabilities in Fiscal Year 2014</i>
5	<b>5%</b>	Percentage of sheltered workshop employees ever to transition to outside jobs with normal pay, US	U.S. Department of Labour (2022) <sup>79</sup>
6	<b>7% to 66%</b>	Range of percentage of persons with disabilities who effectively accessed employment, over the total of persons with disabilities who accessed employment services, for those organisations that reported those indicators for this study. <b>Organizations that target less persons and provide most personalised and comprehensive support have the highest rates of success, as identified by the % of jobseekers with disabilities that effectively access employment after receiving employment support (66.6% for Aynimundo and 57.4% for Espoir<sup>73</sup> et Agir'H)</b>	This study's findings
7	<b>31%</b>	Percentage of France's investment to facilitate access to employment for persons with disabilities, that depends on fines imposed on those private and public employers that do not comply with the quota of persons with disabilities	This study's findings
8	<b>44,5%</b>	Public funding for Agefiph and FIPHP (main instruments to facilitate access of persons with disabilities to mainstream employment) as percentage of the amount allocated to Program 157 that funds segregated employment and "adapted companies"	This study's findings

<sup>77</sup> FIPHFP (Undated). [Bilan d'activités des ESAT en 2019, 2020 et 2021 Etude comparée ESAT-EA.](#)

<sup>78</sup> Livermore, G., Shenk, M., & David Stapleton, D. (2019). [Federal and State Expenditures for Working-Age People With Disabilities in Fiscal Year 2014.](#)

<sup>79</sup> U.S. Department of Labor (2022). *FY 2022 Congressional Budget Justification. Employment and Training Administration. American Jobs Plan.*

9	<b>24 USD\$PPP</b>	Daily “indemnity” for workers, including workers with disabilities, part of the temporal employment programme Lurawi Perú	Interview with MTPE, Peru
10	<b>\$154USDP</b>	France’s investment in Agefiph and FIFIPH per person with disability of working age, France (Agefiph and FIPHFP the main programmes to facilitate access to mainstream employment for persons with disabilities)	This study’s findings
11	<b>530 US\$PPP</b>	Typical cost of implementing one reasonable accommodation for a specific person with disability in the US, for those that have a cost (some of them have no monetary cost),	US Job Accommodation Network <sup>80</sup>
12	<b>4,437 US\$PPP</b>	From the perspective of the State, return on investment per person with disability who access employment after accessing employment in Messidor’s “adapted companies” (France) (a higher return on investment could be expected from supported employment, requires further research)	Messidor / KPMG (2016)
13	<b>9,643 US\$PPP</b>	Federal average cost per one person with disability that access employment through Ticket to Work - Vocational Rehabilitation Reimbursement Programs	US Social Security Administration <sup>81</sup>
14	<b>26,370 US\$PPP</b>	Average cost per person with disability supported to access employment in a selection of countries in the Global North, 2021	180 Degrees Consulting <sup>82</sup>
15	<b>2 billion US\$PPP</b> (1.42billion euros 2002)	Public funding for ESAT (segregated employment) in 2022, an increase of 18 million US\$PPP euros as compared to 2021, France	French National Assembly report <sup>83</sup>

<sup>80</sup> JAN (2020). [Accommodation and Compliance: Low Cost, High Impact](#).

<sup>81</sup> Social Security Administration (Undated). [VR Reimbursement Claims Processing](#).

<sup>82</sup> Not online

<sup>83</sup> Assemblée Nationale (2021). [Rapport du contrôle budgétaire sur le projet de loi finances pour 2022 \(n° 4482\): Annexe N° 40](#).



## VI. Country case studies

### 1. France



#### Main statistics<sup>84</sup>

Total population	67.4 million
Persons with disabilities of working age	5.7 million
Activity rate - General <sup>85</sup>	71%
Activity rate - Persons with disabilities	42%
Unemployment rate - General <sup>86</sup>	7.4%
Unemployment rate - Persons with disabilities	14%

#### 1.1 Policy and budgetary analysis

##### Context

People with disabilities in France amount to an estimated 12 million persons<sup>87</sup> of which 6,720,000 (56 %) are women.<sup>88</sup> 5.7 million people of working age have a disability, representing 14 % of the working-age population; and approximately half of them –2.8 million– have obtained an administrative recognition of disability.<sup>89</sup> In December 2021, 5.66 million persons were seeking a job, of which 474,171 were persons with disabilities. In other terms, by end of 2021, 8.4 % of jobseekers were persons with disabilities.

A person is recognized as “worker with disability” through an administrative decision that gives such status (*Reconnaissance de Qualité de Travailleur Handicapé*- “RQTH”)<sup>90</sup> to “any

<sup>84</sup> Observatoire de L'Emploi et du Handicap (2022). [Emploi et chômage des personnes handicapées](#)

<sup>85</sup> Activity rate = (Employed workers + Unemployed workers) / Working-age population

<sup>86</sup> Unemployment rate = Unemployed workers / (Employed workers + Unemployed workers)

<sup>87</sup> Observatoire de L'Emploi et du Handicap (2022). [Emploi et chômage des personnes handicapées](#)

<sup>88</sup> Institut National de la Statistique et des Études Économiques INSEE (2022). [Femmes et hommes, l'égalité en question.](#)

<sup>89</sup> France Stratégie (2020). [Employment of persons with disabilities and business performance.](#)

<sup>90</sup> « Reconnaissance de Qualité de Travailleur Handicapé ». The recognition of the status worker with disability (*Reconnaissance de la qualité de travailleur handicapé-RQTH* in French) is an administrative decision which grants people with disabilities a status allowing them to benefit from specific support. The procedure to obtain RQTH is launched during the examination of any application to receive the allowance of adults with disabilities (*Allocation aux Adultes Handicapés-AAH*). Source: Ministère du Travail, du Plein Emploi et de l'Insertion (2022). [Emploi et Handicap: la reconnaissance de la qualité de travailleur handicapé \(RQTH\).](#)

person whose possibilities of obtaining or keeping a job are effectively reduced as a result of the alteration of one or more physical, sensory, mental or psychological functions"<sup>91</sup>. This definition is not in accordance with the UNCRPD, as it does not address the barriers of the environment, as if the possibilities of obtaining or keeping a job depended solely on personal factors.<sup>92</sup>

## **Public policies and programmes that promote the employment of persons with disabilities**

The French Government established the rights of persons with disabilities as a priority for the five-year term that finished in 2022. In terms of employment, this was reflected in measures to favour the access of persons with disabilities to vocational training and apprenticeships, support in their professional development, and the diversification of job offers.<sup>93</sup>

Public measures related to employment of persons with disabilities are led by the Ministry of Labour, Full Employment, and Inclusion. Support for persons with disabilities to access mainstream employment is managed mainly through the *Cap'Emploi* network of employment agencies, which provides specific services for persons with disabilities to access employment. *Cap'Emploi* is the process or merging with *Pôle Emploi*, the national network employment agencies that targets the general population. *Cap'Emploi* is funded via *Agefiph* (Fund for the professional inclusion of persons with disabilities is an organisation dedicated to furthering professional inclusion in the private sector) and *FIPHFP* (Fund for the inclusion of persons with disabilities in the civil service).

There are also specific programmes such as Programme 102 which supports persons with disabilities to access employment by funding "adapted companies" (which have a high percentage of employees with disabilities), and subnational programmes to support persons with disabilities.<sup>94</sup> On its hand, Programme 157 *Handicap et dépendance* (Disability and dependence) funds action with the objective "to enable people with disabilities and older people with loss of autonomy to fully participate in society and to be able to choose freely their way of life, which involves, among other measures, facilitating their access to common living spaces with professional support adapted to their needs".<sup>95</sup>

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<sup>91</sup> Ministère du Travail, du Plein Emploi et de l'Insertion (2022). [Emploi et Handicap: la reconnaissance de la qualité de travailleur handicapé \(RQTH\)](#).

<sup>92</sup> This is important in principle but also from a policy perspective, because if disability is seen as resulting from personal factors only, or mainly, the policy response may not address, or not sufficiently, the barriers from the environment, including legal ones.

<sup>93</sup> République Française (2022). *Handicap et dépendance. Projets annuels de performances. Budget Général 2022*.

<sup>94</sup> République Française, Ministère du Travail, de l'Emploi et de l'Insertion (2022). *Budget général, Mission Ministérielle. Projets annuels de performances. Annexe au projet de loi de finances pour 2022. Accès et retour à l'emploi*. Available via online search, no direct link available.

<sup>95</sup> République Française (2022). *Handicap et dépendance. Projets annuels de performances. Budget Général 2022*.

However, it is important to note that in 2022, 89% of public funds located on the Programme 157 finance an allowance for adults with disabilities (AAH) with a monthly transfer of 904€ (1,246 US\$PPP) that currently benefits 1.2 million people. Only the remaining 11 % of this programme finances specific employment programmes and actions. On other hand, Agefiph and FIPHFP are funded with the fines obtained from noncompliance with the obligation to employ persons with disabilities by mainstream employers.

Some service providers reported that the structures that implement ESAT, EA and supported employment programmes also receive funding from regional authorities, from the EU and from the Ministry of Health, which are out of the scope of the scope of this study.

### Overview of these programmes

- **OETH.** The Objective of Employment of Workers with Disabilities (OETH in French) established that employers with at least 20 employees must ensure that 6 % of their total workforce consists of persons with disabilities. Companies that do not meet the annual quota have to either implement a collective bargaining agreement that favours workers with disabilities or contribute to a public fund.<sup>96</sup> Agefiph and FIFHP manage the public funds towards mainstream employment through networks of services providers such as Cap'Emploi and providers of supported employment.
- **Emploi accompagné (supported employment).** Supported employment is developed in France since 2017. It targets mainly persons with psychosocial and intellectual disabilities, persons in the autism spectrum and those with neurodevelopmental conditions. Structures that provide supported employment work with jobseekers with disabilities and with workers with disabilities to ensure their secure their jobs in the long-term. Supported employment structures also coordinate with the families of persons with disabilities and with medical and social services; and it involves working with the employers and the persons with disabilities' colleagues to ensure the working environment is inclusive. Personalised support is provided by a job coach without a time limit, for as long as the person requires so.<sup>97</sup>

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<sup>96</sup> There are five actions that companies can combine to comply with the employment obligation of persons with disabilities:

1. Direct employment of persons with disabilities with a valid RQTH and eligible for OETH.
2. Hiring of trainees with disabilities.
3. Signing of supply, subcontracting or service provision contracts with EA or ESAT, and, since 2016, use the services of self-employed persons with disabilities.
4. Implementation of an approved branch, group, company or establishment agreement relating to the employment of persons with disabilities.
5. The payment of a financial contribution to Agefiph, a fund for the inclusion of persons with disabilities to formal labour and job permanence in private firms that finances the Cap'Emploi network specialized in supporting persons with disabilities to access employment.

<sup>97</sup> Gouvernement (2022). [L'emploi accompagné](#). DGCS, dgefp, agefiph, CFEA, fihfp, cnsa (2018). [Guide pratique de l'emploi accompagné](#).

- **EA.** Adapted companies (EA) are public or private companies that hire a high number of persons with disabilities who have the RQTH.<sup>98</sup> Adapted companies receive financial aids to cover the salaries of employees with disabilities, with yearly amounts between €16,223 (for those under 50) and €16,855 (for 56 years and over) for an average of €16,539 (USDPPP \$22,802).<sup>99</sup> This mechanism is increasing steadily: the number of persons that receive this type of support increased in 43% between 2020 and 2021.<sup>100</sup>
- **ESAT (Assistance Service Centres for Work).** These centres are effectively segregated employment since they include only persons with disabilities who earn for the most part less than the minimum wage. They provide a range of social, medical, and educational support. An estimated 120,000 persons participated in an ESAT in 2021,<sup>101</sup> where they earned between 55.7% and 110.7% of minimum wage.<sup>102</sup> The ESAT went through a reform in 2021 which aims to strengthen its focus on ensuring persons who work through these initiatives can access mainstream employment more easily;<sup>103</sup> however, only a small percentage of people in ESAT then access mainstream employment. Whilst there are conflicting reports, the actual estimate probably remains below 2% (official data government data estimate for 2022, 2%; FIPHFP analysis from 2019-2021: 0,47%).<sup>104</sup>
- **Additional programmes in the COVID-19 context.** As a part of the plan *France Relance* (France Relaunch)<sup>105</sup> to support employment during the COVID-19 pandemic, the French government included an additional financial effort a) to boost the recruitment, with no age limit, of 30,000 persons with disabilities and b) to expand the supported employment system to ensure the inclusion and continued employment of already recruited persons with disabilities. The programme “1 young person, 1 solution” (« 1 jeune, 1 solution »), aims to ensure 8,000 young people with disabilities access employment. This was not included in the budgetary analysis since it is a recent program that cannot be compared for years 2018 and 2019.

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<sup>98</sup> Direction de l'information légale et administrative (2022). [Handicap: travail en entreprise adaptée.](#)

<sup>99</sup> Cap Métiers (2022). [Aides aux entreprises adaptées en 2022.](#)

<sup>100</sup> Observatoire de L'Emploi et du Handicap (2022). [Emploi et chômage des personnes handicapées.](#)

<sup>101</sup> République Française (2022). *Handicap et dépendance. Projets annuels de performances. Budget Général 2022.*

<sup>102</sup> Légifrance (2022). [Code de l'action sociale et des familles.](#)

<sup>103</sup> Dal'Secco, E. (2021). [Travailleurs handicapés: vers la fin de l'Esat à vie ?](#)

<sup>104</sup> République Française (2022). *Handicap et dépendance. Projets annuels de performances. Budget Général 2022;* and F4IPHFP (Undated). *Bilan d'activités des ESAT en 2019, 2020 et 2021 Etude comparée ESAT-EA.*

<sup>105</sup> Secrétariat d'État chargé des Personnes Handicapées (2021). [France relance: un plan de relance inclusif.](#)

## Public funding of social and fiscal programmes for employment

The financing and effective monitoring of these measures is supported by the Programs 102 *Accès et retour à l'emploi* (Return to employment) and 157 *Handicap et dépendance*, (Disability and Dependency) are managed by the Ministry of Solidarity and Equality of Opportunities. The French government has two government agencies in charge of these programs: FIPHFP (for the public service) and Agefiph (for the private sector):

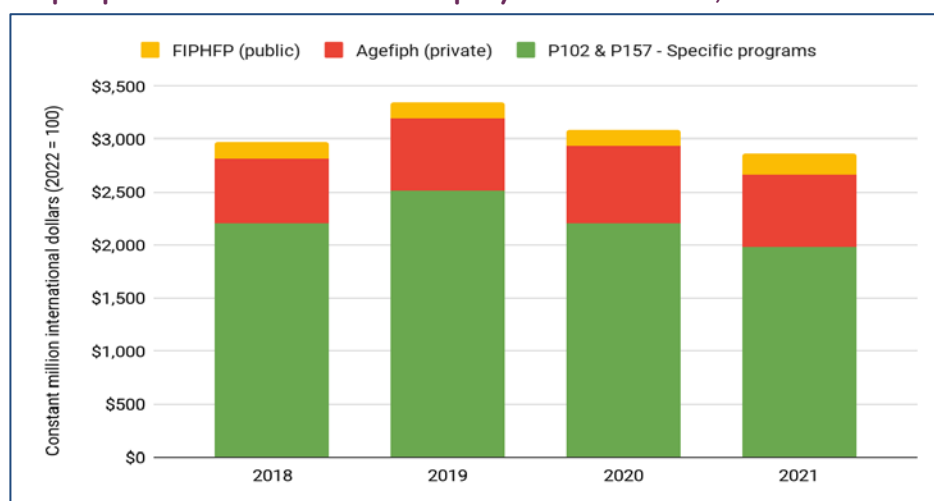
- **FIPHFP:** the Fund for the integration of people with disabilities in the public service (FIPHFP in French), whose objective is to support persons with disabilities towards public service or support them in maintaining a professional activity.
- **Agefiph:** The Association for the Management of the Fund for the Professional Integration of Persons with Disabilities, a fund for the inclusion of persons with disabilities to in the private sector.

Both FIPHFP and Agefiph are financed through OETH compliance fines. When public or private employers do not comply with the OETH law and fail to fulfil their obligation to employ at least 6% of employees with disabilities, they need to pay a fine to either Agefiph or FIPHFP to sponsor mainstream employment. With these contributions, they finance –on a case-by-case basis– technical and human support to promote the recruitment and retention of employees with disabilities.

No fiscal expenditures related to support the access to employment for people with disabilities were identified in the national budget. All expenditures related to these investments are in the form of budget programs and actions.

Figure 11 shows the public funding of national programs to promote the access of people with disabilities to employment between 2018 and 2021 in France. The total public funds used by Agefiph and FIPHFP have remained fairly stable during this period in real terms – that is, excluding the effect of inflation–, whilst the specific funds managed through the programs 102 and 157 have been decreasing after a peak in 2019.

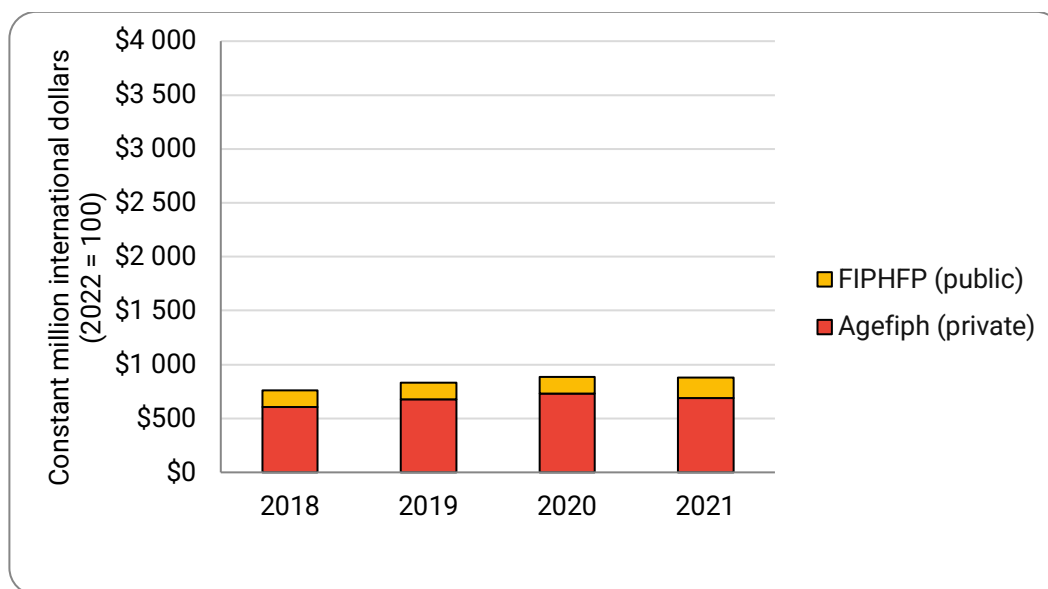
**Figure 2 - Public funding of national programs and actions to promote the access of people with disabilities to employment in France, 2018-2021<sup>106</sup>**



<sup>106</sup> Based on the General Budget of the French Republic, Agefiph and FIPHFP (Data)

In contrast, Figure 12 shows only budget programmes by FIPHFP and Agefiph on the same scale as Figure 11. It is clear that these two programmes (which are the main mechanisms to facilitate access to mainstream employment for persons with disabilities) actually represent only 44,5% of the total funding of programmes 102 and 157.

**Figure 3 - Public funding of selected national programmes to facilitate the access of people with disabilities to waged employment in France, 2018-2021<sup>107</sup>**



### **Analysis of the mechanisms and the budget to facilitate access to employment for persons with disabilities**

In the case of France, most of the public funding identified in this study as having the objective of “promoting inclusion of persons with disabilities in employment” actually goes to ESAT and EA, which are not mainstream employment. Funding for Agefiph and FIPHFP depend mostly on the fines paid by companies that do not comply with their obligation to employ persons with disabilities. This, to a certain extent, makes such programmes dependable on companies not complying with such obligations. Additionally, it should be questioned why these fines remain stable. We should expect to see them to be on a yearly constant decline if companies were hiring more persons with disabilities. That being said, it is important to highlight that France does ensure that these fines are paid and allocated to programmes on employment for persons with disabilities, which is effectively a good practice that was not observed in the other two countries of this study.

It is also important to note that it was not possible to identify and analyse *Cap’Emploi* investments from 2018-2021 because such information was not publicly available. In addition to a review of relevant websites and documentation from the Ministry of Labour, Full Employment and Inclusion, a request was submitted to this Ministry to access this

<sup>107</sup> Based on the General Budget of the French Republic, Agefiph and FIPHFP. The authors have made their calculations available in this document: [HI: National budgets revision](#).

information. The reply was “we confirm you that we do not publish the data you have requested”, which raises issues of transparency and accountability.<sup>108</sup> Therefore, the team took as basis Agefiph and FIPHFP funding for this analysis.

Table 7 shows that a higher investment is made in ESAT and EA than in Agefiph and FIPHFP in total and in proportion per person with disability of working age. This may be because persons with disabilities who access ESAT and EA face more important barriers and require more personal support than those that can access programmes funded through Agefiph and FIPHFP. However, the fact that so much is invested by the French government in sheltered and protected employment in comparison with mainstream employment deserves further research and questioning.

**Table 7 - Annual public investment in Agefiph and FIPHFP per person with disability of working age in France, 2021<sup>109</sup>**

Programme	Constant million €, 2022 = 100	Investment per person with disability of working age Constant €, 2022 = 100)	Investment per person with disability of working age US PPP
Agefiph and FIPHFP	639	<b>112</b>	154
Programme 157 (ESAT-EA)	1,434	<b>251</b>	347

It also important to note that the investment per person with disability of working age should not be understood to mean that every person with disability requires support or equal support to access mainstream employment. Some persons with disabilities may not require support, and those who do, face different barriers and have different needs and priorities. As other *per capita* calculations, this allows to identify trends and carry out comparisons over time, and among countries.

Furthermore, as will be seen from the next case studies from French organizations and institutions, investments to support persons with disabilities to access employment, and to support employers to become inclusive, currently invest much more per capita than the amounts presented in this section at local level. This leads to question whether current French funding for programmes that facilitate access to employment for persons with disabilities is currently sufficient, in addition to whether it is adequately distributed between different approaches.

<sup>108</sup> Source: Email from the Ministry of Labour, Full Employment and Inclusion to Wanda Muñoz, October 2022.

<sup>109</sup> Based on data compiled from the Ministry of Labour, Full Employment and Inclusion and from the source noted in this factsheet. The number of persons with disabilities of working age in France was of 5,7million, according to Observatoire Emploi et Handicap (above cited). Budgets from other Ministries were not included in the analysis.





### Average investment in supported employment in France<sup>110</sup>

According to *Collectif France Emploi Accompagné*, the network of French providers of supported employment in France, a study from 2016 found that, in average, the yearly investment per person in supported employment programmes was of 5000€ (6,823 US\$PPP). An updated analysis will be available in summer 2023.



<sup>110</sup> Source : [Collectif FRANCE pour la recherche et la promotion de l'emploi accompagné.](#)

## 1.2 Case studies: Espoir 73 and AGIR'H, Messidor, and Cap'Emploi









### France, case study 1: ESPOIR 73 and AGIR'H

Lead organization type	Non-profit association
Partners	Messidor, Orsac Insertion
Name of programme or service	Support Employment Mechanism in Savoie
Contact	Sophie Cordel, Director of Professional Inclusion Dominique Granjon, Director, Espoir73
Email	<a href="mailto:sophie.cordel@espoir73.fr">sophie.cordel@espoir73.fr</a> , <a href="mailto:dominique.granjon@espoir73.fr">dominique.granjon@espoir73.fr</a>
Website	<a href="https://www.espoir73.fr/">https://www.espoir73.fr/</a>
Sources for this factsheet	Interview with Dominique Granjon, Director Espoir73 Website, Synthèse Emploi Accompagnée 2021

#### Objectives

- Qualitative objectives:
  - Facilitate direct access to waged employment in mainstream settings for persons with psychosocial disability,
  - Provide personal support for each person without time limit.
- Quantitative objectives: 50% of persons who receive personal support have an employment contract in 18 months. Such contract may be short or long term.

