



LABEL US ABLE

A pro-active evaluation of Finnish development co-operation from the disability perspective

DISABILITY

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**A pro-active evaluation of Finnish development co-operation from the
disability perspective**

Prepared by
STAKES

National Research and Development Centre for Welfare and Health

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LIST OF ACRONYMS

ADL	Activities of Daily Living
BESSIP	Basic Education Sub-sector Investment Programme
CBR	Community-Based Rehabilitation
CSO	Civil Society Organisations
CTF	Constancy Trust Fund
DSS	Directorate of Social Services (Namibia)
FIDIDA	Finnish Disabled People's International Development Association
HIPC	Highly Indebted Poor Countries
HSSSP	Health and Social Sector Support Programme (Namibia)
ICF	International Classification of Functioning, Disability and Health
IDA	International Development Association (the World Bank Group)
ILO	International Labour Organisation
IMF	International Monetary Fund
INSPRO	Inclusive Schooling Programme
JPO	Junior Programme Officer
KAP	Knowledge, Attitudes, Practices
KEPA	Service Centre for Development Cooperation (Finland)
LF	Logical Framework
MDGs	Millennium Development Goals
MFA	The Ministry for Foreign Affairs of Finland
MLRR	Ministry of Lands, Resettlement and Rehabilitation (Namibia)
MoHSS	Ministry of Health and Social Services (Namibia)
NCDP	National Centre of Disabled Persons (Cambodia)
NORAD	The Norwegian Agency for Development Cooperation
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
PRSP	Poverty Reduction Strategy Papers
RDA	Rapid Disability Analysis
RHA	Rapid Handicap Analysis
RIPS	Rural Integrated Project Support Programme (Tanzania)
SADC	The Southern African Development Community
SAFOD	Southern African Federation of the Disabled
SEN	Special Education Needs
SRM	Social Risk Management
STAKES	National Research and Development Centre for Welfare and Health (Finland)
SWAp	Sector-wide Approach
TACOSODE	Tanzania Council for Social Development
TANGO	Tanzanian Association of Non-Governmental Organisations
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNOV/DPU	United Nations in Vienna/Disabled Person's Unit
WAI	Web Accessibility Initiative
WHO	World Health Organisation
ZAFOD	The Zambia Association for Disabled
ZNAD	Zambian National Association of the Deaf
ZNADWO	Zambian National Association of Disabled Women

TO THE READER

Poverty, discrimination and exclusion are the most critical social and economic challenges for humankind. In all societies people with disabilities face discrimination that makes them particularly vulnerable to poverty and, ultimately, total exclusion from society. About 600 million people have disabilities that render them and their families at risk of discrimination, poverty and exclusion.

The international community has agreed on the *Millennium Development Goals (MDGs)* and has made progress in the designing of concrete joint action to reach these objectives. However, freedom from poverty, health for all, education for all, food for all – in short, a society for all – will not be reached as long as people with disabilities and their families – together about a quarter of the population – are not truly included in development as beneficiaries and agents of action. As long as nations and the international community lack the political will or skill to invest in the future of people with disabilities, the track will be unsustainable.

The idea of and demand for full inclusion actually originates from people with disabilities themselves. The phrase, “A society for all” is a slogan introduced by the Nordic disabled people’s community decades ago. Now it can be said to catch the essence of a pro-active approach to basic human rights and fundamental freedoms. Inclusion is the key to economically sound and socially sustainable development.

“If you need to label us, label us able.” This wisdom was learned from a Canadian colleague, *John Strome*, a United Nations expert and a person with multiple disabilities himself. That was back in 1990, when Finland started supporting the *United Nations Disabled Persons’ Unit* in Vienna. The purpose of the Finnish contribution was to produce guidelines on how to integrate disability issues in development co-operation. A member of the STAKES staff, *Ronald Wiman*, was seconded to the UN to produce those guidelines. The end product became a more extensive Manual on Inclusive Planning that was then published by STAKES for and on behalf of the United Nations.

This book is an edited and synthesized version of an evaluation report that assessed how the disability dimension has been included in Finland’s own development co-operation. One of the central findings of the evaluation study was that people with disabilities, in Finland as well as in our partner countries, are able and willing to be their own masters.

STAKES is a governmental, but independent, research and development agency affiliated to the Ministry for Social Affairs and Health. It has long co-operated with the Finnish Ministry for Foreign Affairs and provided expert services to intergovernmental agencies, such as the *UN*, the *World Bank*, *Asian Development Bank (ADB)*, *UNICEF* and *WHO*, in the effort to make the ideas of inclusion a reality. STAKES has been in close partnership with people with disabilities and their organizations throughout this process; the people with disabilities are the experts on their own lives and living conditions. An equal partnership between disability expertise and technical expertise is the foundation of this evaluation. The STAKES team for this study was composed of experts in various specialist fields, some of them having disabilities themselves. It is clear that they, as leaders of *Disabled People’s Organizations (DPO)*, also exercised their advocacy role and quality control function from the perspective of the people this work is ultimately intended to serve. “Nothing about us without us” is a legitimate claim – especially in development co-operation.

The assignment was carried out by *International Development Collaboration at STAKES*. *Anneli Milén*, the team leader, is a generalist and evaluation expert, and did most of the writing of the report. *Minna Sinkkonen* is a social policy expert with an inclination towards involvement of the civil society in development. She covered most of the issues related to NGOs in the report. *Simo Mannila* is an expert in poverty research and reduction, social exclusion and disability policies, and contributed to the international policy analysis. *Venus Ilagan* is a grassroots woman activist and has recently been elected chairperson of *Disabled Peoples' International* – the federation of organisations for people with disabilities operating in 135 countries. She analysed the bilateral projects from the southern perspective. *Ursula Aaltonen* and *Ev Charlton* provided valuable assistance in the editing phase.

