An Untapped Potential

How disability inclusive is the Dutch development sector? Steps taken since the ratification of UN CRPD

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Preface

Inclusion is crucial for the human rights of everyone. Human rights are not only for ourselves, our family, and our fellow nationals: they constitute a worldwide commitment and responsibility to every man, woman and child, even when they are not easy to defend and implement. As mentioned in this report, poverty and exclusion are two of the biggest threats in today's world – and people with disabilities are among the most excluded. Therefore, compliance with Article 32 of the UN Convention on the Rights of Persons with Disabilities (CRPD) is urgent.

Article 32 is perhaps one of the most powerful provisions in the CRPD. Although international cooperation for the inclusion of persons with disabilities is mentioned in other treaties (such as the International Covenant on Economic, Social and Cultural Rights), Article 32 imposes direct obligations on state parties. These obligations are further elaborated in line with the general principles of Article 3 of CRPD, such as dignity, equality, participation, inclusion, and accessibility, with special attention to equality between men and women and the rights of children. Article 32 requires states to make visible how they are fulfilling their obligations in international cooperation, both in agreements and their implementation, as well as the monitoring and sanctioning thereof. This is a rather complex task, which demands input from expert bodies that not only have the technical know-how, but can also reflect the views and experiences of people with disabilities themselves. The insights of people with disabilities should be at the heart of the policies formulated to implement Article 32. Therefore, the present report is really a big step forward. Starting from today, it develops a clear and concrete path to disability inclusion in all activities, including the necessary attention to intersections with other forms of exclusion.

As the recommendations in this report show, this demands action in every area, starting with solid training in what disability inclusion and diversity (and human rights in general) involve, both in the public sphere, but also in the private sphere. This report can be seen as a first step towards full recognition of the obligations under Article 32 of CRPD. Because human rights are the foundation of freedom, justice and peace in the world, and because all human beings are born free and equal in dignity and rights, the words of the Universal Declaration of Human Rights are more relevant than ever!

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Acronyms

CRPD	Convention on the Rights of Persons with Disabilities
DAC	Development Assistance Committee
DFID	Department for International Development (UK)
GLAD	Global Action on Disability
HaC	Help a Child
ICT	information and communication technology
ILO	International Labour Organization
NGO	non-governmental organization
OECD	Organization for Economic Co-operation and Development
SDG	Sustainable Development Goal
UN	United Nations
UNDIS	United Nations Disability Inclusion Strategy
UNDP	United Nations Development Programme
UNHCHR	United Nations High Commissioner for Human Rights
UNICEF	United Nations Children's Fund
USK	Undugu Society Kenya

Executive Summary

Inclusion of the world's most marginalized and vulnerable groups is at the heart of most development programmes and initiatives, but people with disabilities are seldom focused on in this narrative. Acknowledging this, the United Nations (UN) Convention on the Rights of Persons with Disabilities (CRPD) was adopted in 2006 in an attempt to catalyse global efforts to actively account for disability as part of the inclusion agenda. To date, 168 UN member states have ratified CRPD, including the Netherlands.

Article 32 is crafted around nine indicators that encourage collaboration between parties in the North and South to successfully bring CRPD to life in development agendas. Since the Convention came into force in 2006, the Organization for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) has produced a marker to evaluate progress on disability inclusive programming. However, it is unclear to what extent the Netherlands is making use of this tool and truly implementing Article 32, which gives rise to the question addressed in this report: *What is the current state of affairs in the Netherlands with regard to the implementation of Article 32 of the CRPD?*

This question was analysed by reviewing documents, including policy notes and available (grey) literature, as well as consultations with relevant government officials, civil society organizations and experts. The analysis shows that there is a growing awareness within the Dutch government about the importance of disability inclusion in the development space, but any attempts to explicitly address Article 32 of CRPD are either absent or lacklustre. According to the Netherlands Institute for Human Rights, development programmes supported by the Dutch government structurally fail to take into account the rights of people with disabilities. Programmes aimed at disability inclusion represent only approximately 2% of the total Dutch Official Development Assistance (ODA) budget.

An array of international initiatives to implement CRPD were canvased to seek inspiration for possible courses of action for the Dutch government, including: the Global Action on Disability (GLAD) Network, which multilaterally unites 34 members who provide financial and technical support for disability inclusion initiatives; Help a Child (HaC), a Dutch non-governmental organization (NGO) developing disability inclusion implementation strategies on the local level; and Make 12.4% Work, a Ugandan initiative bridging the private-public sector gap to actualize the CRPD.

Based on the analysis, the following nine recommendations are proposed for the Netherlands to take critical steps to implement the CRPD and Article 32:

1. Develop and disseminate a government memo on the implementation of article 32, 2. Adopt the OECD DAC disability marker to track progress on disability inclusion, 3. Facilitate empowerment and participation simultaneously, 4. Embed programmes in the local context, 5. Enhance Dutch capacity (human resources, knowledge and funding) on disability inclusion, 6. Adopt an intersectional lens to address the multiple layers of exclusion, 7. Become internationally engaged to learn and cooperate on disability inclusion globally, 8. Realise the economic gains of disability inclusion, 9. Start doing the work!

Chapter 1

Introducing the Potential - CRPD and Article 32

Including those who are most marginalized and vulnerable is considered pivotal in most development programmes and initiatives. Take the Sustainable Development Goals[1] (SDGs), for instance, of which the first two (end poverty and zero hunger) strive to lift all people from extreme poverty and malnutrition. Meeting ambitious goals like SDGs 1 and 2 relies on targeting members of the global population that are most susceptible to isolation. Usually we portray marginalized groups to be those in extremely rural areas without access to clean water and food; but one group that is seldom discussed, yet indisputably pertinent, are people with disabilities[2].