#### Main programme components

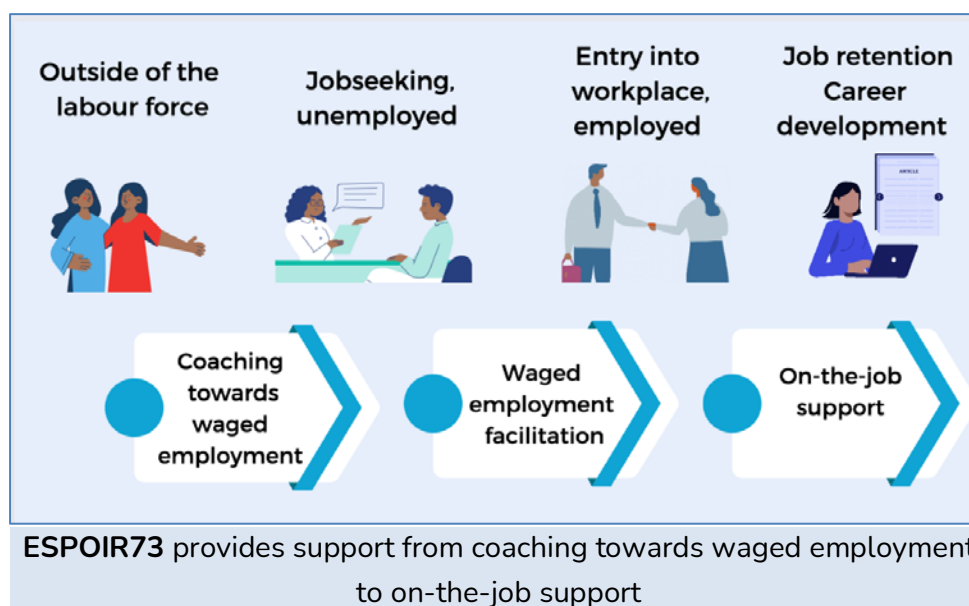
Wage employment programme components	Support services
 Coaching towards waged employment  Wage employment facilitation  Training in job searching skills	 Reasonable accommodations  Peer support
<b>Other services for jobseekers with disabilities</b>	
Coordination with medical and social services	
<b>Support for employers to become inclusive</b>	
 Information and awareness  Staff training  Accessibility	

## Pathway towards employment

1. Entry of persons with psychosocial disability into the service through referral or personal initiative.
2. Initial assessment of each individual's capacities, needs, and priorities in what concerns employment and medical and social needs.
3. Support to develop a professional project and a path towards employment.
4. Tailored training in job searching skills.
5. Coordination with medical and social services.
6. Labour intermediation and facilitation from recruitment to inclusion of the worker with disability in his/her job position.
7. Support is available for the person with disability without a time limit.

In addition, Espoir73 provides:

1. Awareness raising for employers to learn more about psychosocial disability and to take steps towards inclusion.
2. Support for specific employers to implement reasonable accommodations and adapt to a specific person's requirements.
3. Tailored trainings for employers.



### Programme duration for jobseekers with disabilities

The programme does not have a limit duration. Its approach is based on establishing a trust relationship with persons with psychosocial disability who face important barriers to employment and ensuring support is available as long as it is necessary through a single, trusted entity.

### Profile of jobseekers that access the service

Persons that are recognized as having a psychosocial disability and who face important barriers to access employment.

## Main results and indicators in the reporting period (2021)

- 47 persons received personal support towards employment
- 23 persons accessed employment
- 36 contracts were signed during the year (a single person may have signed different contracts), of which 12 were permanent contracts and 7 contracts of more than six months.

## Profile of jobseekers with psychosocial disabilities that received support towards employment

- **Gender:** 57% were men and 43% were women
- **Living arrangements:** 74% lived independently and 26% lived with their parents.
- **Holder of the certificate of recognition of worker with disability (RQTH):** 100%
- **Employment situation** when accessing the service: 49% had not been employed in over a year
- **Work experience:** 19% had more than 10 years' experience, 34% had between 3- and 9-years' experience, 47% had less than three years' experience.
- **Disability:** 87% had psychosocial impairment and 13% are in the autistic spectrum.

## Gender and diversity approaches

Data is disaggregated by gender and disability.

## Average investment per jobseeker with disability who accessed supported employment in the reporting period (2021)

2,650 euros = US 2,756 (current 2022) = US\$PPP 3,714

## Calculation methodology

This amount was self-reported by Espoir73. It includes:

- The cost of job coaches that provide a) direct personal support to jobseekers with disabilities, b) support for employers to include persons with disabilities and c) tailored training for employers and larger awareness raising activities.
- Indirect costs of the job coaches.

It does not include 100% of administrative costs.

Each job coach, whose cost is reflected above, has the following responsibilities:

- Support 20 jobseekers with psychosocial disabilities towards employment.
- Support employers that aim to hire a specific person to become inclusive and implement reasonable adjustments according to the needs and priorities of that person
- Carry out other actions that contribute to an inclusive employment environment at local level, such as awareness raising or tailored trainings for employers.

## Sources of funding

- The French government via the following organisms: DIRECCTE, FIPHFP, Agefiph, La Région Auvergne-Rhône-Alpes
- The French private sector: Pionnier le French Impact, EDF, AG2R La Mondiale
- The European Union: European Social Fund



## France, case study 2: MESSIDOR

2021 Winner of the label “Innovation for access to employment”	
Lead organization type	Association
Geographical coverage	20 locations in different regions of France
Contact	Margaux Germain
Email	contact@messor.asso.fr
Website	www.messor.asso.fr
Sources of information	Messor’s website and annual reports 2019, 2020, 2021. KPMG Report for Messor, 2016; Factsheet “Emploi accompagné”; Interview with Margaux Germain, Messor










### Objectives

Messor has two objectives:

1. To offer work and personal support for persons with disabilities to find a real place in society through employment.
2. An economic objective: to satisfy its customers through quality provisions. “Customers” are those who buy products and services from Messor.

Messor works through different approaches including sheltered employment (ESAT), “adapted companies” (EA), supported employment and job coaching. All of them have as goal to create a pathway towards mainstream employment; ESAT and EA are considered as steppingstones.

### Programme components

Waged employment programme components	Support services	
 <p>Wage employment facilitation</p>  <p>Coaching towards waged employment</p>  <p>Vocational training</p>  <p>Training in job searching skills</p>	 <p>Reasonable accommodations</p>  <p>Support person</p>	
<b>Other services for persons with disabilities</b>		
Coordination with medical and social services		
<b>Support for employers</b>		
 <p>Information and awareness</p>	 <p>Staff training</p>	 <p>Accessibility</p>

## Pathway towards employment – Supported employment

Through this approach, Messidor supports persons with psychosocial disabilities to build their own projects towards accessing employment as quickly as possible. This includes support to access a first employment experience, if required; establishing a coordination mechanism between the jobseeker with disability and his/her manager, the social, medical, and professional stakeholders; and, providing support without a specific time limit, both during the time the person with psychosocial disability is employed, and if he/she needs support to find a new employment opportunity. This process is organised around four key stages:

- a. First stage: Define a professional project**
  - i. Clarify or develop a professional project based on individual preferences
  - ii. Evaluate his/her own capacities, barriers, and motivation
- b. Second stage: Look for a job**
  - i. Quickly identify the type of job that matches his/her capacities and aspirations
  - ii. Identify job offers and prepare a resume and motivation letters
  - iii. Get prepared for job interviews
- c. Third stage: Be included and trained**
  - i. On-site training for the new position
  - ii. Receive support in the first stages, linking with the manager
  - iii. If required, establish reasonable accommodations for the position and carry out trainings for the co-workers and the manager on psychosocial disability
- d. Fourth stage: Receive sustainable support**
  - i. The newly employed person with disability regularly dialogues with the job coach and the manager
  - ii. Review and update the professional project, including when a contract comes to an end
  - iii. If needed, receive support to develop a different professional project.

The persons who participate in this process sign, along with Messidor, a letter of mutual commitment that details the actions each stakeholder will take.

## Pathway towards employment – ESAT and EA

Messidor offers different and personalized paths towards employment, all of which are based on respecting the choices of each and every person, their capacities, and their trust in their potential.<sup>111</sup> The pathway towards employment through ESAT (sheltered employment) and EA (“adapted company”) is as follows:

- 1.** Start working or go back to work. After an initial evaluation workshop and being admitted by Messidor, the first step is to get used to the rhythm of employment and gain self-confidence to join a team.

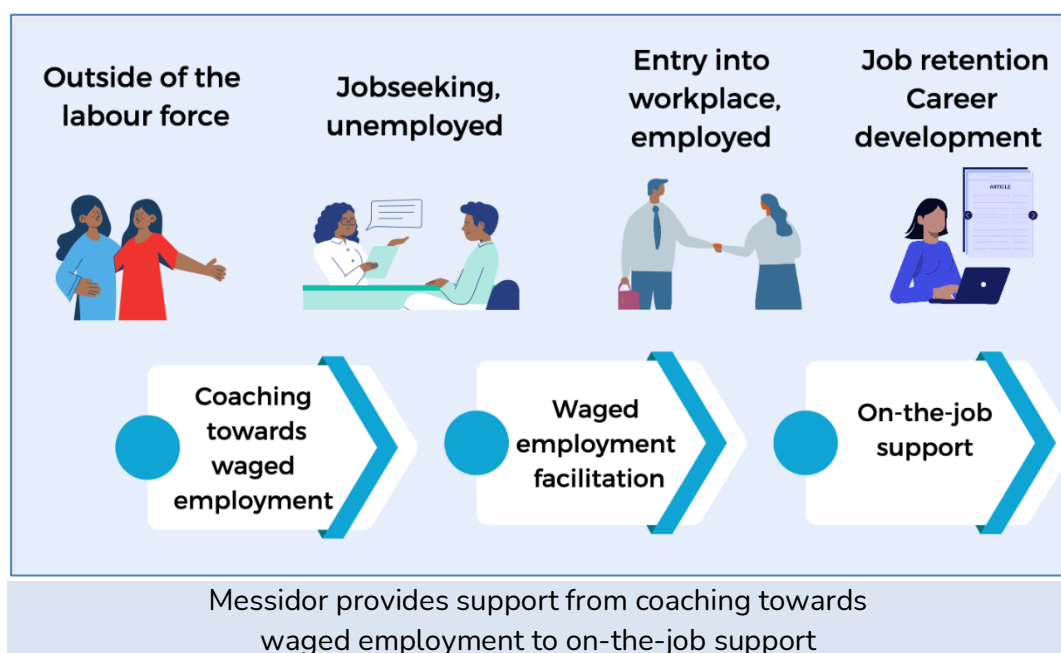
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<sup>111</sup> Messidor (2020). [Rapport d'activité 2019](#).



2. In the second phase, the person with disability builds his/her own social and professional project. If necessary, Messidor links with medical and social service providers.
3. In the third phase, the person with disability looks for mainstream employment. This phase starts after the person with disability is certain she can work with autonomy, relate to colleagues and carry out his/her responsibilities. The person with disability has carried out short internships (*stage* in French) or “short term work” (*mise à disposition* in French)<sup>112</sup> that confirm this is the right path.

Messidor proposes a longer-term collaboration to the companies that hire persons with disabilities to ensure it can continue providing support both to the person and to the company. The goal is to have higher chances for the person with disability to remain in employment. Furthermore, Messidor is testing a model to work with companies in a more sustainable manner to prepare them to include persons with psychosocial disabilities systematically; including through information and awareness sessions; short trainings for them to hire, include and manage with an inclusive approach; emergency mental health care; and support for persons with psychosocial disabilities already hired.



<sup>112</sup> The difference between internships and “short term work” is that the first ones are a) shorter in nature, of around one month, and b) not paid. “Short term work” (*mise à disposition*) is around six months, and it is paid by the company.

## Profile of jobseekers that access the service

Messidor targets primarily persons with psychosocial disabilities with a RQTH. An experimental programme is currently being implemented to include persons with psychosocial disabilities who do not have an RQTH.

## Programme duration for jobseekers with disabilities

Personal support for persons with disabilities do not have a specific time duration from the outset. Persons can enter and exit the programme as required – it is important to note that persons with psychosocial disabilities may require specific support over the years, even if it is not on a regular basis.

## Main results and indicators in the reporting period (2021)

1439 persons received personal support for employment, of which:

- 208 received job coaching
- 34 worked in EA as a step towards mainstream employment
- 266 benefitted from supported employment
- 706 worked in “transition ESAT” (so called to demonstrate that for Messidor, ESAT is not an objective in itself, for a transition platform towards mainstream employment)
- 66 persons with psychosocial disabilities left ESAT et EA to transition to mainstream employment.

Additionally:

- Implementation of INCLUSIO, a project to support companies to become inclusive of persons with psychosocial disabilities.
- Decision-makers are increasing their awareness that ESAT must be seen as transition structures towards mainstream employment, a model that was initially proposed by MESSIDOR.

## Gender and diversity approaches

Data is disaggregated by gender, age, living situation (independently, with their family or in a medical home), and education or training.

## Sources of funding

- **French government:** Ministry of Health, Health Agencies of Rhône-Alpes, and Nouvelle Aquitaine regions, Agefiph, FIPHFP, Ministry of an Ecologic and Solidary Transition, Regional office of economics, employment, work and solidarities.
- **Foundations:** AG2R La Mondiale, FAPE EDF, Fondation d'Entreprise Vinci pour la Cité
- **Private sector:** EDF, Banques des Territoires

## Average investment per jobseeker with disability who accessed supported employment for the reporting period (2021)

€3.666 = USD 3,813 (current) = US\$PPP 5,137

## Calculation methodology

Messidor calculates the average cost per person in supported employment by taking as a basis:

- Average salary for one job coach: ~ 55,000 euros
- Number of persons who received personalised support per one job coach: ~ 15

= 55,000 euros / 15 persons = 3,666 euros = US\$PPP 5,137

This is an average as some persons will require more support than others.

## Messidor cost analysis by KPMG for transition ESAT and EA

In 2016, Messidor commissioned a cost analysis that was carried out by KPMG to analyse the return on investments of transition ESAT and EA (sheltered employment and “adapted companies”, both of which are seen as steppingstones towards mainstream employment by Messidor). A summary of findings of KPMG analysis presented below because the methodology is a useful reference and may provide a basis for future research.

### Investment per jobseeker with disability in Transition ESAT and EA, 2011-2014 from the perspective of the public budget

**ESAT average investment per worker with disability: - €8,441 (US\$PPP -11,187).** The negative amount reflects the fact that investing in ESAT has a cost that is not recovered by the State.

**EA average investment per worker with disability: €3,448 (US\$PPP 4,437)** The positive amount reflects the fact that investing in EA results in actual earnings for the State: it recovers the initial amount invested as subsidy from national and regional governments, and it earns from the taxes paid by the employees with disabilities.

To carry out this study, KPMG calculated:

- The total amount of subsidies received by Messidor from the State, including subsidies for investment and social subsidies.
- The total amount or earnings by the State, including social security contributions and tax payments paid by Messidor, direct and indirect taxes paid by workers with disabilities, and direct and indirect taxes paid by supervisors of ESAT and EA.

It then calculated the net investment and divided it by the number of workers with disabilities (full time equivalent) in ESAT and in EA. The calculation was made based on the number of workers with disabilities that remain in employment after six months.

The KPMG report affirms that workers with disabilities who work in an ESAT face more important barriers than those who work in an EA, which results in ESAT requiring a more important volume of subsidies. The difference is also explained by the fact that remuneration for workers with disabilities in the “Transition ESAT” is lower in 33% than remuneration received by persons employed in EA.<sup>113</sup>

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<sup>113</sup> ESAT is sheltered employment in which generally persons earn lower salaries than the minimum wage and do not have the same rights as the rest of employers. Conditions in ESAT do not fall under employment legislation.

The earnings from the State after investing in EA structures also result from the higher taxes by employees in EA than in ESAT, resulting from their higher salaries.



### Case study: Calculating costs from the perspective of the State

Although the KPGM calculations are only available for Transition ESAT and EA, and not for supported employment (which targets mainstreaming employment directly, without going through ESAT and EA first), this approach to cost calculation is interesting in itself because it demonstrates that investing in employment for persons with disabilities, in addition to ensuring access to the right to employment, can have a positive impact for the public budget- and the more they earn, the better for public finances.

It would be equally important to calculate the return-on-investment (ROI) from a public budget perspective for supported employment, including those implemented by Cap'Emploi, which would probably give even better ROI.

Access to mainstream employment is a human right and programmes and budgets should be mobilised by the State in any case. However, calculating expenditures, revenues and ROI is important to for better policy and budget planning.

## France Case study 3: Cap'Emploi Network

Cap'Emploi is a network of 89 service providers that receive public funding with the goal of preparing, supporting and providing long-term follow-up to facilitate employment for persons with disabilities. They work with more than 220,000 people with disabilities, and more than 150,000 employers, per year.<sup>114</sup>

This study aimed to document and to calculate the investments of Cap'Emploi network because it is the main employment service provider for persons with disabilities in France towards mainstream employment. Unfortunately, after various communications, the Ministry of Labour responded that the budget of Cap'Emploi for 2021 was not made public, which is an example of existing difficulties to access what should be public budgetary information. Although annual reports of Cap'Emploi service providers provided good information on approaches and results,<sup>115</sup> efforts to reach out to such institutions in different regions requesting for discussion and/or public financial reports were not answered. Therefore, it was impossible to prepare a similar case study as of Espoir73 and Messidor.

Yet, information on the work of Cap'Emploi is provided here to examine the proposed pathways to employment, support for employers to become inclusive and to give an overview of Cap'Emploi's current efforts and results,<sup>116</sup> even if it is not possible to calculate the investment per person.

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<sup>114</sup> Ministère du Travail, du Plein Emploi et de l'Insertion (2022). [Cap emploi](#).

<sup>115</sup> See for instance: Cheops (2022). [Rapport d'Activité 2021](#).

<sup>116</sup> Based on Cheops (2022) above cited.

## Pathway towards employment – services for persons with disabilities

- Information and advice on how to access the mainstream working environment.
- Information and advice to develop a “professional development project” built by and with the jobseeker with disability.
- Information and advice for persons with disabilities to remain in employment.
- Support to develop and implement a capacity or skills development project.
- Support in job search: provision of job offers, training in writing cover letters, training for job interviews.
- Adaptation to the workstation.

## Support for employers to become inclusive

- Information on the obligation to employ people with disabilities, on the financial aid and advisory services that can be mobilized.
- Information, advice, and support for employers to become inclusive.
- Information, advice, support for employers and self-employed workers to maintain in employment persons at risk of losing it because of an incorrect matching, or a newly acquired disability of disabling condition.
- Identifying accessible positions and defining an appropriate recruitment process.
- Presenting targeted applications and support during the pre-selection of candidates.
- Establishing the right conditions and carrying out adjustments to receive new employees with disabilities.

## Main results in 2021<sup>117</sup>

- 197,813 persons with disabilities returned to employment, 9.5% more than in 2020.
- 46,083 workers with disabilities, self-employed persons or government workers received support to ensure a person with disability remained in employment
- 42.9% of persons who were referred to and accessed training effectively accessed employment, 85% more than in 2020.
- 83.2% that responded to a questionnaire affirmed they are satisfied by the support their received, 3.2% higher than in 2020.



### In the words of Association France Handicap: Challenges faced by Cap'Emploi<sup>118</sup>

“When Cap’Emploi intervenes to support a person with disability to remain in employment, it has a success rate of 91%, which is excellent. However, Cap’Emploi supports a very small part of persons with disabilities if we consider the total number of persons who would require such support. Today, Cap’Emploi supports 20,000 to 24,000 people, whilst, every year, occupational doctors make 1 million declarations of total or partial “inability to work”, and 1 to 2 million workers are at risk of losing their jobs.

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<sup>117</sup> Cheops (2022). [Rapport d'Activité 2021 Cheops](#).

<sup>118</sup> APF France handicap (2021). [Dossier Emploi et Handicap](#).

Furthermore, the number of persons with disabilities in long time unemployment has been increasing yearly – this should lead us to question whether the right mechanisms are in place to support persons with disabilities who are further away from employment”.

### 1.3 Conclusion - France’s investments in waged employment for persons with disabilities

France’s national investments for employment of persons with disabilities identified in this study come from budget programmes and from the fines paid by companies that do not comply with their obligations to employ persons with disabilities. Some such companies decide to pay such fines instead of making any effort to include persons with disabilities, issue which should be addressed.<sup>119</sup>

Supported employment is giving good results in accessing mainstream employment, such as documented in the case of Espoir73 and Messidor. Such methodology provides support the person with disability as long as needed, as well as the employer. Whilst the results are encouraging, at the time of writing it targets mainly persons with psychosocial disability, and to a limited extent, persons with intellectual disabilities and in the autism spectrum. Certainly, other persons with disabilities could possibly benefit from such approach.

Whilst there is a trend to see ESAT as steppingstone towards mainstream employment,<sup>120</sup> studies have found that less than 2% of workers with disabilities in ESAT actually transition to mainstream employment, with FIPHFP putting that number even lower, at 0,47% in the past three years (2019-2021).<sup>121</sup> At international level, there is also lack of evidence to show that segregated employment can effectively be just a first step towards mainstream employment.<sup>122</sup>

This is one of the reasons why the Committee on the Rights of Persons with Disabilities has stated that France should:

“Move towards eradicating all forms of segregated work, strengthen measures to effectively abolish sheltered employment and adopt a time-bound policy and benchmarks to ensure that all persons with disabilities have access to work and employment in the open labour market, regardless of the type of impairment or level of support required, and their meaningful inclusion in work environments, in the private and public sectors.”<sup>123</sup>

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<sup>119</sup> Jourdan, Camille (2014). « Handicap: des entreprises préfèrent payer l’amende plutôt que des recruter ». *Le Progrès*.

<sup>120</sup> See for instance p. 12: Observatoire de L’Emploi et du Handicap (2022). [Emploi et chômage des personnes handicapées](#). Avril 2022.

<sup>121</sup> FIPHFP (Undated). [Bilan d’activités des ESAT en 2019, 2020 et 2021 Etude comparée ESAT-EA](#).

<sup>122</sup> Interview with Nanette Goodman, Research Director at Burton Blatt Institute, October 2022.

<sup>123</sup> Committee on the Rights of Persons with Disabilities (2021). [Concluding observations on the initial report of France](#).

This same Committee has called on France to review the labour conditions of all persons with disabilities and ensure that persons with disabilities are not paid below the minimum wage, which is the case of most persons in the ESAT mechanism.

Regarding gender, disability, and diversity approaches, France's law is very specific regarding the type of personal data that can be collected. It prohibits incorporating into public statistics personal data based on race, ethnic origin or religion.<sup>124</sup> However, a decision of the Constitutional Court affirmed that studies on including the diversity are possible, based on a) objective data such as geographical origin or previous nationality and b) subjective data such as "feeling of belonging". Such elements could be further explored to have a better picture of whether persons who face discrimination for different factors have equal opportunities. Indeed, the Committee on the Rights of Persons with Disabilities (above cited) has expressed its concern on the fact that the current definition of discrimination in France does not include multiple and intersectional forms of discrimination on the basis of disability and its intersection with other grounds, such as age, sex, ethnicity, sexual orientation and gender identity.

Additionally, this Committee calls on France to take the following measures, which are supported by the findings of this study:<sup>125</sup>

- Promote the employment of women with disabilities in the open labour market, ensuring that they are informed about and can effectively seek individualized support through the provision of reasonable accommodation, and have access to effective measures to balance work and family life.
- Ensure meaningful and effective support and consultations with the diverse organizations of persons with disabilities, paying attention to organizations of persons with intellectual disabilities, autistic persons, persons with psychosocial disabilities, women with disabilities, lesbian, gay, bisexual, transgender and intersex persons with disabilities, persons living in rural areas, Roma persons with disabilities and those requiring high levels of support.

Finally, it is truly unfortunate that the budget of Cap'Emploi is not made public. This is an issue of human rights and transparency. Such reports should be publicly available and easily accessible, even without the need to make an official request.

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<sup>124</sup> Institut National de la Statistique et des Études Économiques INSEE (2020). [Statistiques ethniques](#).

<sup>125</sup> Committee on the Rights of Persons with Disabilities (2021) above cited.



