

**Including the rights of persons with disabilities
in United Nations programming at country level**

A Guidance Note

**for United Nations Country Teams
and Implementing Partners**

**United Nations Development Group /
Inter-Agency Support Group for the CRPD
Task Team
(UNDG/IASG/TT)**

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Abbreviations

CCA	Common Country Assessment
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organizations
DPO	Disabled Persons' Organization
IASG	Inter-Agency Support Group for the UN CRPD
ILO	International Labour Organization/International Labour Office
ITU	International Telecommunication Union
HRBA	Human Rights-based Approach
MDGs	Millennium Development Goals
M&E	Monitoring and evaluation
NGO	Non-governmental organization
OHCHR	Office of the High Commissioner for Human Rights
ODPEM	Office of Disaster Preparedness and Emergency Management (Jamaica)
OP	Optional Protocol
RBM	Results-Based Management
UNCT	United Nations Country Team
UNDAF	United Nations Development Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WG	Working Group
WGPI	Working Group on Programming Issues

Executive Summary

UN Country teams can play a significant, influential role in supporting States to implement the UN Convention on the Rights of Persons with Disabilities, through the design and implementation of the UN Development Assistance Framework (UNDAF) and through the work of individual agencies in their areas of mandate.

This guidance note outlines four main areas for mainstreaming the rights of persons with disabilities:

- ❖ UN cooperation at country level;
- ❖ Country Analysis (preceding UNDAF development);
- ❖ Strategic Planning (development of the UNDAF and its results matrix);
- ❖ Monitoring and Evaluation (M&E).

The broad framework of UN cooperation at country level will be useful in order to:

- position disability rights in the UNDAF Roadmap thinking and process;
- map the national planning process, timelines, key actors, and their agendas, which can be influential in mainstreaming disability rights;
- lay out the steps and milestones for the UNCT's contribution to country analysis, UNDAF preparation, and M & E, where persons with disabilities should be included in a consultative process;
- decide how best to organize available resources and the work of the UNCT to mainstream the rights of persons with disabilities in the UNDAF process.

Country analysis will be instrumental in:

- positioning disability rights in the review of country analytic work;
- engaging with country partners to assess the UNCT's comparative advantages in promoting disability rights;
- reviewing the quality of country analytic work, in relation to the standards set in the Millennium Declaration and other internationally agreed development goals and treaty obligations, and its potential to include disability rights;
- including disability rights in a fully-fledged process to develop a Common Country Assessment (CCA), when the UNCT and partners decide that there are few existing high quality analysis and that planned exercises are not sufficiently analytical.

Strategic planning will make it possible to:

- highlight the disability dimensions of development problems, through the prioritization exercise, in order to determine if disability rights should become a priority and outcome in the UNDAF;
- indicate how capacity development needs for action on disability rights will be addressed, including data collection and analysis, assessment and planning;
- provide inputs on disability rights to the UNDAF preparation, including the draft UNDAF Results Matrix and M&E Framework;
- influence the preparation of agency programmes and projects, and their work planning.

UNDAF monitoring and evaluation offers opportunities to:

- track progress, through monitoring, towards the results agreed in the UNDAF, and help to make mid-term corrections;
- identify any new capacity development needs of partners in mainstreaming the rights of people with disabilities into national or sectoral plans and policies.
- take advantage of mainstreaming opportunities and move towards disability-inclusive programming, through the UNDAF annual review process.

By mainstreaming disability rights in their work at country level, UNCTs can respond to the request of people with disabilities themselves, who have been calling for a new approach to disability, grounded on the conviction that all persons should be equally valued: an approach focusing on the need to adapt society so as to enable (rather than disable) people with impairments.

1. Introduction and Purpose of the Guidance Note

Persons with disabilities make up an estimated 7 to 10 per cent of the world's population - between 469 and 670 million persons - 80% of whom live in developing countries. They frequently experience discrimination and face barriers to participation in all aspects of society – for example, in accessing education, employment, health care and transportation. Some persons with disabilities face multiple barriers to their participation, due to discrimination on the basis of other grounds, including race, colour, sex, language, religion, political or other opinion, national, ethnic, indigenous or social origin, property, birth and age¹. As a result, persons with disabilities are at a high risk of poverty, which in itself increases the likelihood of having a disability.

Given that persons with disabilities represent a significant portion of the world population, and are more likely to live in poverty than their non-disabled peers, their inclusion in all development activities is essential, if internationally agreed development goals, including the Millennium Development Goals (MDGs) are to be achieved in an equitable manner.

The Convention on the Rights of Persons with Disabilities (CRPD) and its Optional Protocol (OP)² provide the normative framework for Member States to address the rights of persons with disabilities and ensure that they are included in all development efforts. The Convention is a legally-binding international treaty that comprehensively clarifies the human rights of persons with disabilities as well as the corresponding obligations on States Parties. It has an explicit, socio-economic development dimension that recognizes the importance of development to the full realization of the rights in the CRPD, and the role of international cooperation in support of national efforts to implement the CRPD (article 32). Its principles and provisions need to be translated into the everyday planning and implementation processes of the United Nations Country Teams (UNCTs) that should help member states to implement their commitments.

Prior to the CRPD, several principles and policy guidelines on persons with disabilities had been adopted by the General Assembly of the United Nations. These include the World Programme of Action concerning Disabled Persons (1982) and the Standard Rules on the Equalization of Opportunities for Persons with Disabilities (1993)³. These tools continue in operation for countries that have not ratified the CRPD, although some of the concepts and recommendations which they contain are now superseded.

1.1 Purpose and Scope

This Guidance Note is intended to help UNCTs and country partners to better include or mainstream the rights of persons with disabilities in UN country programming, in implementing a [Human Rights-based Approach](#) (HRBA). It should thus be used in conjunction with the more generic [UNDAF Guidelines and UNDAF Technical Guidance for UNCTs](#) and be considered as a sub-set of these broader guidelines. It is also intended to support collective UNCT action and coordination at country level in support of member states, contribute to the coherence of UN work, and assist the UNDG members and individual agencies to provide more targeted support to UNCTs. Similarly, while it is aimed at UNCT work in the UNDAF framework, it is not intended to replace more specific agency guidelines and tools, which remain valid, and may respond better to specific agency mandates.⁴

The Guidance Note is structured according to the CCA/UNDAF timetable. It should be used flexibly, however, as some of the suggested entry points, actions, and tools for including consideration of the rights of persons with disabilities may be used in parallel or at different stages of the CCA. The Guidance Note has four appendices, providing further information:

Appendix 1: Persons with Disabilities and Development.

¹ Convention on the Rights of Persons with Disabilities, Preamble (p)

² See Appendix 4, Tools 9 and 10

³ See Appendix 2

⁴ See, for example, Children with Disabilities, Ending discrimination and Promoting Participation, Development and Inclusion, UNICEF Programme Guidance, April 2007.

Appendix 2: International standards and initiatives regarding persons with disabilities.

Appendix 3: Strategies for promoting the inclusion of persons with disabilities.

Appendix 4: Toolkit.

1.2 Why is this guidance note important for UNCTs?

UNCTs should include consideration of the rights of persons with disabilities in their programming at country level for two key reasons.

❖ To fulfil their mandate

Human rights are at the heart of the UN Charter and infuse every aspect of United Nations work. In the UN Common Understanding on the Human-Rights Based Approach adopted in 2003, the UN system has agreed that all development cooperation shall further the realization of human rights and that human rights standards and principles guide all development cooperation and programming.⁵ This agreement is operationalized in the CCA/UNDAF Guidelines through the recognition of this approach as one of the five key UNDAF programming principles. As a result, CCA/UNDAFs should focus on supporting rights-holders to claim their rights and on building the capacity of duty-bearers to respect, protect and fulfil human rights.⁶

With the adoption of the CRPD and its Optional Protocol, the issues faced by persons with disabilities are clearly recognized as human rights issues. Thus, they need to be reflected in UNDAF programming in application of the HRBA, and addressed in line with the CRPD.