The two members of the Steering Group were also involved in the work itself, in addition to their steering function. *Kalle Könkkölä* is the chair of the Threshold Association and an international activist and well-known expert on the human rights approach and the inclusion of people with disabilities in society. He exercised quality control from the disabled people's perspective. *Ronald Wiman* is an international-level expert on disability and development. He wrote the mainstreaming part of the report.

Evaluation is an essential part of learning by doing. In this case the study found good results as well as not so good results, and pointed out a number of challenges for many involved parties. The Ministry for Foreign Affairs has responded by drafting a new *Policy on the Promotion of the Rights and Equal Opportunities of Participation of People with Disabilities*. The main element of the new policy is a concise *Statement of Commitment*, according to which "Society for All" is a value-based premise and a concrete goal that Finland pursues both at home and in its international co-operation. Hence, promotion of the rights of people with disabilities is an integral part of Finland's human rights policy and a key priority in Finland's development co-operation.

As poverty reduction is the main goal of our development co-operation, it is important for us to monitor that the disability issue is always included in the Poverty Reduction Strategies and Programmes of our partner countries. Special attention should be paid to the fact that women and girls with disabilities often suffer from multiple discrimination. For every nation, every individual must be seen to have potential and to represent an asset. Therefore, development co-operation should be used to help our partners in the South to adapt their societies in such ways that make it possible for people with disabilities to contribute to the development of their societies.

Finnish know-how in this field is recognized internationally. For Finland, sharing this know-how with our partners is both a duty and an opportunity. Concrete guidance on how to promote inclusion of disability as a cross-cutting issue in poverty reduction can be found in the poverty reduction toolkit on the Ministry's website <http://global.finland.fi/english/poverty>.

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States, both industrialised and developing, have the responsibility to co-operate in and take measures for the improvement of the living conditions of persons with disabilities in developing countries.

1. Measures to achieve the equalisation of opportunities of persons with disabilities, including refugees with disabilities, should be integrated into general development programmes.

2. Such measures must be integrated into all forms of technical and economic co-operation, bilateral and multilateral, governmental and non-governmental. States should bring up disability issues in discussions on such co-operation with their counterparts.

3. When planning and reviewing programmes of technical and economic operation, special attention should be given to the effects of such programmes on the situation of persons with disabilities. It is of the utmost importance that persons with disabilities and their organisations are consulted on any development projects designed for persons with disabilities. They should be directly involved in the development, implementation and evaluation of such projects.

Standard Rules on the Equalisation of Opportunities for Persons with Disabilities
United Nations, New York, 1993. Rule 21

This evaluation study is an assessment of how Finland has accomplished this international standard of including disability issues in development co-operation. It is also one step in the long process initiated in 1990 when Finland started supporting the United Nations Disabled Persons Unit by funding the planning of guidelines on how to integrate disability issues in development co-operation.¹

¹ *Wiman Ronald (Ed) (1996, 2000): Disability Dimension in Development Action. A Manual on Inclusive Planning. Published for and on behalf of the United Nations by STAKES, the National Research and Development Centre for Welfare and Health. Helsinki 1996 and 2000.*

SUMMARY

International development co-operation has recently focused on human rights, social development and poverty reduction. One way of assessing how much of that is really leading to concrete action is to look at it from the perspective of the poorest of the poor. In many cases they are people with disabilities. The Government of Finland has long been supporting projects to assist people with disabilities, especially people with seeing and hearing impairments. As a result of dialogue with Finnish Disabled People's Organisations (DPO), it commissioned an evaluation study to examine Finnish development co-operation over the past ten years from the disability perspective. The task was given to a multi-national and multi-sectoral team at STAKES, the National Research and Development Centre for Welfare and Health. This report is a revised and shortened version of the official evaluation report prepared for the Ministry for Foreign Affairs of Finland. The full report can be found on the following website: <http://global.finland.fi/evaluations/labelable/>.

The original task was to focus on individual projects, their design, results and impacts, and efficiency. The team suggested an approach with three features: first, as there was no systematic information, to find out what had been taking place, where it had been taking place, and who had been doing it; second, to focus on the policy rather than individual projects – i.e. to study the type of policies the activities had been based on – and; third, to make suggestions about the kind of policy changes that might be needed in the near future and how they could be implemented. Thus this study took a strong pro-active approach, and was experimental as well.

The team drew an overall picture of the disability-specific co-operation from the administrative files. The Finnish government has targeted a total of FIM 194 million (about EUR 62 million) to disability-specific development co-operation since 1991. This is about 5% of the total funding for Finnish development co-operation, which is a rather positive result. The lion's share of the funding has been channelled via Finnish NGOs (70%), which is quite different from the overall Finnish development co-operation where only 7% goes via Finnish NGOs (the majority being bilateral and multilateral co-operation). Most of the 115 projects were small and involved a local NGO or a local institute in a developing country as a partner. The assistance had often focused on the development of separate institutions for people with disabilities, but there were an increasing number of projects strengthening NGOs of people with disabilities, enabling them to "raise their voice", and some innovative approaches, such as supporting sports activities.

Bilateral co-operation between governments has been included in just six projects. They were much bigger in terms of funding than the NGO projects and accounted for 26 % of the total funds allocated to disability co-operation. One long-term project has since been integrated into a sector-wide support programme involving several international partners and it provides important information on the opportunities and pitfalls in including disability issues in a mainstream development programme. Finland has seldom included the disability perspective in multilateral co-operation (only 4 % of the total on disability aspects). Advocacy on disability matters in connection with dialogue in multinational forums on human rights, social development and poverty reduction has been almost non-existent, and the capacity for such advocacy in the Ministry for Foreign Affairs needs to be strengthened.