It is estimated that roughly 15% of the global population[3] and 18% of the population in developing countrie[s4] live with a disability, of which 80% reside in low and middle income countries (LMIC) – which amounts to approximately 840 million people. Of these, around 672 million people are estimated to live below the poverty line. This immediately implies that if SDGs 1 and 2 – and any other inclusive development target, for that matter – is to be achieved, an explicit focus must be placed on the inclusion of persons with disabilities. However, what steps have been taken by the global community to promote the (political, social and economic) inclusion of people with disabilities, and how successful have these steps been?

The UN Convention on the Rights of Persons with Disabilities (CRPD) was adopted in December of 2006, with the primary objective of advancing the rights and inclusion of persons with disabilities. This Convention was ratified by the Netherlands 10 years later, in 2016. The CRPD is enjoying gaining momentum, with its annual conference seeing a steady increase in attendance over the last decade. To date, 168 UN member states have ratified the Convention and 91 states have ratified[5] its associated Optional Protocol. This is unsurprising given how closely aligned the underlying premise of the Convention is with the SDGs and Agenda 2030 – the linkage of which will be further dissected shortly.

Some people believe that disability inclusion is costly[6], arguing that implementing programmes targeting inclusion of persons with disabilities generates additional expenses through, for example, specialised teachers in schools. Though true, the costs of exclusion and gains from inclusion[7] heavily outweigh the costs of inclusion, revealing an untapped potential at the core of disability inclusion. That is, social and economic gains[8] for a wide array of (in)direct stakeholders – spanning individuals, households, and public, private, and international actors – can be realized by aligning policies with the CRPD. On an individual level, research suggests[9] that inclusive initiatives for persons with disabilities help eliminate biases and stereotypes that otherwise inhibit those facing disability-based challenges. On the household level, if a person with a disability goes to school or acquires a job, their carers (often younger siblings or a parent) are able to reallocate their time to seek their own employment and, thus, raise overall household income[10]. Finally, a World Bank Study [11] estimated that between USD 1.7 and 2.3 trillion are lost annually due to disability exclusion, which clearly indicates that the economic benefits of disability-inclusive policies span to realms outside the disability domain.

Article 32 of CRPD – titled 'International Cooperation' – pushes for efforts from and resonance between (inter)national actors to reach the inclusive objectives of the CRPD. Article 32 was initially included as a component of the CRPD due to pressure from the Global South, aspiring for cooperation with the Global North to address the exclusion of people with disabilities. Article 32 is governed by a series of indicators[12] that strive to measure, for example, the extent to which development programmes specifically target people with disabilities, the degree to which people with disabilities are included in programmes, and affirmative-action measures taken to include the most marginalized and vulnerable people with disabilities. A list of the indicators used by the UN Committee to track the progress states are making on the implementation of CRPD is presented in Figure 1.

Figure 1. Indicators used by UN CRPD Committee to track the progress of state parties on implementation of Article 32

- Measures taken to guarantee that international cooperation be inclusive and accessible by persons with disabilities
- Measures taken to guarantee that donor funds are properly used by recipient States (including by providing examples, numbers and percentages of successful targeted funding)
- Programmes and projects which specifically target persons with disabilities and the percentage of the total budget allocated to them
- Affirmative-action measures taken towards the inclusion of the most vulnerable groups among persons with disability, such as women, children, etc.
- Degree of participation of persons with disabilities in the design, development and evaluation of programmes and projects
- Degree of mainstreamed action towards persons with disabilities in the general programmes and projects developed
- Actions toward facilitating and supporting capacity-building, including through the exchange and sharing of information, experiences, training programmes and best practices
- Whether policies and programmes targeting the Millennium Development Goals (MDGs) take into account the rights of persons with disabilities
- On the development, progress, and effectiveness of programmes for the exchange of technical know-how and expertise for the assistance of persons with disabilities

Although CRPD was developed during the Millennial Development Goal epoch (see second to last indicator on the right side of Figure 1), its governing principles have indisputable linkages to the SDGs. In fact, disability in and of itself is explicitly mentioned in several goals[13] and indicators (SDGs 4, 8, 10, 11, 17). As alluded to earlier, quality education (SDG 4) and decent work are directly addressed by reinforcing an economy inclusive of people with disabilities; furthermore, building sustainable cities (SDG 11) that are accessible to people with disabilities directly reduces inequality (SDG 10). SDG 17 calls for better disaggregated data to track the progress on inclusion.

As mentioned, 168 UN member states have ratified the CRPD – including the Netherlands as of July 2016 – and a series of initiatives have been formulated to put the CRPD (and Article 32) into practice. In 2018, a new marker[14] was approved by the OECD DAC for member states to voluntarily adopt; this marker assigns scores ranging from 0–2 to activities depending on the degree that the said activity directly addresses disability inclusion. Several OECD member states have started using this new marker to assess their development cooperation projects from the lens of CRPD.

Despite the promising moves by the OECD and a number of donor countries, it is not clear whether or not the Netherlands will apply this marker in sculpting its development policies. This report explores the extent to which the Netherlands is implementing its ratification of the CRPD (and Article 32) in its international development agenda. This gives rise to the dominant research question to be explored in this paper: *What is the current state of affairs in the Netherlands with regard to the implementation of Article 32 of the CRPD?*

Investigating this question will shed light on the impact and effectiveness of Dutch policies in truly including people with disabilities in development cooperation. This is done through document analysis and consultations with government officials, civil society representatives and disability experts. Due to the limited time span allowed for the analysis, it does not include the private sector. Hence, it is advisable for future studies and shadow reports to include the private sector. Lastly, the intention of this report is to inspire the Netherlands to make headway on Article 32.