❖ To achieve development goals

While the need to mainstream disability in development has been on the United Nations agenda for more than a quarter of a century, activities to address this have often taken place in a compartmentalized and limited manner, focusing, for example, on specific sectors, such as employment, health, rehabilitation and social welfare.⁷ With the entry into force of the CRPD, this should be seen as “an integral part of relevant strategies of sustainable development”.⁸

Sustainable, equitable progress in the agreed global development agenda cannot be achieved without the inclusion of persons with disabilities. If they are not included, progress in development will further their marginalization. The high numbers of persons with disabilities amongst the most marginalized groups may signify that the Millennium Development Goals (MDGs) will remain unmet unless persons with disabilities are included in efforts to achieve them.⁹ The goal of halving poverty (MDG 1), for example, cannot be met in line with the HRBA, if the exclusion of persons with disabilities is not tackled. Universal primary education (MDG 2) cannot be achieved unless the 25 million children with disabilities of school age who are out of school are included in primary education.¹⁰ On a similar basis, persons with disabilities must be taken into account when planning action to achieve each of the other goals: women and girls with disabilities experience double discrimination, due to gender and disability (MDG 3); when it comes to reducing child mortality (MDG 4), children with disabilities in poor developing countries often have little or no access to health care; and regarding improving maternal health (MDG 5), women with disabilities have less access to general information on sexual and reproductive health, to family planning and to prenatal, labour, delivery and post natal services.¹¹ (See Tool 7: Persons with disabilities and the MDGs).

⁵ For details on the five programming principles and other key cross-cutting issues, refer to Chapter II of Technical Guidance; for guidance on their practical application, see the [Guidance Note: Application of the Programming Principles to the UNDAF](#).

⁶ Update information on the CRPD, including ratification status, is available at: <http://www.un.org/disabilities/> and www.ohchr.org

⁷ See A/HRC/4/75

⁸ Convention, Preamble (g)

⁹ See Note by the Secretariat, Mainstreaming disability in the development agenda, E/CN.5/2008/6, para 5

¹⁰ <http://www.unesco.org/en/inclusive-education/children-with-disabilities/>

¹¹ UNFPA Sexual and Reproductive Health of Persons with Disabilities, http://www.unfpa.org/upload/lib_pub_file/741_filename_UNFPA_DisFact_web_sp-1.pdf

The inclusion of persons with disabilities in development programming also makes sense from an economic perspective. Excluding persons with disabilities from the world of work has costs for societies, in terms of their productive potential, the cost of disability benefits or pensions, where these exist, and the implications for their families. This exclusion may cost countries between 1 and 7 per cent of Gross Domestic Product¹². These costs to society can be minimized by dismantling barriers to participation of persons with disabilities, in education, skills development, enterprise development and employment, as well as poverty reduction and development programmes.

Overall, therefore, inclusion of persons with disabilities in development programming is the right thing for UNCTs do.

2. The UN Convention on the Rights of Persons with Disabilities

All the core international human rights treaties protect the human rights of persons with disabilities. It is the Convention on the Rights of Persons with Disabilities (CRPD), however, that defines with greater clarity and detail how human rights apply to persons with disabilities and sets out the obligations of States to promote their enjoyment of all human rights. The Convention is complemented by an Optional Protocol that establishes procedures that strengthen the implementation and monitoring of the Convention, namely the individual communication and the inquiry procedure.

The CRPD standards and principles should guide all aspects of UN programming. As a human rights treaty, it has normative authority and provides a framework for accountability, through which attention is paid to the responsibility of government in realizing the human rights of persons with disabilities. It clearly lays out obligations and procedures for engagement with human rights mechanisms, in particular the Committee on the Rights of Persons with Disabilities.

2.1 Key Features of the CRPD

Through its 50 articles, the Convention establishes a comprehensive framework to protect and promote the rights of persons with disabilities. Some aspects, in particular, stand out.

- The Convention represents a shift in approach to persons with disabilities at the international policy level. Rather than perceiving persons with disabilities as objects of charity, medical treatment and social protection, it recognizes them as “holders” of rights, able to claim these rights and to live their lives in dignity and autonomy as active members of society. Given the long history of marginalization and segregation of persons with disabilities, UN programmes should further national efforts to promote their inclusion, empowerment and enablement in every sphere of life, in consultation with persons with disabilities and their representative organizations.¹³ Rehabilitation, for instance, can maximize functioning. Inclusive education and training can improve participation.
- The Convention recognizes that persons with disabilities hold every civil, cultural, economic, political and social right, on an equal basis with others; forbids discrimination on the basis of disability, whether in laws, regulations, customs and practices; and requires States Parties to ensure the full realization of all human rights and fundamental freedoms for persons with disabilities by taking all appropriate measures. The CRPD is informed by an understanding of equality referred to as “substantive equality” or “equality of results”. To promote the equality of persons with disabilities in all areas of life and eliminate discrimination, States are required to: provide reasonable accommodation, which consists of the modifications or adjustments that are necessary and reasonable in a particular case to ensure that a person with a disability is able to exercise a certain right;¹⁴ and take the specific measures that are necessary to advance equality.¹⁵ These measures include positive action,

¹² Backup, S. The price of exclusion: the economic consequences of excluding people with disabilities from the world of work. ILO, Geneva 2009.

¹³ Note that representative organizations of persons with disabilities sometimes self-identify as “disabled persons’ organizations” and use the abbreviation “DPOs”.

¹⁴ CRPD, article 2 “Definitions”

¹⁵ CRPD, article 5 “Equality and Non-Discrimination”

preferential treatment or quota systems, for example, to advance the inclusion of persons with disabilities in areas such as education, the economy, politics and employment.

- The CRPD recognizes disability as an evolving concept that “results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others”.¹⁶ Furthermore, it does not provide a closed definition of persons with disabilities but clarifies that they include “those who have long terms physical, mental intellectual and sensory impairments which, in interaction with various barriers may hinder their full and effective participation in society with others”.¹⁷ This means that national definitions of disability should not only focus on the existence of an impairment resulting from a health situation, but should reflect the role of external barriers and focus on participation. Secondly, the openness of the definition implies that States may broaden the range of persons protected to include, for example, persons with short-term disabilities. Thus, UN programming should reflect a flexible approach to persons with disabilities, in recognition that the range of subjects it includes may vary in accordance with socio-economic contexts and cultural environments;
- The CRPD is informed by eight fundamental principles : respect for inherent dignity, individual autonomy and independence of persons; non-discrimination; full and effective participation and inclusion in society; respect for difference; equality of opportunity; accessibility; equality between men and women; and; respect for the evolving capacity of children with disabilities¹⁸. These principles must guide the interpretation and implementation of the Convention, and the UN must reflect them in all programmes across all sectors.
- The CRPD requires States Parties to incorporate disability-sensitive measures into mainstream service delivery, and to provide disability-specific services that are necessary to support the inclusion and participation of persons with disabilities.¹⁹ Article 24 of the CRPD, for example, requires States Parties to develop an inclusive education system at all levels, to provide for reasonable accommodation of the individual’s requirements and ensure that persons with disabilities are provided with “effective individualized support measures” to maximize their academic and social development. On similar grounds, access to justice by persons with disabilities, in line with article 13, requires the removal of barriers to their participation through the provision of procedural and age-appropriate accommodations. UN programmes that support national efforts for the inclusion of persons with disabilities should be informed by both approaches.
- The CRPD recognizes accessibility to the physical environment, to transportation, to information and communications, including information and communication technologies and systems, as essential to enabling persons with disabilities to live independently and fully participate in all aspects of life (article 9). This is an area where developing countries have often sought the support of international cooperation. UN programming could, for example, support States Parties by promoting the development and implementation of accessibility standards and guidelines, promoting the dissemination of accessible and assistive technologies, and supporting capacity building at national level through exchange and sharing of technical information.
- The CRPD sets out arrangements for its implementation and monitoring at both the national and international level. At international level, it foresees a [Committee on the Rights of Persons with Disabilities](#), with monitoring functions, that consists of independent experts. Furthermore, it establishes a [Conference of States Parties](#) to consider matters related to the implementation of the Convention. At national level, article 33 requires States Parties to establish or design national implementation and monitoring mechanisms. UN programmes could support national efforts in all these areas, as it has been the practice with other human rights conventions, such as for example the Convention on the Rights of the Child.

¹⁶ CRPD, preamble

¹⁷ CRPD Article 1

¹⁸ CRPD, article 3

¹⁹ This is also referred to as the “twin-track approach”

2.2 Option Protocol to the UN CRDP

An Optional Protocol (OP) is annexed to the Convention on the Rights of Persons with Disabilities. Only States Parties to the Convention can ratify the OP, which introduces two procedures to strengthen the implementation of the Convention.

1. The **individual communication** procedure permits individuals and groups of individuals (the petitioner) in a State Party to complain to the Committee on the Rights of Persons with Disabilities that the State has breached one of its obligations under the Convention. The complaint is known as "communication". For it to be examined, a communication must be considered to be admissible, in accordance with article 2 of the OP. In such cases, the Committee will examine the complaint's merit, also taking into account information provided by the State concerned, formulate its views and recommendations, if any, and share them with the State and the petitioner. The communication procedure takes place in writing.
2. If the Committee receives reliable information indicating grave or systematic violations of the Convention by a State, an **enquiry** can be opened. The Committee examines the information received, observations submitted by the State and other reliable information. If warranted and with the consent of the State, a country visit can also be conducted. The findings of the inquiry are transmitted to the State concerned, together with the Committee's comment and recommendations. After a six-month period during which the State may submit its own observations, the Committee can request the State to provide details of the measures taken to respond.