A brief study of the overall context in Tanzania and Zambia was made to assess the need for policy changes in the Finnish development co-operation. This showed, for example, that people with disabilities were not included in the main national development plans, such as the poverty

reduction strategies, or hardly any sector plans. Basic nation-wide information was frequently lacking, but strong efforts had resulted in the inclusion of disability in recent population censuses. National basic legislation on disability matters was outdated. Government structures to deal with disability issues seemed to be weak and donors paid very little attention to strengthening them. The overall development of disability issues does not seem to be the responsibility of anyone in particular. The civil society is growing stronger in both countries but the NGOs of people with disabilities are struggling with a difficult financial situation. Finland, and other developed countries, could focus its co-operation more on including people with disabilities in the mainstream development, rather than just supporting individual, and often isolated, efforts.

The results of the evaluation of the past and the present very clearly point to a need for an explicit policy shift followed by changes in strategies and actual implementation of the Finnish development co-operation on disability issues. The mainstreaming approach is reviewed and ways of integrating disability in national poverty reduction strategy papers are suggested. In order to facilitate the inclusion of the disability aspect as a cross-cutting theme, in the same way as gender and environment, in all current development co-operations a practical tool, “Rapid Handicap Analysis”, was tested and developed further. Finally, there are lessons learned from a case in Namibia, where disability aspects were successfully included in the co-operation programme, even though it was not required by the Terms of Reference of the programme.

Conclusions are drawn and recommendations made at various levels. The recommendations are mainly targeted at the Finnish government – at the Ministry for Foreign Affairs in particular. At present, disability issues are mostly left to the NGOs. But disability issues are an essential part of social development, poverty reduction and human rights, which is a fact internationally acknowledged by the UN systems, and one that should be reflected in the Finnish development co-operation. Therefore, it is recommended that 1) a clear policy statement in this respect is given, 2) a strategic decision is made to include the disability aspect as a cross-cutting theme in all development activities, 3) the potential for active international policy advocacy as part of multilateral development co-operation is utilised, and 4) the use of different types of aid instruments is promoted in disability-specific co-operation so there is sufficient bilateral and active multilateral co-operation, and humanitarian assistance, focusing on people with disabilities.

The emerging shift should be further encouraged in the co-operation via Finnish NGOs, including NGOs in partner countries and their policy advocacy work, so that development of the civil society of people with disabilities will be supported. Support for raising awareness and changing attitudes should also be given attention, and the approach towards inclusion rather than exclusion should prevail. Finally, the various aid instruments and actions should be brought together to form a coherent approach or programme in each country, based on a situation analysis and needs assessment in the national development context. Capacity building is essential and is needed among all actors – in the Ministry for Foreign Affairs, among experts and consultants, among civil servants in the partner countries, and among NGOs in both Finland and the partner countries.

SUMMARY IN FINNISH

Kansainvälisen kehitysyhteistyön linjaukset korostavat ihmisoikeuksia, sosiaalista kehitystä ja köyhyyden vähentämistä. Niiden toteutumista voidaan käytännössä tarkastella muun muassa kaikkein köyhimpien ihmisten näkökulmasta käsin. Usein nämä ihmiset ovat vammaisia henkilöitä.

Suomen hallitus on tukenut jo pitkään kehitysmaiden vammaisia, ja erityisesti kuulo- ja näkövammaisten koulutusta. Suomalaisten vammaisjärjestöjen kanssa käydyn vuoropuhelun seurauksena ulkoasiainministeriö antoi *Sosiaali- ja terveysalan tutkimus- ja kehittämiskeskus Stakesin ulkomaanavun yksikön* monialaiselle ja monikansalliselle tiimille toimeksiannon tutkia ja arvioida Suomen kehitysyhteistyötä vammaisnäkökulmasta viimeisen kymmenen vuoden ajalta. Tämä raportti on muokattu ja lyhennetty versio virallisesta ulkoasiainministeriölle valmistetusta arviointiraportista, joka on luettavissa osoitteessa <http://global.finland.fi/evaluations/labelable/>.

Toimeksiannon alkuperäisenä tarkoituksena oli tarkastella yksittäisiä hankkeita, niiden suunnittelua, tuloksia ja vaikutuksia vammaisnäkökulmasta. Arvioinnin lähestymistapa sovitettiin kuitenkin huomattavasti laajemmaksi ja monipuolisemmaksi. Järjestelmällisen ja kattavan perustiedon puuttuessa oli ensinnäkin syytä selvittää, mitä oli tehty, missä, ja kenen toimesta. Toiseksi pidettiin tarpeellisena keskittyä ennen kaikkea toiminnan perustaviin poliittisiin linjauksiin yksittäisten hankkeiden sijaan. Kolmanneksi tarkoituksena oli antaa suosituksia tulevaisuudessa tarvittavista muutoksista sekä keinoja näiden muutosten läpiviemiseksi. Arvioinnista on näin ollen lähestymistavaltaan voimakkaasti eteenpäin suuntautuva ja uutta kehittävä.