1 UN. (2015). Sustainable Development Goals. Available at: https://sustainabledevelopment.un.org/sdgs

2 Niewohnera, J., Piersona, S. & Meyers, S. J. (2019) 'Leave no one behind'? The exclusion of persons with disabilities by development NGOs. *Disability & Society*, 1–6.

3 WHO & World Bank. (2011). *World report on disability.* WHO Press, Geneva. Available at: www.who.int/disabilities/world_report/2011/en

4 DFID. (2018). *DFID's approach to disability in development: A rapid review*. Available at: https://reliefweb.int/report/world/dfid-s-approach-disability-development-rapid-review

5 UN. (2006). *United Nations Convention on the Rights of Persons with Disabilities (CRPD).* Available at: https://www.un.org/disabilities/documents/COP/cosp9_infographic.pdf

6 Inclusive Schools Network. (2013). *Myth: The High Cost of Inclusion.* Available at: https://inclusiveschools.org/myth-the-high-cost-of-inclusion/

7 Banks & Polack. *The Economic Costs of Exclusion and Gains of Inclusion of People with Disabilities.* Available at: https://www.cbm.org/fileadmin/user_upload/Publications/Costs-of-Exclusion-and-Gains-of-Inclusion-Report.pdf

8 DCDD. (2018). *How disability inclusion improves social and economic development.* Dutch Coalition on Disability and Development. Available at: https://www.dcdd.nl/wp-content/uploads/2019/07/DCDD-Infographic-Disability-Inclusion-EN.pdf

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10 Jones, N., Presler-Marshall, E. & Stavropoulou, M. (2018). *Adolescents with disabilities: enhancing resilience and delivering inclusive development.* Available at: https://www.alnap.org/system/files/content/resource/files/main/12323.pdf

11 Metts, R. (2004). *Disability and development.* Background paper prepared for the Disability and Development Research Agenda Meeting. World Bank. Available at: https://siteresources.worldbank.org/DISABILITY/Resources/280658-1172606907476/mettsBGpaper.pdf

12 UN. (2015b). UN Treaty Body Database: CRPD/C/2/3. Available at: https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CRPD/C/2/3&Lang=en

13 UN. (2015a). Sustainable Development Goals. Available at: https://sustainabledevelopment.un.org/sdgs

14 OECD. (2018). *Proposal to introduce a policy marker in the CRS to track development finance that promotes the inclusion and empowerment of persons with disabilities* Available at: http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT(2018)39/REV1&docLanguage=En

Chapter 2

Potential in Policy vs. Potential in Practice

Based on document analysis and consultations with government representatives, civil society representatives and experts, this chapter evaluates the extent to which the Dutch government is implementing the CRPD (and Article 32 in particular) in its international trade and aid agenda.

Government

While the Netherlands was relatively late in ratifying the CRPD in 2016, it has made some steps since then to put disability inclusion in international development cooperation on its agenda. However, there are still important steps to be taken, especially with regards to the implementation of Article 32. There is growing awareness about the importance of disability inclusion and the often marginalized position of people with disabilities. This awareness is expressed in the recent policy note[15] '*Investing in Global prospects*' by the Dutch Ministry for Foreign Trade and Development Cooperation. In this note three explicit references are made to 'leave no one behind' as a guiding principle in the Dutch SDGs agenda.

The same policy note makes two references to people with disabilities. In relation to civil society organizations, the policy note mentions people with disabilities as marginalized groups. In relation to humanitarian interventions, people with disabilities are mentioned as an important target group requiring structural attention. Furthermore, Minister Kaag, in collaboration with the World Health Organization (WHO), has expressed the wish to pay more attention to psychosocial aid for people experiencing trauma during emergencies. All these references and intentions to bring disability inclusion forward are a positive and welcomed step in the implementation of Article 32. However, it is noteworthy that any reference to the article itself and its relevance for the Netherlands remains absent, both in the policy note and the letter sent to the House of Representatives of the Dutch Parliament[16].

Despite this absence, the Dutch government has taken steps to implement disability inclusion in its development cooperation agenda. Programmes supporting people with disabilities through capacity building and empow-

erment activities, such as the Voice[17] and the Accountability Fund[18], are the core focus. Furthermore, at a multilateral level, disability inclusion is on the radar of the Dutch government too (e.g., the Global Partnership for Education[19]). Nonetheless, programmes aimed at disability inclusion represent only approximately 2%[20] of the total Dutch Official Development Assistance (ODA) budget (see Annex 1). This seems to be in contrast with the stated ambition of the Dutch government to support people who are left behind.

According to the Netherlands Institute for Human Rights[21], development programmes supported by the Dutch government do not structurally take into account the rights of people with disabilities. Apart from the Voice programme, neither any criteria on disability inclusion nor indicators to monitor and evaluate disability inclusion are present. Moreover, the Netherlands has not yet adopted the OECD DAC disability marker[22] and is not yet reporting on its SDGs progress on disability inclusion. This marker could be of great assistance in making Dutch disability inclusion efforts objectively apparent, as perhaps more is currently being done than is visible. At present, discourses and actions on inclusion are on an ad hoc basis and often presented upon request[23].