## 2. Peru



### Main statistics

Total population <sup>126</sup>	<b>31,237,385</b>
Persons with disabilities of working age <sup>127</sup>	<b>2,716,366</b> (13% of the total of persons of working age)
Activity rate - General <sup>128</sup>	<b>74,1%</b>
Activity rate - Persons with disabilities <sup>129</sup>	<b>44,8%</b>
Unemployment rate - General <sup>130</sup>	<b>3,9%</b>
Unemployment rate - Persons with disabilities <sup>131</sup>	<b>3,9%</b>

### 2.1 Policy and budgetary analysis

#### Context

According to the census 2017, 10.4% of the total population lives with a disability, of which 57% are women. 13% of the total of persons of working age are persons with disabilities, of which 58% are women and 42% are men. The results of the 2019 household survey show that 53,1% of persons with disabilities who work are self-employed, while that number is of only 36,5% for persons without disabilities.

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<sup>126</sup> Data summarised by Elizabeth Campos/Junta de Apoyo para Personas Invidentes (JAPPI), in the 2022 study *La inserción laboral de las personas con discapacidad en el Perú*, based on Peru's general census 2017. Although more recent data exists from household surveys, the 2017 census is considered to give the most comprehensive and accurate data on persons with disabilities to date.

<sup>127</sup> JAPPI, above cited.

<sup>128</sup> Instituto Nacional de Estadística e Informática- INEI (2019). [Perú: Caracterización de las condiciones de vida de la población con discapacidad 2019.](#)

<sup>129</sup> INEI 2019, above cited.

<sup>130</sup> INEI 2019, above cited.

<sup>131</sup> INEI 2019, above cited. The fact that the percentage of persons with disabilities who are unemployed is equal to the percentage of people without disabilities who is unemployed should not be understood as pointing to the fact that they have equal opportunities. Rather, data from in depth research including interviews by Elizabeth Campos (JAPPI) demonstrates that many persons with disabilities are out of the labour force because of the great barriers, which result in the fact that many have stopped looking for work altogether. Barriers are even more important for persons with disabilities in rural areas.

The Peruvian government recognizes that any person with disability has the right to have a well-paid job of his/her choice, with no discrimination. For person with disabilities to get a job defined as an “adjusted job”, their condition must be accredited by a certificate of disability issued by the Ministries of Health, Defence and Interior, and Social Health Insurance.<sup>132</sup> If workers get a recognition of disability whilst employed, they have the right to maintain their job and the employer is required to make the necessary reasonable adjustments.<sup>133</sup> Disability is defined as “one or more permanent physical, sensorial, mental or intellectual impairments that may limit the exercise of their rights and the experience of an effective social inclusion, with the same opportunities as everyone” –a concept that does not refer to the barriers of the environment, contrary to the UNCRPD.

### **Public policies and programmes that promote the employment of persons with disabilities**

The General Law On Persons With Disabilities-Law 29973 of 2012 is the broadest and most recent disability law in Peru and establishes “the legal framework for the promotion, protection and fulfilment of the rights of persons with disabilities, on an equal basis with others, by promoting their development and full and effective inclusion in political, social, economic, cultural and technological life”.<sup>134</sup> The National Multisectoral Policy on Disabilities for Development 2030 is Peru’s main policy to implement this law, and includes a specific objective to guarantee the participation of persons with disabilities of working age in economic activities.<sup>135</sup>

The Ministry of Labour and Employment Promotion (*MTPE* in Spanish) and the National Council for Equality of People with Disabilities (*CONADIS* in Spanish) –an attached body of the Ministry of Women and Vulnerable Populations–<sup>136</sup> are responsible for the development and promotion of employment of persons with disabilities. Most of the public programmes to facilitate access to employment for persons with disabilities are enacted by the MTPE, whilst CONADIS veils for the inclusion of persons with disabilities on every national or sector policy, programme, or budget.<sup>137</sup>

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<sup>132</sup> Being recognized as worker with disability grants access to the following measures. Source: Perú. Sistema Normativo de Información Laboral (2012). [Ley General de la Persona con Discapacidad.](#) 1. A bonification of 15 percentage points over the final score on the evaluation process for a public merit contest for job seeking within the public administration. 2. Employment services, such as inclusion in employment formation and update training programmes. 3. Reasonable adjustments in work environments, work tools, and machinery that facilitate their work 4. The possibility of request for early retirement, leads to the possibility of accessing an early pension.

<sup>133</sup> Perú. Ministerio de Trabajo y Promoción del Empleo (2022). [¿Qué son los ajustes razonables?](#)

<sup>134</sup> Perú. Presidente del Congreso de la República (2012). [Ley N° 29973. Ley General de la Persona con Discapacidad. Article 1.](#)

<sup>135</sup> Perú. Gob.pe (2021). [Política Nacional Multisectorial en Discapacidad para el Desarrollo al 2030.](#)

<sup>136</sup> It is important to note that, from a human rights and feminist approach, groups of the population should not be considered “vulnerable” per se. Rather, they are in a situation of vulnerability because of the lack of adequate laws, policies and programmes to respond to the diversity in the population.

<sup>137</sup> Perú. Ministerio de la Mujer y Poblaciones Vulnerables (2016). [Reglamento de Organización y Funciones del Consejo Nacional para la Integración de la Persona con Discapacidad CONADIS.](#)

In addition, CONADIS is effectively in charge of implementation a program to support access to employment for persons with disabilities- *Inclúyeme, soy Capaz* (“Include me, I have the capacity”).

The national government mandates regional and local governments to finance programmes and services for the Regional and Municipal Offices for the Attention of Persons with Disabilities (OREDIS and OMAPED in Spanish, respectively), which have the responsibility to facilitate access to employment for persons with disabilities.<sup>138</sup> However, only 26 % of these public entities assign public financing to this quota, with 13 % of the total below the 0.5 % requirement.<sup>139</sup> Table 8 displays the main national public programmes for persons with disabilities to access employment in Peru.

**Table 8 - Public programmes for persons with disabilities to access employment in Peru**

Name of initiative	Organization in charge	Financed by
<i>Proempleo / Empleabilidad</i> <i>Trabaja Perú / Lurawi Perú</i> Reasonable adjustments	MTPE with CONADIS' support	P116 Improvement of the employability and job inclusion <i>Proempleo</i> P073 Programme for the generation of inclusive social employment - <i>Trabaja Perú</i> (now <i>Lurawi Perú</i> ) Tax incentive based on Supreme Decree N° 287-2013-EF
<i>Inclúyeme, soy Capaz</i>	CONADIS	Ministry of Women and Vulnerable Populations
Employment quota	SUNAFIL (private) CONADIS + SERVIR (public)	Fines obtained from firms that do not satisfy the 3 % (private sector) and 5 % (public sector) quotas of total workforce.

<sup>138</sup> Perú. Presidente del Congreso de la República (2021). [Ley del presupuesto del sector público para el año fiscal 2022](#).

<sup>139</sup> Perú. Ministerio de la Mujer y Poblaciones Vulnerables (2021). [Aplicativo web para emitir reportes del presupuesto de gobierno regionales y locales asignados al 2021](#).

## Main programmes that promote employment of persons with disabilities

**Empleabilidad/Proempleo.** This programme results from the fusion of two previous programmes in 2020: *Impulsa Perú* and *Jóvenes Productivos* (Boost Perú and Productive Youth in Spanish). The National Programme for Employability (Proempleo) was developed by the MTPE with support from CONADIS to guarantee the employment of persons of 15 years and more that are currently impoverished,<sup>140</sup> in a situation of extreme poverty, or in a social or labour situation of vulnerability.

**Trabaja Perú / Lurawi Perú.** This programme, formally called “Programme for the Generation of Inclusive Social Employment”, financed investment projects to promote temporary employment through immediate intervention activities and infrastructure projects that are intensive in non-qualified labour.<sup>141</sup> Initially, it did not include specific actions or budget lines for persons with disabilities, nor did it report periodically on their inclusion. However, in 2017, the MTPE included a specific budget for the inclusion of persons with disabilities, which represented only 0.04 % of the total budget for this programme. In that year, the programme had a goal of ensuring the employment of 503 people, which was accomplished at only a 61% rate;<sup>142</sup> yet, in 2021, the number of persons with disabilities that participated in the programme more than doubled, to 1083<sup>143</sup>, and reached more than 7000 persons with disabilities in the period Jan-Aug 2022.<sup>144</sup>



### Perspective of women with disabilities on Lurawi Perú

“One of the challenges with Lurawi Perú is that persons with disabilities may lose their monthly benefits if they work, even if it is only for three months. Afterwards, it is very difficult to access them again. Some parents do not want their sons or daughters to work because they may lose benefits or insurance. Sure, on paper it may not be the case since the indemnity that workers receive is small. But different institutions are not well coordinated, which is why several cases have been reported of persons with disabilities that effectively were cut from monthly allocations – which have been very difficult to access in the first place. More efforts need to be done so that persons with disabilities who work do not lose other benefits, and also to ensure that more sustainable work opportunities are created.”

Elizabeth Campos Sánchez, CODIP and Advisory Committee member

<sup>140</sup> The term “impoverished” is preferred over “poor” to recognise that current socioeconomic systems are such that they lead to the impoverishment of large segments of the population. See for instance: Mosso, E. (no date). [¿Pobre o empobrecimiento? Medición de las necesidades básicas insatisfechas y localización de la población en Santa Fe](#). Universidad Nacional de Mar de la Plata. Consejo Nacional de Investigaciones Científicas y Técnicas.

<sup>141</sup> Perú. Gob.pe (2022). [Programa Trabaja Perú del MTPE cambia de nombre y ahora es Lurawi Perú](#).

<sup>142</sup> Perú. Ministerio de la Mujer y Poblaciones Vulnerables. [Dinámicas de inserción laboral de las personas con discapacidad en los programas del Ministerio de Trabajo y Promoción del Empleo durante el periodo 2018-2020](#).

<sup>143</sup> Perú. Ministerio del Trabajo y Promoción del Empleo. [Memoria 2019 Trabaja Perú](#).

<sup>144</sup> Perú. Ministerio del Trabajo y Promoción del Empleo. Lurawi Perú (2022). [Reporte Resumen de Indicadores](#).

**Inclúyeme, soy Capaz.** This programme is under the responsibility of CONADIS and includes two components: 1) for persons with disabilities, the development of abilities and competencies for workers with disabilities and wage employment facilitation, and 2) training and strengthening the capacities of employers to become inclusive. This programme aims to tackle the lower average of formal education levels among persons with disabilities compared to the rest of the population by facilitating access to capacity development in addition to access to employment per se. In 2022, 951 jobseekers with disabilities were registered in the job search engine and 157 accessed waged employment.

**Employment quota.** A quota for the inclusion of workers with disabilities is required to both the public and the private sectors to comply with the Law 29973:

- **Private sector:** in companies with more than 50 employees, no less than 3 % must be workers with disabilities.
- **Public sector:** workers with disabilities must be no less than 5 % of the total workforce in public institutions.

Only 1.33 % of all private companies with more than 50 employees fulfil the employment quota and only 2 % of the total public workforce are workers with disabilities.<sup>145</sup>

### Supported employment in Peru<sup>146</sup>

According to the Iberoamerican Social Security Organization, in 2015 the government of Peru launched the pilot project *Trabaja Contigo, Empleo con Apoyo* (Work with You, Supported Employment) to support persons with psychosocial and intellectual disabilities to access mainstream employment. A publication by APRODEH, a Peruvian NGO, documents the perspectives of persons with disabilities and affirms that *Trabajo Contigo, Empleo con Apoyo* aimed to support 100 persons, but no public results or evaluation was identified as available. No budget line for this program or others with similar methodology was identified from 2018-2021.

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<sup>145</sup> Perú. Superintendencia Nacional de Fiscalización Laboral (2022). *Información sobre el cumplimiento de la cuota de empleo del 3% para los empleadores privados dentro del marco de la Ley N° 29973, Ley de las Personas con Discapacidad, período 2021.*

<sup>146</sup> Sources: Perú. Ministerio de Trabajo y Promoción del Empleo (2015). [Guía para el Preparador Laboral](#). / Asociación Pro-Derechos Humanos – APRODEH (2017). [Autopercepción de las Competencias Laborales por Personas con Discapacidad Psicosocial Residentes en la Ciudad de Lima y Valoración de la Metodología. Empleo con apoyo.](#) / Organización Iberoamericana de Seguridad Social (Undated). [Empleo con Apoyo.](#)



### “Promotion companies” in Peru<sup>147</sup>

“Promotion companies” are those that have at least 30% of staff with disabilities; of which 80% carries out activities directly linked to the corporate purpose of the company. This is to say, it is not enough that persons with disabilities are employed, 80% must have qualified positions. Once recognized as “promotion companies” through an administrative procedure, such companies have preferred in the contracting of goods and service by government institutions. No public investment was identified for the implementation of this program, nor information on how many people work in promotion companies in Peru.

## Public funding of social and fiscal programmes for employment

The initiatives described above are financed through:

- MTPE Programme 0116 “Improvement of the employability and professional inclusion *Proempleo*”
- MTPE Programme 0073 “Programme for the generation of inclusive social employment - *Trabaja Perú* (now *Lurawi Perú*)”, managed mainly by the MTPE.
- Ministry of Women and Vulnerable Populations via the National Council for Inclusion of People with Disabilities for the programme *Inclúyeme Soy Capaz*.

Until 2018, the budget programme 0116 included two specific actions related to the inclusion of people with disabilities:

- **Specialized training**, formally known as “Specialized training for persons with disabilities”, with ID 5004314; and,
- **Job placement**, formally known as “Specialized job placement for persons with disabilities” with ID 5004316.

The results of both activities were measured by the same indicator: the number of persons with disabilities *supported* by the programme, there was not mention of the number of persons who *accessed* employment.<sup>148</sup>

In the case of the budget programme 0073, initially there were no specific actions related to the inclusion of persons with disabilities to employment nor indicators to measure its impact on this population.<sup>149</sup> Then, as explained above, in 2017, 0,04% of the total budget was established to promote the inclusion of persons with disabilities.

Additionally, there are two fiscal expenditures specifically designed to support the access to employment for people with disabilities that were identified in the national budget. According to the Supreme Decree N° 287-2013-EF, that establishes the complementary norms for the

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<sup>147</sup> Source: Perú. Ministerio del Trabajo y Promoción del Empleo. [Beneficios de una empresa promocional](#).

<sup>148</sup> Perú. Programa Presupuestal 0116 (Undated). [Programa Presupuestal 0116. Mejoramiento de la empleabilidad e inserción laboral - PROEMPLEO](#).

<sup>149</sup> Perú. Programa Presupuestal 0073 (Undated). [Programa Presupuestal 0073. Programa para la generación de empleo social inclusivo - Trabaja Perú](#).

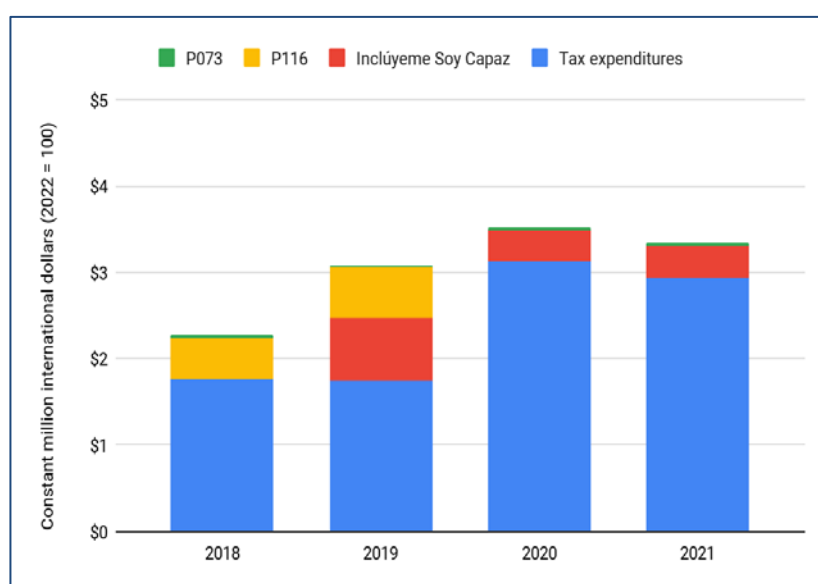
dispositions on the personal income tax, public and private employers, public and private employers who hire workers with disabilities have the following tax benefits:<sup>150</sup>

- A tax deduction with respect to salaries for workers with disabilities, with which they can deduct up to 3 % of yearly salaries on each fiscal year.
- A tax credit with respect to expenditures for reasonable adjustments in the workplace, for up to 50 % of related expenditures on each fiscal year and verifiable with proper invoices.

If employment quotas are not achieved by private or public institutions, fines that go from 12 to 15 tax units (between US\$29,700 and US\$37,000, respectively, adjusted for power purchasing parity) will be applied. According to the Law 29973, the resources raised by these fines are used to finance training, placement, and employment programmes for persons with disabilities.<sup>151</sup> However, no public budget information was identified on the traceability and evaluation of these public funds, and to what extent they are paid by employers that do not comply with the Law.

Figure 13 summarizes the public funding of national programmes to promote the access of people with disabilities to employment that was identified by this study between 2018 and 2021 in Peru. The programme *Inclúyeme Soy Capaz* was introduced in 2019 and has seen a constant decrease in its yearly budget since its implementation. Furthermore, the budget for the P116 and P073 programmes, which provided job training and support for persons with disabilities to access waged employment, has merged with other components within the current social programmes, which makes specific budget allocations for persons with disabilities now untraceable with the methodology used by this study.

**Figure 43 - Public funding of identified national programmes and actions to promote the access of people with disabilities to waged employment in Peru, 2018-2021<sup>152</sup>**



<sup>150</sup> Perú. Ministerio de Trabajo y Promoción del Empleo (2022). *Empleo y personas con discapacidad. Incentivos tributarios*. <https://discapacidad.trabajo.gob.pe/ajustes-razonables/beneficios-tributarios/>

<sup>151</sup> Perú. Sistema Normativo de Información Laboral (2012). *Ley General de la Persona con Discapacidad*.

<sup>152</sup> Based on data from *Transparencia Económica Perú (Data)*



*Inclúyeme soy Capaz* is funded by the Ministry of Women and Vulnerable Populations, and not by the MTPE. If we focus on the MTPE funding, it is even more clear that, worryingly, the targeted funding which has provided improved results and improved monitoring has decreased or become untraceable.

If Peru increasingly relies on tax expenditures rather than on budget programs, the progress and good practices that have been developed so far -even if major challenges remain- will be lost. As much as employers become inclusive, many persons with disabilities still require support to eliminate the barriers to employment- relying on employers is not enough.



### Perspective of persons with disabilities in Peru

Some companies look for jobseekers with disabilities outside government offices and ask them to sign a paper saying they were employed for the past three months, in exchange for a small amount of money. And some persons with disabilities are so desperate for income, that they accept to do so. There really needs to a shift in the companies' understanding, and sanctions for this type of actions!"

An organization of persons with disabilities in Peru that requested not to be cited

## 2.2 Case studies: Lurawi Perú, Inclúyeme soy Capaz, Aynimundo

### PERU – Case study 1: Lurawi Perú

Lead organization type	Ministry of Labour and Promotion of Employment
Partners	Local and regional governments, implementing organisms
Name of programme	<i>Lurawi Perú</i> (Work Peru in Aymara Language)
Coverage	National
Email	empleotemporal@trabajaperu.gob.pe
Website	<a href="https://www.trabajaperu.gob.pe/descripcion-del-programa/">https://www.trabajaperu.gob.pe/descripcion-del-programa/</a>
Sources for this factsheet	<i>Trabaja Perú</i> Annual Report 2019, <sup>153</sup> <i>Lurawi Summary of Indicators Report</i> <sup>154</sup>





### Objective

To generate temporal employment for persons of working age from 18 years old in situation of vulnerability through financing activities to respond to emergencies, or projects presented by local and regional governments. Note that this not an employment service, but a mainstream employment programme that includes persons with disabilities.

<sup>153</sup> Perú. Ministerio del Trabajo y Promoción del Empleo. [Memoria 2019. Trabaja Perú.](#)

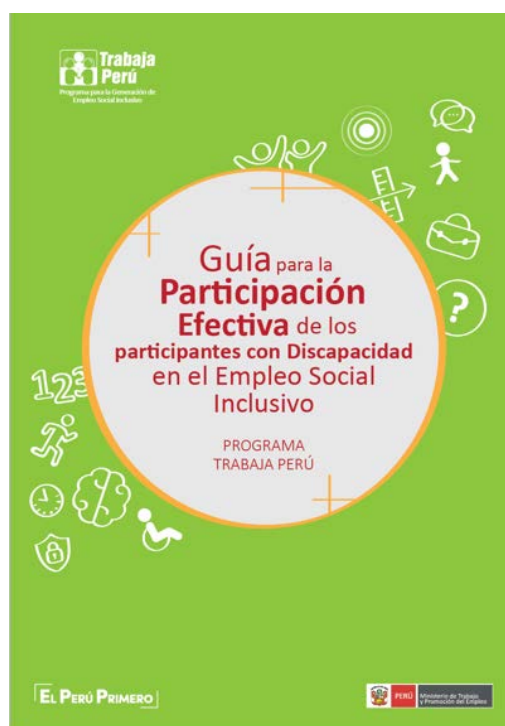
<sup>154</sup> MTPE (2022) above cited.

## Main programme components

Wage employment programme components	Support services
 <p data-bbox="368 439 518 479">Wage employment facilitation</p>	 <p data-bbox="1010 443 1152 483">Reasonable accommodations</p>
<p data-bbox="193 521 1398 611"><b>Other support:</b> Support to get access to insurance and disability certificate to access benefits</p>	
<p data-bbox="193 611 1398 656"><b>Support for employers to become inclusive</b></p>	
 <p data-bbox="469 801 703 824">Information and awareness</p>	 <p data-bbox="876 801 992 824">Accessibility</p>

## Pathway towards employment

- Information on the project that will start under the *Lurawi Perú* scheme is disseminated through different media and formats and via the OMAPED, local office of the National Council for the Inclusion of Persons with Disabilities (CONADIS).
- These include posters, radio announcements in indigenous or native languages and in easy language, announcements through loudspeakers, social networks, and others. Authorities and public services at local level, such as Emergency Centres for Women,<sup>155</sup> the Ministry for Women and Vulnerable Populations, and Commissions for the Inclusion of Persons with Disabilities also shared among their partners and local organizations.
- Applicants are selected after analysis of their situation of poverty, age, disability, whether they are victims of the 1980-2000 violence, or survivors of gender-based violence. Those eligible then go to a pool where they successful candidates are selected in a public drawing to ensure transparency in the hiring process.
- A pilot programme was started to provide training and training certificates to participants in the projects, to facilitate access to future employment.



<sup>155</sup> Local services to respond to violence and women and girls

Lurawi Perú designed the “Guide for the effective participation of participants with disabilities in social inclusive employment”. It was largely disseminated and presented to contribute to equal working conditions for employees with disabilities.



### Programme duration for jobseekers with disabilities

Because of its nature, employment is based on short-term contracts.

### Profile of jobseekers that access the service

- Unemployed or under-employed persons
- Socioeconomic classification as poor or extreme poor
- Between 18 and 64 years old
- No more than secondary education completed
- Families of persons with disabilities from “Programa Contigo”<sup>156</sup>

### Main results and indicators in the reporting period- Jan-August 2022

213,546 accessed temporal employment including 7,997 persons with disabilities (3,7% of the total), of which:

- 39% are in situation of poverty and 53% in situation of extreme poverty
- 46% are men and 54% women
- 3,4% are survivors of gender-based violence
- 3,4% are survivors of the period of violence between 1980 and 2000.
- 2,7% are relatives of persons with disabilities of “Programa Contigo”.

<sup>156</sup> Program to support persons with disabilities with a monthly non-contributive pension of S/.300 for persons with “severe” disability in situation of poverty or extreme poverty, every two months, to contribute to improving quality of life. Perú. Gob.pe (Undated) [Programa Nacional de entrega de la pensión no contributiva a personas con discapacidad severa en situación de pobreza - CONTIGO](#)

Such employment was made possible thanks to investment from the same programme in 4103 interventions that respond to emergencies and disasters, or projects presented by local and regional governments. Daily “incentives” per person is of S/.44 per working day (US\$PPP24). Insurances and personal protection equipment are provided. This amount is not considered a salary so participants should not lose social protection benefits they receive. It is important to note that, as there is not more detailed information, it is not possible to know what the situation of persons with disabilities prior to employment was, if they had previous experience, and /or what barriers they faced.