Hallinnollisten asiakirjojen perusteella vammaisten tueksi kohdistetusta yhteistyöstä muodostettiin kattava kuvaus. Vuodesta 1991 lähtien Suomen hallitus oli kanavoinut vammaisiin kohdistuvaan kehitysyhteistyöhön kaikkiaan 194 miljoonaa markkaa (noin 62 miljoonaa euroa), joka on noin viisi prosenttia kaikesta Suomen kehitysyhteistyörahoituksesta. Huomattavan suuri osa (70%) on kanavoitu suomalaisten kansalaisjärjestöjen kautta, mikä poikkeaa selvästi muusta Suomen kehitysyhteistyörahoituksesta. Siitä vain seitsemän prosenttia kulkee kansalaisjärjestöjen kautta, ja kahden- ja monenkeskinen yhteistyö ovat suurimpia rahoituskanavia. Suurin osa tarkastelluista 115 hankkeesta oli pieniä ja niissä toimi usein kumppanina yhteistyömaan paikallinen kansalaisjärjestö tai laitos. Tuki keskitettiin usein erillisten vammaisille tarkoitettujen laitosten kehittämiseen. Joukossa oli myös kasvava osa vammaisjärjestöjä tukevia projekteja, joilla pyrittiin vammaisten täysivaltaistamiseen. Lisäksi hankkeet sisälsivät joitakin uusia ja luovia lähestymistapoja kuten urheilutoiminnan tukemista.

Vain kuudessa hankkeessa oli kyse hallitusten kahdenvälisestä yhteistyöstä. Ne olivat rahoituskeltaan huomattavasti suurempia kuin kansalaisjärjestöprojektit ja niiden osuus kaikesta vammaisyhteistyöhön kanavoidusta rahoituksesta oli 26%. Yksi pitkäaikaisista projekteista yhdistettiin sittemmin sektoritukiohjelmaan ja siitä saatiin hyödyllisiä kokemuksia.

Suomi on vain harvoin sisällyttänyt vammaisnäkökulman monenkeskiseen yhteistyöhönsä – monenkeskisten vammaishankkeiden osuus oli vain neljä prosenttia koko monenkeskisestä yhteistyöstä. Vammaisille kohdistettu tuki ja vuoropuhelu kansainvälisten ihmisoikeuksia, sosiaalista kehitystä ja köyhyyden vähentämistä ajavien foorumeiden kanssa on ollut niin ikään lähes olematonta.

Arvioidakseen Suomen kehitysyhteistyön poliittisten linjausten muutoksen tarvetta tiimi selvitti Tansanian ja Sambian yleisestä tilannetta vammaiskysymyksissä. Selvitys osoitti muun

muassa sen, ettei vammaisia oltu sisällytetty kansallisiin kehitysohjelmiin, kuten köyhyyden vähentämisohjelmaan tai sektoriohjelmiin yleensä. Maanlaajuinen perustieto oli niin ikään lähes olematonta, joskin vammaisuus on jossain määrin sisällytetty viimeaikaisiin väestönlaskentoihin. Kansallinen vammaislainsäädäntö oli vanhentunutta. Tutkimus osoitti myös, että hallinnolliset rakenteet vammaiskysymysten hoitamiseksi olivat heikkoja, eivätkä rahoittajat kiinnittäneet niiden vahvistamiseen riittävästi huomiota. Vammaisten oikeuksien yleinen kehittäminen näissä maissa ei näyttänyt olevan erityisesti kenenkään vastuulla. Vaikka kansalaisyhteiskunta onkin vahvistumassa sekä Tansaniassa että Sambiassa, vammaisjärjestöt kamppailevat edelleen taloudellisten ongelmien kanssa. Suomen, yhdessä muiden teollisuusmaiden kanssa, tulisikin yksittäisten ja usein erillisten tukimuotojen sijaan kehittää kehitysyhteistyötään pikemminkin niin, että vammaiset sisällytettäisiin valtavirtaohjelmiin.

Evaluaation tulokset osoittivat selvästi muutoksen tarpeen Suomen kehitysyhteistyön poliittisissa ja strategisissa linjauksissa sekä itse toiminnassa vammaiskysymyksissä. Tarkastelemalla valtavirtaista lähestymistapaa arvioinnissa saatiin aikaan suosituksia tavoista, joilla vammaiset voidaan integroida kansallisiin köyhyyden vähentämisohjelmiin. Jotta vammaisnäkökulma voitaisiin sisällyttää kaikkeen kehitysyhteistyöhön läpäisyperiaatteella gender- ja ympäristökysymysten tapaan, osana evaluaatiota testattiin ja kehitettiin tähän tarkoitukseen sopivia työvälineitä.

Johtopäätöksiä ja suosituksia tehtiin useilla eri tasoilla. Suositukset on ensisijaisesti kohdistettu Suomen hallitukselle ja erityisesti ulkoasiainministeriölle. Tällä hetkellä vammaisten tukeminen on jätetty pääasiassa kansalaisjärjestöjen vastuulle. Vammaiskysymykset ovat kuitenkin kansainvälisestikin YK:n toimesta tunnustettu ja olennainen osa ihmisoikeuksia, sosiaalista kehitystä ja köyhyyden vähentämistä. Tämä tulisi näkyä myös Suomen kehitysyhteistyössä. Näin ollen esitetään, että 1) vammaisten tuesta kehitysyhteistyössä annetaan selkeitä poliittisia linjauksia 2) tehdään strateginen päätös vammaisnäkökulman sisällyttämisestä laaja-alaisena teemanäkökulmaksi kaikkiin kehitysyhteistyötoimintoihin 3) hyödynnetään mahdollisuus aktiiviseen vammaisasioiden tukemiseen kansainvälisessä kehityspolitiikassa osana monenkeskistä kehitysyhteistyötä ja 4) tuetaan erilaisten kehitysyhteistyön kanavien käyttöä vammaisten tueksi suunnatussa kehitysyhteistyössä niin, että turvataan vammaisia hyödyttävä riittävä kahdenkeskinen ja aktiivinen monenkeskinen yhteistyö sekä humanitaarinen apu.