While organizations are obliged to report on gender and age, there are no intentions expressed or commitments made by the Dutch Ministry of Foreign Affairs to include disability as part of reporting requirements, and approaches to intersectionality are missing altogether. As a note, intersectionality is the notion that various identity-defining attributes can overlap – the 'intersection' of which may have critical implications in socio-political contexts[24]. For example, a black woman in the US may experience both racial and gender-based discrimination simultaneously (on account of being black, on account of being a woman and also on account of being both a woman and black, which neither a white woman nor a black man will experience).

Although reporting is considered important within the government, it is not necessarily done through standards and markers. Steps have been taken

in this direction within humanitarian aid, with intentions being expressed to adopt guidelines[25] to implement the CRPD. These guidelines are under development[26] and review and will become effective as soon as accepted in programming, planning, assessments and reporting.

Moreover, the Dutch government asks organizations working in humanitarian aid to adhere to the Core Humanitarian Standards[27], which are a set of nine principles sought to drive successful humanitarian aid projects. These include responses that are, inter alia, appropriate and relevant, effective and timely, and used to foster local capacity building and strengthening. However, in reality not every organization reports on these standards.

The inability of the Ministry of Foreign Affairs to successfully integrate and implement disability inclusion policies may be attributed to a lack of capacity. While there is a focal point for CRPD appointed within the Ministry of Foreign Affairs, this is not the core task of this position and remains an addition to other core activities in the field of sexual and reproductive health and rights.

It appears that while the discourses within the Dutch government are accepting of, and show willingness to, adopt disability inclusion, this is where most of the progress on Article 32 has taken place. Implementation of the article remains minimal, given that only approximately 2% of all programmes funded by the Dutch government are supportive and inclusive of people with disabilities. The major challenge in the coming years will be to translate the awareness of the importance of disability inclusion (and the willingness to implement it) into practical actions. It is imperative that the Dutch government uses global examples as inspiration (see Chapter 3) to restructure its development agenda to not only be aware of disability inclusion, but to solidly use support for people with disabilities as a focal point for trade and aid programmes.

Civil society organizations

The relatively late ratification of the CRPD by the Netherlands may explain why Dutch civil society organizations' knowledge on Article 32, and even its

existence, is not always a given. However, those who are aware of the article stress its importance and use it as a legal entry point to create dialogue with the government. Whether the article is well known or not, awareness of the importance of specific attention for disability inclusion has grown in Dutch civil society.

With the abrogation of the co-financing subsidies (MFS), funding modalities have changed. This has nudged organizations into rethinking their strategies (or lack thereof) concerning people with disabilities in their programming. For some organizations this meant that without government funding they were no longer able to clear finances for people with disabilities. These organizations experienced difficulties raising funds for people with disabilities. For other organizations, building new fundraising strategies meant completely revamping their operational dynamics. The funding changes presented an opportunity to incorporate disability, which is slowly becoming apparent in different types of programmes (e.g. education, health, employment, prevention). However, organizations still struggle to implement disability inclusion in a systematic fashion.

This leads to discussions on whether disability inclusion needs to be mainstreamed within each organization, or whether a target-group approach is desirable and specific organizations working on disabilities should be held responsible. In general, mainstreaming disability inclusion in each organization is preferred; at the same time, organizations point out that they lack certain specific knowledge about people with disabilities, for instance, in education programmes where children with disabilities require special education. Organizations and experts propose that this knowledge can be gained from organizations that are specialised in disability inclusion. In the Netherlands, these expert organizations could include Light for the World and Liliane Fonds.

At the same time, it is vital and effective to engage partners in the Global South who are knowledgeable on disability inclusion. International perceptions of disability do not necessarily overlap with local perceptions, understanding, and needs. Lack of such understanding may hamper collaboration between different groups and thus fetter the degree of impact. In other words, 'disability' is not a homogenous notion and must be treated uniquely to optimize programme effectiveness.

From this perspective of diversity and incorporating intersectionality, mainstreaming is again preferred over target-group approaches. Recognizing that marginalization plays out at different levels is important to tackle not only the exclusion of people with disabilities, but also the root causes of exclusion. Furthermore, there must simultaneously be room for 'inclusion through exclusion', as the principle that everyone is allowed to join is often an illusion for people with disabilities. This additional step is important within mainstreaming.

Many challenges are reported in current programmes aimed at people with disabilities or including people with disabilities, often regarding the sphere of practicalities. This can take the form of offices that are inaccessible for people with physical disabilities – particularly, although not exclusively in the Global South. Furthermore, organizations often lack capacity in this regard; while they may have a diversity or gender expert, a disability expert or someone in the organization who is devoted to disability inclusion is seldom present. Such a person is vital to kick start the process of inclusion.

The absence of people with disabilities is also visible in reporting, for example, in the annual reports of large Dutch NGOs. In general these reports have few references to disability (inclusion strategies). Note, however, this does not necessarily mean that they do not invest in programmes focusing on disability inclusion, it could merely indicate a lack of capacity or incomplete reporting.

Approaches to monitoring and impact evaluations differ according to the organization. Within some civil society organizations, progress (or lack thereof) concerning disability inclusion is monitored along the way, whereas within other organizations this is not a priority (due to a focus on gender, for example, or lack of capacity, as mentioned earlier). While some civil society organizations share positive stories distilled from their (qualitative) impact evaluations, quantitatively, it is still too early to draw conclusions with regards to impact.

Civil society organizations have appear to have begun raising awareness, both internally and externally, with regard to the inclusion of people with disabilities, and to some degree have begun devising strategies to promote their inclusion. That said, translating these ideas and tactics into practice remains an obstacle for civil society organizations, which can possibly be attributed to financial constraints, practicalities, and lack of capacity. Moreover, quantitative impact analyses, evaluations, and long-term data collection, are vital to shed more light on whether current programmes including people with disabilities yield both value and sustainable impact for people with disabilities.

