



THIS PAPER

AIM OF THE GUIDANCE PAPER

The paper has been designed with the aim of introducing an inclusive development approach at local level to all actors mentioned below, as well as giving concrete guidance of how this process can be implemented.

TO WHOM IS THIS GUIDANCE PAPER ADDRESSED ?

A wide group of development actors may find this guidance paper with its practical examples of promoting and implementing inclusive local development programmes, or defining inclusive development policies, very useful. Despite the different actors' obvious mandates and differences, they have in common that they work (plan, finance, implement, and monitor) in development actions at the local level, where the local authorities have certain competences and responsibilities towards all their citizens.

The paper has been developed for :

- **International cooperation agencies** (EC and EU member states with their decentralised cooperation institutions),
- **Local authorities and Disabled People's Organisations (DPOs) in developing countries,**
- **International Non-Governmental Organisations (NGOs) and DPOs** implementing local development programmes.

European Commission with its delegations and EU member states, most of whom have an international cooperation policy based on human rights and poverty reduction, which applies to what they do as actors, what projects they finance and what NGOs or the private sector implement. All actions undertaken by these parties should be disability mainstreamed. These guidelines are intended to help these actors ensure that inclusive policies are implemented when they support local development programmes or projects. Actors in this context include the EC, national cooperation agencies and donors, and decentralised cooperation (decentralised local authorities among EU member states).

Local authorities or regional administration departments and local DPOs in developing countries. Local authorities should promote the full and effective participation of persons with disabilities in their development policies and programmes. This could be achieved through participative planning and implementation processes where DPOs are ensured the right to participate in the same way as any other citizen in the community. In this process, both local authorities and local DPOs might need guidance as to what is an inclusive local development approach. Local DPOs should actively contribute to the promotion of the rights of persons with disabilities and voice their representation towards local authorities.

International NGOs and DPOs who implement local development programmes should also have a policy of systematically including persons with disabilities in their projects. In this guidance paper they will find information and propositions on how to make their projects more inclusive, what kind of approach and indicators they should consider when designing and implementing projects and programmes at local level. More disability specific NGOs as well as DPOs can use this paper at some stages when designing, implementing and evaluating their projects on local development, and lobby for local Disability Action Plans. In addition, international DPOs could also find the guidance paper useful when supporting the capacity building of DPOs for them to be more efficient as inclusive local development actors.

Mainstream local NGOs should also include disability in their activities, from the planning stage to implementation and monitoring. As a minimum, mainstream local NGOs should make sure that their actions reach persons with disabilities and their families and do not exclude them. They are not a direct target of these guidelines, but might find certain chapters useful for their policy planning.

STRUCTURE OF THE GUIDANCE PAPER

Opening with the rationale for the report and the urgent need for inclusive development to break the cycle of poverty and disability, the paper goes on to describe the current trends and approaches for inclusive local development at a global level. The guidance paper then provides information on various frameworks for local policymaking and guidance for inclusive programming. The final part suggests concrete tools for implementing a participatory disability assessment and how to elaborate on local Disability Action Plans.

1. **THIS PAPER** presents the aim, target users and structure of the paper, as well as a glossary of the concepts and the abbreviations used.

Background information

2. **WHY MAINSTREAM DISABILITY IN DEVELOPMENT?** presents the vicious circle of poverty and disability in which millions of persons with disabilities and their families are trapped in developing countries. The need for inclusive development is illustrated through the example of MDGs, to fight the discrimination persons with disabilities currently face.
3. **HOW DOES INTERNATIONAL COOPERATION SUPPORT LOCAL DEVELOPMENT?** presents some of the **main trends and approaches to local development at international level**, and the existing policies, as well as European Union framework on disability in development cooperation. The increasing role of decentralised cooperation, exercised by local authorities in EU member states, often supporting decentralisation processes and the capacity building of local governments in developing countries, is discussed.

4. **WHAT IS INCLUSIVE LOCAL DEVELOPMENT?** gives a more in-depth definition of the concepts and approaches, why it is imperative to include persons with disabilities in local development policies and projects, and more concretely, makes suggestions for making local development more inclusive. The roles and responsibilities of inclusive local development stakeholders are also presented.

Tools

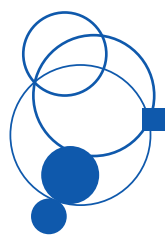


5. **MAKING A PARTICIPATORY DISABILITY ASSESSMENT**, is a guideline for preparing and doing a local assessment of the participation and fulfillment of rights among persons with disabilities. This assessment has to be participatory. The important outcomes of such a work is presented, as well as an example of a step-by-step methodology drawn out of experience.
6. **SETTING UP A LOCAL DISABILITY ACTION PLAN**, proposes guidance on initiating local **Disability Action Plans**, as one tool for advancing inclusive policies and programmes at local level. The participatory process of defining such plans, which imperatively includes a disability assessment at community level, can also further the awareness of the rights of persons with disabilities.
7. **AN EXAMPLE OF A QUESTIONNAIRE FOR A LOCAL DISABILITY ASSESSMENT, BASED ON THE UN CONVENTION ON THE RIGHTS OF PERSONS WITH DISABILITIES (CRPD)**, is a first attempt to identify questions based on some of the articles of the CRPD that can be used to make a disability assessment of the level of participation of persons with disabilities; the focus is on looking more precisely at some points that could be of particular relevance at local level.