### **Gender and diversity approaches**

- Job opportunities are disseminated through specific methodologies to reach persons in situation of vulnerability.
- Women from indigenous or native groups and women with disabilities are included in the programme.

### **Average investment per person who accessed temporal employment for 2022 (Jan-Aug)**

This study did not have access to official data on the average investment per person who access temporal employment through the Lurawi programme, as calculated by the government. The calculation below was made as a general reference based on existing public data. However, it is important to note that it includes the investments in infrastructure itself, which is a pillar of this programme. Access to more detailed information from the MTPE would be required to have an accurate number. This calculation is included here as a reference of what a simplified calculation would yield.

**S./1971 = USD 503 (current 2022) = US\$PPP1,055**

This calculation was made by the study team based on public information, as follows:

### **Calculation methodology**

This calculation is based on data from MTPE’s summary of Indicators Report, Lurawi Program.<sup>157</sup> For Jan-Aug 2002, the MTPE mobilised a financial transfer for Lurawi project implementation for a total of S./421M (US\$PPP 225M) which resulted in 213,546 persons accessing short term employment, of which 3,7% persons with disabilities. On this basis, the investment per jobseeker was of S./1971-US\$PPP1055. As mentioned above, it is fundamental to note, that this includes the incentives for the workers as well as the human resources to implement the project and the material for the infrastructure.

### **Sources of funding**

Ministry of Work and Promotion of Employment.

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<sup>157</sup> Perú. Ministerio de Trabajo y Promoción del Empleo. Lurawi Perú (2022). [Reporte Resumen de Indicadores](#).



## PERÚ. Case study 2: Inclúyeme, Soy Capaz









Lead organization	National Council for the Inclusion of Persons with Disabilities, CONADIS
Partners	Ministry of Women and Vulnerable Populations Private companies, Local Offices for Persons with Disabilities
Name of programme	Include Me, I have the capacity ( <i>Inclúyeme, soy Capaz</i> )
Contact	Víctor Hugo Vargas Chavarri
Email	<a href="mailto:vvargas@conadisperu.gob.pe">vvargas@conadisperu.gob.pe</a>
Website	<a href="https://www.gob.pe/conadis">https://www.gob.pe/conadis</a>
Sources for this factsheet	Interviews and documents with CONADIS, documentation of the Ministry of Women and Vulnerable Populations

### Objective

To promote the inclusion of persons with disabilities in employment in conditions of decent work, through a network of employment facilitation at national level, job coaching for persons with disabilities, and job search engines.<sup>158</sup>

<sup>158</sup> Organización Iberoamericana de Seguridad Social (2015). [Catálogo de buenas prácticas](#).

## Main programme components

Wage employment programme components	Support services
 Coaching towards waged employment  Wage employment facilitation  Training in job searching skills	 Reasonable accommodations  Assistive technologies
<b>Other services for jobseekers with disabilities</b>	
Support for entrepreneurship, trainings, organization of trade fairs	
<b>Support for employers to become inclusive</b>	
 Information and awareness  Staff training  Accessibility	

## Pathway towards employment

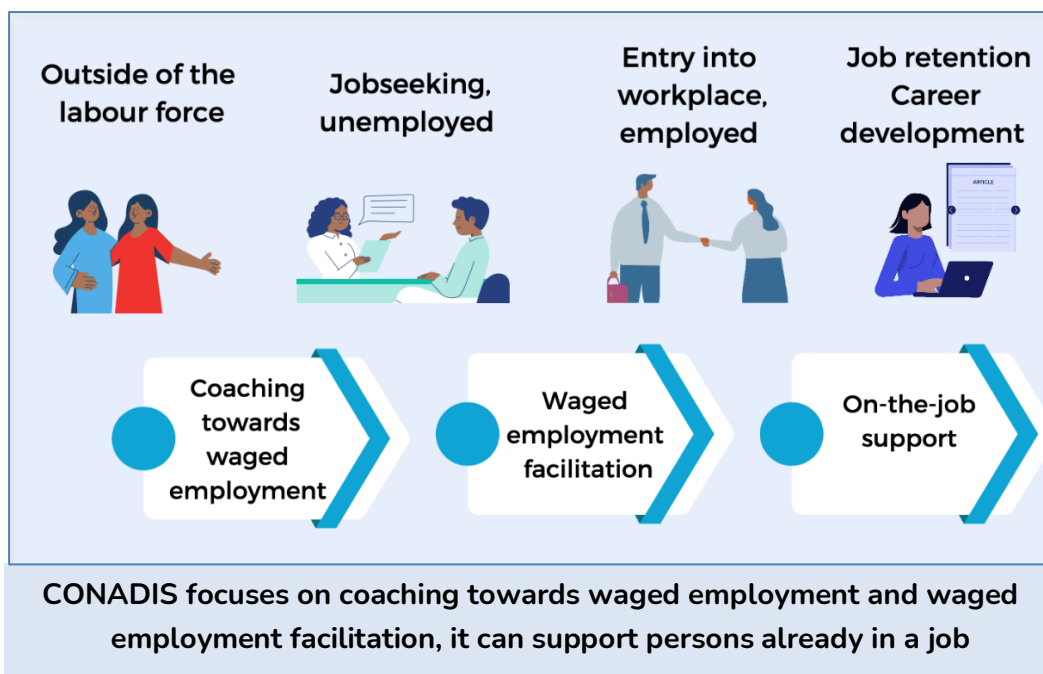
1. CONADIS disseminates information about the programme among its partners, organisations of persons with disabilities, media and social networks.
2. Persons with disabilities approach CONADIS and are supported to define the main activities to be carried out towards wage or self-employment.
3. Persons with disabilities access trainings if they need and decide to do so.
4. For wage employment, persons with disabilities consult the job search engines and are informed of openings by CONADIS. For self-employment, they receive entrepreneurship training and can participate in trade fairs organized by CONADIS.

At the same time, CONADIS implements:

- Awareness raising campaigns on the rights of persons with disabilities
- Targeted awareness campaigns for employers in the private and public sector
- Negotiations to obtain job opening specifically for persons with disabilities<sup>159</sup>
- Coordination between the private sector, the government and persons with disabilities<sup>160</sup>

<sup>159</sup> Gobierno de Perú (2022). [CONADIS gestionó 70 vacantes para personas con discapacidad.](#)

<sup>160</sup> El Herald (Undated). [Lanzan programa "Soy capaz" para ayudar a personas con discapacidad.](#)



### Programme duration for jobseekers with disabilities

There is no specific time limit. Persons with disabilities can continue asking for support when they are employment if they require support or reasonable accommodations.

### Profile of jobseekers that access the service

Men and women with different disabilities that are jobseekers.

### Main results and indicators in the reporting period<sup>161</sup>

#### Waged employment:

951 persons received support to upload their resume to the job search engine, of which 456 are women and 495 are men.

- 34% have physical impairment
- 26% have visual impairment
- 18% have hearing impairment
- 16% have psychosocial impairment
- 5% have intellectual impairment.

Out of the 951 persons in the database, 157 accessed employments in the private sector, of which 58% have physical impairments, 22% have hearing impairments, 18% have intellectual impairments and 2% have visual impairments. It is important to note that the 951 jobseekers in the database are not all jobseekers with disabilities in Peru, the number of jobseekers with disabilities is much higher, according to CONADIS' own estimations.

<sup>161</sup> Perú. Ministerio de la Mujer. *Fortalecimiento de la Estrategia Inclúyeme Soy Capaz*. (Not online).



**Self-employment:** *Inclúyeme soy Capaz* also supports self-employment initiatives and counts with 61 persons registered as self-employed in its database, of which 51% have physical impairment, 3.2% have visual impairment, have 24,5% hearing impairment and 21% intellectual impairment.

### **Gender and diversity approaches**

CONADIS includes women and men of working age with different types of impairments. The reports that were publicly available is not disaggregated by indigenous or afro-descendant origin, or of other identities and characteristics.

### **Average investment per jobseeker with disability for 2022 (Jan-Aug)**

CONADIS does not calculate the average investment per jobseeker with disability for the *Inclúyeme soy Capaz* programme. This calculation was made as a general reference based on existing public data. However, it is important to note that it includes job fairs as well as all human resources for this programme and indirect costs. A detailed analysis with CONADIS and access to more documentation would be required. This calculation is included here as a reference of what a simplified calculation would yield.

**Average investment per jobseeker with disability:  
S./574soles = USD 146 (current 2022) = US\$PPP307**

### **Calculation methodology**

This calculation was made by the study team based on public information, as follows:

1. Total investment for *Inclúyeme soy Capaz* for 2021 could not be taken as a basis because only indicator was available for that period. The period Jan-Aug 2022 was chosen for analysis because of the availability of budget and initial indicators.
2. That budget for the period was divided among persons with disabilities who received direct support to employment in that timeframe. Importantly, with the same budget CONADIS also supports persons with disabilities to access training and entrepreneurial activities and organisations of job fairs and larger promotion events, but the indicators for that area of work were not available.
3. Therefore, the amount calculated in this factsheet is an approximation to provide an idea of the order of magnitude that is invested by this particular programme per person.

### **Sources of funding**

Ministry of Women and Vulnerable Populations















## PERÚ – Aynimundo

Lead organization type	Peruvian NGO
Name of program	Strengthening the economic inclusion of persons with disabilities
Start date	2014
Contact	Cristina Higa, Aynimundo Coordinator
Email	cristinahiga@aynimundo.org
Website	www.aynimundo.org
Sources for this factsheet	Interviews with Cristina Higa, Christian Delgado, Diana Cotrina, and Verónica Rondón from Aynimundo

### Objective

To support persons with disabilities to access employment and employers to become inclusive of persons with disabilities.

## Main program components

Wage employment program components	Support services
 <p>Coaching towards waged employment</p>  <p>Wage employment facilitation</p>  <p>Training in job searching skills</p>  <p>Vocational training</p>	 <p>Peer support</p>  <p>Reasonable accommodations</p>  <p>Support person</p>  <p>Assistive technologies</p>
<h3>Other services for jobseekers with disabilities</h3>	
<p>Support for entrepreneurship including trainings, support to sell products within partner companies, support to promote savings, linkages with a university to continue entrepreneurship support in the longer term. Inclusive education from childhood to young persons.</p>	
<h3>Support for employers to become inclusive</h3>	
 <p>Information and awareness</p>  <p>Staff training</p>  <p>Accessibility</p>  <p>Coaching</p>	

## Pathway towards employment

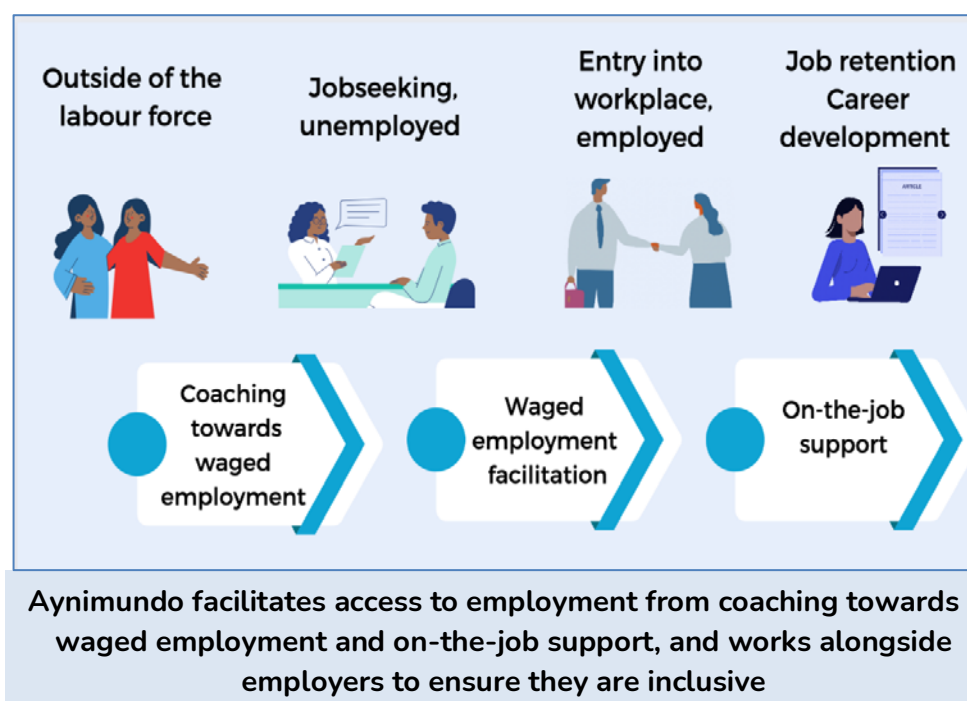
The pathway towards employment in Aynimundo follows the main six stages below. Aynimundo works on inclusive education to support children with disabilities since early ages as a right in itself, and to increase their chances for successful future employment. The pathway described below does not include previous education activities.

1. Persons with disabilities are identified through calls for applications disseminated in different networks. Some persons with disabilities learn by themselves about Aynimundo's work and approach the organization requesting job coaching.
2. An evaluation of the jobseeker with disability is carried out to identify his/her abilities and challenges in different areas. The family is interviewed as well, as it can be a facilitator or barrier to employment. The family is part of the process, if necessary, with the agreement of the person with disability.
3. Jobseekers with disabilities take a training which consists in 12 sessions on employment skills.
4. Support for jobseekers with disabilities to apply for jobs in the companies that are Aynimundo's partners and have already taken steps to become inclusive of persons with disabilities.

5. Support is provided both to the jobseeker with disability and to the company to which it is applying to ensure the application process and interviews do not incorporate barriers for a specific application with disability.
6. After a contract is signed, Aynimundo carries follow up visits during the first three months, to ensure any difficulties faced by the employee with disability or by the employer are addressed properly and timely.

Aynimundo works to ensure that a) jobseekers with disabilities can be employed in a variety of sectors, instead of those stereotyped for persons with disabilities; and b) jobseekers with disabilities have equal opportunities to access roles of responsibility beyond administrative tasks. They also work with companies to promote professional advancement of persons with disabilities on equal basis with others.

At the same time, Aynimundo works with companies to ensure they take steps to become inclusive of persons with disabilities before receiving applications. Aynimundo maps interested companies, shares information about inclusive employment, and for those with particular interest, Aynimundo carries out specific trainings and support for accessibility improvements. It also establishes formal agreements with the companies that are most committed to inclusive employment to work more closely over a period of a few years. Aynimundo developed this mechanism to help it ensure that companies to which jobseekers with disabilities are referred are truly committed to a sustainable process of inclusion, instead of only aiming to hire someone with disability just for a few months, or just to comply with the quota established by the government.



Additionally, Aynimundo organizes dialogues for jobseekers with disabilities to exchange with persons with disabilities that are already working, particularly among young persons, to generate trust and autonomy among persons with disabilities and receive advice. Such exchanges are also helpful for the families of children or adolescents with disabilities, to understand that their children can also access employment in the future.

### Programme duration for jobseekers with disabilities

Duration depends on the pathway of each jobseeker. Jobseekers with disabilities continue receiving support towards employment if they do not remain in the first position they accessed.

### Profile of jobseekers that access the service

Young women and men with disabilities willing to work (from 18 to 29 years old).

### Main results and indicators

- Total number of persons participating in Aynimundo's programmes across sectors, Jan- November 2022: 210, of which:
  - Participants in training programmes or education programmes: 142 (who may later choose to join the waged employment or the self-employment programmes)
  - Participants in the waged employment programme who accessed employment: 34
  - Participants in the waiting list of the waged employment programme (jobseekers who are in active job search): 17
  - Participants who have developed a self-employment activity: 17
- Twenty companies have received support to hire persons with disabilities with five committed to ongoing training and coaching to become inclusive of persons with disabilities on a sustainable manner.

Waged employment	2020	2021	As of Oct 2022
Persons with disabilities that accessed employment	39	23	34
Persons with disabilities in waiting list*	28	11	17
<b>TOTAL</b>	<b>67</b>	<b>34</b>	<b>50</b>

\*Persons in the waiting list are those who have completed the first stages of the pathway to employment and are currently receiving support to access waged employment.

Self-employment	2020	2021	As of Oct 2022
Active small businesses	30	22	29
Inactive small businesses	31	7	7
<b>TOTAL</b>	<b>61</b>	<b>29</b>	<b>36</b>

The high number of inactive businesses in 2020 is due to the pandemic restrictions, which led many small businesses to close in Peru.

Companies that received support	2020	2021	As of Oct 2022
Companies that contacted Aynimundo for support to hire persons with disabilities	8	12	20
Companies that signed an agreement with Aynimundo indicating long term commitment to inclusion	1	1	3
Companies that requested training for their teams	2	2	2
<b>TOTAL</b>	<b>11</b>	<b>15</b>	<b>25</b>

### Gender and diversity approaches

Aynimundo targets both men and women with disabilities with a focus on the youth. When it works with the family, it aims to ensure that both the mother and father are equally involved in facilitating the employment process of their sons/daughters with disabilities, to avoid reinforcing gender stereotypes that allocate the main responsibility to the mother. Since 2021, it focuses on young persons with disabilities from 18 to 29 years of age.

### Average investment per person with disability across all programmes for the reporting period (Jan-Oct 2022)

**S./ 4200 = US\$1,067 (constant 2022) = US\$PPP 2,247**

### Calculation methodology

Aynimundo kindly agreed to make this exercise of calculating the investment per person to contribute to this study and shared the following considerations.

After discussing various methodologies, Aynimundo proposed that the most accurate approximation of the real investment that it takes to support persons with disabilities to access employment, and employers to become inclusive, is to take as a basis ALL required investments and ALL the persons who currently participate in its education and employment programmes, as opposed to only job coaches. Unless these investments are made visible, it will not be possible to inform public policy to mobilise sufficient resources in programmes that truly achieve expected outcomes. The goal with this calculation is to share the real investment that is required. The average of S./4,200 was calculated on this basis. See Box page 52 "Case study: Aynimundo's approach to calculating investment per person" for more details.

### Sources of funding

This program is currently funded by international cooperation. Aynimundo is exploring the possibility of carrying out similar programs as consultancies for the private sector.



### Lived experience by Maryuri Esteban Rodríguez, participant in the employment programme of Aynimundo<sup>162</sup>

Maryuri Esteban Rodriguez, 27 years old, is a person with intellectual disability. She lives in Villa María del Triunfo with her sister, her mom and her mom's husband. He has a technical degree in Computing and Informatics. She took a training course in Aynimundo and was supported in her job search and has also looked for jobs independently. She has previous experience at Blue Star Group in the area of customer service, and at Casa Ideas in the product packing area. While she has had the opportunity to work in production and administrative positions, she had never had a job related to her technical career until this year, when she applied for a position at EMEMSA, an industrial sector company. This is a short interview with her kindly carried out by Aynimundo for this study.

#### **What have you learned in your previous jobs?**

*I have learned to better relate with the public and with clients, how not to be left behind, and to ask questions, so I can grow professionally.*

#### **What are you learning at your current job?**

*I am learning a lot of things, for instance how to manage bills and other accounting procedures, and how to manage the mail and calls.*

#### **What have you learned at Aynimundo?**

*To not be timid, to not lock myself in a grey world, and to have faith in the fact that yes! you can achieve your dreams and keep working every single day.*

## **2.3 Conclusion - Peru's investments in waged employment for persons with disabilities**

The main employment programmes (ProEmpleo and Trabaja/Lurawi Perú) in the 2018-2021 period have included persons with disabilities to different extents. However, such efforts could be systematized with clear programming and budgeting guidelines to be applied the planning stages, to better build more systematically on successful past experiences.

Whilst there has been an increase in programmes that include persons with disabilities (both by the MTPE and the one implemented by CONADIS), it is worrying trend that tax expenditures are increasing in proportion as compared to budget programs, since budget programs are the ones that provide personalised support to persons themselves (as opposed to tax expenditures that focus on employers).

Peru also finances a targeted employment programme for persons with disabilities implemented directly by CONADIS through the Ministry of Women and Vulnerable Populations. This initiative has given interesting preliminary results, as can be seen in the

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<sup>162</sup> Source: Aynimundo



case study. However, it is important to question why this employment programme is not funded and implemented by the MTPE. Certainly, CONADIS has a fundamental role to play in facilitating access to employment for persons with disabilities. However, in line with international good practice, it would be important to further analyse this approach. It may have more sustainable results if:

- The MTPE develops a twin-track approach that a) incorporates a cross-cutting inclusion perspective in all its programmes, with specific budgets, actions and targets related to persons with disabilities, building on good practices from current and past programmes, and b) manages, if necessary, any specific programmes for persons with disabilities (such as *Inclúyeme soy Capaz*), as part of its own policies and programmes.
- CONADIS provides technical advice, training, coaching and other support for MTPE and to employers throughout the policy and programme cycle, providing training and coaching for stakeholders involved, sharing, and documenting good practice.

Documenting the recent experience of Peru's government different initiatives would be an important exercise to build on good practice and lessons learned for policymaking, monitoring and budget allocation. In this regard, CONADIS carried out the excellent study *Dynamics of Inclusion in Employment of Persons with Disabilities in the MTPE programmes 2018- 2020*,<sup>163</sup> which and highlights the challenges and advances by the government of Peru in this area. A follow up would be an excellent initiative.

Monitoring seems to remain one of the challenges across programmes, as was identified both by this CONADIS publication, by this study. Reporting periods differ in some cases, making comparison difficult, and there is no or little detail on the demographics of persons with disabilities. This study could not find, either, monitoring data disaggregated by disability and identifying as indigenous or afro-descendent group, or recording migrant status<sup>164</sup>, rendering it difficult to make an intersectional analysis of some of the most marginalised groups in Peru and also to plan properly for the inclusion of such groups. Regarding the three case studies:

- Aynimundo provides the most comprehensive and tailored support from identification to access to employment, both for persons with disabilities and for employers. It implements a personalised approach to supported employment that truly aims to guarantee that those persons who participate in the programme access waged employment in inclusive workplaces and can remain and advance I employment. It links with education programmes and its relative high investment compared to the other two programmes in Peru is justified by its more comprehensive and personalised support for persons with disabilities, its inclusion of education components, and its partnerships with employers to ensure they are inclusive.

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<sup>163</sup> CONADIS. [Dinámicas de inserción laboral de las personas con discapacidad en los programas del Ministerio de Trabajo y Promoción del Empleo durante el periodo 2018-2020](#)

<sup>164</sup> Peru has the second largest of migrants from Venezuela after Colombia, with an estimate of one million Venezuelans currently in Peru, of which about 50% have requested refugee status. This includes persons with disabilities who face barriers both as migrants and as persons with disabilities. For more on refugees, displaced persons, and migrants with disabilities in Latin America, see: UNHCR, RIADIS (2021). [Discapacidad y movilidad humana](#).

- Lurawi Peru included persons with disabilities, which is important in every programme, but these are temporary jobs that last between 21 days and three months, for non-qualified workers with very low “indemnities”. Much more is required for economic inclusion. It is important that persons with disabilities are included in all employment programs, even temporal ones. However, much more should be done to ensure persons with disabilities have access to employment in better conditions. It is also fundamental to ensure that persons with disabilities who access temporal employment do not lose their disability benefits.
- *Inclúyeme soy Capaz* has supported persons with disabilities to access employment, though there is little information on the profile of those jobseekers and the percentage of those employed vs. those that only were included in a job databased is low. Yet more than 150 persons with disabilities have already accessed waged employment, it would be interesting to see how to incorporate similar programmes in the MTPE and strengthen this methodology that is already giving documented results.



### Focus on private employment service providers

In Peru, there are private employment service providers that support employers to become inclusive and persons with disabilities to find employment. These include:

- **FAIS Peru:** provides information, awareness raising, training and coaching for companies to become inclusive.
- **AddMeWork:** it works on two streams: it provides training, job searching skills, workshops and personal support for persons to access and remain in employment; it supports companies to become inclusive of persons with disabilities.