Conclusion

Although efforts have been made by the Dutch government to tangibly implement Article 32 (and the CRPD accordingly) within its development agenda, the document analysis and consultations have revealed that these attempts are lackluster at best. Explicit and systematic reform is of the utmost necessity in the Dutch development narrative if the inclusion and support of people with disabilities is to be truly addressed in a constructive and meaningful fashion. Furthermore, civil society organizations have also made a leap in the right direction vis-a-vis the inclusion of people with disabilities, but financial and capacity-driven constraints fetter their success. Like government bodies, civil society organizations must access new resources and revamp their organizational dynamics to allow their development agendas to become truly disability inclusive.

15 Ministry of Foreign Trade & Development Cooperation. (2019). *Investing in Global Prospects.* Available at: https://www.government.nl/documents/policy-notes/2018/05/18/investing-in-global-prospects

16 Ministry of Foreign Trade & Development Cooperation. (2019). *Kamerbrief over Nederlandse internationale inzet voor mensen met een beperking.* Letter from the Ministry of Foreign Affairs to the House of Representatives of the Dutch Parliament. Available at: https://www.rijksoverheid.nl/documenten/kamerstukken/2019/07/02/kamerbrief-over-nederlandse-internationale-inzet-voor-mensen-met-een-beperking

17 https://voice.global/

18https://www.government.nl/documents/parliamentary-documents/2015/07/01/voice-the-accountability-fund-and-the-participation-of-civil-society-organisations-in-theme-based-calls-for-proposals

19 https://www.globalpartnership.org/

20 This estimate by the Dutch Coalition on Disability and Development is based on the information presented in the letter from Minister Kaag to the House of Representatives of the Dutch Parliament (Ministry of Foreign Affairs, 2019).

21 College voor de rechten van de mens. (2018). *Rapportage aan het comité voor de rechten van personen met een handicap. Inzake de eerste rapportage van Nederland*, p. 26 https://publicaties.mensenrechten.nl/file/ec72451c-edd3-4ea5-abe7-0b0b40c4d40c.pdf

22 Activities within a development programme are scored 2, 1, or 0 depending on whether they are principally, significantly, or not targeting, respectively persons with disabilities.

23 For example, motions filed by members of the House of Representatives of the Dutch Parliament.

24 Coleman, A. (2018). What's intersectionality? Available at: https://time.com/5560575/intersectionality-theory/

25 IASC guidelines https://interagencystandingcommittee.org/iasc-task-team-inclusion-persons-disabilities-humanitarian-action

26 The guidelines are being developed in cooperation with expert disability organizations.

27 Sphere. (n.d.). Humanitarian Charter. Available at: https://spherestandards.org/humanitarian-standards/humanitarian-charter/

Chapter 3

Exploring the Potential - Global Initiatives

In a bid to catalyse Dutch endeavours that promote the inclusion of people with disabilities in the development space, this chapter strives to provide inspiration through three unique cases. This chapter presents our selected examples, which call on a multilateral perspective (GLAD Network), a grassroots initiative (Help a Child), and an alliance with the private sector (Make 12.4% Work).

GLAD Network

One inspiring manifestation of Article 32 of the CRDP is the Global Action on Disability (GLAD) Network. This network of 34 international members, including "bilateral and multilateral donors and agencies, the private sector, foundations and others"[28], operationalizes around five goals that resonate with the objectives set forth in Article 32. One commonality shared by all five goals is the push for a tenaciously integrated and robust global community set to pursue the inclusion of people with disability in development discourse. This shared point of interest is presented both explicitly (Goal 4, "expand and diversify the community of partners"; Goal 5, "strengthen existing partnerships") and implicitly (Goal 2, focusing on knowledge creation; Goal 3, seeking to maximize influence). International coordination to optimally realize the objectives of CRPD are at the heart of GLAD, as confirmed by Article 32.

This multilateral narrative is echoed in GLAD's partner list[29]. The network is co-chaired by UK Department for International Development (DFID) and the International Disability Alliance. Its members span a variety of geographies – including, but not limited to, development organizations and ministries from Finland, Norway, Germany, Japan, the UK and US – and levels of governance, such as the World Bank, International Labour Organization (ILO), and Asian Development Bank. As alluded to earlier, resource contribution is a nucleic objective of the GLAD network. Contributions come in a variety of shapes and sizes, including the knowledge exchange and network strengthening described earlier. One critical form of contribution is the financial resources contributed by GLAD's members. Knowledge and (inter)national coordination are the nuts and bolts of development initiatives, but GLAD recognizes that CRPD will never be truly realized without the funds to ignite the engine.

GLAD's most recent annual meeting[30] took place from 29 April to 1 May 2019, during which its stakeholders met to discuss niche topics concerned with the intersection of disability and development. Multiple outcomes arose as a result, one of which was the Office of the High Commissioner for Human Rights drawing attention to the United Nations Disability Inclusion Strategy (UNDIS)[31]. The UNDIS proposes four pillars with various indicators for programmes to adopt to assess the inclusiveness of their programmes. The GLAD Network took great interest in the UNDIS programme and its members are likely to begin implementing its proposed framework and indicators in its own programmes.