Ehdotettuja muutoksia tulisi edistää suomalaisten ja kohdemaiden kansalaisjärjestöjen kautta niin, että tuetaan vammaisten omaa aktiivisuutta ja kansalaisjärjestötoimintaa. Myös yhteistyömaiden kansalaisjärjestöjen pyrkimyksiä poliittiseen vaikuttamiseen tulisi tukea. Tietoisuuden lisäämiseen ja asenteiden muuttamiseen olisi niin ikään syytä kiinnittää huomiota. Näkökulman tulisi olla ennemmin sisällyttävä kuin ryhmäkohtainen. Lisäksi erilaisten instrumenttien ja toimenpiteiden tulisi muodostaa yhtenäinen, tilanneanalyysiin ja tarvearviointiin perustuva sekä kansalliseen kehitystilanteeseen soveltuva lähestymistapa tai ohjelma jokaisessa maassa. Osaamisen kehittäminen on olennaista ja tarpeellista kaikkien toimijoiden eli ulkoasiainministeriön, asiantuntijoiden ja konsulttien, yhteistyömaiden virkamiesten sekä kotimaan ja yhteistyömaiden kansalaisjärjestöjen joukossa.



Aiming high. Disacare Sports Club practice session, Zambia. Picture: FIDIDA

PART I

DISABILITY AND THE INTERNATIONAL AGENDA

CHAPTER 1. DESCRIBING DISABILITY

Disability is quite common

People with disabilities are not few. The proportion of people with disabilities in the world population is estimated to be about 10 % (World Health Organisation). The prevalence varies considerably from country to country – from 5 to 20 %. However, the variation is partly due to differences in the definition.

The proportion of people with moderate or severe disabilities who need some services or assistive devices to be able to participate in their societies is around 7 %, on average; the vast majority of people with disabilities – 80% – live in the developing countries.²

What is a disability?

Disability can be defined and classified in many ways, and for different purposes. Current thinking recognises that disablement is a societal product, where physical or mental impairment is transformed into social disadvantage (handicap). The current international standard, the *WHO International Classification on Functioning, Disability and Health (ICF)* does not actually group people according to distinct ‘labels’ but classifies various aspects of disability.³

Difficulty in moving – the most common disability

Traditionally, development assistance has had little interest in the prevalence of different disabilities. Most development assistance has addressed people with visual and hearing difficulties, while people with moving difficulties have been largely neglected (e.g. access to buildings). In relation to their prevalence, neurological disorders have received insufficient attention in development co-operation, as is the case in most industrialised countries. Naturally, prevalence should not be the only criteria in priority setting, but it should at least be considered.

In spite of the understanding that disability is a result of the interaction between an individual and his or her social environment, it is useful to look at the main categories of disability an individual may have. This is important for service planning, for instance. A common type of classification is based on impairments causing a disability. The most common disability consists of *difficulties in moving* – approximately 40% of all people with a disability have some difficulty

² Helander Einar (1999): *Prejudice and Dignity. An introduction to Community-Based Rehabilitation*. UNDP.

³ WHO *International Classification of Functioning, Disability and Health, ICF*; see Wiman R, Helander E & Westland (2002): *Meeting the Needs of People with Disabilities – New Approaches in the Health Sector. A Technical Note for the World Bank Poverty Reduction Sourcebook*.

in moving. In terms of the general population, about 20–25 people in every thousand have difficulties in moving. Mixed *neurological disorders* constitute the second category in prevalence. This category includes mental retardation, learning difficulties, mental disorders and epilepsy. This group of disabilities covers 30% of all people with disabilities; the prevalence among the general population is 9–15 per thousand. The third and fourth most common categories comprise *visual and hearing or speech difficulties*. The prevalence of each of these is about 15% in populations with disability, and 5–8 per thousand in the general population.⁴

Moderate and severe disabilities will become more prevalent in the near future. Over the next 35 years the proportion of people with disabilities is estimated to increase by 39% in the developed world, and by 46% in the less developed countries.⁵ The main reason is the ageing of the population; another cause is the increasing environmental risk factors. Some country-specific trends indicate the opposite, due to improved levels of living and progress in immunisations, but there is a significant variation across countries.⁶

Addressing the needs

People with disabilities have the same basic needs as everyone else. With regard to specific needs and service requirements, most people with a disability could benefit from functional training. Another common specific need or ‘user requirement’ is in the field of education. Observing special needs in education for children with disabilities is an essential service, without which children with disabilities remain excluded from schooling. The third main group of rehabilitation needs comprises appropriate forms of vocational training⁷

Any society needs to tackle disability issues through various actions, which can be grouped into the five main categories based on the conceptual framework of the WHO International Classification of Functioning, Disability and Health.⁸ Each category addresses specific challenges or risks faced by people with disabilities.

Primary prevention

- ◇ The purpose of primary prevention is to reduce the incidence of disabling illnesses, violence and accidents. Primary prevention includes such activities as health promotion, human security improvements, preventive health care, environmental health promotion and social risk management (SRM).

⁴ Wiman R, Helander E, Westland J (2002): *Meeting the Needs of People with Disabilities. A Technical Note for the World Bank Poverty Reduction Sourcebook*. [www.worldbank.org/sp \(disability, online-publications\)](http://www.worldbank.org/sp/disability_online-publications)

⁵ Wiman et al. (2002) *ibid*

⁶ See: Department of International Development (DFID) (2000): *Disability, Poverty and Development*. London. www.dfid.gov.uk; Yeo R (2001) *Chronic Poverty and Disability. Action on Disability and Development & Chronic Poverty Research Centre IDPM* www.add.org.uk; Elwan (1999): *Poverty and Disability. A survey of Literature*. The World Bank. www.worldbank.org/poverty

⁷ Wiman et al. (2002) *ibid*

⁸ Wiman et al. (2002) *ibid*

Impairment interventions

- ◇ The purpose of impairment interventions is to improve functioning in mental, sensory, communicative, physiological and neurological respects. This contains such actions as curative health care, surgery and secondary prevention of activity limitations.