### 3. United States

#### Main statistics<sup>165</sup>



Total population	<b>331.9 million</b>
Working age persons with disabilities	<b>32.4 million</b>
Activity rate - General <sup>166</sup>	<b>61.7 %</b>
Activity rate - Persons with disabilities	<b>21.3 %</b>
Unemployment rate - General <sup>167</sup>	<b>5.46 %</b>
Unemployment rate - Persons with disabilities	<b>10.1%</b>

#### 3.1 Policy and budgetary analysis

##### Context

In the United States, 12.7 % of the total population or an estimate 42.1 million persons have a disability, of which 51.7% or around 21.7 million are women.<sup>168</sup> The definition of persons with disabilities as provided by the Americans with Disabilities Act is as follows: “someone who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment”.<sup>169</sup> This definition does not address the barriers of the environment.

According to the Bureau of Labour Statistics, approximately one out of every five persons with disabilities of working age (over 16 years in the United States) participate in the labour force,<sup>170</sup> and persons with disabilities are more likely to be self-employed than those without

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<sup>165</sup> United States. Census Bureau (2020). *American Community Survey. S1810 Disability Characteristics. 2020: 5-year estimates*; and International Labour Organization. ILOSTAT (2022). *Disability Labour Market Indicators (DLMI) Database*.

<sup>166</sup> Activity rate = (Employed workers + Unemployed workers) / Working-age population

<sup>167</sup> Unemployment rate = Unemployed workers / (Employed workers + Unemployed workers)

<sup>168</sup> United States. Census Bureau (2020). *American Community Survey. S1810 Disability Characteristics. 2020: 5-year Estimates Subject Tables*.

<sup>169</sup> U.S. Department of Justice (2020). *A guide to Disability Rights Laws*.

<sup>170</sup> Labor force is defined as all the people aged 16 and older classified as either employed and unemployed and seeking a job. This is considered as the activity rate.

disabilities.<sup>171</sup> Since 1938, Section 14(c) of the Fair Labour Standards Act allows for certain employers to pay workers with disabilities below the minimum wage.<sup>172</sup> Recognition as a worker with disability grants access to protection against job discrimination as long as the persons satisfies the qualifications for the job position; and reasonable accommodation in the workplace and the job position.



### **From sheltered employment to mainstream employment and inclusive day services in the US<sup>173</sup>**

In 2018, the National Disability Council reported that there were approximately 321,131 workers with disabilities employed by segregated sheltered workshops that were authorized to pay subminimum wages to workers with disabilities. It also reported that in 2020, the vast majority of Medicaid-funded employment services were in segregated settings where people with disabilities typically perform repetitive manual task. A report by the US Government Accountability Office conducted in 2001 found that “only 5 percent of sheltered workshop employees ever transition to outside jobs with normal pay”.

Importantly, the Department of Labour (DOL) is currently advocating for a strategy to phase out Section 14(c) through the American Jobs Plan, that aims a) to foster the transition of workers with disabilities from protected employment with subminimum wage towards “competitive integrated employment” (mainstream employment), and b) to develop integrated and inclusive day services to replace sheltered workshops. The DoL requested a total of USD\$300 million to support states in this transition.

## **Overview of public policies and programmes that promote the waged employment of persons with disabilities**

The federal government has several initiatives that promote the inclusion of persons with disabilities in employment.<sup>174</sup> Current programmes to promote employment for persons with disabilities include, but are not limited, to:

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<sup>171</sup> U.S. Department of Labor. Bureau of Labor Statistics (2022). [Persons with a disability: Labor force characteristics 2021](#).

<sup>172</sup> U.S. Department of Labor (2008). [Fact Sheet #39: The Employment of Workers with Disabilities at Subminimum Wages](#).

<sup>173</sup> Sources: U.S. National Council on Disability (2020). [2020 Progress Report on National Disability Policy](#); U.S. Department of Labor (2022). [FY 2022 Congressional Budget Justification. Employment and Training Administration. American Jobs Plan](#); Luterman, S. (2020). [Why businesses can still get away with paying pennies to employees with disabilities](#).

<sup>174</sup> The National Council on Disability (NCD) oversees the mainstreaming of disability in federal policies, as “an independent, nonpartisan federal agency that provides the President, his Administration, the US Congress, and the head of federal agencies with timely analysis and recommendations to advise policy development, revision, implementation, and enforcement efforts to enhance the quality of life for all persons with disabilities and their families. U.S. National Council on Disability (2022). [Budget Justification. Fiscal Year 2022](#).

**Vocational Rehabilitation Services.** This programme is probably the largest one that aims to facilitate access to waged employment for persons with disabilities in the US. Through state grants, it funds the cost of program administration and direct services they need to obtain “competitive integrated employment”, as mainstream employed to is referred to in the US. These funds are managed by 78 State Vocational Rehabilitation agencies which provide a wide range of services designed to support persons with disabilities prepare for and engage in competitive integrated employment.

**Ticket to Work.** These programmes, created by Title I of the Ticket to Work and Work Incentives Improvement Act of 1999, support career development for social security disability beneficiaries aged 18 through 64 who want to work to attain self-sufficiency. Ticket to Work helps them transition to employment and progress towards reduced reliance on disability-related benefits. To do so, they receive a “ticket” or voucher to obtain job coaching, and more generally, support towards employment through a) network of employment service providers, or b) Vocational Rehabilitation Agencies that are reimbursed for the services they provide if and when the person with disability achieves certain earnings level and/or remains in work over a specific period of time.<sup>175</sup> It is important to note that Ticket to Work is only one of the models used by Vocational Rehabilitation Agencies.

**Employment of persons with disabilities in the federal workforce.** The US federal government advances the employment of people with disabilities in the federal workforce through the Federal Exchange on Employment and Disability, with a special emphasis on helping agencies meet their goals under Executive Order 14035, Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce. To do so, it uses a non-competitive hiring process named Schedule A which gives the federal government permission to hire people with “significant disabilities” for jobs within the public sector without requiring them to compete against jobseekers without disabilities for those positions, at the time it also provides reasonable accommodations to qualified employees.<sup>176</sup>

**AbilityOne.** The AbilityOne Program is one of the largest sources of employment for people with disabilities in the United States. Approximately 500 non-profit organizations provide employment opportunities to 40,000 persons with disabilities, to supply products and services to the federal government.<sup>177</sup> AbilityOne includes segregated employment initiatives, though it is in the process of phasing them out.

The **Office of Disability Employment Policy (ODEP)**, which is the “only non-regulatory federal agency that promotes policies and coordinates with employers and all levels of government to increase workplace success for people with disabilities”, implements the following initiatives, which provide mainly information and resources with federal funding:

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<sup>175</sup> U.S. Social Security Administration (Undated). [Welcome to the Ticket to Work Program](#).

<sup>176</sup> USA.gov (2022). [Federal Jobs for People with Disabilities](#).

<sup>177</sup> U.S. AbilityOne Commission (2022). [AbilityOne Program](#).

- **EARN:** The Employer Assistance and Resource Network on Disability Inclusion (EARN) offers information and resources to help employers recruit, hire, retain, and advance people with disabilities; build inclusive workplace cultures; and meet diversity, equity, inclusion, and accessibility goals.<sup>178</sup>
- **JAN:** The Job Accommodation Network (JAN) offers free, expert, and confidential guidance on job accommodations and disability employment issues.<sup>179</sup>
- **WRP:** The Workforce Recruitment Program for College Students with Disabilities (WRP) is a free resource that connects private businesses and federal agencies nationwide with qualified job candidates for temporary or permanent positions in a variety of fields.<sup>180</sup>
- **DEI:** Jointly funded and administered by ODEP and Employment Training Administration (ETA), the Disability Employment Initiative (DEI) aims to improve education, training and employment opportunities, and outcomes for youth and adults with disabilities who are unemployed, underemployed and/or receiving Social Security disability benefits.<sup>181</sup>
- Additionally, the ETA's developed the **CareerOneStop** website to offer job training, career exploration and job search resources, aiming to connect persons with disabilities with opportunities to gain skills, search for a job, prepare for interviews, disclose a disability, and get extra help through vocational rehabilitation.<sup>182</sup>

**Utilization goal.** Enforced by the Office of Federal Contract Compliance Programs (OFCCP), this regulation requires that companies that have federal contracts (or subcontracts) look for the accomplishment of a 7% goal of employment of persons with disabilities in their total workforce (which is less than the percentage of persons with disabilities in the US-11.9%<sup>183</sup>). It is important to mention that this is not a quota and companies are not sanctioned if the goal is not fulfilled.<sup>184</sup>

**Reasonable accommodations.** Title I of the Americans with Disabilities Act defines reasonable accommodations as adjustments in workspaces or other physical environments so that persons with disabilities have equal opportunities to everyone else.<sup>185</sup>

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<sup>178</sup> U.S. Department of Labor. Office of Disability Employment Policy (Undated). [Employer Assistance and Resource Network on Disability Inclusion \(EARN\)](#).

<sup>179</sup> Job Accommodation Network (Undated). [A to Z of Disabilities and Accommodations](#).

<sup>180</sup> U.S. Department of Labor's Office of Disability Employment Policy and U.S. Department of Defense (Undated). [Workforce Recruitment Program](#).

<sup>181</sup> U.S. Department of Labor. Office of Disability Employment Policy (Undated). [Disability Employment Initiative](#).

<sup>182</sup> CareerOneStop (2022). [Workers with disabilities](#).

<sup>183</sup> U.S. Department of Labor. Bureau of Labor Statistics (2022). [Persons with a Disability: Labor Force Characteristics — 2021](#).

<sup>184</sup> U.S. Department of Labor. Office of Federal Contract Compliance Programs (Undated). [1G13 Utilization Goal Analysis for Individuals with Disabilities](#).

<sup>185</sup> Job Accommodation Network (2020). [Costs and Benefits of Accommodation](#).

Additionally, the **Medicaid** programme provides some support for persons with disabilities with limited income and resources to access employment, including through health, rehabilitation, transportation, and care assistance services. The Medicaid Buy-In Program, enacted through section 4733 of the Balanced Budget Act of 1997 and Section 201 of the Ticket to Work and Work Incentives Improvement Act of 1999, offers Medicaid coverage to people with disabilities who are working and earning more than the allowable limits for regular Medicaid. The budget for this programme was not included in the analysis since this study did not cover funding through Ministries/Departments of Health at this stage. Similarly, the US Department of Veterans' Affairs implements a vocational rehabilitation programme which was not included since it targets a very sector of the population, and the current timeframe did not allow for its in-depth analysis.

Table 9 displays the different national public programmes for persons with disabilities to access employment in the United States.

**Table 9 - Selected public initiatives to facilitate access to employment for persons with disabilities to access employment in the US**

Name of initiative	Organization in charge	Financed by
EARN / JAN / WRP / DEI	ODEP	ODEP
WOTC	DOL + IRS	Work Opportunity Tax Credit (110)
Utilization goal	OFCCP	Not financed
CIE	ODEP	Not financed
Ticket to Work	SSA	SSA Beneficiary Services
Vocational rehabilitation services	Rehabilitation Services Administration	Department of Education
CareerOneStop	ETA	General budget
Reasonable accommodations	ODEP	Disabled Access Credit (117)
Medicaid	Center for Medicare & Medicaid Services	Medicaid
AbilityOne	AbilityOne Commission	AbilityOne Commission





### Case study: Calculating expenditure for working age persons with disabilities in the US

The National Council on Disabilities estimates that in the fiscal year 2008, only 1.2% of states' expenditures on people with disabilities were directed towards programmes "to improve prospects for employment and economic independence", whilst 95+% were used for "health care expenses and income maintenance".<sup>186</sup>

Similarly, a study by Livermore et al found that for 2014 that only 1,04% of total federal expenditure for working-aged people with disabilities was directed to education, training and employment. It also found that the total amount for this category saw an increase in 5% for the period 2008-2014 as compared from the period analysed earlier of 2002-2008 after adjustment for inflation. No information was available for recent years.<sup>187</sup> It would be excellent if governments generated this information yearly and disseminated it widely and in accessible formats.

## Public funding of social and fiscal programmes for employment

The financing and effective monitoring of the programmes reviewed by this study are supported mainly by the Department of Labour through the Office of Disability Employment Policy (ODEP); the Department of Education, the US AbilityOne Commission.

In the case of the ODEP and the AbilityOne Commission, funding depends on the federal budget. For Ticket to Work, funding is placed through SSA and in particular through the programme Beneficiary Services, which is funded by trust funds and general revenues. Some of these programmes are also financed through tax expenditures for employers that are disbursed on benefits for the employment of persons with disabilities:

- **Work Opportunity Tax Credit (110).** This credit is available to employers for hiring individuals from certain target groups who have consistently faced significant barriers to employment, such as persons with disabilities.
- **Disabled Access Credit (117).** It provides a non-refundable credit of up to US\$5,000 for small businesses, which are eligible if they earned US\$1,000,000 or less or had no more than 30 full time employees in the previous year, that incur expenditures for the purpose of providing access to persons with disabilities.<sup>188</sup>

Figure 14 below shows the public funding of national programs to facilitate access to employment for persons with disabilities between 2018 and 2021 in the United States. In 2021, approximately 14% of fundings comes from tax expenditures, for which there is no disaggregated data on their impact across the population or the number of companies benefiting from them. Moreover, since these tax expenditures are estimated, the total amounts are usually uncertain, which leads to a situation such as what happened between 2020 and 2021, where there is a potential reduction of more than half than the previous year, as observed below.

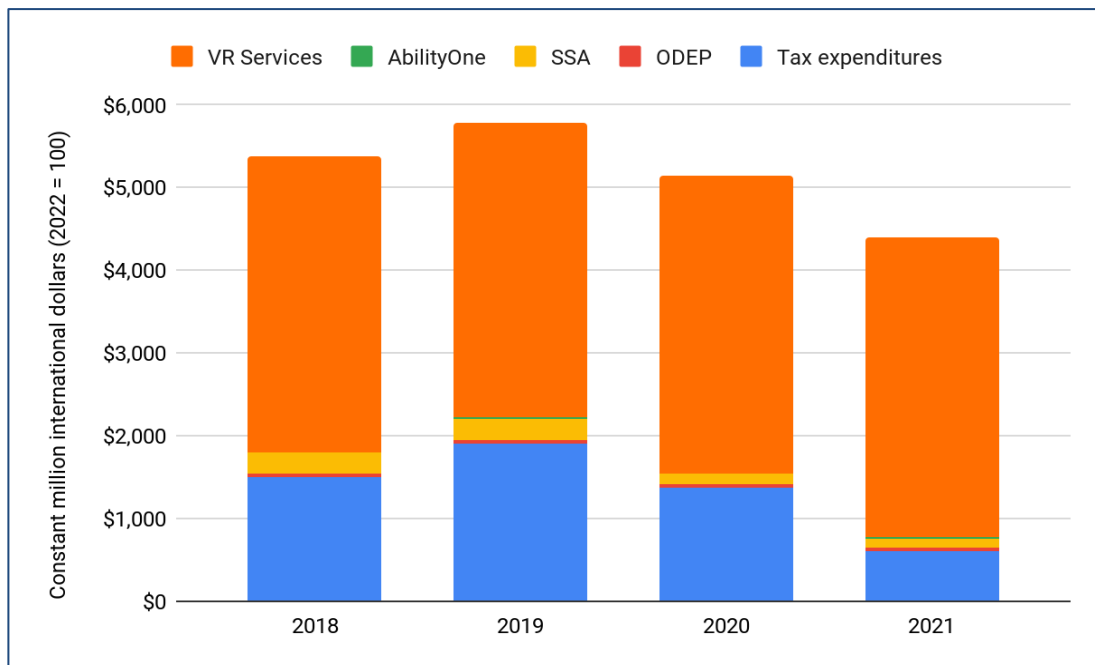
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<sup>186</sup> U.S. National Council on Disability (2020). [2020 Progress Report on National Disability Policy](#).

<sup>187</sup> Livermore cited above.

<sup>188</sup> U.S. Department of Labor. Office of Disability Employment Policy (Undated). [Tax Incentives for Employers](#).

**Figure 5 - Public funding of selected national programmes and actions to promote the access of persons with disabilities to employment in the United States, 2018-2021**  
 Constant million US dollars (PPP), 2022 = 100<sup>189</sup>



**Case study: Advocacy on Fiscal and Budgetary Policy: The Arc<sup>190</sup>**

The Arc and eight more organisations of persons with disabilities in the US systematically include a “federal fiscal policy agenda” in its yearly public policy agenda for Congress. This is an innovative and extremely useful approach to advocacy, since even with the best legislation, the rights of persons with disabilities will not be fully implemented unless the budgetary and fiscal policies mobilise sufficient funds and invest in programmes in accordance with UNCPRD standards. Examples of the fiscal policy agenda of these organisations include:

- Reform tax policy in a manner that raises sufficient revenues to finance the federal government’s role in providing essential supports, services, and benefits for people with disabilities and their families over the lifespan.
- Support the expiration, roll back, or repeal of tax cuts and adjustments of other tax policies, such as those that allow high income individuals and large corporations to minimize their U.S. tax obligations, that put people with disabilities at risk due to lower contributions to federal revenues.
- Reject tax policies that primarily help the highest income individuals, recognizing that people with disabilities are disproportionately more likely to be lower-income, and that such policies may be made at the expense of those with middle to lower incomes.

<sup>189</sup> Based on Congressional Budget Justifications and Tax Expenditures report ([Data](#))

<sup>190</sup> Source: The Arc et al (Undated). [Public Policy Agenda for the 117<sup>th</sup> Congress, 2021-2022](#).



### The cost of reasonable accommodations in the US<sup>191</sup>

A survey conducted by the Job Accommodation Network (JAN) among 3,369 employers between 2004 and 2019 found that, systematically, employers reported that the benefits they receive from making workplace accommodations far outweighs the associated costs. Reasonable accommodations have benefits such as retaining valuable employees, improving productivity and morale, reducing workers' compensation, and training costs, and improving company's diversity.

Employers reported that 56% of accommodations had no cost, whilst those that do had a typical cost of US\$500 (530 US\$PPP) consistently across several years of the survey carried out by JAN.

## 3.2 Case studies: ServiceSource, North Carolina Vocational Rehabilitation Services, Vocational Rehabilitation Services and Ticket to Work

### US. Case Study 1: ServiceSource

Lead organization type	Non-profit disability resource organization
Name of programme	Employment
Coverage	More than 10 states and the District of Columbia
Website	Servicesource.org
Sources	Desk review based on Annual 2021 Report <sup>192</sup> and ServiceSource's website









#### Objective

To provide exceptional services to persons with disabilities through a range of valued employment, training, habilitation, housing, and other support services.

<sup>191</sup> Source: JAN (2020). Accommodation and Compliance: Low Cost, High Impact

<sup>192</sup> ServiceSource (Undated). [FY2021 Annual Report. A Leading Community Resource.](#)

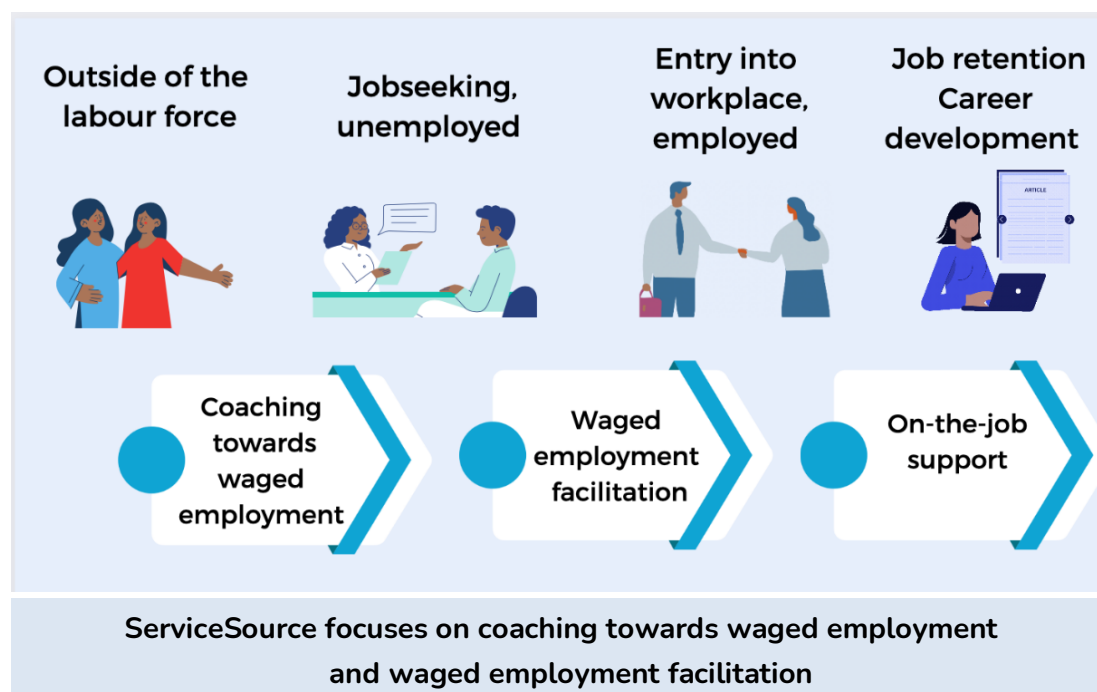
## Main programme components

Wage employment programme components	Support services
 <p>Wage employment facilitation</p>  <p>Training in job searching skills</p>  <p>Coaching towards waged employment</p>	 <p>Reasonable accommodations</p>  <p>Assistive technologies</p>  <p>Accessible transportation</p>
<h3>Other services for persons with disabilities</h3>	
<ul style="list-style-type: none"> <li>• “Community integration” services to facilitate inclusion at local level</li> <li>• Specialized services including counselling, autism spectrum services, family support services, housing, transportation, and veteran services</li> <li>• Community engagement to create inclusive communities.</li> </ul>	
<h3>Support for employers to become inclusive</h3>	
 <p>Information and awareness</p>  <p>Accessibility</p>	

## Pathway towards employment

ServiceSource implements and is part of a variety of programmes which are available to support persons with disabilities towards employment:

- **Job Placement:** It provides one-on-one support for job searches and employment training with mainstream community-based employers.
- **Vocational Rehabilitation:** It partners with the State of Florida to improve delivery of Vocational Rehab services.
- **AbilityOne:** It offers “community integrated employment” (mainstream employment) with competitive wages and benefits and career advancement opportunities.
- **Commercial and local government sector:** It facilitates employment of people with disabilities with commercial companies and local government entities.
- **Individual and group supported employment:** It offers individuals or groups of employees to work with a supervisor to facilitate successful work experience and local businesses.
- **Customized employment:** It works with persons with disabilities to identify strengths, working styles and interested to match them with employers dedicated to an inclusive work environment.
- **Employment support for parents.** It provides individualized support for parents of children with disabilities to return to work or find better opportunities.



### Profile of jobseekers that access the service

People with disabilities in general

### Main results and indicators in the reporting period (2021)

29,688 persons with disabilities served in the following services, of which 3140 accessed employment:

- 48% Vocational Rehabilitation Services (Florida Privatized Services)
- 30% Job development/evaluation, pre-employment services, financial coaching, interpreter services
- 9% “Specialty” or support services: autism services, family support, housing, senior services, veteran services
- 6% Community based employment
- 5% Job placement
- 2% Community integration services.

### Gender and diversity approaches

ServiceSource includes both women and men from different groups of persons with disabilities, though no specific approach was identified in its 2021 report to ensure equal participation.

### Average investment per jobseeker with disability served across programmes for the reporting period (2021)

Investment per person with disability served: \$USD6,270 = 7,036US\$PPP

This calculation was made by the study team based on public information.

## Calculation methodology

The calculation was made based on the data published in ServiceSource's report (above cited). The average reflects the investment across services but can be considered as a relevant reference considering that 89% of ServiceSource's programmes facilitate employment through different methodologies.