Support material



8. **RESOURCES**, This part presents **CASES STUDIES**: two case studies from inclusive local development projects implemented by HI in Macedonia and in Mali, and **REFERENCES** for this paper.



Glossary

Accessibility

An accessible environment allows for free and safe movement, function and access for all, regardless of age, sex or condition. It is a space or a set of services that can be accessed by all, without obstacles, with dignity and with as much autonomy as possible.

Accessibility can be defined on three levels :

1. Accessibility of the built environment, which includes housing and private buildings, as well as public spaces or buildings.
2. “Geographic accessibility”, which looks at the ability to circulate: everybody should have the right and the opportunity to choose their means of transport, to go from one place to another according to their needs, abilities and budget (this dimension is usually included within the previous one – as in the CRPD art. 9 - but HI field experience shows that in many cases **free movement** has to be addressed *per se* in addition to the settings and buildings themselves. This is why it can be useful to make it a distinct point)¹
3. Access to information and communication (accessible media, accessible dissemination of information and accessible messages).²



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Community / Community Participation

The close environment of an individual, including the population and all different stakeholders (public or private), within a confined geographical area, who share a feeling of common belonging and experience common constraints and benefits. With regards to participation, community can apply to spatial communities (a body of people living and/or working in the same locality); for example a neighbourhood or a district³.

1 See CRPD article 9, 1.a) Buildings, roads, transportations and other indoor and outdoor facilities, including schools, housing, medical facilities and workplaces;

2 See CRPD article 9, 1.b) Information, communications and other services, including electronic services and emergency services.

3 Definition inspired by: Demo project, *Citizens Innovation Local Governance, Report and Guidelines*, (Demoproject: 2004), and, Handicap International. *Beyond De-institutionalization. The un-steady Transition Towards an Enabling system in South East Europe*, Disability Monitor Initiative, (Handicap International South East Europe: 2004).

Decentralisation

A transfer of certain responsibilities and corresponding resources from the central State to local authorities, usually in the field of managing local taxes, city planning, infrastructure, and construction, as well as social services such as water and sanitation, housing, transport, education, primary health care, culture and sports, etc.

Local level authorities, enjoy decision-making autonomy, within the boundaries of the legislation and national strategies and policies, and manage their allocated budget for the transferred responsibilities. This makes them accountable to the citizens that live within the territory and boundaries of the local authority's mandate.

Disability

Disability is an evolving concept and results from the interaction between persons with impairments and attitudinal and environmental barriers that hinder their full and effective participation in society on an equal basis with others, as defined in the UN Convention on the Rights of Persons with Disabilities (CRPD).

Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments that, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others.

This report recognises that disability has various definitions in the social and legislative frameworks of different countries but proposes this definition as a universal reference.

Disabled People's Organisation (DPO) / Organisations of persons with disability

A DPO is an organisation representing people with disabilities, focused on the promotion of their rights. In the majority of cases these organisations have to be mainly composed of and led by people with disabilities⁴. They can also be family-based organisations, advocating for the human rights of people with disabilities⁵

Empowerment

The empowerment of a group or community increases its strengths and improves its capacity to accomplish its goals. According to a World Bank definition, "*empowerment is the expansion to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives*"⁶.

4 See for example the UK Disabled People's Council: Disabled Peoples' groups can apply to join as full members of The United Kingdom's Disabled People's Council if their Constitution or Memorandum and Articles state that:

- At least 51% of their voting membership is made up of disabled people
- At least 75% of their executive body is made up of disabled people

<http://www.bcodp.org.uk/>

5 Inclusion International is an example of a global federation of family-based organizations advocating for the human rights of people with intellectual disabilities and their families worldwide. "Promoting inclusion, equality and opportunity for people with intellectual disabilities and their families worldwide."

<http://www.inclusion-international.org/en/index.html>

6 World Bank. *Empowerment and Poverty Reduction, a Sourcebook*, Summary, Ed. Deepa Naryan, (Washington: World Bank: 2002): 23.

Inclusive development

Inclusive development is a rights-based process that promotes equality and the participation of the largest possible section of society, especially groups that face discrimination and exclusion. Inclusive development ensures that persons with disabilities are recognized as rights-holding equal members of society, who are engaged and contributing to a development process for all. Inclusive development can be implemented at national and at local level.

Local Governance

Local governance refers to the interactions between different actors at the local level, ranging from local governments and representatives of civil society to the private sector. Effective or 'good' local governance is brought about by a set of institutions, mechanisms and processes through which citizens and groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at the local level. It involves effective citizen participation, transparent flows of information, and functioning accountability mechanisms⁷.