Help a Child

Help a Child (HaC) – known as Red een Kind (ReK) in the Netherlands – is a development organization pledged to provide resources and services to all children, including children suffering from disabilities. Approaches utilized by HaC in order to meet their vision take both tangible and intangible forms; the former including directly linking children with disabilities to service providers, while the latter is more concerned with awareness raising about the target children in their communities. HaC vouches for the 'twin track approach' to executing inclusivity programmes, which is a two-dimensional approach that involves running disability-specific and disability-inclusive initiatives in parallel with one another to maximize the outreach and effectiveness of disability inclusion. The former focuses on directly empowering people with disabilities, while the latter accounts for disability inclusion as one component in an overarching project.

In 2016, HaC ran a pilot programme with a partner organization, Undugu Society Kenya (USK), to identify strengths and weaknesses in their programming so as to improve their tactics in the 2017–2020 period. After working with USK, HaC have isolated the following steps as pertinent to executing a successfully inclusive programme for children with disabilities:

Step 1. *Context assessment:* Conducting a simultaneously broad and detailed scan of the target context, which includes, inter alia:
Understanding the frequency and types of disabilities in the region
Noting the services already available for disability-inclusion
Understanding perspectives on disabilities among the local community
Acquiring information on policies relevant to children with disabilities

Step 2. *Partner organization:* Assess the existing capabilities of local partner organizations to determine how well equipped they are to ensure the inclusiveness of all children in development programmes.

Step 3. *Programmatic advice:* Individually-tailored recommendations for programmes including linking with critical services, assessing and evaluating impact, and organizational capacity building. This should be followed by staff training, budget development, reflection, and monitoring.

HaC developed these steps in various projects. In collaboration with DFID, HaC worked with a community of 3,690 girls in South Sudan in a project titled 'What's up, Girls?!' from 2013–2017[32]. This pilot project sought to shake the cultural norms that discriminate against women in education in South Sudan, in addition to providing a full cycle of primary education. Innovative approaches were used in an inclusive manner, including 'What's up, Girls?!' packages, School Mothers, and Digital Audio Players[33]. Intersectionality was embedded in the structure of this project, as girls with disabilities represent two discriminated against groups in terms of education in South Sudan.

HaC's grassroots focus nicely contrasts with the bi- and multilateral analysis of the GLAD network, which advocates for a global initiative to fight discrimination against people with disabilities. It seems evident that international collaboration (GLAD) together with local integration and execution (HaC) is a likely recipe for the successful implementation of Article 32.

Make 12.4% Work

Make 12.4% Work is an inspiring initiative by Light for the World that calls on a triangulated effort by the private and public sectors and civil soci-

ety to provide employment opportunities to people with disabilities. The '12.4%' refers to the fraction of the Ugandan population living with at least one disability[34]. Since their inception, Make 12.4% Work has proudly collaborated with 12 ambassador organizations and business "who believe that disability is not inability"[35]. These ambassadors include two Dutch development organizations (ZOA and ICCO), as well as Uganda's Ministry of Labor, Gender, and Social Development and Coca-Cola.

Make 12.4% Work's ambassadors serve two purposes: First and foremost, they provide direct employment opportunities to people with disabilities in Uganda, which addresses Make 12.4% Work's mission in the most direct manner possible. Additionally, their ambassadors also make an effort to include people with disabilities in Uganda in their livelihood and development programmes, integrating these people into communities in a long-term sustainable way. Both of these objectives aspire to exponentially propagate Make 12.4% Work's vision, drawing more attention to the marginalization of people with disabilities and recruiting more organizations and businesses to follow suit[36].

Recently, Make 12.4% Work has made some substantial efforts to expand their impact. In October 2018, they partnered with Outbox[37], a Kampala-born innovation hub that strives to provide African entrepreneurs with the technological savviness and business know-how to thrive in a competitive market. Outbox provides seasonal training (EDU Prep II training programmes) on introductory programming skills for information and communication technology (ICT) beginners, as well as the space and resources for advanced programmers to develop their knowledge. In April 2019, an EDU Prep II graduating class had five students with hearing impairments[38].

These students were subsequently invited to partake in Outbox's longer-term, full-time core programme, which runs over a 15-week period. Previous graduates from this programme have acquired employment opportunities with over 50 businesses throughout Africa. By orchestrating this partnership, Make 12.4% Work is creating unprecedented opportunities for the 12.4% of the Ugandan population living with a disability.

Make 12.4% Work's partnership with Outbox is evidence that its vision is not only realistic, but is already being realized and that its impact is beginning to grow synergistically.

A final note should reflect the strategic nature of Make 12.4% Work's partnership with Outbox. Exposure to ICT is well-known for increasing the employability of students and workers, but ICT also holds special

importance for people with disabilities. Technology can grant people with disabilities access to activities that are otherwise inaccessible due to their impairments. A strategic partnership with Outbox not only generates job opportunities for Make 12.4% Work's target groups, but it also enhances their livelihoods by integrating them into multiple societal dimensions.

As far as long-term programmes are concerned, Make 12.4% Work joined forces with GOAL Uganda, a humanitarian agency in Uganda and one of Make 12.4% Work's first ambassadors. Make 12.4% Work and GOAL are in the midst of executing a five-year programme (set to run from August 2015 through to July 2020) in collaboration with The Mastercard Foundation. This programme – called DYNAMIC[39] (Driving Youth-led Agribusiness and Microenterprises) – is targeting 125,000 youth (aged 15–24), over 4,500 of whom have an impairment of some sort, who are out of school and in search of opportunities to join the market force.

These two Make 12.4% Work projects offer a beautiful example of HaC's twin track approach in action. The Outbox initiative saw a special edition of their EDU Prep II arise to directly target people with disabilities (disability-specific), while the collaborative effort with GOAL includes youths with disability in a greater pool of beneficiaries (disability-inclusive). This global alignment shows great promise that the aspirations of Article 32, despite being ambitious, are achievable.