As in the case of Aynimundo (Perú) it is also important to note that calculating the investment/person across services is a more accurate reflection of the actual investment required to support person with disabilities to access employment, particularly those facing more barriers and more poverty. Those who are further from my employment may also require support to access housing and transport, a wide range of skills development, or facilitating family dialogue, which are important in themselves, and as steppingstones towards inclusion in employment. The amounts used for this calculation were as follows:

- Operating expenses as reported by ServiceSource in its 2021 annual report: \$USD 199,5 Million (constant 2021)
- Number of people with disabilities serviced: 29,688.  
 $199,5M / 29,688 = \$USD 6,270 = 7,036 US\$PPP$

## US, case study 2. North Carolina Vocation Rehabilitation Council

Organization type	Department of Health and Human Services
Partners	Career Centres, Public Schools System, Vocational Rehabilitation Offices, Community College System, Rehabilitation Providers
Programme	North Carolina Vocational Rehabilitation Services (NCVRS)
Coverage	State of North Carolina
Website	<a href="http://www.ncdhhs.gov/dvrs">www.ncdhhs.gov/dvrs</a>
Sources	North Carolina Department of Health and Human Services. <i>FFY 2020-2021. Annual Report</i> <sup>193</sup> , North Carolina Vocational Rehabilitation. <i>Value Realized: partners on the path to your career</i> <sup>194</sup>

## Objective











To help people with physical, sensory, mental, emotional, or learning disabilities find, get or keep a job.

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<sup>193</sup> North Carolina Department of Health and Human Services. [FFY 2020-2021. Annual Report](#).

<sup>194</sup> North Carolina Vocational Rehabilitation. [Value Realized: partners on the path to your career](#).

## Main programme components

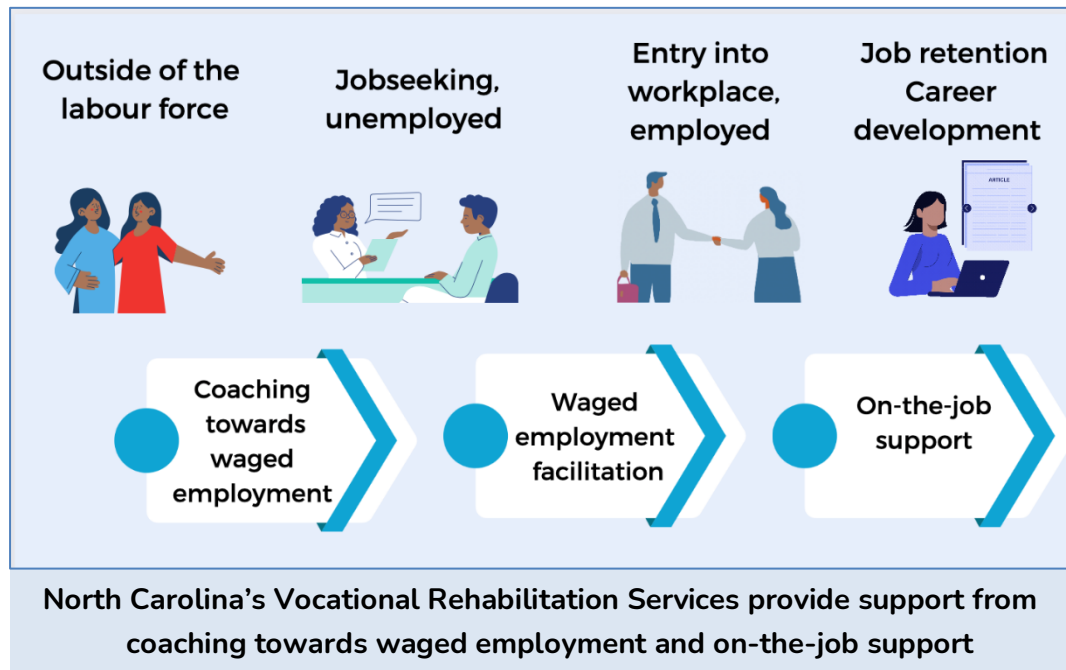
Wage employment programme components	Support services
 Wage employment facilitation  Coaching towards waged employment  Vocational training  Training in job searching skills	 Reasonable accommodations  Assistive technologies  Support person  Accessible transportation
<b>Other services provided to persons with disabilities</b>	
Career counselling, independent living services, training, engineering services related to barriers removals, assistive technology services, referral to medical treatments.	
<b>Support for employers to become inclusive</b>	
 Information and awareness  Accessibility	

## Pathway towards employment

Persons with disabilities can be referred to apply to NCVRS by teachers, counsellors of medical professionals; they can also contact the programme directly for help to find a local office and fill and application. Eligible jobseekers with disabilities develop a personalized path to employment that that includes support and training to compete in the North Carolina workforce. The pathway towards employment is as follows:

1. **Eligibility determination** based on if a person has physical, mental, emotional, or learning disabilities and requires support to find or keep a job.
2. **Needs assessment:** NCVRS evaluates medical, education and work history to identify barriers to employment and rehabilitation needs.
3. **Plan development:** In collaboration with a NCVRS counsellor, jobseekers with disabilities chose a career goal and develop a plan detailing the services needed to achieve that goal.
4. **Plan implementation:** NCVRS monitors progress on the path to employment, making sure people with disabilities receive the services and support required to succeed.
5. **Ongoing support:** When ready, NCVRS can help with job searches, applications, and interviews. When persons with disabilities get a job, NCVRS can help them keep it.





### Programme duration for jobseekers with disabilities

An average of 26 months from application to case closure

### Main results in the reporting period - Fiscal year (FY) 2020-2021

A total of **26,733** persons with disabilities received NCVR services, of which:

- 18,837 received career services
- 3,258 persons with disabilities successfully exited the programme in competitive integrated employment. Their average hourly wage was USD\$11.26 (an increase from past years), and they worked 29 in average weekly hours (which is very impressive reporting).
- 1,817 received supported employment services
- 2,378 participated in work adjustment training
- 229 participated in paid, community-based internships
- 99 participated in project search
- 262 received services through the Individual Placement Support- supported employment programme
- 1,007 received counselling about the impact of earned income on their benefits
- 5,840 received training services
- 2,748 students participated in Pre-employment Transition Services which help them explore career options and prepare for the transition from high school to adult life.
- 75 received brain injury support services.

This data is further disaggregated as follows:

- **Age:** 41.3% are under the age of 25, 43.3% are between 25-44, and 15.2% are age 55 or older
- **Reported gender:** 55.1% are men and 44.8% are women

- **Race and ethnicity (not mutually exclusive):** 49,5% identify as White; 41,7% as Black; as 6,22%Hispanic, 1,3% as Native American, 0,96% as Asian and as 0,12% as Pacific Islander.

Interestingly, the NCVRS also disaggregates by the following factors, which reflect an understanding of disability based both on personal factors and factors of the environment not necessarily linked with a situation of disability, as is shown in Table 10.

**Table 10 - Types of impairments and reported barriers reported by persons with disabilities that participate in the North Carolina Rehabilitation Services (2021)<sup>195</sup>**

Primary impairment	Other reported barriers	Other barriers (continued)
Cognitive: 43,1%	Secondary disability	Ex-offender status
Psychosocial: 29,7%	Long-term unemployment	English language learner
Physical: 22,7%	Low income	Single parent
Sensory/Communicative: 4,3%	Low literacy/deficiency of basic skills	Homelessness
	Foster care youth	Cultural barriers

### Gender and diversity approaches

Whilst no information was found on NCVRS' specific efforts to include women with disabilities and persons with disabilities from other marginalised groups, it is clear that the data efforts are made to include persons from different groups, identities and characteristics, as is demonstrated by its results, disaggregated data and transparency in its statistics.

### ➤ Data disaggregation related to gender and diversity

The North Carolina Vocational Rehabilitation Service is the institution that disaggregates data most comprehensively of those analysed in this publication. It collects, analyses and reports on the following factors: age, reported gender, race and ethnicity (not mutually exclusive), type of impairment, and external barriers.

Identifying such factors is important for various reasons, including:

- It provides the NCVRS with a systematic manner to monitor if it is reaching it equally to different populations, in particular the most excluded.
- It provides a systemic analysis of the barriers faced by persons with disabilities to access to employment (linked or not to disability), facilitating a better understanding of their situation and informing program design to include actions that respond to these different barriers.

<sup>195</sup> Based on NCVR annual report, above cited

## Average investment per jobseeker with disability for the reporting period (Fiscal year 2020-2021)

Average investment per jobseeker with disability: USD\$3,927 = US\$PPP4,111

This calculation was made by the study team based on public information.

### Calculation methodology

The total amount of funding received by NCVRS for fiscal year 2020-2021 (USD\$100,5M) was divided among the total number of persons who received services (26,773), of which 3,258 exited the programme after having accessed mainstream employment in that period. NCVRS also calculates the return on investment in services at 329% based on the following data (USD constant = 2021):

- USD\$346M 5-year earnings of individuals exiting the programme in fiscal year 2016
- USD\$105M Federal and state investment in VR services

In other terms, for every USD\$ invested in this vocational rehabilitation programme, a person with disabilities who exit towards mainstream employment earn USD\$3,29 over a five- year period.

### Sources of funding FY 2020-201

USD\$ 80M from federal funding (76.3%), USD\$ 25M from state and other funding (23.7%) = USD\$ 100,5M in total (USD constant = 2021)



### Case study: Ticket to Work Vocational Rehabilitation Reimbursement Programmes at national level<sup>196</sup>

With official data gathered by the National Disability Council, it is possible to calculate the investment of Vocational Rehabilitation programs per person for year 2019, based on the following:

- The Rehabilitation Services Administration was authorized a budget of USD\$3.5 billion for Vocational Rehab.
- 1,236,663 persons with disabilities received support to develop an Individual Plan for Employment.
- 142,523 persons with disabilities exited the program “with employment outcome”.

With this data, it is possible to calculate that VR Programs invested an average of USD\$2,830 per person with an Individual Plan for Employment, of which only 11,5% accessed employment in that period. Let us contrast this amount with actual reimbursements for persons with disabilities *in employment*, as shown in Table 11.

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<sup>196</sup> Sources: U.S. National Council on Disability (2020). [2020 Progress Report on National Disability Policy](#) / U.S. Social Security Administration (Undated). [VR Reimbursement Claims Processing](#).

**Table 11 - State vocational rehabilitation agency reimbursements, 2018-2021<sup>197</sup>**

Fiscal year	Number of claims allowed	Amount allowed (USD)	Average cost per claim (USD)
2018	16,237	215,417,316	13,267
2019	14,573	185,499,507	12,729
2020	17,885	223,102,368	12,474
2021 (est.)	10,477	96,500,000	9,210

The average claim was USD\$9,210 (\$9,643US\$PPP) for persons who accessed employment in 2021, and USD\$12,475 (13,221US\$PPP) for 2020. Whilst significant investments go into Vocational Rehabilitation, the NCD found that approximately 7% of all individuals receiving vocational rehabilitation services under an Individual Plan for Employment (IPE) obtained employment outcomes from 2010 through 2019, which raises questions of efficiency and effectiveness. Yet, it is important to underline the transparency and this data, which allows for these calculations and analysis.

### **3.3 Conclusion - US's investments to promote waged employment for persons with disabilities**

The US is certainly the country with more easily accessible information on budgets, including at organisational level. Generally speaking, employment services providers include financial information in their annual reports, in contrast to those of France and Peru, and give more information on the quality of the employment (duration of contract and wages, for instance). The Government Accountability Office carries out reports and publishes findings with an aim to improve effectiveness and efficiency in the use of funds, making it easier for everyone to analyse this information.

While part of the US' investments in this sector are tax expenditures, major budget programmes such as Vocational Rehabilitation do provide direct support to persons with disabilities to access employment. However, some of them, such as Vocational Rehabilitation and Ticket to Work, face important difficulties due to limited budgets, high heavy workloads, and too high rates of jobseekers with disabilities/job coach. This are some of the factors that may lead to lower rates of persons with disabilities who access jobs as proportion of the total of persons who receive employment support.

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<sup>197</sup> Based on SSA

On a positive note, it is an excellent development that there is trend to transition from segregated employment towards a) mainstream employment a b) inclusive community centres, which, in addition to shifting paradigms towards a more inclusive society, also aims to progress towards ensuring there are no workers earning subminimum wages in the U.S. AbilityOne is also moving towards phasing out the paying of subminimum wages.

More recent studies such as those by NCD and Livermore (cited above in this section) would be fundamental to further this analysis. Their methodologies and analysis to in depth into analysing national budgets. Updated information on whether the percentage of investment in education, training, and employment services as increased since 2014 would be extremely important, as well as carrying similar studies in other countries.

Finally, the disaggregation by different characteristics and identities in monitoring and reporting also allows for comparison among different marginalized groups, particularly those with intersecting identities. The example of North Carolina Vocational Rehabilitation is to be highlighted in regard to gender and diversity, as it takes a systemic approach that analyses and aims to respond to different barriers to employment, includes those related to disability and others.

## VI. Recommendations

A wide range of interventions at different levels are necessary to ensure persons with disabilities have access to mainstream employment. These include:

- **Legislation:** Employment legislation must be in accordance with UNCRPD, include anti-discrimination laws, and ensure persons with disabilities who work are covered by employment laws on equal basis with others.
- **Public policies:** All policies, including employment policies, must take measures to ensure the participation of representative organisations of persons with disabilities throughout the policy-cycle, and budget lines to ensure the inclusion of persons with disabilities in all policies and related programmes.
- **Social norms:** Challenging and working to change social norms that perpetuate discrimination against persons with disabilities in different sectors, including in access and advancement in employment, is essential. This includes working to challenge intersectional discrimination, including that faced by women with disabilities and marginalised groups; and working with families of children with disabilities so they can support children with disabilities to access all their rights since an early age.
- **Mainstream employment services:** All employment services must ensure their policies, strategies, plans, procedures, materials and budgets are designed to be inclusive of persons with disabilities in their diversity, which involves work in different areas such as institutional policies; knowledge, attitudes and practices; physical accessibility and accessibility in communications; and awareness raising and on-the-job training for all the staff.
- **Support services:** Ensuring persons with disabilities have access to employment services and related services they may require in their pathway towards employment, and to remain and advance in employment.
- **Working with employers:** Supporting employers to become inclusive at all levels of the organisation and in all policies, with an aim to eliminate all barriers, and including all its staff, in all its procedures and departments.
- **Other services:** Ensuring that the education system, including TVET and ongoing education, social protection, health -including sexual and reproductive health-, mental health, habilitation and rehabilitation, social, education, legal, and transportation services are inclusive of persons with disabilities. Services that respond to gender-based violence are also fundamental, since women with disabilities face more such violence than others. All such services contribute to ensuring an enabling system for persons with disabilities to access their rights, including that to work and employment.

The following are more specific recommendations that draw from the specific focus of this study.

## 1. Recommendations for budgeting and monitoring employment policies and programmes

### 1.1 Data and monitoring

- 1. Data collection.** National governments must implement and fund periodical surveys and properly design censuses to obtain detailed statistical information about the social and economic situation of persons with disabilities, and their employment status, including barriers and facilitators. This information must be the basis to develop results-oriented social and fiscal programs that effectively impact the employment of persons with disabilities. The Washington Group Questions<sup>198</sup> provide important guidance and are already in use in various countries.
- 2. Data disaggregation.** Persons with disabilities are a heterogeneous group that is diverse in terms of disability itself, of gender (which goes beyond the male/female binary), and of all the other identities and characteristics present in a society. These may lead to specific a different type of barriers, which may mean that even programmes that purposely target persons with disabilities may effectively support some groups, but not others. It is fundamental that policymakers and service providers disaggregate their data even further and take specific measures to include marginalised groups, including persons who are deafblind, persons with intellectual disabilities, persons with psychosocial disabilities, persons with autism or deaf people. These also include persons with other identities and characteristics that have been historically marginalised based on colour, gender identity or sexual orientation, age, ethnicity, faith, caste, migrant status, socioeconomic class, or any others. Reporting on the overall employment of persons with disabilities is important but not enough given it is such a diverse group.
- 3. Monitoring and indicators.** The design, implementation and monitoring of appropriate and well-designed indicators is essential to understand the challenges and progress in ensuring the right to employment for persons with disabilities. Without them, it is impossible to assess the impact of ongoing programmes. The following are examples of indicators that, according to the OHCHR,<sup>[1]</sup> are necessary to monitor employment outcomes for persons with disabilities at national level. Yet, they are not yet systematically monitored:

#### Examples of indicators to be monitored at national level<sup>199</sup>

- Employment rate of persons with disabilities compared to other persons and to overall employment rate, disaggregated by type of employment (public, private, self-employed) and kind or position (e.g., managerial/administrative), sex, age, and disability.

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<sup>198</sup> Washington Group on Disability Statistics, above cited.

<sup>199</sup> U.N. Human Rights. Office of the High Commissioner (2020). [Article 27: Illustrative indicators on work and employment](#).



- Rate of economic inactivity of persons with disabilities compared to other persons and the overall economic inactivity rate of the total population, disaggregated by sex, age and disability.
- Percentage of persons with disabilities in part-time and temporary employment as compared to other persons and to the overall rate, disaggregated by age, sex and disability.

### **Examples of indicators to be monitored by local employment services level**

- Number of persons with disabilities who accessed different types of employment support, disaggregated by age, sex and disability and other context-relevant factors, of which:
  - Percentage of persons with disabilities who accessed employment, disaggregated by age, sex and disability and other context-relevant factors.
  - Percentage of persons with disabilities who remained in employment after X months, disaggregated by age, sex and disability and other context-relevant factors.
  - Percentage of persons with disabilities who earn more than the minimum wage, disaggregated by age, sex and disability and other context-relevant factors.
  - Increase in disposable income of persons from disabilities from working.
  - Improvement in satisfaction of persons with disabilities in their workplace.

## **1.2 Participatory and inclusive processes**

- 4. Participatory budget design.** Persons with disabilities have the right to participate in all the processes related to the budget cycle. Yet today, most organisations of people with disabilities are not included, which is both a reason and a consequence of a) mainstream programmes not systematically including gender, disability and diversity approaches; b) a mix of lack of awareness, capacities and political will to include persons with disabilities in budgeting processes; and c) barriers faced by organisations of persons with disabilities to access the instances where policy and budgeting decisions are taken. States should strengthen or pilot mechanisms to ensure persons with disabilities have all the necessary information and can effectively access, influence, and meaningfully engage in discussions on allocation of public resources. Examples can be found in the [References](#) at the end of this section.
- 5. Keep building capacities on the rights of persons with disabilities** among public officials, elected representatives, and other stakeholders involved in policymaking and budgeting in all sectors, including employment, so that they can incorporate inclusive practices in their ongoing work, procedures, and mechanisms. Similarly, it is important to **work alongside organisations of persons with disabilities** to ensure they have knowledge and awareness on policymaking and budgeting to ensure they can participate and advocate effectively to ensure they include effective measures, enough budget and relevant indicators.

### 1.3 Transparency and accountability

6. **Budget transparency and accountability.** National governments should progress in presenting timely and useful budget and program information in open data formats using international budget standards. This would make it easier to properly identify specific efforts concerning certain groups of population, such as persons with disabilities, which is fundamental both for persons with disabilities as for its own monitoring. The narrative and budgetary reports of specific programmes should also be presented along the budget cycle, with evaluations and recommendations by audit institutions. This should include the analysis of tax expenditures to identify their impacts, beneficiaries (with disaggregated data) and distribution among the population. Such information must be in accessible formats.
7. **Report on budgets to target persons with disabilities by sector.** Existing programmatic and budgetary reports do not currently facilitate the analysis of budget lines allocated actions or measures that aim specifically to facilitate the inclusion of persons with disabilities in specific sectors. It would be useful to present such reports by sector to facilitate an assessment of the progress and the challenges by persons with disabilities and the general population, including both on a) specific programmes that target persons with disabilities, and b) mainstream employment programmes, including employment services, that incorporate specific actions and budgets to include persons with disabilities along with the rest of the population.
8. **Local organisations could improve their financial and budgetary transparency,** in an effort to be more accountable and to facilitate exchanges of good practices and lessons learned among employment services from the private and public sectors, and with organisations of persons with disabilities.

### 1.4 Employment programmatic approaches

9. **Mainstream programmes and services.** Although mainstream employment programmes and employment services are supposed to include persons with disabilities along with the rest of the population, many challenges remain, which is one of the reasons why specific programmes targeting persons with disabilities continue to exist in the countries of this study and many others. While specific programmes may be relevant in some contexts, it is of utmost importance that States also start taking more substantive measures to include persons with disabilities in programmes and services for the general population, leveraging existing resources and mechanisms. Human, technical, and economic resources must be mobilised and budgeted for, to ensure such programmes and services have the capacity to include persons with disabilities on equal basis with others.  
Policies to facilitate access to employment for persons with disabilities must also work with employers to become inclusive and remove existing types of barriers. On the other hand, policies that encourage employers to hire persons with disabilities (for

instance, via tax incentives) should be implemented alongside programmes that support persons with disabilities to access mainstream employment.

Each person with disability – as those without disability- has a different set of skills, aspirations, needs and priorities. There is not one single approach that can be applied for all persons with disabilities, who are as diverse as the rest of the population, to support those who require so to access employment. Rather, employment services must be designed, and count with sufficient resources, to be fully inclusive and respond to the support required by persons with disabilities in their diversity.

In addition, all measures to improve gender equality in the workplace must also target and include, specifically, women with disabilities. The importance of care systems should also be underlined as key elements to ensure that both men and women with disabilities with care responsibilities have access to care systems that allow them to work on equal basis with others.

**10. Disability specific programmes.** In some contexts, programmes that target specifically persons with disabilities are relevant particularly when mainstream employment services are not fully inclusive yet. However, ideally such programmes should be managed by the Ministries of Labour, or at least, linked its mainstream employment policies. The Ministries of Labour which have the responsibility to ensure the right to work for all the population, including persons with disabilities.

**11. Segregated employment.** The challenges of segregated employment are well known and have been exemplified throughout the text, including with regards to the low percentage of persons who actually transition to mainstream employment. Putting the interest of the people who already participate in those initiatives, it would be essential to adopt strategies, reflected in the budgets, that support a transition to mainstream employment in the open labour market. It is also essential to ensure that national budgets work with mainstream employers to remove barriers to employment for all persons with disabilities, including persons with intellectual and/or psychosocial disabilities who represent a higher percentage of those in segregated employment.

## 1.5 Crosscutting issues

**12. Gender, disability, and diversity:** Policies, programmes and budgets that aim to include persons with disabilities should not omit to take specific actions with dedicated budgets to ensure a gender, disability and diversity approach. This, to recognise and address the fact that people with disabilities are a heterogenous group in which some face more barriers than others, particularly those with other identities and characteristics that have been historically marginalised. Gender, disability and diversity approaches reinforce each other, and should always be incorporated. Policies that aim for gender-equality in the workplace should explicitly include women with disabilities, and spaces such as breastfeeding facilities in workplaces should also be designed in accordance with accessibility standards.

- 13. Good practice and successful policies:** Carry out comparative research and evaluations of existing policies and programmes at country-level systematically, along with organisations of persons with disabilities, to build on local wealth of knowledge.