Activity limitation interventions

- ◇ Activity limitation interventions aim to improve independence in performing activities of daily living (ADL), such as learning and applying knowledge, communication, movement, orientation, self-care, domestic activities and interpersonal activities. Rehabilitation, provision of assisting devices, personal assistance and prevention of participation restrictions are among the activities included.

Equalising opportunities

- ◇ The purpose of equalising opportunities is to improve participation, involvement and contribution in various spheres of life, such as personal maintenance and mobility, exchange of information, social relationships, home life and assistance to others, education, work and employment, and economic, social and civic life. This can be done, for instance, through awareness raising and sensitisation, designing and implementing a policy towards a society for all, removing social and economic obstacles for participation, ADL training, facilitating participation and support services.

Equalising access

- ◇ Equalising access aims to improve access to, or usability of, products, technology, the natural environment and the human-made environment, service and support systems, conducive attitudes and values and beliefs. Removing barriers in the physical environment and adding products and technology in all social environments can do this.

Each of the interventions requires a wide involvement of sectors and people. Thus disability issues are typically cross-cutting issues to be integrated in all sectors; they are not issues of just one sector. Furthermore, the broad spectrum of interventions required emphasises the need for a societal perspective rather than a sole focus on an individual. This is even more highlighted in another classification of interventions and actions required while dealing with disability issues, presented by Fowler (2000)⁹:

- **Enhancing the well-being of individuals, groups and households.**
- **Enhancing the empowerment of groups, households and individuals.**
- **Enhancing the organisational capacity of local organisations.**

⁹ Fowler (2000): *The Virtuous Spiral. A Guide to Sustainability for NGOs in International Development*. Earthscan, London & Sterling

All these interventions may take place at the economic, social and ecological level. Their impacts are measurable using a set of indicators, providing the original design of the project or programme has taken this need into account.

A holistic approach

In order to address the various dimensions of disability it is necessary to employ a wide and deep approach that responds to the whole of the life situation of people with disabilities. The *Community-Based Rehabilitation (CBR)* approach is one design of intervention intended to impact on both the individual's life situation and the barriers to participation in the living environment.

CBR was originally designed over 20 years ago. Since then it has been expanded and further developed conceptually. The current consensus definition by the relevant UN agencies is as follows:

CBR is a strategy within general community development for rehabilitation, equalisation of opportunities and social inclusion of all children and adults with disabilities. CBR is implemented through the combined efforts of people with disabilities themselves, their families and communities, and the appropriate health, educational, vocational and social services.¹⁰

The elements of the current broad approach to CBR can be summarised as follows:

- Employing a multi-sectoral approach: the use of agencies and service providers in an integrated one-stop manner to respond to the needs of people with disabilities.
- Decentralising resources, functions and managerial responsibilities to various agencies and actors, such as the people with disabilities themselves, their families, their communities, local organisations and referral systems.
- Adopting a comprehensive and empowering conceptual framework to disablement.
- Becoming an integral part of community development strategies that consist of several components.
- Integrating rehabilitation services with various health, education, employment and social services.
- Involving non-professionals in simple rehabilitation techniques.
- Introducing appropriate technology, such as assisting devices, making them widely available and produced in the community from local material.
- Raising awareness and mobilising communities as a key component of the programme.
- Involving the private sector in supplying micro credits, employment opportunities and appropriate technology.
- Giving people with disabilities and their families a central role in the design and follow-up of the programme.¹¹

¹⁰ *Joint Position Paper by WHO, ILO, UNICEF and UNESCO (2002)*

¹¹ *Wiman et al. (2002)*

A shift has taken place: instead of emphasising the rehabilitation of an individual, the focus is now more on improving the living environments of people with disabilities and making the general services work better for them. Since 1990 the developments in disability policies at the national and international levels show a change towards this direction. This is also reflected in the development co-operation.

In order to support the further development of the CBR approach, Finland hosted the *World Health Organisation* international consultations on Community-Based Rehabilitation in June 1993. It was sponsored by the Finnish Ministries of Social Affairs and Health, Foreign Affairs and Education. The National Research and Development Centre for Welfare and Health (STAKES) provided substantive support. The documentation is available at: <http://www.aifo.it/cbr/reviewofcbr.htm>.

CHAPTER 2. DEVELOPMENT CO-OPERATION ON DISABILITY ISSUES

The International Standard

The United Nations Standard Rules on the Equalisation of Opportunities for People with Disabilities constitutes the current international standard on disability policies, at both the national and international level. The Rules were adopted in 1993 and are considered to be the guide to the interpretation of the *Universal Human Rights Instruments* from the disability perspective. The main thrust is human rights and mainstreaming:

“The needs and concerns of people with disabilities should be incorporated into general development plans and not be treated separately.” (SR Rule 14, 4)

The Rules comprise 22 policy principles covering various sectors. They provide a basic structure and guide for inclusive national policies on disability and several countries have applied the Rules while developing or revising their national policies.

The Rules give specific guidance on development co-operation. Rule 21, on technical and economic co-operation, reads that *States, both industrialised and developing, have a responsibility to co-operate in and to take measures for the improvement of the living conditions of people with disabilities in developing countries.*

The Rule sets the current international standard for the approach to and contents of development co-operation:

1. **Equalisation of opportunities** must be the main focus: measures to achieve the equalisation of opportunities for people with disabilities should be integrated into general development programmes; refugees with disabilities should also be given adequate attention.

2. **Mainstreaming** is taken as the starting point; such measures must be integrated into all forms of technical and economic co-operation, bilateral and multilateral, governmental and non-governmental. When planning and reviewing programmes of technical and economic operation, special attention should be given to the effects of such programmes on the situation of people with disabilities.