Mainstreaming

Mainstreaming disability in society is the process by which the State and the community ensure that persons with disabilities can fully participate and be supported to do so within any type of structure and service intended for the general public, such as education, health, employment and social services. It implies that disability is taken into consideration in all sectors' legislation and reforms.

Mainstreaming disability into development cooperation is the process of assessing the implications for persons with disability of any planned action, including legislation, policies and programmes, in all areas and at all levels. It is a strategy for making the concerns and experiences of persons with disabilities an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that disabled persons benefit equally and inequality is not perpetuated⁸.

Mainstreaming needs to be accompanied by specific measures to ensure equality of opportunity (such as reasonable accommodation, affirmative actions, and support services among others), so that persons with disabilities can enjoy their rights, and that empowered DPOs monitor its implementation.

Participatory process

A participatory process is defined as involving relevant stakeholders in the policy making or planning, each stakeholder contributing to the end result, having a stake in the outcome and a role in the monitoring and implementation of the final output. A participatory process allows for full and meaningful consultation of all stakeholders involved and should be representative of the different actors concerned.

⁷ UNDP, Supporting Capacities for Integrated Local Development, Practice Note, (UNDP: 2007): 6.

⁸ Albert, B., Dube A.K., Riis-Hansen, T.C. *Has Disability been Mainstreamed into Development Cooperation?*, (UK: Disability KaR programme, 2005).

Reasonable accommodation

The necessary and appropriate modification and adjustments not imposing a disproportionate or undue burden, where needed in a particular case, to ensure to persons with disabilities the enjoyment or exercise on an equal basis with others of all human rights and fundamental freedoms⁹.

Social services

Social services cover a large and diversified range of services, which are intended to improve standards of living, especially of marginalised individuals and groups, those discriminated against or in vulnerable situations.

Social services are linked to national welfare schemes and are important tools for the implementation of public policies in the field of social protection, non-discrimination, the fight against poverty and exclusion. They are not conditioned by the contribution of the users and should enhance capacities of individuals for full inclusion and participation in society. They respond to social needs and social deficits, which “the market” cannot manage, or which can even be generated by the market. States are responsible for ensuring the access of all citizens to social services but do not necessarily have to be the providers of them.

In a narrow definition, social services address strictly social needs, such as housing, social care for children and the elderly, social security or other types of social protection. In a wider sense, which is the intention of this report, social services cover a wider range of services such as education, basic health care, vocational training, access to employment, etc¹⁰.

Universal Design

Universal Design is a strategy which aims to make the design and composition of different environments, products, communication, information technology and services accessible and understandable to, as well as usable by, everyone, as far as possible in the most independent and natural manner possible, preferably without the need for adaptation or specialized solutions.

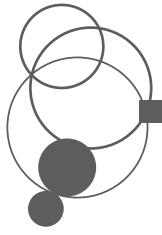
It promotes a shift towards user-centered design by following a holistic approach and aiming to accommodate the needs of people with disabilities, regardless of any changes they might experience in the course of their lives.

Consequently, Universal Design is a concept that extends beyond the issues of mere accessibility of buildings for people with disabilities and should become an integrated part of policies and planning in all aspects of society¹¹.

9 UN Convention on the Rights of Persons with Disabilities, Article 2.

10 Chiriacescu, Diana. *Ensuring Access of People with disabilities to Social Services. The need for regulatory mechanisms of social services in South East Europe*, Working paper no 2, Disability Monitor Initiative, (Handicap International South East Europe office, Belgrade: 2006): 22. The report can be accessed on <http://www.disabilitymonitor-see.org/working.html>

11 Council of Europe, Resolution ResAP(2007)3, *Achieving full participation through Universal Design*, (adopted by the Committee of Ministers on 12 December 2007). The full text can be accessed at: <https://wcd.coe.int/ViewDoc.jsp?id=1226267&Site=CM&BackColorIntemet=9999CC&BackColorIntranet=FFBB55&BackColorLogged=FFAC75>



Abbreviations

CBR	Community-Based Rehabilitation
CBO	Community-Based Organisation
CRPD	United Nations Convention on the Rights of Persons with Disabilities
DCDD	Dutch Coalition on Disability and Development
DPO	Organisation of Persons with Disabilities (or Disabled People's Organisation)
EC	European Commission
EU	European Union
HI	Handicap International
HSO	Swedish Disability Federation
ICF	International Classification on Functioning, Health and Disability
IDDC	International Disability and Development Consortium
IMF	International Monetary Fund
MDG	Millennium Development Goals
(INGO) NGO	(International) Non-Governmental Organisation
NORAD	Norwegian Agency for Development Cooperation
PRSP	Poverty Reduction Strategy Paper
QEH	Queen Elisabeth's House, Department of International Development, University of Oxford
SHIA	Swedish organisation of Persons with Disabilities International Aid Association (Solidarity Human Rights Inclusion Accessibility)
UCLG	United Cities and Local Governments
UNICEF	United Nations Children's Fund
UN Habitat	United Nations Human Settlements Programme
UN Standard Rules	United Nations Standard Rules on the Equalization of Opportunities for Persons with Disabilities
WHO	World Health Organisation