28 GLAD. (2018). Members. Available at: https://gladnetwork.net/members

29 *Ibid.*

30 GLAD. (2019). Communique: GLAD Network meeting in Ottawa, 29 April to 1 May 2019. Available at: https://gladnetwork.net/search/news/2019_Net_Communique

31 UN. (2019). United Nations Disability Inclusion Strategy. Available at: https://www.un.org/development/desa/disabilities/wp-content/uploads/sites/15/2019/03/UNDIS_20-March-2019_for-HLCM.P.pdf

32 Help a Child. (2013). What's up, girls?! Available at: https://www.helpachild.org/what-we-do/what/whats-up-girls

33 *Ibid.*

34 Make 12.4% Work. (2019b). Who we are. Available at: http://wecanwork.ug/about/

35 Make 12.4% Work. (2019a). Ambassadors. Available at: http://wecanwork.ug/ambassadors/

36 *Ibid.*

37 Outbox. (2019). Home. Available at: https://outbox.co.ug/

38 Make 12.4% Work. (2019d). Piloting inclusive ICT training with Outbox. Available at: http://wecanwork.ug/piloting-inclusive-ict-training-with-outbox/

39 Make 12.4% Work. (2019c). In the spotlight September 2019: GOAL Uganda. Available at: http://wecanwork.ug/in-the-spotlight-september-2019-goal-uganda/

Chapter 4

Untapping the Potential - Recommendations

This chapter presents nine recommendations, which have been formulated on the basis of the consultations and document analysed in the preceding chapters, to move the implementation of Article 32 forward in the Netherlands.

Recommendation 1. Develop and disseminate a government memo on the implementation of article 32

The Netherlands has committed to Article 32; it is, therefore, no longer a question of willingness, but requires action. The Netherlands should make use of Article 32 as a legal framework and its indicators as a road map towards disability inclusion. The CRPD should become a pivotal part of disability inclusion strategies both in policy and practice. The first step to actualize this is to draft a memo on how Article 32 will be implemented in Dutch development cooperation and how the article can be translated into the work of, e.g. embassies, civil society organizations and multilateral partnerships. Moreover, it should outline the consequences non-implementation of this article for relationships between the Netherlands and other governments and how this will affect trade agreements.

Recommendation 2. Adopt the OECD DAC disability marker to track progress on disability inclusion

Reporting on Article 32 and disability inclusion within programmes will provide objective insights into the progress that has been made, or the lack thereof. It will make visible what is required to push disability inclusion forward. The OECD DAC disability marker can assist in systematically tracking developments on disability inclusion and should, therefore, be adopted.

Recommendation 3. Facilitate empowerment and participation simultaneously

There are two ways to bring disability inclusion further: firstly, empower people and, secondly, make sure they can participate in all programmes. These two ways are both essential. On the one hand, all development programmes should be inclusive throughout the different programme stages (from design to beneficiaries). The Netherlands should take responsibility for the programmes that are funded by Dutch money and at all times avoid (unintentionally) contributing to the exclusion of people with disabilities (e.g. by constructing infra-

structure that is inaccessible). On the other hand, programmes specially aimed to empower people with disabilities are necessary to remove hurdles for participation and tackle (social) exclusion. One way to stimulate both empowering and participatory programming is to offer financial incentives to organizations that pay attention to disability inclusion in their proposals.

Recommendation 4. Embed programmes in the local context
A solid understanding of local perceptions of disability should be the starting point of any programme or activity on disability inclusion, to ensure ownership and proper implementation and to avoid reproducing unequal relationships. Partnering with local disability organizations is important to embed programmes in the local context.

Recommendation 5. Enhance Dutch capacity (human resources, knowledge and funding) on disability inclusion
The Dutch government should invest in strengthening disability inclusion, in terms of human resources, knowledge and funding. This begins by providing the CRPD focal point within the Ministry of Foreign Affairs with a clear mandate, as well as sufficient capacity and time to commit to the task. This will ensure systematic efforts rather than fragmented and ad hoc efforts that are dependent on people who are personally committed to disability inclusion. At the same time, knowledge within the government and embassies on disability inclusion should be built (e.g. by training ambassadors on human rights, inclusion and the different forms of exclusion). Such expertise can be built by providing structural funding to disability organizations to develop trainings to mainstream disability inclusion and transfer knowledge to the government of the Netherlands/Ministry of Foreign Affairs and civil society organizations. At the same time disability organizations themselves need to critically reflect on their own organizations and become more inclusive on several levels, e.g. gender, different forms of disability, ethnicity.

Recommendation 6. Adopt an intersectional lens to address the multiple layers of exclusion
The Netherlands is leading in the diversity agenda, e.g. gender, youth and lesbian, gay, bisexual, transgender, queer and intersex (LGBTQI). Disability can be incorporated into this agenda through an intersectional lens, as exclusion manifests itself in multiple ways. Reaching out to feminists or other frontrunners within different departments of the Dutch government and within civil society organizations may be a good entry point to initiate such a lens. These people know what it means to be excluded and can potentially become champions for disability inclusive change.

Recommendation 7. Become internationally engaged to learn and cooperate on disability inclusion globally

The Netherlands should show more engagement internationally and participate actively within the GLAD Network, and join other international initiatives such as the annual Global Disability Summit, to get inspired and cooperate on disability inclusion globally.