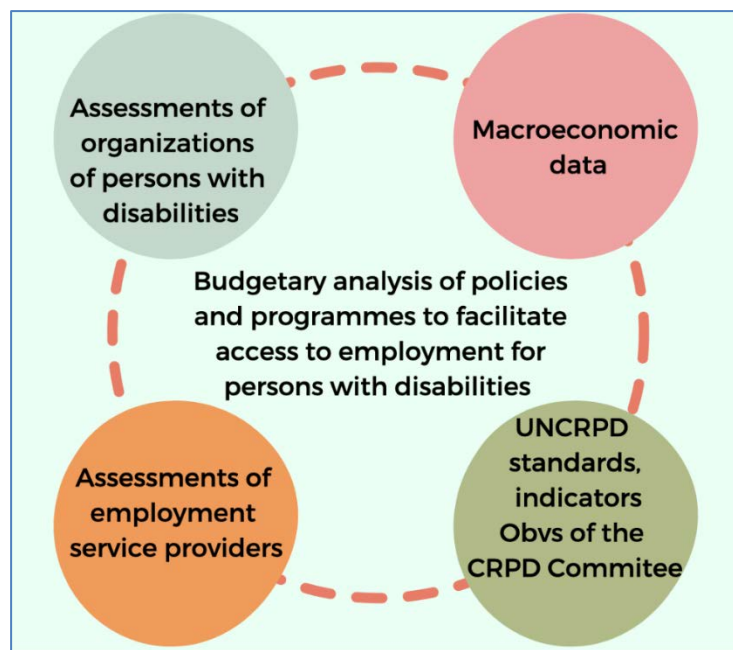
## 2. Recommendations for future research

- 1. Partner with organisations of persons with disabilities in target countries** to carry out on-site research and formally request access to budgetary reports through national mechanisms for transparency and accountability.
- 2. Partner with international organisations** engaged in cost analysis of economic inclusion programmes, such as the OECD or the World Bank, to contribute to incorporating a gender and disability perspective in their own approaches to analysis of economic inclusion programmes; and with others, such as the Center for Inclusive Policy, that are working on analysis of public policies' investments from the perspective of compliance with the UNCRPD.
- 3. Include in the analysis more countries from the Global South** in different continents, to identify fiscal and social programs including in countries with lower public funding and different institutional capacity. Working with organisations of persons with disabilities and others than work on budgetary analysis and policies at local level will be essential for the next phases. Working in Latin America may be of particular interest because the region is leading in incorporating gender and diversity approaches to the budgetary cycle on which to build.<sup>200</sup> The large percentage of organisations and institutions that responded positively for this study as well as the active participation from organisations of persons with disabilities in the Latin American workshop is, of course, another facilitating factor for this kind of study.
- 4. Analyse countries from a variety of contexts in the Global North**, including for instance Nordic countries, New Zealand, and Japan, to better understand the diversity of their policy, budgetary and financing models.
- 5. Another interesting angle of analysis** would be the strategies from international cooperation agencies, to assess to what extent their budgets and policies are coherent with their discourse and cooperation strategies, and in accordance with the UNCRPD standards and gender equality commitments.
- 6. Continue analysing both national policies and local level programmes**, since having both perspectives enrich the analysis, brings light to elements that are not covered if only one of them is studied, and renders visible the interrelations and perspectives of stakeholders at different levels. The figure below proposes a model based in four aspects that could be further developed in future work.

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<sup>200</sup> Gobierno de Argentina, Secretaría de Política Económica. (no date). *Presupuesto 2021: Primer Presupuesto con Perspectiva de Género y Diversidad: una herramienta de transformación para cerrar brechas de igualdad*. and Gobernanza MX (2021). [Metodología para el desarrollo del Anexo transversal de igualdad sustantiva y no violencia contra las mujeres y las niñas de Quintana Roo \(México\)](#).

**Figure 15 - Four aspects of budgetary analysis towards an accurate assessment of the budgets of policies and programmes to facilitate access to employment for persons with disabilities**



7. **At local level, analyse and test in further detail the factors to allow for comparability between employment programmes that target persons with disabilities, and methodologies to calculate current investments,** some of which were identified in this working paper. In depth research is required in this area, which would be helpful for organisations and institutions at local level, as well as to inform public policy and budgeting.
8. **Consider carrying research at subnational level** (region/department/city/municipality or similar) **analysis based on a “local inclusive development” approach,** examining different sources of funding and employment stakeholders in a specific geographical area.
9. **Identify good practice.** As explained earlier, this working paper did not aim to identify good practice in the sense that it did not create a committee to establish criteria and indicators to assess whether the programmatic and budgetary practices in this paper could be qualified as “good practice” to be promoted for upscaling and replication, both including programmatic and budgetary areas of work. This would be a significant contribution for next phases of research.
10. **Incorporate in all research a gender, disability, and diversity approach.** Indeed, even when working on disability, gender, and diversity approaches are not systematically incorporated into research, programmes, policies, legislation, and of course, budgets. Persons with disabilities are a very diverse group. Both a) disability as encompassing different groups of persons with disabilities and different barriers, and b) gender and other diversity factors need to be addressed and incorporated systematically in all work. When that diversity and barriers are not addressed, they are maintained and

strengthened. Such approaches must also be incorporated in the research methodology and in the research team.

- 11. Carry out budgetary analysis with a team that includes interdisciplinary expertise.** Economics alone cannot accurately assess the policy and budgetary situation of economic policies and programmes. It is fundamental to implement such projects with persons who have expertise in economics and specifically budgetary analysis, and also disability, gender, intersectionality, livelihoods, inclusion approaches, which of course must include persons with disabilities themselves.
- 12. More generally, consider incorporating fiscal and budgetary messaging systematically in advocacy initiatives.** Without the right fiscal and budgetary measures, including the participation of persons with disabilities throughout budget cycle, it will not be possible to ensure access to rights for persons with disabilities in a sustainable manner.

### 3. Resources

#### 3.1 On participatory budgeting and analysing investments in inclusion policies

- Center for Inclusive Policy (2018). [\*Discussion Paper No. 1 \(on CRPD compliant budgeting\)\*](#).
- Center for inclusive policy (Undated). [\*Budget data visualization\*](#).
- Livermore, G., Shenk, M., & Stapleton, D. (2019). [\*Federal and State Expenditures for Working-Age People With Disabilities in Fiscal Year 2014\*](#).
- Meeks, P. & Gasser, M. (2022). [\*Why tax justice is critical to the rights of persons with disabilities\*](#).
- Molinatti, C., Reese, E., Rossi, J. & Miguens, L. (2021). [\*General Aspects and Standards Applicable to Subnational Fiscal Policies and Territorially Based Tax and Non-Tax Instruments\*](#).
- U.N. Department of Economic and Social Affairs (2022). [\*CEPA strategy guidance note on participatory budgeting\*](#).

#### 3.2 On facilitating access to employment for persons with disabilities

- HI (Undated). [\*Situation of wage employment of people with disabilities\*](#).
- International Disability Alliance, Inclusive Futures (2022). [\*Equalizing access to the labor market for persons with disabilities\*](#).
- International Disability Alliance (2022). [\*Applying CRPD standards to programmatic processes: A look at inclusive programming in practice\*](#).
- International Labour Organization. Organization for Economic Co-operation and Development (2018). [\*Labour market inclusion of people with disabilities\*](#).
- Listen Include Respect (2022). [\*Listen Include Respect guidelines\*](#).
- U.N. Human Rights. Office of the High Commissioner (2020). [\*Article 27: Illustrative indicators on work and employment\*](#).





## Conclusions

While the right of persons with disabilities to work is recognised in International Human Rights Law, and in the legal frameworks at national level, many barriers remain for its implementation. Those barriers vary for different individuals and for different groups of persons with disabilities. Even more obstacles are faced by persons with multiple disabilities, women with disabilities, and individuals with disabilities and other identities and characteristics that have been historically marginalised.

At national level, the study found that current public funding for social and fiscal programs to promote access to employment for persons with disabilities varies according to States' capacities for resource mobilization, their understanding of disability, and their commitment to the rights of persons with disabilities. Important challenges for transparency and monitoring remain. Increases in public budget are necessary but not enough, it is of essence to ensure the budgets actually comply with UNCRPD standards, and this is not yet the case.

At local level, organisations apply different methodologies, approaches, indicators, and target different publics in their programmes; and financial transparency is not systematic. This highlights the challenges and risks of making “one size fits all” comparisons. However, and precisely because of the complexities, it is important and even urgent to move forward on the analysis of evidence, good practices and lessons learned. Indeed, persons with disabilities have the right to work in decent conditions, and this will not be possible unless policymakers and employment stakeholders systematically analyse and question their results, and their use of resources, with full participation from organisations of persons with disabilities themselves.

It is also fundamental to underline that ensuring policies, programmes and budgets are inclusive of persons with disabilities is truly a gateway towards ensuring these are all more inclusive of marginalised groups. More research is needed in this area, but field experience demonstrates that rather than see inclusion as “competing priority” with other groups, it should be seen as a vector for more just and inclusive societies.

Budgetary analysis at national and local levels are an important tool that needs to be examined, researched, and disseminated much more: the allocation, effective and efficient use and monitoring and evaluation of public resources must concern us all, as they are core instruments to define nothing less than the kind of world we live in. We must make way for increased transparency and accountability at government level, and within services at local level, to improve organisation's work, approaches, and use of resources, particularly with a view to upscale and replicate good practice.

We hope this working paper represent a step forward in this path, and in ensuring that the rights of persons with disabilities are at the core of budgeting and policy-making discussions in employment, and in all sectors.

## Annex 1: Tunisia factsheet

## Tunisia

Main statistics<sup>201</sup>

Total population	<b>11.7 million</b>
Working age persons with disabilities	<b>121,230</b>
Activity rate - General <sup>202</sup>	<b>46.5%</b>
Activity rate - Persons with disabilities	<b>18.3%</b>
Unemployment rate - General <sup>203</sup>	<b>16.2%</b>
Unemployment rate - Persons with disabilities	<b>N/A</b>



This is preliminary data identified for Tunisia. Carrying out a detailed budgetary analysis would require more interviews with relevant Ministries and ANETI in Tunis, since not all specific information is available online and relevant documents were shared after request. Furthermore, the team requires an Arabic-speaker since not all relevant documentation is available in French. Conversions should be made from TND constant to USD in addition to US\$PPP, to clarify the calculations given the important differences between USD current and US\$PPP. This sheet and the related annex are shared as a basis for future research.

## Policy and budgetary analysis

## Context

The General Census carried out by the National Institute of Statistics in 2014 estimated a national disability prevalence of around 2.3 %, which would represent approximately 270,000 persons considering the 2021 total population.<sup>204</sup> Approximately 1.16 % of the total population (or approximately 136,000 persons) are women with disabilities.<sup>205</sup>

<sup>201</sup> Statistiques Tunisie. [Census 2014](#).

<sup>202</sup> Activity rate = (Employed workers + Unemployed workers) / Working-age population

<sup>203</sup> Unemployment rate = Unemployed workers / (Employed workers + Unemployed workers)

<sup>204</sup> Statistiques Tunisie. [Census 2014](#).

<sup>205</sup> Prevalence rate of 2.3% of persons with disabilities from the General Census of Population and Housing of 2014 is still used nowadays for estimations. More actualized data isn't available. Same applies for the 1.16% rate for women.

There is a gap of 28.8 percentage points between the proportion of the general population active in the labour market and that of persons with disabilities. However, there is no data available to estimate the gap between the unemployment rate of the general population and that of the persons with disabilities. Estimates like those of the employment portal of Tunisia *Tantijobs* show that the employment rate of persons with disabilities is three to four times lower than that of the population without disabilities.<sup>206</sup>

In 2005, Tunisia published its 2005-83 Framework Law on the Promotion and Protection of People with Disabilities, which was revised in 2016 and 2020. It establishes the definition of the status for a person with disability as “a person who has one permanent physical, mental, sensorial or aptitude impairment of congenital origin or acquired that limits his/her capacity to accomplish one or more activities, personal or social, that reduces their capacity to integrate in the society”.<sup>207</sup> This definition, like that of other countries, is not in accordance with the UNCRPD as it does not address the barriers of the environment, and defines disability on the basis of a variety of personal factors.

The Ministry of Social Affairs (MAS in French) is obliged to provide a disability recognition card (*carte de handicap* in French) to anyone entitled to. Up until 2017, 49.6 % of persons with disabilities had a disability recognition card.<sup>208</sup>

### **Public policies and programmes that promote the employment of persons with disabilities**

The social and political changes in Tunisia during the last decade, especially since the adoption of the new Constitution in 2014, have considered the rights of persons with disabilities with a renewed interest in the social protection system in the country. Within this framework, some fiscal and social programs have been enacted to promote access to employment for persons with disabilities. However, the effectiveness of these programs that aim to promote the inclusion of historically excluded groups in the job market is called into question due to various factors,<sup>209</sup> including:

- The low professional inclusion rate even after the participation of persons with disabilities in these programs.
- The absence of effective monitoring and evaluation mechanisms.
- The lack of programs targeting people with low skill levels.

The 2005 Law No° 2016-41 Relative to the Promotion and Protection of Persons with Disabilities, modified in 2016 and 2020, establishes quotas in the private and public sector.

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<sup>206</sup> Tanitjobs (2018). [Emploi des personnes en situation de handicap en Tunisie.](#)

<sup>207</sup> Chambre des Députés (2005). [Loi d'orientation n° 2005-83 du 15 août 2005, relative à la promotion et à la protection des personnes handicapées.](#)

<sup>208</sup> Statistiques Tunisie (2017). [Recensement Général de la Population et de L'Habitat 2014. Volume 7: Données sociales.](#) In 2022, a grant from the United States embassy in Tunisia will allow the replacement of the current disability cards for QR codes, in line with international agreements. Source: Managers (2022). [Subvention de 4 million de dollars de l'Ambassade des Etats-Unis à Tunis pour le financement du projet : Appui à l'inclusion des Communautés Vulnérables en Tunisie IDMEJ.](#)

<sup>209</sup> Campos Pinto, P., Janela Pinto, T. & CUNHA, A. (2016). [Le droit à la protection sociale des personnes handicapées en Tunisie.](#)

If an employer hires a person with disability, the company will receive exemptions from the contributions to the legal social security system, the tax on vocational training and the contribution to social housing credits with the following conditions:

- All employer social charges for each worker that holds a priority disability recognition card.
- Two thirds of the social charges for each worker carrying a priority disability recognition card.
- Half of the social charges for each worker with a simple disability recognition card.<sup>210</sup>

In case the institutions do not fulfil the mandatory quotas, fines will be imposed. Those fines could be paid as a financial contribution with a value of two thirds of a guaranteed minimum agricultural wage in 2021. That fine may be duplicated if the fault is repeated, in addition to a payment equivalent to all minimum wages of the job positions that should be occupied by workers with disabilities.

### **Public funding of social and fiscal programmes for employment**

- 1. CSC and CIVP:** The Ministry of Employment and Vocational Training (MFPE in French) is in charge of developing national strategies that improve the vocational training, employment and business behaviour of the Tunisian population. Specifically, the National Agency for Employment and Independent Work (ANETI in French), which is part of the MFPE, has several employment programs that seek an improvement on formal employment among the Tunisian population. Among them, two programs promote the inclusion of persons with disabilities with additional benefits for this population group: a contract of civil service (CSC in French) or a contract for the beginning of professional life (CIVP in French).
- 2. KARAMA “for dignity” contract.** This programme aims to encourage the private sector to hire long-duration jobseekers and jobseekers with disabilities. Through this programme, the National Fund for Employment covers part of the salary and of the benefits that are obligation of the employer, within the limits of 400 and 600TND.<sup>211</sup> Approximately 25,176 persons benefitted from this program in the 24 regions (“gouvernorats”) in Tunisia. At this stage, the budgetary line for KARAMA’s contract was not identified. A total budget of TND140M was allocated for KARAMA in 2021.
- 3. Programme “Actions for adaptation and improvement of employability”** facilitates reasonable accommodations and funds specific trainings that a person may require to be hired by a company.<sup>212</sup>
- 4. Programme for small business projects:** Tunisia allocated TND70M to support small business projects by persons with disabilities.

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<sup>210</sup> Chambre des Députés (2005). [Loi d'orientation n° 2005-83 du 15 août 2005, relative à la promotion et à la protection des personnes handicapées.](#)

<sup>211</sup> ANETI (2022). Les programmes actifs de l’emploi. Not publicly available.

<sup>212</sup> ANETI (2022), above cited.

5. **P3A8:** The Ministry of Social Affairs (MAS) is responsible for the management and integration of the initiatives that create income flows for any person with disability who is in a position to work, and for the creation of establishments that guarantee education, rehabilitation and vocational formation for persons with disabilities.<sup>213</sup> All of these measures are developed through the Program 3 “Social Promotion” and, more specifically, through subprogram A8 “Support for people with disabilities and assistance for employment”.

The financing and effective monitoring of these programs is supported by the Mission of Social Affairs and the Mission of Vocational Training and Employment, whose line Ministries are the MAS and the MFPE, respectively. In the case of the Mission of Social Affairs, the financing and effective monitoring of its measures is supported by program 3 “Social Promotion”, sub program A8 “Support for people with disabilities and assistance for employment”, created in 2018.

In the case of the Mission of Vocational Training and Employment, the financing of its measures is through ANETI’s assigned budget and through tax expenditures for employers that are disbursed on benefits for training and employment of persons with disabilities:

- **Tax Expenditures 010601 and 010602.** Monthly allowance of DT150 - DT200 with an additional monthly premium of DT50 for persons with disabilities during the contract period within the CIVP program.
- **Tax Expenditure 010603.** Monthly allowance of DT100 - DT150 for job seekers with an additional monthly premium of DT50 for persons with disabilities.

**Table 12 - National indicators on persons with disabilities that accessed employment after accessing employment support from ANETI, 2021-2022<sup>214</sup>**

2021			
	Waged employment facilitation	Access to employment after internship	Total
<b>Total</b>	<b>32</b>	<b>105</b>	<b>137</b>
Of which women	8	52	<b>60</b>
Total, management positions	3	1	<b>4</b>
Of which women	2	1	<b>3</b>
Total, jobseekers with higher education diploma	3	1	<b>4</b>
Of which women	2	1	<b>3</b>

<sup>213</sup> République tunisienne. Ministère des affaires sociales (2020). [Projet annuel de performance de la mission Affaires Sociales pour l'année 2021](#).

<sup>214</sup> ANETI (2022). Dynamique d’insertion. Not available online.

2022 (as of October)			
	Waged employment facilitation	Access to employment after internship	Total
Total	55	122	177
Of which women	22	57	79
Total, management positions	6		6
Of which women	4		4
Total, jobseekers with higher education diploma	4		4

## Annex 2. National budget programmes and analysis

All tables have been made available [here](#). The first one is a summary of the analysis of the four countries.

<b>National budgets of selected programmes that facilitate access to employment for persons with disabilities, 2021</b>				
Country	France	Peru	Tunisia	United States
Million US\$ PPP	2.862,1	3,3	1,8	4.401
US\$ PPP per working age PwD	502,1	2,9	14,9	136
US\$ PPP per employed worker with disabilities	583,9	3,3	N/A	151
Proportion of GDP	0,0822%	0,0001%	0,00004%	0,0183%
	1	175	34	4
<b>National budgets to promote access to employment for persons with disabilities by source, 2021</b>				
Country	France	Peru	Tunisia	United States
Tax expenditures	0%	88%	96%	14%
Fines on employment quotas	31%	0%	0%	0%
Budget programs	69%	12%	4%	86%
<b>National budgets to promote access to employment for persons with disabilities, 2019-2021</b>				
France	2018	2019	2020	2021
Million US\$ PPP	2.972	3.346	3.088	2.862
US\$ PPP per working age PwD	521	587	542	502
US\$ PPP per employed worker with disabilities	606	683	630	584
Proportion of GDP	0,090%	0,098%	0,095%	0,082%
Peru	2018	2019	2020	2021
Million US\$ PPP	2,28	3,08	3,52	3,34
US\$ PPP per working age PwD	1,96	2,64	3,02	2,87
US\$ PPP per employed worker with disabilities	2,23	3,01	3,44	3,26
Proportion of GDP	0,00010%	0,00028%	0,00009%	0,00008%
Tunisia	2018	2019	2020	2021
Million US\$ PPP	2,2	2,3	1,9	1,8
US\$ PPP per working age PwD	17,8	18,6	16,0	14,9
US\$ PPP per employed worker with disabilities	N/A	N/A	N/A	N/A
Proportion of GDP	0,0000%	0,0001%	0,0000%	0,0000%
United States	2018	2019	2020	2021
Million US\$ PPP	5.369	5.784	5.148	4.401
US\$ PPP per working age PwD	166	179	159	136
US\$ PPP per employed worker with disabilities	184	199	177	151
Proportion of GDP	0,024%	0,025%	0,023%	0,018%
	100	108	96	82



## France: National budget of selected programmes that facilitate access to employment for persons with disabilities, 2018-2021

Constant million euros, 2022 = 100

Budget / Cost (constant million €, 2022 = 100) Source					
P157 - Handicap et dependance	11921	12383	13344	13038	
Deflator (2022 = 100)	95	97	98	98	<a href="https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=FR">https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=FR</a>
Program / Fund	2018	2019	2020	2021	
P157 - Specific programs	1.670	1.859	1.603	1.435	<a href="https://www.budget.gouv.fr/documentation/documents-budgetaires">https://www.budget.gouv.fr/documentation/documents-budgetaires</a>
Agefiph (private)	458	502	533	499	Agefiph Annual Reports 2018-2022
FIPHFP (public)	119	112	110	140	<a href="https://www.fiphfp.fr/employeurs/ressources-employeurs/centre-de-ressources/les-rapports-annuels-du-fiphfp">https://www.fiphfp.fr/employeurs/ressources-employeurs/centre-de-ressources/les-rapports-annuels-du-fiphfp</a>
<b>Total</b>	<b>2.247</b>	<b>2.473</b>	<b>2.245</b>	<b>2.075</b>	

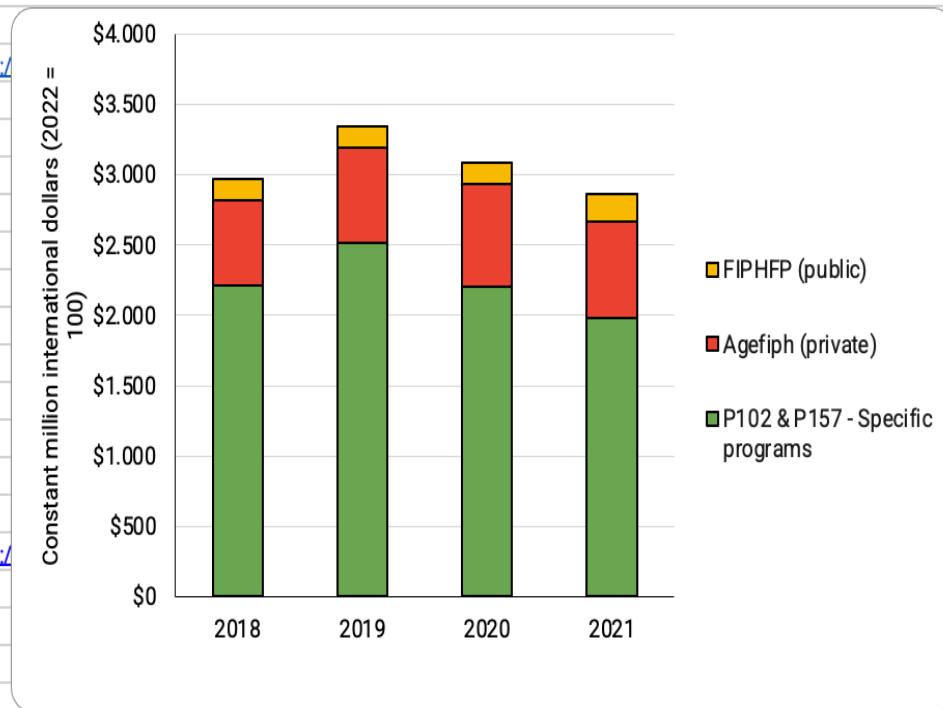
Constant million international dollars (PPP), 2022 = 100

US\$ PPP (2022 = 100)	1,3228	1,3532	1,3755	1,3793	<a href="https://">https://</a>
Program / Fund	2018	2019	2020	2021	
P102 & P157 - Specific programs	2.209	2.515	2.204	1.980	
Agefiph (private)	606	679	733	688	
FIPHFP (public)	157	152	151	194	
<b>Total</b>	<b>2.972</b>	<b>3.346</b>	<b>3.088</b>	<b>2.862</b>	

### National budget to promote access to employment for persons with disabilities

Indicator	2018	2019	2020	2021	
Million constant euros (2022 = 100)	2.247	2.473	2.245	2.075	
Million US\$ PPP	2.972	3.346	3.088	2.862	
US\$ PPP per working age PwD	521	587	542	502	
US\$ PPP per employed worker with dis:	606	683	630	584	
Proportion of GDP	0,090%	0,098%	0,095%	0,082%	<a href="https://">https://</a>

EUR Conversion	2018	2019	2020	2021
EUR Current	1	1	1	1
EUR 2022	1,05	1,03	1,02	1,02
PPP US\$ 2022	1,39	1,40	1,40	1,40