Both the communication and the inquiry procedures are confidential. However, information on the procedures undertaken is contained in the periodic reports of the Committee of the Rights of Persons with Disabilities to the General Assembly. Recourse to these two procedures is available only to States that have ratified the Optional Protocol.

3. Towards an UNDAF that includes persons with disabilities

On the basis of the four main steps identified in the [CCA/UNDAF Guidelines](#), this section describes specific entry points and actions for promoting the rights of persons with disabilities in the UNDAF. The steps are:

- a. Roadmap (3.1);
- b. Country Analysis (3.2);
- c. Strategic Planning (3.3);
- d. Monitoring and Evaluation (3.4).

For each step, the Guidance Note follows the following structure:

- a brief description of the specific UNDAF step;
- a description of relevant entry points and actions;
- a list of selected reference tools, examples and sources of information;
- a checklist of key questions.

3.1 Roadmap

❖ Purpose and expected results

The Roadmap involves work-planning that lays out the steps and milestones for the UNCT's contribution to the country analysis and the UNDAF preparation. As part of the Roadmap, the UNCT and national stakeholders agree on a consultative process, of their choice, for conducting the country analysis and for validating and reviewing the draft UNDAF.

❖ Entry points in developing the Roadmap

While this is not the main area for mainstreaming the rights of persons with disabilities, two entry points can be identified.

Entry point 1: Ensuring the participation of persons with disabilities and their representative organizations

Close consultation and involvement of persons with disabilities in any planning process that concerns them is a right recognized in the CRPD, as well as one of its key principles. Thus, it is important, early in the process, for UNCTs to facilitate the participation of men, women and youth with all types of disabilities – physical, mental, intellectual and sensory - and their representative organizations in the UNDAF process. This early involvement will facilitate better and more inclusive national participation during the implementation phase, and will enhance the effectiveness, impact and sustainability of UNDAF outcomes and outputs.²⁰ Active engagement of persons with disabilities is also a way to build on local expertise and support empowerment strategies.

Actions to enhance participation of persons with disabilities and their representative organizations

- Identify key actors, at both governmental and civil society level;
- Involve organizations that represent men, women and children with all types of disabilities, including groups representing people with a single impairment, advocacy groups as well as umbrella organizations and those in remote and rural areas, so as to ensure that consultations are representative;
- Facilitate the participation of persons with disabilities who may be marginalized in their own communities, such as women and children with disabilities, persons with mental or intellectual disabilities, persons with disabilities from ethnic minorities, refugees with disabilities;
- Provide the support, accommodation and capacity building that may be required to facilitate the participation of persons with all types of disabilities – physical, sensory, intellectual and mental- in consultation and decision-making processes;
- Promote the participation of representative organizations of persons with disabilities in wider civil society consultations;
- Choose venues for consultations that are accessible and easily reached and ensure that relevant information on the UNDAF process is made available to persons with disabilities, including in alternative formats and languages.

Entry point 2: Organizing the work of the UNCT on disability rights

Based on the country context, the UNCT and government coordinating body will decide how best to organize available resources to include consideration of the rights of persons with disabilities in the UNDAF process. Whatever the decision, UNCTs should aim to create environments that encourage participation of persons with disabilities.

Actions to organize the work of the UNCT on disability rights

Examples of possible activities include the following.

- The release by the Resident Coordinator of an official policy statement on the inclusion of persons with disabilities.
- Issuing periodic statements on progress on the occasion of relevant dates (International Day of Persons with Disabilities, Human Rights Day, International Women's Day, World Refugee Day, World Mental Health Day etc).
- Conduct a disability audit of existing UNDAF and UNCT agency official documents, to provide a baseline.

²⁰ *We the Peoples: Civil Society, the United Nations and Global Governance* (New York: UN, 2004), also available as UN Doc. A/58/817 (11 June 2004). Referred to as the Carduso Report

- Establishment of a Thematic Group on persons with disabilities, to help maintain the focus on their rights during all stages of CCA/UNDAF preparation, and influence national planning processes. If such a Thematic Group is established, it should work closely with civil society and the government coordinating body on disability rights.
- Explicit inclusion of questions concerning persons with disabilities in the terms of reference of other Working Groups (WG) - such as those on human rights, HIV/AIDS, environment or gender equality.
- Designation of a focal point in each WG, to ensure that disability rights remain on the agenda.
- Designation of a lead agency to support inter-agency strategic planning, policy and programmatic work on the rights of persons with disabilities, and the development of a joint action plan.
- Appointment, in each agency, of one or preferably two focal points on disability with the authority to bring about change, or with full support of senior staff who has this authority.
- Arranging disability awareness training and capacity building on disability rights for agency staff.
- Including information on persons with disabilities in all UNCT reporting, on the basis of the Monitoring and Evaluation plan that lays the basis for reporting and accountability.
- Periodic production of a specific report on the work of the UNCT in support of the inclusion of persons with disabilities.
- Over time, introduction of disability score cards (following the [UNCT Performance Indicators for Gender Equality model](#)) to monitor implementation.

When thinking about using thematic groups, UNCTs need firstly to determine how issues of disability rights can best be tackled: through the establishment of a thematic group on this topic, or by their integration into an existing group dealing with cross-cutting themes, or a combination of both. The most likely existing groups for the inclusion of disability issues are human rights thematic groups, which should work on the rights of persons with disabilities, as a highly marginalized group in most societies. In addition, gender equality thematic groups and groups on HIV/AIDS may also include a disability component. The country-level thematic groups should coordinate closely with the [Inter-Agency Group for the UN CRPD](#) and any regional thematic groups on disability rights to enhance their effectiveness.

When it comes to appointing focal points, it is important to avoid a situation where the focal points assume or are allocated responsibility for all activities relating to the rights of persons with disabilities. Adequate training should thus be provided, with an emphasis on facilitating others to include consideration of disability rights in their areas of work.

❖ **Tools, Examples and Sources of Information**

- ⇒ Carduso report: *We the Peoples: Civil Society, the United Nations and Global Governance* (New York: UN, 2004), also available as UN Doc. A/58/817 (11 June 2004).
- ⇒ WHO 2010. *Mental health and development: targeting people with mental health conditions as a vulnerable group*.
- ⇒ UNDP's internal on-line disability sensitization package can be tested at <http://www.undp.org/disability-course-demo/>
- ⇒ Illustrations of on how certain UNCTs have promoted the participation of persons with disabilities and DPOs in UN planning are provided in Boxes 3.1 and 3.2 below. Box 3.1 contains an example of consultation with civil society in Tanzania that included DPOs. Box 3.2 briefly summarizes findings on consultation with civil society and implications for consulting with DPOs.
- ⇒ The importance of disability sensitization for integrating disability rights into development planning is discussed in *Mainstreaming disability in the development agenda, Note by the Secretariat*, E/CN.5/2008/6.
- ⇒ [UNESCAP Promotion of Non-Handicapping Physical Environments for Disabled Persons: - Guidelines UN, New York 1995.](#)
- ⇒ Checklist of Accessibility considerations (Box 3.3).

⇒ The Zambia disability audit highlighted in Box 3.4 below shows how one UNCT initiated its work on disability rights. UNCTs might also consider using a methodology similar to the ILO Participatory Gender Audit, which is increasingly being used at country level.

Box 3.1: Ensuring participation - UNCT in Tanzania

In an effort to further engage civil society in the UN reform process, a workshop on the role of Civil Society Organizations (CSO) in the Delivering as One reform was held in Zanzibar in November 2008. The workshop was a follow-up to a similar event held on the mainland in July to create better understanding about UN reform and to strengthen the partnership between the UN and civil society. The workshop was attended by over 65 participants, representing various CSOs, among them faith-based, Human Rights, education, disability and gender organizations. The participants were given an opportunity to provide recommendations to the Joint Programme, which focuses on delivering capacity building support to Zanzibar, and were encouraged to become more involved in the future implementing phase of the programme.

Box 3.2: Findings on civil society participation in UNCT processes

A UNDP review of national civil society advisory committees to UNCTs found that thirteen advisory committees comprising representatives of civil society were set up by UNCTs between 2006 and 2008. The committees were established under terms of reference developed by individual Country Teams. Committee members were selected by participating UN agencies or chosen by civil society. They represented a wide civil society community and were prominent leaders and experts in their field of work. The results achieved by the advisory committees suggest that the concept of UN-civil society policy dialogue is still an unfamiliar one for most UNCTs, as well as for civil society at the country level. Given the predominance of contractual relationships, a number of UNCTs do not seem to fully understand how to interact with civil society in an advisory or dialogue forum.