3. **Participation of disabled people** and their organisations in any development projects designed for disabilities they should be directly involved in the development, implementation and evaluation of such projects.

4. **Priority areas**, for technical and economic co-operation should, according to the Standard Rules, include:

- a) Development of human resources through the development of skills, abilities and potential of people with disabilities, and the initiation of employment-generating activities for and of people with disabilities;
- b) The development and dissemination of appropriate disability-related technologies and know-how.

5. **Support for the formation and strengthening of organisations of people with disabilities** in development co-operation is encouraged.

6. The State should take measures for **improving the knowledge of staff** involved in the administration of technical and economic co-operation programmes at all levels.

The UN Standard Rules clearly show the profound change in the paradigm on the role of disability issues in national and international forums.

A cross-cutting theme

In the 1990s a change of emphasis from disability-specific projects to a more general disability-sensitive approach took place in the development co-operation of several countries. In brief, this means that a disability policy is increasingly seen as a cross-cutting issue that must be addressed in mainstream policy-making, not only in or even primarily by specific projects. This is similar to gender and environmental issues. Besides disability-specific projects, a great number of projects may be disability-relevant and should also be assessed from this point of view.

An instrument to include disability as a cross-cutting issue was developed in the mid-1990s in co-operation with the United Nations. A handbook on inclusive policy design and disability-sensitive project planning, together with an instrument for project design and assessment, was commissioned by the United Nations¹² The recent inputs by the World Bank include practical tools for a disability-sensitive approach in poverty reduction and useful practical information concerning disability worldwide. Some of these inputs have been funded by Finland through the *Consultancy Trust Fund (CTF)*.¹³

¹² Wiman (ed.) (1996)

¹³ See e.g., the technical notes to the *Poverty Reduction Sourcebook of the World Bank*; available in electronic format at www.worldbank.org/sp (disability, online-publications), Meriläinen A & Helakoski R (2001): *Transport, Poverty and Disability in Developing Countries. A Technical Note for the World Bank Poverty Reduction Sourcebook*. Wiman

The twin-track policy

Policy has shifted, or is being shifted, towards mainstreaming. In other words, most projects are considered disability-relevant; thus disability aspects should be included in any project or programme. However, disability-specific development co-operation should also have its place. Some specific challenges for people with disabilities cannot be adequately addressed by mainstream activities alone. A comprehensive policy for development co-operation in disability issues should have a dual approach. This is well illustrated in the “*twin-track approach*” by the *British Department for International Development (DfID)* in the official policy since 1999. The twin-track policy- making attempts to:

1. Address inequalities between people with disabilities and people without disabilities in all strategic areas of development work, and
2. Support specific initiatives to enhance the empowerment of people with disabilities.

The twin-track approach illustrates the fact that disability is a cross-cutting issue to be taken into account in all development work, but, additionally, that people with disabilities have special problems and needs that must be addressed by way of specific interventions.

On the one hand the mainstream policy-making should be disability-sensitive – for example, any poverty reduction programme should include disability issues. On the other hand any disability-specific co-operation should take other cross-cutting issues – such as poverty reduction and gender equality – into account. In this way, both approaches support each other, with an emphasis on mainstreaming. Other national development agencies (e.g. NORAD) have also formulated strategies that take into account the need to integrate and consolidate the mainstream and specific approaches.

An integral part of poverty reduction

Poverty reduction became the focus of the international community during the second half of the 1990s. The major inter-governmental Summits of the United Nations resulted in an international consensus on the goals. *The Millennium Development Goals (MDGs)* agreed at the United Nations Millennium Summit in 2000 constitute the foundation of the concrete Road Map guiding the international community in achieving poverty reduction and social development through joint and concerted action.

One of the central international instruments for poverty reduction consists of *Poverty Reduction Strategy Papers (PRSP)* – a framework originally prepared for the highly indebted poor countries (HIPC) as a precondition to qualifying for debt relief and concessional lending. Despite this limited origin, the PRSP process is becoming the main framework for all donors. The strategies

et al. (2002); Sandhu J, Saario I & Wiman R (2002): *Information and Communication Technologies and Disability in Developing Countries. A Technical Note for the World Bank Poverty Reduction Sourcebook.* Jonsson T & Wiman R (2002): *Education, Poverty and Disability in Developing Countries. A Technical Note for the World Bank Poverty Reduction Sourcebook.* Wiman R, Helander E, Westland J (2002): *Meeting the Needs of People with Disabilities. A Technical Note for the World Bank Poverty Reduction Sourcebook.*

are to be driven by the recipient countries themselves, and the preparatory process needs to be participatory. The participatory approach is also very relevant to disability-relevant and disability-specific development co-operation policies, as they must also be designed and evaluated in the policy context of the beneficiary country and take into account the local “ownership”¹⁴. However, the problems of people with disabilities are hardly ever addressed in the poverty reduction strategies.

The policy shift to include disability issues in the context of poverty reduction is empirically well founded. The vicious circle of disability and poverty is obvious and described in many international documents – disability and poverty go hand in hand. First, disabilities can be an important cause of poverty and social exclusion. It is typical that people with disabilities have lower education and income levels than the rest of the population. Recent studies by UNESCO suggest that only 1–2 % of children with disabilities in developing countries receive education; people with disabilities comprise 15–20 % of the poorest people in the developing countries. Second, poverty can cause disabilities: poor households lack adequate nutrition, basic sanitation or access to preventive health care; they have poor housing and they work in more risky and dangerous occupations.¹⁵

The recent Nordic initiative

At the *Copenhagen Conference* in 2000 the *Nordic Ministers for Development Co-operation* agreed on a joint policy declaration and common commitments to address disability issues in development co-operation. The aim was to ensure that the rights and equal opportunities of people with disabilities would be taken into account in development co-operation as part of poverty reduction. The conference was organised with the major umbrella organisations of people with disabilities.