Recommendation 8. Realise the economic gains of disability inclusion
We must reframe our perspectives and remember that benefits from inclusion of persons with disabilities extend far morality - there are endless economic gains to be realised by all of society if disability inclusion becomes a core focus. Jobs, opportunity, and economic growth are all within the realm of possibility with disability inclusion.

Recommendation 9. Start doing the work!
Trial and error, learning by doing; it is better to start taking steps and perfect and polish the strategies along the way, than to keep discussing and waiting for the 'right' strategy. The operationalisation of inclusion should start close to home, within the government and civil society organizations, e.g. by reviewing employment policies and the accessibility of facilities (e.g. wheelchair accessible buildings), among other things.

While recommendations 1-9 provide guidance on how to make headway on implementing Article 32, it is crucial to state that as long as people with disabilities are stigmatized and seen as incapable and people experience discomfort around them, it will remain a challenge to fully implement Article 32. But, if we start doing the work, while not forgetting our prejudices and forcing ourselves to shift our current mindset, we can break not only the barriers that people with disabilities experience, but also those in our minds.

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Annex 1. Overview of Disability Programmes Supported by the Netherlands

Theme	Country	Approach: empowerment (E), disability mainstreaming (DM) or medical (M)	Year	Funds and budget*
Culture	Honduras	E: young people with disabilities sell art through their own small businesses	2019-2020	Unknown (embassy)
	Indonesia	E: school children with disabilities sell art through an event	2019	Unknown (embassy)
	Russia	E/DM: Switch2Move works with people with a physical disability and children with autism as specific target groups within a wider dance programme	2018–2021	Unknown (embassy)
	Russia	DM: knowledge exchange between Russian and Dutch museum specialists with regard to inclusion and accessibility	2018–2019	Unknown (embassy)
Sexual Reproductive Health and Rights	Georgia	E: information for women with auditory or visual impairment through customized training and materials + TV broadcasts	2018–2019	Accountability Fund (unknown amount)
	Yemen	M/E: reducing the physical and economic impact of landmines through risk information and rehabilitation care for victims	2017–2020	Contribution to UNDP via the embassy (unknown amount)
Lobby capacity	Kenya, Uganda, Tanzania, Mali, Niger, Nigeria, Indonesia, Cambodia, Laos, Philippines	E: The Voice programme focuses on 5 target groups, including people with disabilities, with the aim to strengthen and connect the most unheard groups and people	2016–2024	Voice fund (via Oxfam Novib and Hivos); 20% of the project budget = approx. EUR 1.5 million per year
	Nigeria	E: support to Center for Citizens with Disabilities for policy influencing and capacity building.	2016–2020	Accountability fund (unknown amount)

Economic opportunities	Indonesia	E: support to (partners of) Leprosy Foundation for influencing policy on employment	2017–2020	Accountability Fund (unknown amount)
Education	Multi-country	DM: contribution to the Global Partnership for Education, aimed at improving education systems in developing countries, with an eye to inclusiveness and equal access	2017–...	EUR 20 million a year
	Multi-country	DM: contribution to the UN Education Cannot Wait fund, in order to enhance access to quality education for young people in fragile contexts, within which attention is provided to inclusion	2017–2020	EUR 3 million a year
	Mozambique	E: support to the lobby for accessible information for people with visual impairment (Braille) in education and during elections	2015–2019	Unknown (embassy)
	Zimbabwe	E: project aiming to mobilize people with disabilities to vote or reduce their barriers to voting		Unknown (embassy)
	Indonesia	E: project aiming to mobilize people with disabilities to vote or reduce their barriers to voting		Unknown (embassy)
	Jordan	E/DM: providing refugees and host communities with perspective through activities in 8 countries, including 89 schools in Jordan in the transition to inclusive education (with UNICEF)	2018–8	Strategic partnership with UNICEF, UNHCHR, ILO, World Bank, International Finance Corporation (unknown amount)

Notes:
Source: letter "Nederlandse internationale inzet voor mensen met een beperking" sent to the House of representatives of the Dutch Parliament.

Several members of the House of representatives of the Dutch Parliament posed questions to the Minister on the inclusion of people with a disability within the Dutch trade and aid agenda, and filed one motion. The minister of Foreign Trade & Development Cooperation delivered on her commitment to give insights on this matter through the letter "Nederlandse internationale inzet voor mensen met een beperking" to the House of representatives of the Dutch Parliament. This overview summarizes the programmes mentioned in that letter. The letter states that the overview the ministry provides is not exhaustive.

*Total yearly budget foreign aid and trade estimated to be more than four billion euros. https://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/begrotingen/2018/09/18/hgis---nota-homogene-groep-internationale-samenwerking-rijksbegroting-2019/HGIS-nota_2019.pdf

Annex 2. List of People Consulted

Alinda Bosch (Cordaid)

Catalina Devandas Aguilar (United Nations Special Rapporteur on the Rights of Persons with Disabilities)

Ton Dietz (African Studies Centre)

Willem Elbers (African Studies Centre)

Jenny Goldschmidt (Utrecht University)

Nidhi Goyal (Rising Flame, member of Advisory Board for Voice Global)

Lorne Holyoak (Hivos)

Hans Van den Hoogen (Ministry of Foreign Affairs)

Marina Manger Cats (the Netherlands Red Cross)

Jeroen-Louis Martens (Ministry of Foreign Affairs)

Ton Meijers (Oxfam Novib)

Yetnebersh Nigussie (lawyer and disability rights activist Light for the World)

Marinke Van Riet (Voice Global)

Lieke Scheewe (Light for the World and DCDD)

Frank Velthuizen (War Child)