Source: UNDP (2009) *National Civil Society Advisory Committees to UNCTs: Assessment Report*.

Box 3.3: Checklist of accessibility considerations

Consult closely with organizations of persons with disabilities to identify accessibility requirements. Whenever possible, consult directly with the person(s) participating in the activity to ensure that their particular requirements are met. The following general considerations should be taken into account, bearing in mind that they are not exhaustive and that accessibility requirements should be addressed, case by case.

1. Printed materials :

Ensure that materials are made available in the formats and languages that are required to ensure full participation - for example, documents in electronic format, Braille, large print, easy-to-read-and-understand formats.

2. Visual aids:

When using slide presentations, photographs, diagrams, maps, videotapes and other visual aids, ensure that information conveyed is communicated clearly, so that blind or visually impaired participants can follow, and in alternative formats - for example by providing text and descriptions of images displayed.

3. Verbal communications

In conducting face-to-face and telephone meetings or training sessions, ensure that adequate time is allocated, and that persons who are deaf, deaf-blind, and those with intellectual disabilities understand what is being said by others and can communicate their own ideas, through arranging for sign-language interpretation, real-time captioning or communications assistants.

4. Locations

In selecting venues for meetings, training sessions or other events, ensure that accessibility requirements are met.

- To ensure access by those using mobility devices, choose a venue which does not require going up stairs or through narrow passages, and which has rooms with sufficient space.
- Ensure that the venue has accessible toilets.
- Ensure that participants can reach the venue using cost-effective and accessible transport
- Arrange for the display of adequate signs in multiple formats and/or the availability of people to assist participants to reach the location.

Box 3.4: Thematic Group on disability in Zambia

In 2008, as a contribution to the mid-term review of the UNDAF, the Zambia UNCT undertook a disability audit of the UNDAF to determine how the rights of persons with disabilities were currently being promoted and to recommend ways in which this be enhanced. The audit involved a review of relevant documentation relating to the UNDAF and the work of individual agencies, consultations with these agencies, and a debriefing meeting with all agencies to present and discuss results to date and options for future action. One recommendation was to establish a theme group to take responsibility for mainstreaming of disability rights, whose task would be to identify activities directly targeting disability issues or with strong links to disability; areas within the UNDAF where disability issues might be mainstreamed; and potential areas for further joint programming and activities on disability from a rights-based perspective. Acting on this, the UNCT established a Disability Theme Group, with the aim of ensuring that disability issues are included in all the pillars of the UNDAF. While participatory gender audits are increasingly common, this was perhaps the first disability audit of an UNDAF.

Source: Gilbert, M. (2008) [Disability Audit of the Zambia UNDAF](#)

❖ Checklist

UN cooperation at country level: Roadmap	Yes	No
Have disability rights been positioned in the UNDAF Roadmap thinking and process?		
Has there been a mapping of the national planning process, timelines, key actors, and their agendas, which can be influential to the mainstreaming of disability rights?		
Have the steps and milestones been laid out for the UNCT's contribution to country analysis and UNDAF preparation, where persons with disabilities may be included in a consultative process?		

3.2 Country Analysis

❖ Purpose and expected results

The purpose of the UNCT's contribution to the national country analysis concerning persons with disabilities is to strengthen national analytical capacities in relation to this topic. In this way, it can contribute to the articulation of high quality development objectives and priorities that reflect the rights of persons with disabilities in the UNDAF and the national development plan.

A good country analysis should uncover and highlight development trends and disparities between persons with disabilities and other persons in the country. These trends and patterns and their underlying causes should be analysed in the light of human rights standards and principles. The capacity development that may be required at national level to address these problems should be highlighted.

❖ Entry points in conducting a Country Analysis

There are two complementary entry points for working on persons with disabilities during the UNCT's support to Country Analysis.

- Map the work of the UNCT and agencies on persons with disabilities and determine UNCT's comparative advantage.
- Support consideration of disability rights in national level analysis.

Under any of the options for country analysis, it is strongly recommended to work with partners to develop or strengthen the indicator framework within the overall national development framework. UNCT efforts build on what already exists in the country to help establish baselines, identify trends and data gaps, and highlight constraints in country statistical systems. Particular attention is paid to disaggregation of data (by sex and other key socio-economic variables) and to any research that reflects the situation and views of people who experience discrimination.

Entry point 1: Map UNCT and agencies work on persons with disabilities and determine UNCT's comparative advantage

The experience of UN agencies and the comparative advantage of the UNCT on issues concerning the rights of persons with disabilities represent important resources for strengthening country analysis. A mapping exercise should be carried out in sufficient time to inform strategic planning. Various methodologies can be used, including an assessment of UNCT's Strengths and Weaknesses, and the Opportunities and Threats in the country (SWOT analysis). Comparative advantage is interpreted to mean a realistic assessment of expertise of the UN system as a whole in the country, and its value-added in contributing to the achievement of national and international development goals, as part of a HRBA, rather than of the expertise of individual agencies. Examples of UN comparative advantage are its neutrality, legitimacy, multi-sectoral human resources, and strong presence in post conflict countries.

Based on an internal review of UNDAFs conducted by DESA in 2009, almost two thirds of current work on UNCTs on disability rights, involves improving access to employment, education or other services, while a further ten per cent each involves advocacy, attitude change, national planning and policy development. UNCTs appear to be carrying out limited work in capacity development, data gathering, improving access of persons with disabilities to the physical environment and to information.

Actions to map UNCT and agency work

- Prepare an overview of all normative and operational work carried out by agencies at the country level.
- Identify expertise at country level and within the wider UN system that could become relevant in the particular or emerging country context, with regard to various areas of intervention that have been prioritized in the national development plan.
- Assess the UNCT's capacity to provide support to government, civil society organizations, national human rights institutions and other counterparts on issues relating to disability rights, including its capacity to provide impartial policy advice, gather statistics on persons with disabilities, and provide training and/or assist in the development of national and sectoral action plans.
- Where gaps in expertise are identified, take steps to build capacity, particularly among focal points.
- If the UNDAF is already being implemented, undertake a disability review or "audit" (a term more commonly used in gender issues).

Entry point 2: Promote inclusion of disability rights in national level analysis

Country analysis informs the strategic planning phase of the UNDAF. It is therefore important to work with national partners, including social partners and civil society, to highlight areas where UNCT support can bring added depth and quality of analysis on issues concerning disability rights. This should include human rights treaties and instruments as well as relevant conference resolutions, programmes of action and other UN documents (See Appendix 2).

UNCTs can contribute to country analysis by:

- (i) infusing disability rights into government-led analytical work;
- (ii) undertaking complementary UN-supported analytical work, with a focus on filling gaps in the existing analysis;
- (iii) undertaking a full Common Country Assessment (CCA) that reflects issues concerning the rights of persons with disabilities.

Whatever option is adopted in mapping and analysing the country situation concerning persons with disabilities, the approach taken should go beyond disability specific provisions and also examine general provisions in laws, policies, programmes and services. The same applies when it comes to statistical data.

Actions to map the country situation

The following steps should be taken, whether the analysis is undertaken by the government with UNCT support, or the UNCT in the framework of a CCA.