## Peru: National budget to promote access to employment for persons with disabilities, 2018-2021

Constant million nuevos soles (PEN), 2022 = 100

	Budget (constant million PEN, 2022 = 100)				Source
Deflator (2022 = 100)	91	92	94	96	<a href="https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=PE">https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=PE</a>
Program / Institution	2018	2019	2020	2021	
Inclúyeme Soy Capaz	0,0	1,3	0,6	0,7	<a href="https://apps5.mineco.gob.pe/bingos/seguimiento_pi/Navegador/default.aspx">https://apps5.mineco.gob.pe/bingos/seguimiento_pi/Navegador/default.aspx</a>
P116	0,8	1,0	0,0	0,0	<a href="https://apps5.mineco.gob.pe/bingos/seguimiento_pi/Navegador/default.aspx">https://apps5.mineco.gob.pe/bingos/seguimiento_pi/Navegador/default.aspx</a>
P073	0,1	0,0	0,1	0,0	<a href="https://apps5.mineco.gob.pe/bingos/seguimiento_pi/Navegador/default.aspx">https://apps5.mineco.gob.pe/bingos/seguimiento_pi/Navegador/default.aspx</a>
Tax expenditures	3,1	3,0	5,6	5,5	<a href="https://www.mef.gob.pe/contenidos/tributos/doc/gastos_tributarios_SUNAT.pdf">https://www.mef.gob.pe/contenidos/tributos/doc/gastos_tributarios_SUNAT.pdf</a> , <a href="https://www.mef.gob.pe/co">https://www.mef.gob.pe/co</a>
<b>Total</b>	<b>0,8</b>	<b>2,3</b>	<b>0,6</b>	<b>0,7</b>	

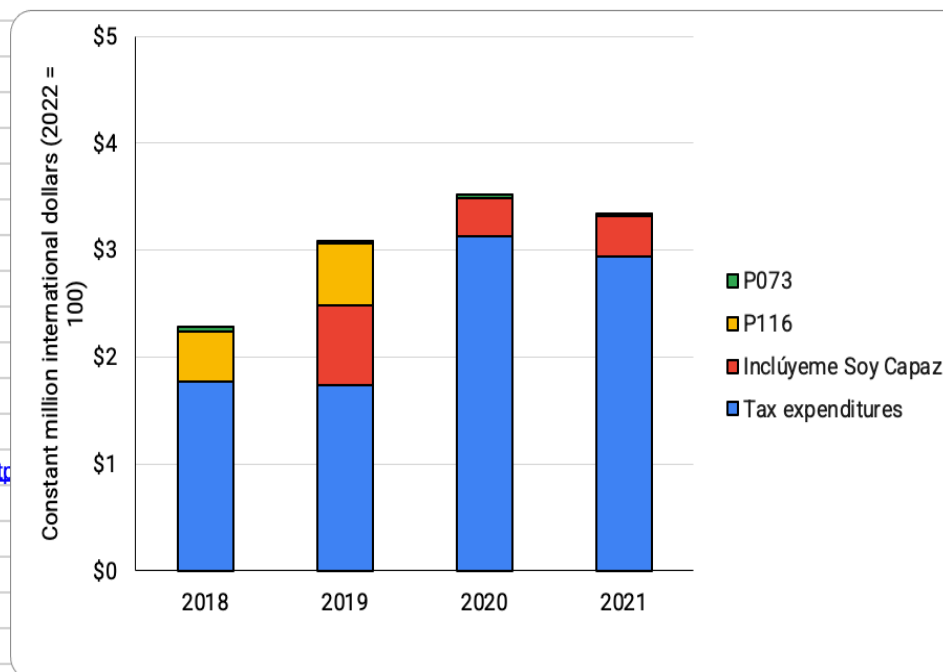
Constant million international dollars (PPP), 2022 = 100

	Budget (constant million international dollars, 2022 = 100)				Source
US\$ PPP (2022 = 100)	0,5722	0,5718	0,5570	0,5351	<a href="https://data.worldbank.org/indicator/PA.NUS.PPP?locations=PE">https://data.worldbank.org/indicator/PA.NUS.PPP?locations=PE</a>
Program / Institution	2018	2019	2020	2021	
Tax expenditures	1,77	1,74	3,13	2,94	
Inclúyeme Soy Capaz	0,00	0,74	0,36	0,37	
P116	0,48	0,58	0,00	0,00	
P073	0,04	0,03	0,04	0,03	
<b>Total</b>	<b>2,28</b>	<b>3,08</b>	<b>3,52</b>	<b>3,34</b>	

### National budget to promote access to employment for persons with disabilities

Indicator	2018	2019	2020	2021	
Million constant soles (2022 = 100)	0,8	2,3	0,6	0,7	
Million US\$ PPP	2,28	3,08	3,52	3,34	
US\$ PPP per working age PwD	0,84	2,64	3,02	1,23	
US\$ PPP per employed worker with disa	2,23	3,01	3,44	3,26	
Proportion of GDP	0,00010%	0,00028%	0,00009%	0,00008%	<a href="http">http</a>

PEN Conversion	2018	2019	2020	2021
PEN Current	1	1	1	1
PEN 2022	1,10	1,09	1,06	1,04
PPP US\$ 2022	0,63	0,62	0,59	0,56



## United States: National budget of selected programmes to facilitate access to employment for persons with disabilities, 2018-2021

Constant million US dollars (USD), 2022 = 100

	Budget (constant million USD, 2022 = 100)				Source
Deflator (2022 = 100)	90	93	94	96	<a href="https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=US">https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=US</a>
Program / Institution	2018	2019	2020	2021	
ODEP	42	41	41	40	<a href="https://www.dol.gov/sites/dolgov/files/general/budget/2019/CBJ-2019-V3-03.pdf">https://www.dol.gov/sites/dolgov/files/general/budget/2019/CBJ-2019-V3-03.pdf</a> <a href="https://www.dol.gov/si">https://www.dol.gov/si</a>
VR Services	3.565	3.565	3.601	3.628	
SSA	250	259	128	125	<a href="https://www.ssa.gov/budget/FY22Files/FY22-JEAC.pdf">https://www.ssa.gov/budget/FY22Files/FY22-JEAC.pdf</a>
Tax expenditures	1.503	1.910	1.367	597	<a href="https://home.treasury.gov/system/files/131/Tax-Expenditures-2021.pdf">https://home.treasury.gov/system/files/131/Tax-Expenditures-2021.pdf</a>
AbilityOne	9	9	11	11	<a href="https://www.abilityone.gov/commission/documents/CPBSD%20AbilityOne%20FY%202023%20CBJ%20">https://www.abilityone.gov/commission/documents/CPBSD%20AbilityOne%20FY%202023%20CBJ%20</a>
<b>Total</b>	<b>5.369</b>	<b>5.784</b>	<b>5.148</b>	<b>4.401</b>	

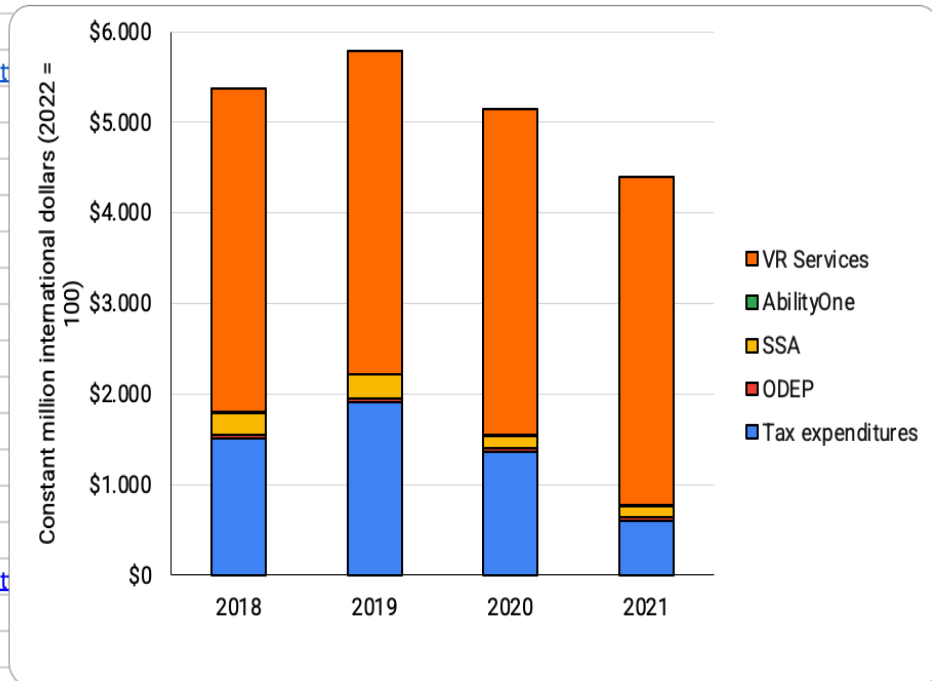
Constant million international dollars (PPP), 2022 = 100

	Budget (constant million international dollars, 2022 = 100)				Source
US\$ PPP (2022 = 100)	1	1	1	1	<a href="https://data.worldbank.org/indicator/NY.GDVS.CD?locations=US">https://data.worldbank.org/indicator/NY.GDVS.CD?locations=US</a>
Program / Institution	2018	2019	2020	2021	
Tax expenditures	1.503	1.910	1.367	597	
ODEP	42	41	41	40	
VR Services	3.565	3.565	3.601	3.628	
SSA	250	259	128	125	
AbilityOne	9	9	11	11	
<b>Total</b>	<b>5.369</b>	<b>5.784</b>	<b>5.148</b>	<b>4.401</b>	

### National budget to promote access to employment for persons with disabilities

Indicator	2018	2019	2020	2021	Source
US\$ PPP	5.369	5.784	5.148	4.401	
US\$ PPP per working age PwD	166	179	159	136	
US\$ PPP per employed worker with disa	184	199	177	151	
Proportion of GDP	0,024%	0,025%	0,023%	0,018%	<a href="https://www.bls.gov/news.release/archives/gdpdp012121.pdf">https://www.bls.gov/news.release/archives/gdpdp012121.pdf</a>

USD Conversion	2018	2019	2020	2021
USD Current	1	1	1	1
USD 2022	1,11	1,08	1,06	1,05
USD US\$ 2022	1,11	1,08	1,06	1,05



### Annex 3. Proposal of an economic analytical framework for cost-calculation of employment programmes for persons with disabilities

ECONOMIC ANALYTICAL FRAMEWORK - Proposal for overall cost calculation		
<b>I. Cost of mainstream waged employment services and other mainstream services necessary for persons with disabilities in their pathway to employment</b>		
1	Program components directly linked to supporting a person to access, or advance in, mainstream employment, adapted from the the World Bank: coaching towards waged employment, waged employment facilitation, training in job searching skills, vocational training	\$
2	Other mainstream services required by persons with disabilities to access employment, such as medical, legal or other social services	\$
<b>II. Cost of support services</b>		
3	Support services for persons with disabilities to access employment, such as assistive technology, support person, accessible transportation, sign language interpretation, reasonable adjustments or any other measures	\$
4	Other services that may be required for women persons with other marginalised identities and characteristics (for instance, maternal health services, services to respond to gender-based violence, language interpretation in plurilingual societies, among others)	\$
<b>III. Cost of supporting employers to become inclusive</b>		
5	Information, awareness raising, accessibility, staff training, coaching and all other measures related to ensuring that barriers to employ persons with disabilities are eliminated, with the aim of ensuring the working environment is inclusive	\$
<b>IV. Costs incurred in by the person with disability and family to access mainstream employment</b>		
6	Examples include: * cost of care work (for children or older adults for example) incurred in by the person with disability if necessary for her/him to be employed * phone credit * transportation * lost income, if any, to partcipe in programme activities	\$

## **Annex 4. Immediate steps for the facto equality and non-discrimination in work and employment. General comment No. 8 (2022) on the right of persons with disabilities to work and employment**

**63.** In its jurisprudence on article 5 of the Convention, the Committee has set out the immediate steps that States parties are required to take to achieve de facto equality and ensure non-discrimination on the grounds of disability in relation to the right to work and employment.<sup>215</sup> In particular, in order to ensure reasonable accommodation pursuant to articles 5 (3) and 27 (1) (i) and to achieve or accelerate de facto equality in work and employment pursuant to article 5 (4), States parties should:

- (a)** Facilitate the transition away from segregated work environments for persons with disabilities and support their engagement in the open labour market, and in the meantime also ensure the immediate applicability of labour rights to those settings;
- (b)** Promote the right to supported employment, including to work assistance, job coaching and vocational qualification programmes; protect the rights of workers with disabilities; and ensure the right to freely chosen employment;
- (c)** Ensure that persons with disabilities are paid no less than the minimum wage and do not lose the benefit of disability allowances when they start work;
- (d)** Expressly recognize the denial of reasonable accommodation as discrimination and prohibit multiple and intersectional discrimination, and harassment;
- (e)** Ensure proper transition into and out of employment for persons with disabilities in a non-discriminatory manner. States parties are obliged to ensure equal and effective access to benefits and entitlements, such as retirement or unemployment benefits. Such entitlements must not be infringed upon by exclusion from employment, thereby further exacerbating the situation of exclusion;
- (f)** Promote work in inclusive and accessible, safe and healthy working environments, including bathrooms, in the public and private sectors;
- (g)** Ensure that persons with disabilities enjoy equal opportunities regarding career advancement opportunities through regular assessment meetings with their managers and by defining the objectives to be achieved, as a part of a comprehensive strategy;
- (h)** Ensure access to training, retraining and education, including vocational training and capacity-building for employees with disabilities, and provide training on the employment of persons with disabilities and reasonable accommodation for employers, representative organizations of employees and employers, unions and competent authorities;
- (i)** Work towards universally applicable occupational health and safety measures for persons with disabilities, including occupational safety and health regulations that are non-discriminatory and inclusive of persons with disabilities;
- (j)** Recognize the right of persons with disabilities to have access to trade and labour unions.

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<sup>215</sup> Committee on the Rights of Persons with Disabilities, general comment No. 6 (2018), para. 67.

## **Annex 5. Report of the former Special Rapporteur of the Human Rights Council on the rights of persons with disabilities, Catalina Devandas Aguilar. A/71/314, 2016. Budgeting section**

“States must ensure that all sectoral budgets are devised in accordance with their strategies and plans for the inclusion of persons with disabilities and that public spending is monitored. First, ministries should budget and be accountable for all spending on disability-specific expenditures. Some States have established earmarked funds for persons with disabilities in the budget of all their government entities, aimed at covering disability-specific initiatives. Those schemes promote both service demand and supply, making programmes increasingly inclusive. Secondly, all sectoral budgets must include indicators to measure how much of the general mainstream budget pursues objectives that support the inclusion of persons with disabilities. To be effective, those measures must be accompanied by training and guidance for finance officers.

All expenditures should be monitored to ensure compliance with the human rights-based approach to disability. Public funds should not be spent to perpetuate or reinforce discrimination and the exclusion of persons with disabilities (for example, by constructing residential institutions). Consideration should be given to State budget and expenditure frameworks producing reports, in collaboration with representative organizations of persons with disabilities and national human rights institutions, to identify spending that is not consistent with the rights of persons with disabilities, in order to prevent the waste or inefficient use of public resources. Contributions received for the present report illustrate that corruption in State institutions and service providers and flawed procurement processes have an additional negative impact on the allocation of resources.”<sup>216</sup>

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<sup>216</sup> United Nations. General Assembly (2016). A/71/314. [Report of the Special Rapporteur of the Human Rights Council on the rights of persons with disabilities, Catalina Devandas-Aguilar.](#)

## **Annex 6. UNCRPD Article 27 – Work and Employment**

### **Article 27 – Work and employment**

**1.** States Parties recognize 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. States Parties shall safeguard and promote the realization of the right to work, including for those who acquire a disability during the course of employment, by taking appropriate steps, including through legislation, to, inter alia:

- a)** Prohibit discrimination on the basis of disability with regard to all matters concerning all forms of employment, including conditions of recruitment, hiring and employment, continuance of employment, career advancement and safe and healthy working conditions.
- b)** Protect the rights of persons with disabilities, on an equal basis with others, to just and favourable conditions of work, including equal opportunities and equal remuneration for work of equal value, safe and healthy working conditions, including protection from harassment, and the redress of grievances.
- c)** Ensure that persons with disabilities are able to exercise their labour and trade union rights on an equal basis with others.
- d)** Enable persons with disabilities to have effective access to general technical and vocational guidance programmes, placement services and vocational and continuing training.
- e)** Promote employment opportunities and career advancement for persons with disabilities in the labour market, as well as assistance in finding, obtaining, maintaining and returning to employment.
- f)** Promote opportunities for self-employment, entrepreneurship, the development of cooperatives and starting one's own business.
- g)** Employ persons with disabilities in the public sector.
- h)** Promote the employment of persons with disabilities in the private sector through appropriate policies and measures, which may include affirmative action programmes, incentives and other measures.
- i)** Ensure that reasonable accommodation is provided to persons with disabilities in the workplace.
- j)** Promote the acquisition by persons with disabilities of work experience in the open labour market.
- k)** Promote vocational and professional rehabilitation, job retention and return-to-work programmes for persons with disabilities.

**2.** States Parties shall ensure that persons with disabilities are not held in slavery or in servitude, and are protected, on an equal basis with others, from forced or compulsory labour.



## **Annex 7: Excerpts from The Arc and partners' Federal Fiscal Policy Agenda for the 117<sup>th</sup> Congress, 2021-2022**

**Introduction:** Federal fiscal policy is a primary tool used by Congress and the Administration to address critical societal issues through both entitlement and discretionary programs. In the past few years, fiscal policy has been focused on addressing annual federal deficits and long-term debt. Federal fiscal policy can and should be used to decisively address the crises facing people with disabilities and their families. The Arc, AAIDD, ANCOR, ASA, ASAN, Easterseals, NACDD, TASH, and UCP support federal funding for the program supports and services that are needed to enable people with disabilities and their families to be fully included in society. Structural changes or reductions in federal entitlement spending threaten our constituents. Medicaid, Medicare, Social Security, and Supplemental Security Income (SSI) remain major targets to secure deficit reduction. Medicaid finances lifesaving health care and long term supports and services and the lives of the people receiving those supports are inextricably linked to any shift in Medicaid policy – at either the federal or state level. The very lives of our constituents are at stake in these policy deliberations. Some of the changes that have been proposed to the Social Security system, such as reduced benefits and increased retirement ages, could have a devastating impact on beneficiaries. Like most people, we support the need for a strong American economy. However, a truly strong and secure nation can only be achieved if:

- Federal funding decisions and tax policy do not result in a federal budget that is crafted at the expense of people with disabilities.
- Supports, services, and benefits critical to the well-being of people with disabilities and their families are protected, improved, and expanded while preserving the principles of independence, economic opportunity, and self-determination; and

When needed, the federal government leads or assists states and territories in being fair and efficient in carrying out their responsibilities to people with disabilities and their families.

**Budget, entitlements, and appropriations:** Congress has traditionally set fiscal policy through three major fiscal actions. These actions largely determine the actual funding for all disability benefits, programs, and services for the year:

- Adopting a budget resolution that sets annual revenue and spending limits. The budget resolution is the blueprint for discretionary and entitlement spending.
- Adopting annual appropriations bills which set spending levels for the many discretionary programs; and
- Enacting a reconciliation bill requiring relevant committees to revise tax policy and entitlement spending (such as Medicaid, Medicare, Supplemental Security Income (SSI), and the Supplemental Nutrition Assistance Program (SNAP, also known as food stamps)) to comply with the budget resolution.

However, in recent years Congress has not adhered to all of these steps because of disagreements over the role and size of the federal government and how to address federal deficits and the long-term debt.

**During the 117th Congress, our public policy goals are to:**

- Strengthen, not weaken, vital entitlement programs such as Social Security, Medicaid, Medicare, SSI, Temporary Assistance for Needy Families (TANF), and SNAP (food stamps).
- Promote cost-effectiveness when such efforts do no harm to our constituents and allow them to live as independently as possible in the community.
- Address the significant unmet needs, disparities, and inequities faced by people with disabilities and their families by expanding the federal government's investment in people with disabilities to enable them to live and work as independently as possible in the community with appropriate and flexible long-term individual and family supports.
- Ensure that eligibility for services and benefits is not restricted and that the level of services and benefits for entitlement programs (such as Medicaid, Medicare, and Social Security) is not reduced or limited to achieve budget cuts.
- Remove the Social Security Administration's administrative budget from any budget cap requirements for the Departments of Labor, Health and Human Services, and Education; and
- Oppose a Constitutional balanced budget amendment. REVENUE AND TAX POLICY

**During the 117th Congress, our public policy goals are to:**

- Reform tax policy in a manner that raises sufficient revenues to finance the federal government's role in providing essential supports, services, and benefits for people with disabilities and their families over the lifespan.
- Support the expiration, roll back, or repeal of tax cuts and adjustments of other tax policies, such as those that allow high income individuals and large corporations to minimize their U.S. tax obligations, that put people with disabilities at risk due to lower contributions to federal revenues.
- Reject tax policies that primarily help the highest income individuals, recognizing that people with disabilities are disproportionately more likely to be lower-income, and that such policies may be made at the expense of those with middle to lower incomes.
- Address the unmet needs of people with disabilities and their families before extending or making further tax cuts or reforming tax policy in a way that negatively impacts low wage earners and other vulnerable people.
- Raise revenues in a progressive manner without increasing poverty or income inequality.
- Protect and enhance, not erode, services and benefits for people with disabilities.
- Protect the Social Security trust funds for use by current and future beneficiaries.
- Avoid creating impediments to the states' ability to raise sufficient revenue to meet human needs; and
- Assure the continuing ability of non-governmental entities to support people with disabilities and their families.

## Acronyms

AAH	Allowance for adults with disabilities (France)
AGEFIPH	Association for the Management of the Fund for the Professional Integration of Persons with Disabilities (France)
ANETI	National Agency for Employment and Independent Work (Tunisia)
CDAPH	Commission for the Rights and Autonomy of Persons with Disabilities (France)
CIVP	Contract for the beginning of professional life (Tunisia)
CONADIS	National Council for Equality of People with Disabilities (Peru)
CSC	Contract of civil service (Tunisia)
DEI	Disability Employment Initiative (United States)
DOL	Department of Labour (United States)
EA	Adapted companies (France)
EARN	Employer Assistance and Resource Network on Disability Inclusion (United States)
ESAT	Establishments and services providing assistance through work (France)
ETA	Employment and Training Administration (United States)
FIPHFP	Fund for the integration of people with disabilities in the public service (France)
GDP	Gross Domestic Product
GRTH	Guarantee of remuneration for workers with disabilities (France)
ILO	International Labour Organization
INEI	National Institute of Statistics and Informatics (Peru)
IRS	Internal Revenue Service (United States)
JAN	Job Accommodation Network (United States)
MAS	Ministry of Social Affairs (Tunisia)
MFPE	Ministry of Employment and Vocational Training (Tunisia)
MTPE	Ministry of Labour and Employment Promotion (Peru)

NCD	National Council on Disability (United States)
NCVRS	North Carolina Vocational Rehabilitation Services (United States)
ODEP	Office of Disability Employment Policy (United States)
OECD	Organization for Economic Cooperation and Development
OETH	Objective of Employment of Workers with Disabilities (France)
OFCCP	Office of Federal Contract Compliance Programs (United States)
OMAPED	Municipal Offices for the Attention of Persons with Disabilities (Peru)
OPD	Organization of Persons with Disabilities
OREDIS	Regional Offices for the Attention of Persons with Disabilities (Peru)
PEI	Partnership for Economic Inclusion (of the World Bank)
PPP	Purchasing Parity Power
SERVIR	National Civil Service Authority (Peru)
SSA	Social Security Administration (United States)
SUNAFIL	National Superintendence of Labour Inspection (Peru)
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
US	United States
WOTC	Work Opportunity Tax Credit (United States)
WRP	Workforce Recruitment Program for College Students with Disabilities (United States)

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*Do not tell me what your priorities are: show me your budget*

## Investment in Employment for Persons with Disabilities in Mainstream Settings: An initial analysis of France, Peru, and the United States

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This working paper aims to identify and analyse:

- Public funding for social and fiscal programs that facilitate access to employment for persons with disabilities in France, Peru, and the United States;
- Current investments by organisations that provide employment services to facilitate access to mainstream waged employment for persons with disabilities.

This report presents the initial findings and the methodology to raise awareness on the importance of budgetary analysis, to encourage discussion with other stakeholders, and to provide insights for more in depth research and future work.

It is a first step in a larger initiative of Humanity & Inclusion to identify, analyse and document the wide range of investments that are necessary to ensure that persons with disabilities can exercise their right to mainstream waged employment.

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