- Review the quality of information available on the main development and human rights challenges faced by persons with disabilities in the country in realizing their civil, cultural, economic, political and social rights, highlighting any differences in experience depending on other factors such as gender, age, the level of support required, place of residence, and the extent to which people are affected due to discrimination on multiple grounds.
- Assess the quality of existing statistical data on persons with disabilities, to determine if they are reliable, comprehensive, and appropriately disaggregated, by sex, age, geographic area, ethnicity, disability type, refugee status and other criteria, and whether they come from a variety of sources, including the Committee on the Rights of Persons with Disabilities, regional and national human rights mechanisms, and other reliable sources.
- Assess national capacity to compile and analyze such data, and identify knowledge and data gaps for consideration in allocating further programme support, so as to ensure better data during the forthcoming programme cycle.
- Identify disparities that suggest unequal treatment of or discrimination against persons with disabilities, and identify trends in data on persons with disabilities who may have been overlooked.
- Compile a country report on laws and policies, looking at both disability-specific and general provisions, reviewing these for compliance with the CRPD, and assessing their implementation through programmes, services and projects.
- Undertake an objective review of the national development framework as it relates to persons with disabilities.
- Assess the situation from a human rights and gender perspective, on the basis of the information gathered, to determine the main problems and challenges faced. This assessment should include a review of trends in development indicators and an examination of the commitments of the State to respect, protect and fulfill human rights. The HRBA adds value to the assessment by relating the situation to the human rights obligations in the international instruments ratified by each country, including the CRPD. This data-driven assessment will help to identify patterns of discrimination and inequality, and describe the situation of groups excluded, including people with disabilities, and made vulnerable due to the denial of their rights.
- Analyze selected problems and challenges to identify root causes, bearing in mind that the quality of the CCA depends on the depth and quality of this analysis. A causality analysis should be guided by human rights principles and standards. It is important to understand the problems and their causes as human rights not yet fulfilled for people with disabilities. The analysis should organize the main data, trends and findings into relationships of cause and effect. It should identify how the problem affects people, and its underlying and root causes. Immediate causes determine the current status of the problem; underlying causes are the consequence of policies, laws and availability of resources; while root causes concern attitudes and behaviour at different levels, including those of the family, communities, and governments (See Appendix 4. Tool 1).
- Identify the institutional framework established to promote, protect and monitor the rights of persons with disabilities. Possible arrangements include the appointment of a Disability Commissioner or an Ombudsman or assigning the national human rights institution authority to examine the situation of persons with disabilities. Further questions include whether national human rights institutions and Courts may receive complaints from persons with disabilities alleging breach of rights, whether persons with disabilities use these mechanisms, whether these are decisions respected, and how many complaints are received annually.
- Identify rights holders and duty bearers in relation to persons with disabilities and assess their capacity to promote the full realization of disability rights. A HRBA recognizes people - in this case people with disabilities - as rights-holders (also referred to as claim-holders or subjects of rights) and as key

actors in their own development. They are not passive recipients of benefits. At the same time, it recognizes the corresponding human rights obligations of the duty-bearers, including both state and non-state actors, to respect, protect and fulfill the human rights of persons with disabilities. Thus, it is important to link the results of the analysis of the extent to which people with disabilities are enjoying their rights, to the obligations of States outlined in the specific provisions of the CRPD. The role analysis helps examine the relationship between rights-holders and duty-bearers. Once all the relevant actors have been identified, the next step is to assess the capacity gaps of rights-holders and duty bearers in terms of skills, resources, responsibility, motivation and authority.

- If research and surveys are carried out as part of developing the UNDAF, ensure they include questions on persons with disabilities, and where required, that questionnaires are available in accessible formats.

Option 1. Infusing disability rights into government-led analysis

Under this option, the main challenge for the UNCT is to ensure that government-led analytical work includes adequate attention to disability rights, whether it is the convenor of working groups or consultations on disability rights, or an active participant in already-established processes. Building on the analysis carried out in mapping the country situation, the following steps should be taken.

- Share relevant information on the CRPD with government authorities.
- Support partners to conduct more detailed causality analysis of identified problems so as to identify the root causes that contribute to the exclusion and the violation of the human rights of persons with disabilities - for example, sectoral approaches that have focused on the impairments rather than on the rights of persons with disabilities.
- Encourage a comprehensive review of the situation of persons with disabilities, against the background of the CRPD, including an examination of the situation in relation to economic, social and cultural rights (education, employment, health, cultural participation etc) and also in relation to civil and political rights (guarantees of legal capacity, freedom from deprivation of liberty, political participation etc).
- Assist partners to undertake a role analysis to identify rights holders and duty bearers with respect to the identified problems.
- Help partners to undertake a capacity gap analysis for rights holders and duty bearers and integrate this into the national development process or help to interpret the results of capacity assessments to inform the national development framework and UNDAF.
- Encourage partners to further examine the risks faced by persons with disabilities, including those associated with natural disasters and humanitarian emergencies and those faced, in particular, by women and girls with disabilities.
- Advocate priorities in the national development framework that reflect the country analysis on the rights of persons with disabilities.

Option 2. Undertaking complementary UN-supported analytical work

If there are notable gaps in country analysis, the UNCT can use its analytical resources to fill these gaps. The complementary research agenda will arise from the mapping of the country situation and some may already be covered by studies and evaluations planned in the M&E calendar for years 4 and 5 of the current cycle.

Building on the mapping exercise, the following specific activities may be included.

- Conduct targeted surveys and studies on persons with disabilities to generate additional data, disaggregated by sex, age, geographic area, ethnicity, refugee status and disability type, as well as other relevant criteria.
- Encourage and advise on the inclusion of questions on persons with disabilities in government reviews and surveys, such as surveys on poverty.

- Convene and facilitate national or sub-national consultations with a wide range of stakeholders, to analyze trends on issues concerning the rights of persons with disabilities and identify obstacles and disparities relating to persons with disabilities who may have been overlooked.
- Support more detailed studies about the risks for persons with disabilities, associated with natural disasters and humanitarian crises, to gauge the readiness of state and non-state actors to respond;
- Highlight the results of these activities, in formulating priorities on the rights of persons with disabilities for the national development framework and UNDAF.
- Provide formal training and support to UNCT focal points and partners on conducting causal analysis, role analysis and capacity gap analysis with particular consideration of disability rights.

Option 3 Undertaking a disability-inclusive CCA

Where the UNCT and partners decide that there are few high quality documents and that planned exercises are not sufficiently analytical, a fully-fledged process to develop a Common Country Assessment (CCA) may be needed.

In addition to the steps listed in Section 3.2, entry point 1 above, the following steps will be involved.

- Develop a framework of indicators to establish a baseline and identify trends, data gaps, and also constraints in the capacity of national statistical systems.
- Analyze selected challenges related to the rights of persons with disabilities to help the UNCT and national partners to identify particular problems or challenges for deeper analysis.
- Identify priority development problems and their common root causes. On the basis of the previous analysis, the UNCT and partners can identify a limited number of priority problems on disability rights, where programme cooperation can produce the greatest results. Prioritization should be guided by a consideration of where the UNCT can bring its comparative advantages to make the biggest difference.

❖ Tools, examples and sources of information

- ⇒ For more details on this option, see Appendix 4, Tool 1: *A disability-sensitive and -inclusive CCA process*
- ⇒ For detailed guidance on a SWOT analysis, refer to [Chapter III of UNDAF Technical Guidance](#).
- ⇒ A checklist to check the quality of the country analysis and to assess whether the analytical options chosen are disability-sensitive and address the human rights of persons with disabilities can be found in [Chapter III of the UNDAF Technical Guidance](#).
- ⇒ OHCHR (2009a). Thematic Study on enhancing awareness and understanding of the Convention on the Rights of Persons with Disabilities (A/HRC/10/48).
- ⇒ ILO 2007. *The employment situation of persons with disabilities. Towards better statistical information*.
- ⇒ The work of the Washington Group on Disability Statistics is outlined in Table 3.5.
- ⇒ An example of a comprehensive view of laws and policies carried out by the OHCHR in Uganda is contained in Table 3.6 below.
- ⇒ An approach used to include questions on persons with disabilities in a national survey in Montenegro is provided in Table 3.7.
- ⇒ Box 3.8 outlines how the UNCT in the Russian Federation supported a survey on persons with disabilities in the education and employment sectors.
- ⇒ Box 3.9 below provides examples of analytical work supported by UNFPA, UNICEF and the ILO.
- ⇒ Box 3.10 below provides an example of questions that may arise for the UNCT in relation to educational opportunities for children with disabilities and access to healthcare for women with disabilities.

Table 3.5 Asking the right questions

In 2001, the Washington Group on Disability Statistics was set up by the United Nations Statistical Commission to address the problem posed by the lack of comprehensive, reliable statistical information on the situation of persons with disabilities. It aims to coordinate international cooperation in the area of health statistics through the development of disability measures suitable for censuses and national surveys, to inform policy on equalization of opportunities. The Group has developed a short and an extended set of survey questions, to be used in population surveys or as supplements to specialty surveys. The WHO International Classification of Functioning, Disability and Health forms the basic framework for these sets.

The short set includes the following core questions, with answers listed as No - no difficulty; Yes – some difficulty; Yes – a lot of difficulty; and Cannot do at all, in each case.

1. Do you have difficulty seeing, even if wearing glasses?
2. Do you have difficulty hearing, even if using a hearing aid?
3. Do you have difficulty walking or climbing steps?
4. Do you have difficulty remembering or concentrating?

Additional questions which may be asked are:

5. Do you have difficulty (with self-care such as) washing all over or dressing?
6. Using your usual (customary) language, do you have difficulty communicating, for example understanding others or others understanding you?

Standardized pre-testing of the short set was completed in 17 countries, primarily in Africa, Asia and South America, and many countries have agreed to include these in forthcoming censuses. Testing of the extended set of questions has been carried out in six Asian countries: Cambodia, Kazakhstan, Maldives, Mongolia, Sri Lanka and Philippines.

<http://unstats.un.org/unsd/methods/citygroup/washington.htm>

Table 3.6 Disability review of laws and policies

In Uganda, OHCHR conducted a review of the national legislative framework for compliance with the CRPD. The review went beyond disability-specific legislation to include general criminal and civil laws such as laws regulating accessibility, elections, immigration and citizenship, administration of justice, detention and prisons, insurance, education, employment, health, mental health and compulsory assessment and treatment, guardianship and legal personality, welfare and pensions regulations.

Box 3.7: Integrating questions on disability into a national level survey – case of Montenegro

The 2009 Montenegro Human Development Report included a survey of 2,000 households representing all regions of the country to obtain data on social exclusion, poverty, and quality of life. The sampling plan included “booster” samples – a focus on a specific social groups – including persons with disabilities in receipt of a personal disability benefit and other disability-related benefits. The use of a booster sample made it possible to obtain information on a larger population of persons with disabilities than would be available from analysis of the main sample, which contains them only in proportion to their representation in the total population. Using booster samples can be a cost-effective way of improving data on persons with disabilities, although care should be taken to ensure that persons with disabilities in all types of situations are included, as many are not in receipt of benefits, acknowledged, or registered. Source: UNDP (2009) *National Human Development Report 2009. Montenegro: Society for All*. Podgorica: UNDP

Box 3.8: Tracking disability data in the Russian Federation

In 2009, the UNCT in the Russian Federation supported the government in the publication of *Russia: on the path to equal opportunities, a survey of the situation of persons with disabilities*. The publication reviews international data and focuses on education and employment sectors in Russia. It concludes that one in eleven Russians have some form of disability and recommends that Russia should focus more on inclusive education and proper conditions should be put in place, in both the open and sheltered labour markets to ensure the employment of disabled persons. Priority should be focused on expanding employment in the open labour market.

Source: <http://europeandcis.undp.org/home/show/CE3BA736-F203-1EE9-BE3061336FDD3697>

Box 3.10 Unfulfilled rights

Children with disabilities not attending school

It is frequently found that children with disabilities do not attend school. In the HRBA approach, the primary responsibility to respect, protect and fulfil the right of children to education lies with the State. A series of duty-bearers can be identified, with various responsibilities, at central and local level. At central level, key duty-bearers include governmental ministries and parliament, with responsibilities mainly related to policy development. Authorities at local level, on the other hand, will have responsibilities connected to implementation of policies. Implementation of the right to education may also result, for programmatic reasons, in the identification of other duty bearers beside the State, such as parents or a non-governmental organization (NGO) delivering services.

Questions that will arise include whether the State and its authorities are ensuring that children with disabilities, rights-holders in this case, are protected against discrimination in the school system?; what cultural values and practices need to be addressed to protect persons with disabilities from being excluded from work opportunities due to lack of educational opportunities?; and where will capacity building activities produce the greatest results and impact?

Women with disabilities have limited access to health care

Women and girls with disabilities frequently do not have access to adequate health care, including sexual and reproductive rights and are less likely to have access to family planning services. Should they become pregnant, they are also less likely than their non-disabled peers to have access to prenatal, labour and delivery and post-natal services. Physical, attitudinal and information barriers frequently exist.

In this case, medical and para-medical personnel and health centre boards are duty-bearers, along with local authorities, ministries of health, parliamentarians and other elected leaders.

These duty bearers, in particular medical and para-medical personnel and health centre boards, may not be able to fulfil their obligations and responsibilities due to their own lack of capacity. The question also arises in this case as to where capacity building will produce the greatest results and impact.

❖ Checklist

Country Analysis	Yes	No
Has it been possible to map the UNCT's comparative advantages on promoting disability rights?		
Have disability rights been positioned in government-led analysis and UN-supported analytical work?		
If not, have disability rights been integrated into a fully-fledged process to develop a CCA?		
Has a review of the quality of country analytic work been undertaken to assess its potential include disability rights, in relation to the standards set down in the CRPD, the Millennium Declaration and other internationally agreed development goals and treaty obligations?		

3.3 Strategic Planning

❖ Purpose and expected results

Based on the country analysis findings, disability rights should be reflected in the UNDAF and its Results Matrix, which offer very significant opportunities to place the rights of persons with disabilities and their contribution to national development at the centre of policy and planning work. It is also important to ensure that programmes implemented or supported by the UNCT do not directly or indirectly discriminate against persons with disabilities, in particular by creating new barriers.

❖ Entry points in Strategic Planning

There are three entry points for UNCTs in Strategic Planning:

- Participate in, and influence the prioritization exercise for the UNDAF;
- Provide inputs regarding persons with disabilities to the UNDAF preparation, including the draft UNDAF Results Matrix;
- Support agencies' programme and project preparation.

Entry point 1: Participate in, and influence the prioritization exercise for the UNDAF

Where the results from UNCT-supported country analysis reveal important disability-development linkages, and show a comparative advantage of the UN system in this area, it is critical that these are included and addressed during the prioritization exercise. In preparation for the prioritization exercise, account should be taken of the points recommended in Sections 3.1 and 3.2 above. Government duties in relation to the CRPD should be underscored. Disability dimensions of development in the country identified through relevant reports should be highlighted, and the implications of these for the achievement of national priorities and the MDGs spelled out. UNCT members who can speak to the importance of disability-inclusive development cooperation, and who are aware of existing UN expertise and capacity in this area should be involved in the process, along with key country partners. In identifying how issues regarding the rights of persons with disabilities might be included in the UNDAF outcomes and outputs, consideration should be given to developing a joint programme on disability rights, linked to the HRBA, and to including reference to these rights in other outcomes, as well as to adopting a specific UNDAF outcome on disability rights. This will provide an opportunity to ensure that actions associated with these other outcomes do not lead to the reinforcement or creation of barriers to the participation of persons with disabilities.

Entry point 2: Provide inputs regarding disability rights in the UNDAF preparation

Despite the best of intentions, it is possible that disability-development linkages may not be communicated clearly enough during the prioritization exercise. The process of preparing the UNDAF offers the opportunity to engage further within the UNCT and with country partners to aim at disability-inclusive development, and ensure that programming responds to the rights of persons with disabilities. Following the prioritization exercise, working to integrate disability rights into the Results Matrix makes it possible to influence the priorities chosen by the UNCT. A meeting of concerned programme staff and implementing partners can assist in providing the UNCT with arguments and tools to secure government commitment to criteria for prioritizing actions and understanding vulnerability within agency specific mandates.

Developing a disability-inclusive Results Matrix

The UNDAF comprises a narrative and a Results Matrix, which form the core of the document and should be the main focus in terms of mainstreaming disability rights. The narrative should describe the contributions that the UNCT is planning to make to promote social inclusion and the human rights of persons with disabilities. Given the importance of disability rights to the UN's mandate, the achievement of the MDGs and the focus of the UNCT on vulnerable groups, it is the responsibility of the UNCT to proactively include disability programming. If this is not included in the UNDAF, the document should explain why – for example, due to limited UNCT capacity and/or lack of comparative advantage. If this is the case, the UNCT should develop a plan of action to increase its own capacity. An UNDAF action plan, “one plan” or a similar common operational plan may also be prepared. These will guide the development of more detailed agency programmes and projects. Inter-agency groups should work with country partners to prepare the draft Results Matrix and Monitoring and Evaluation framework for each UNDAF outcome.

During the preparation of the Matrix, it is important to:

- flag potential opportunities or constraints on disability rights in the UNDAF narrative;
- suggest, change or improve outcomes or outputs in the Results Matrix, either by including disability rights in general outcomes or outputs or by including disability-specific outcomes or outputs, or a combination of both;
- stimulate additional dialogue with country partners, and better align UNDAF expected results with the country's commitments to promoting disability rights;
- indicate the need for more detailed screening regarding disability rights during agency programme and project preparation, including an emphasis on avoiding the reinforcement or creation of barriers to the participation of persons with disabilities ;
- identify areas where action on disability will be important for the UNDAF success.

As mentioned earlier, the UNDAF may or may not have an outcome related to disability. UNDAF outcomes for other sectors or themes may or may not address disability-related factors or include disability rights. To date, most references to disability rights in UNDAFs have been by including persons with disabilities in a list of “vulnerable” groups, or as an “add-on” (see examples from selected UNDAFs in Box 3.11 below). Whatever the situation, it is not too late to consider outputs on disability rights that will contribute to the achievement of UNDAF outcomes, or to examine the implications of the planned UNDAF strategy and expected results, on disability rights. As also mentioned earlier, it is particularly important to ensure that the achievement of UNDAF outcomes will not contribute to reinforcing or creating barriers to participation.

Whether or not there is a specific outcome on disability, it would be useful to mainstream disability rights more fully into UNDAF outcomes. References to persons with disabilities in the narrative and results framework should be strategic, focusing on the highest priority areas and populations. A central focus should be on capacity development of rights-holders and duty bearers.

Developing the M&E Framework

Monitoring and evaluation are dealt with in greater detail in Section 3.4 below. The preparation of the monitoring and evaluation framework (M&E) framework is part of Strategic Planning, however, and should not be considered as an “after thought”. It is important to ensure that Results-Based Management (RBM) concepts are used during the Results Matrix preparation, to ensure future outcomes can be evaluated.

The development of the M&E framework provides an opportunity to ensure the systematic tracking of the UNCT’s contributions to capacity development and programming regarding disability rights. This is the time to return to the CCA or its equivalent and review the available databases on persons with disabilities, to see how these can be used to track results. Even where UNDAF results statements do not reflect disability rights, it is still possible to include these in baselines and indicators (see example of Tanzania UNDAF, Box 3.12).

To ensure that the framework is disability-inclusive, it is important to:

- strengthen the M&E Framework regarding disability rights, through RBM principles;
- change, improve and fine-tune indicators, including disability-specific indicators and ensuring that general indicators are disaggregated by disability;
- strengthen country capacity to integrate disability indicators into sectoral policies and plans, and monitor and report on international commitments and CRPD reporting obligations on disability rights;
- make sure that baselines and targets concerning persons with disabilities are defined with the greatest attention possible, and data identified, together with the exact sources;
- strengthen national capacity for targeted and disaggregated data-gathering activities, and to integrate disability indicators, baselines and targets into sectoral plans, conduct monitoring and reporting, and use results for sectoral and regional planning.

Entry point 3: Support agencies’ programme and project preparation

Following the approval of the UNDAF, and based on the results for which they are accountable, agencies prepare their detailed programmes and projects of cooperation. Some agencies prepare a Country Programme Action Plan (CPAP), while others prepare programming documents. This provides another opportunity to be disability-inclusive, particularly where the preliminary review of UNDAF results identified opportunities to mainstream the rights of people with disabilities or to work towards the achievement of specific UNDAF outcomes or outputs on disability rights in concrete programmes, services, projects or activities. This process is central in terms of translating broad objectives into action through programmes, projects and other initiatives.

The UNCT can support the preparation of disability-inclusive programmes and projects by:

- identifying opportunities for mainstreaming the rights of persons with disabilities in programmes, services and projects, in compliance with the principles and provisions of the CRPD, including through the development of a joint programme on disability rights;
- screening existing agency programmes, services and projects to make their outcomes more disability-sensitive, and to shape programmes, services and projects that may deal directly with disability;
- arranging capacity-building for agency staff relating to the rights of persons with disabilities;
- undertaking an analysis of challenges and opportunities, including in national and local laws, regulations, and customs, and encouraging partners' engagement throughout the process.
- including disability issues in the Annual Work Plan, and determining how the agencies will engage with relevant stakeholders and with people with disabilities themselves.

❖ **Tools, examples and sources of information**

- ⇒ For details of guidance on strategic priority setting for UNCTs, SMART results, risks and assumptions, outcome and output definitions, criteria for determining areas of UNCT support and complementary guidance on selection of indicators, refer to Chapter IV of [UNDAF Technical Guidance](#).
- ⇒ For examples of indicators, see Appendix 4, Tool 6.
- ⇒ See also [Guidance on joint programmes](#) and [joint programming in general](#) and the [UNDG Position Statement on Capacity Development](#).
- ⇒ For a discussion of Results-Based Management, see *Results-Based Management in UNDAFs, Issues Note: October 2007*, undg Working Group on Programming Policies (WGPI) – Task Team 1. See also: *Results Based Management at country level: Systemic issues that prevent good UNDAF results and the use of UNDAF results information*, Paper presented to the WGPI, Alexander MacKenzie, Consultant, 20 March 2008.
- ⇒ The Tanzania UNDAF 2007-2010, highlighted in Box 3.12, demonstrates how the narrative can lead to formulation of country programme outcomes and indicators. Having identified the problem – exclusion of children with disabilities from school – it sets up a measure to track change.
- ⇒ The Armenia UNDAF 2010-2015 includes detailed information on disability rights in the narrative (Box 3.13). The narrative includes reference to the CRPD, as well as ways in which persons with disability are excluded.
- ⇒ The Jamaica UNDAF 2007-2011 (Table 3.14) mainstreams disability throughout the Results Matrix across four UNDAF outcomes of: education; health; justice, peace and security; and environment and poverty. It also includes one outcome on capacity development. While the UNDAF outcome, country programme outcomes and outputs do not include reference to persons with disabilities, the indicators are specific about tracking disability issues, and data will be collected on persons with disabilities.
- ⇒ An example of joint-programming by the UNCT in Egypt is provided in Table 3.15 below.

Box 3.11: Examples of outputs in UNDAFs

Strengthened human rights institutions to respond to the rights of vulnerable groups including youth, children, women, people living with HIV and AIDS, refugees and disabled (persons).

Policies for the protection of orphans and other vulnerable children, including disabled (persons) and minorities, are elaborated by 2008. These include children in difficult circumstances, women, pregnant teenagers, adolescent girls, people living with disabilities, school dropouts and vulnerable unemployed people.

Box 3.12: Disability issues reflected in the UNDAF narrative and results framework: Tanzania

Narrative: There is a marked difference in years of schooling between disabled and non-disabled children. At the age of 17, children with disabilities have missed 4 years of primary education compared to 1.7 years among children without disabilities.

Country Programme Outcome: Increased and equitable access to quality formal and non-formal education.

Indicator: Proportion of children with disability attending primary school.

Box 3.13: Narrative on disability issues in the Armenia UNDAF 2010-2015

Narrative on Government's commitment to inclusive education is particularly significant given that Armenia signed the Convention on the Rights of Persons with Disabilities and its Optional Protocol on 30 March 2007 and as a consequence, making education accessible with provision of the equal opportunities to all learners (including Persons with Disabilities) should be included into the national strategy.

Several vulnerable groups including the poor, disabled and refugees are being hardest hit by the gaps in economic and human development, and may continue to be hardest hit by the impact of the global economic crisis. Despite legal provision guaranteeing the social protection and additional warranties for people who have disabilities, in practice this does not take place and they constitute one of the most vulnerable group in terms of access to education, health, and protection, as well as facing difficulties in finding jobs due to inability to compete equally in the labour market (92% of people with disabilities are unemployed).

Table 3.14: Reflection of disability issues in the 2007-2011 Jamaica UNDAF

UNDAF Outcome 3:

By 2011 national capacity to ensure equity and equality strengthened, and the population of targeted vulnerable communities enabled to reduce poverty, improve their livelihoods and better manage hazards and the environment

Country Programme Outcomes	Country Programme Outputs	Indicators	Source of Verification
National capacity enhanced to reduce the risk of natural and human made hazards	Targeted communities and vulnerable groups practicing disaster risk reduction measures and emergency management	# of shelters that make provision for persons with disabilities # of emergency response plans that take into consideration the needs of persons living with disabilities	ODPEM/UNIFEM reports

Box 3.15: Developing a joint programme on disability – the case of Egypt

The Egypt UNCT has developed a joint Integrated Programme to Promote the Rights of Persons with Disabilities, which runs from 2009 to 2013, with a budget of US\$1.15 million. The Ministry of Social Solidarity, UNDP (Lead Agency), UNICEF, ILO, and WHO are joint partners. The aim of the proposed joint programme is to help Egypt fully realize the rights of persons with disabilities, in the light of the CRPD. The joint programme has four outcomes, clearly linked to the one of the UNDAF outcomes, and which follow directly from the CRPD:

- Support the capacities of law-makers (duty-bearers) to incorporate the CRPD into the Egyptian legal framework. The Joint Programme will facilitate the establishment of a Working Group of law makers, including Members of Parliament, and officers from relevant government departments, to build a dialogue aimed at translating the CRPD into the Egyptian legal framework, with a focus on the Disability Act under development.
- Support the Government of Egypt in the formulation of a National Disability Action Plan that will serve as an overarching policy statement setting the national view, direction and priorities to tackle the needs of persons with disabilities and their careers. The Action Plan is intended to adopt an implementation – oriented approach and be the product of a process of consultation with all relevant stakeholders.
- Implement a pilot project targeting persons with disabilities (rights-holders) at the community level, through a selected NGO, or a group of NGOs.
- Promote awareness on the rights of persons with disabilities among media, and at the community level. An awareness raising workshop will be organized for media professionals to promote change in the media sector to improve its portrayal of disabled people, and encourage media coverage of disability issues. A communication strategy raising awareness at the community level will also be developed.

The Joint Programme document includes:

- A detailed situation analysis pointing out the importance of the poverty-disability nexus to poverty reduction and achieving the MDGs, and noting the lack of data.
- The move to a rights-based approach to disability, and an explanation of the ways in which persons with disabilities are subject to marginalization and discrimination.
- Lessons learned from past programming on persons with disabilities.
- A clear results table setting out outcomes, outputs and responsibilities of the different partners.
- A programme monitoring framework, including indicators to be tracked and base-line studies to be anticipated.

The coordination mechanism of the Joint Programme consists of:

- A Programme Management Committee (officials from UN agencies and national partner, NGOs to be invited on ad hoc basis), and
- A National Steering Committee chaired by the Minister of Social Solidarity.

For the project document, which could be used as a template for other Joint Programmes, see:

http://www.undp.org.eg/Portals/0/Project%20Docs/Gov_Pro%20Doc_Disabilities%20JP.pdf

❖ Checklist

Strategic Planning	Yes	No
Have the disability dimensions of development problems been highlighted through the prioritization exercise, in order to determine if disability rights should become a priority and outcome in the UNDAF?		
Have UNDAF priorities, outcomes and Results Matrix been screened to identify risks of reinforcement or creation of barriers to the participation of persons with disabilities, and have related mitigating measures been proposed?		
How capacity development needs for action on disability rights will be addressed, including data collection and analysis, assessment and planning?		
Have inputs on disability rights been provided to the UNDAF preparation, including the draft UNDAF Results Matrix and M&E Framework?		
Has the preparation of agency programmes and projects, and their work planning been influenced?		

3.4 Monitoring & Evaluation of UNDAF Implementation

❖ Purpose and expected results

On the basis of disability-inclusive strategic planning and the reflection of the rights of persons with disabilities in the UNDAF, its Results Matrix, and its M&E Framework, the UNDAF implementation can be monitored and evaluated, taking disability rights into account. M&E provide additional opportunities to place the rights of persons with disabilities, and their contribution to national development, at the centre of the UN system work in a country.

❖ Entry points in Monitoring and Evaluation

The identification of the UN comparative advantage in M&E and its specific contribution to these in national development, policy and planning work, offers three entry points to enhance the rights of persons with disabilities in UN work.

- Support to UNDAF Monitoring
- Support to UNDAF Evaluation
- Support to agencies' Monitoring & Evaluation

UNDAF Monitoring and UNDAF Evaluation are linked but distinct processes. In line with the principles of Managing for Development Results, UNCTs ensure that they (i) capitalize on existing national M&E systems whenever possible and feasible, and (ii) provide support to areas where further strengthening of national systems is required, while avoiding an excessive burden on partner countries with UNDAF-specific M&E requirements.

Entry point 1: Support to UNDAF Monitoring

UNDAF monitoring tracks progress towards the results agreed in the UNDAF, and helps the UNCT and implementing partners to make mid-course corrections. It checks that the assumptions made and risks identified at the design stage are still valid. Because it makes an essential contribution to managing for results, monitoring provides an important entry point for mainstreaming.

- Routine monitoring is key to: (i) regularly assessing changes in the programme environment that may enhance or impede the achievement of results on disability rights; (ii) identifying challenges and opportunities in programmes and projects; and (iii) supporting capacity development of implementing partners to successfully mainstream or include disability concerns in the monitoring of national, sub-national or sectoral plans and policies.
- The Annual Review, as the main monitoring tool, provides an opportunity to make possible changes to the UNDAF results matrix and M&E plan. This makes it possible to assess progress and preliminary results, and to analyze how, and how well have disability-development linkages been included during UNDAF implementation.
- In preparing the annual review, UNDAF outcome groups can reflect on the changes in the programme environment for persons with disabilities, the assumptions and risks. This could result in proposed changes to UNDAF results and indicators to better integrate disability opportunities, and address national disability priorities and commitments. Findings of specific surveys or studies on persons with disabilities could also be very useful at this juncture.
- During M&E activities, including field studies, people with disabilities and their representative organizations should be systematically consulted.
- Data should be systematically disaggregated and analysed by disability, in comparison to other groups.

Entry point 2: Support UNDAF Evaluation

The UNDAF mid-term review and/or evaluation will assess the relevance of the UNDAF outcomes, the effectiveness by which UNDAF and agency outcomes are being achieved, their sustainability and contribution to national priorities and goals. While they feed into decision-making processes for the next UNDAF cycle, they are separate from programme management in order to ensure a certain degree of independence.

- The UNDAF evaluation provides an important opportunity to assess: (i) whether, and how well, information about disability-development linkages was used in the planning process and integrated into UNDAF results; (ii) how disability rights were actually promoted in programmes and projects, (iii) if UNCT cooperation strengthened national capacities to address major problems associated with the realization of disability rights; (iv) what results were achieved; (v) how sustainable they are; and (vi) what impact they have.
- The evaluation will normally take place in year 4 of the UNDAF cycle, which is also the year in which the new UNDAF is prepared. Evaluation findings on persons with disabilities and disability rights can help to position these more prominently during country analysis and UNDAF preparation.
- Some UNCTs undertake mid-term reviews of the UNDAF in year 3, instead of an annual review. This also provides a very good opportunity to assess how disability rights have been taken into account during implementation, learn from experience, analyze results achieved regarding the rights of people with disabilities, and recommend specific attention to issues concerning the realization of these rights.

The guidelines for the UNDAF evaluation (generic terms of reference) suggest a methodology for preparing the terms of reference for the evaluation or mid-term review. These guidelines propose questions related to the standard OECD/ DAC evaluation criteria. Evaluation is also guided by the United Nations Evaluation Group (UNEG) Norms and Standards for evaluation in the UN System, which place a strong emphasis on disaggregation of data and a strong focus on marginalized groups. One of these Standards states that: “Evaluators should be aware of differences in culture, local customs, religious beliefs and practices, personal interaction and gender roles, disability, age and ethnicity, and be mindful of the potential implications of these differences when planning, carrying out and reporting on evaluations.”

When developing the UNDAF evaluation, the following are minimum requirements.

- There is adequate capacity on the evaluation team to assess disability rights from both human rights and development perspectives.
- The methodology is disability-sensitive, e.g. in terms of consulting with marginalized groups of persons with disabilities.
- Data is appropriately disaggregated by disability.
- Recommendations address the key issues related to disability rights.

Entry point 3: Support agencies' Monitoring & Evaluation

Studies, surveys and evaluations conducted by UN agencies and by their partners during the cycle feed into the UNDAF evaluation or the UNDAF evaluation component of a larger development evaluation.

- During implementation, periodic field visits are necessary to review the extent to which activities and facilities are accessible to people with disabilities, how activities are being conducted, and how they improve the lives of people with disabilities. This will facilitate regular monitoring and reporting on progress.
- Other opportunities for monitoring disability-related activities include specific surveys or studies conducted by agencies and partners.
- Agency annual reviews, when conducted, feed directly into the UNDAF review, and can include the review of strategies, activities, projects, and programmes on disability rights.
- Some agencies undertake mid-term reviews and evaluations of their country programme, services or projects. These provide good opportunities to assess how disability rights have been taken into

account during implementation, learn from experience, analyze results achieved regarding the rights of people with disabilities and the effectiveness and efficiency in reaching these results, and in the case of evaluation, assess sustainability and impact.

❖ **Tools, examples and sources of information**

- ⇒ The Standard Operational Format and Guidance for Reporting Progress on UNDAF, in the UNDAF Guidance and Support Package provides details on M&E reporting.
- ⇒ For examples of agency surveys and studies, see section on Country Analysis.
- ⇒ For guidance on M&E, refer to Chapter V of UNDAF Technical Guidance.

❖ **Checklist**

Monitoring & Evaluation	YES	NO
Has the UNDAF monitoring helped to identify changes in the programme environment that may enhance or impede the achievement of results, opportunities and challenges in implementation, and any new capacity development needs of partners to mainstream the rights of people with disabilities into national or sectoral plans and policies?		
Has the UNDAF annual review process been utilized as an opportunity to track progress in the realization of disability rights and move towards disability-inclusive programming?		
Has the UNDAF mid-term review or evaluation been used to assess how disability rights have been taken into account during implementation, promote learning from experience, analyze results achieved regarding the rights of people with disabilities, determine whether the UNDAF strengthened national capacities to address major challenges in the disability area, and finally recommend specific attention to disability issues and strategies?		