The meeting committed the governments to the recognition and promotion of the *United Nations Standard Rules* as guidelines for all bilateral and multilateral development work, and the taking of special measures to improve accessibility and the participation of people with disabilities. It was felt that working for increased use of the different *United Nations Human Rights* instruments was called for and they decided to take action to ensure that the United Nations and other multilateral agencies give increased attention to people with disabilities. It was also agreed that a joint Nordic platform for influencing the inclusion and prioritisation of the disability dimension by multilateral agencies was to be established.

The ministers declared their commitment to:

- Recognition of the link between poverty and disability, and inclusion of the disability dimension in poverty reduction.
- Enhancing efforts for the inclusion of the disability aspect in all relevant areas of development co-operation.

¹⁴ *The Panos Institute (2002): Reducing Poverty: Is the World Bank's Strategy Working?*

¹⁵ *Elwan, Ann (1999): Poverty and Disability. A survey of the Literature. The World Bank Social Protection Unit. 1999. Social Protection Discussion Paper Series No. 9932.*

- Taking action to guarantee that development co-operation is inclusive and measures are accessible to children with disabilities in accordance with the *Convention of the Rights of the Child*.
- Giving special attention to women and girls with disabilities.
- The compilation of best practices, identification and elaboration of principles for inclusive development co-operation.
- Continuing the dialogue and co-operation with the NGOs of people with disabilities to find good practices and practical tools.
- The consideration of support for the *African Decade on Disability*, if approached by countries with well-motivated requests.

The Nordic ministers defined seven steps as the way forward towards the aims stated above. One of the steps is to establish national strategies for the inclusion of the disability dimension in development co-operation.¹⁶ The ministers also agreed that an evaluation and review of this agreement be made in 2005.

The European Union Guidelines

The European Union has also recently published a *Guidance Note on Disability and Development for EU Delegations and Services*. The note states that “the European Union is committed to poverty reduction as expressed in the Millennium Development Goals. This goal cannot be met without considering the needs of disabled people; yet disabled people are still not sufficiently included in international development work funded by the EU... If sustainable poverty reduction is to be achieved, disability needs to be addressed by sensitising people active in development work funded by the EU to these issues”. The Note contains a set of principles to be observed and followed by EU delegations and services. These are summarised below:

1. Disability is a comprehensive and multidimensional issue. Disabled people are not a homogenous group.
2. An approach that emphasises the human rights of disabled people needs to be promoted, rather than approaches that emphasise the humanitarian or medical perspectives. The UN Standard Rules constitute the basis for the rights-based approach to disability.
3. A twin-track approach needs to be pursued. Disability issues have to be mainstreamed in all development co-operation projects and programmes. In addition to this, specific disability-targeted projects are needed. Access to people with disabilities must be ensured in all activities that are supported by the EU embassies and consulates.
4. Appraisal of country assistance programmes should include an appraisal of how the programme takes people with disabilities into account.
5. It must be ensured that all development co-operation activities by the EU genuinely are inclusive of people with disabilities and their families.
6. The needs of women and children with disabilities require special attention.
7. People with disabilities must have access to EU-sponsored training and employment programmes. The embassies and consulates of EU member countries must also employ people with disabilities.

¹⁶ Atlas Alliance, DSI, FIDIDA & SHA (2000): *Inclusion of the Disability Dimension in Nordic Development Co-Operation*. Copenhagen.

8. It must be ensured that all of the EU's own services are accessible to people with disabilities.
9. Disabled people's organisations need to be supported.
10. The communication between disabled people's organisations, governments and other stakeholders must be ensured.

The Commission sees the *European Year of Disabled Persons* (2003) as a good opportunity for proactively paying particular attention to the inclusion of disabled people in accordance with the above key working principles.

CHAPTER 3. THE FINNISH DEVELOPMENT CO-OPERATION POLICY

The policy in general

The current objectives, guiding principles, directions and priorities of Finland's official development assistance (ODA) are described in two documents:

1. *The Decision-in-principle on Finland's Development Co-operation* (September 1996), which establishes the main goals, instruments and channels of the co-operation.
2. *Finland's Policy on Relations with Developing Countries* (October 1998), which underlines that development co-operation is a significant and integral element of Finland's foreign policy and confirms the aims and goals of the development policy.

The two documents view ODA and Finland's relations with developing countries from a holistic perspective. An overarching aim is to reach coherence in the objectives of foreign policy, security policy, trade policy and development co-operation. The official long-term development objectives of the Finnish development co-operation are:

- Reduction of poverty
- Combating global and local environmental threats
- Promoting social equality, democracy and human rights
- Strengthening global security
- Enhancing economic interaction

Human rights, equality, democracy and good governance are also seen as the foundation of ecologically, economically and socially sustainable development in the long term.

In 2001, in order to streamline the implementation of these objectives, the Finnish Government endorsed a detailed set of guidelines: *Decision-in-principle: Operationalisation of Development Policy Objectives in Finland's International Development Cooperation* (2001). This document identifies measures to further enhance the practices of development co-operation and clarifies the criteria for selecting partner countries and the instruments of co-operation. Furthermore, it emphasises the importance of further strengthening of the economic and administrative resources for reaching these goals. The aim is to ensure that there is coherence and a clear focus on

poverty reduction, quality and effectiveness in all operations related to Finnish development co-operation.

Finland supports the development strategy of the OECD, which focuses on poverty reduction and emphasises new partnerships in which the low-income countries are in the driver's seat of their development; the Finnish Government is strengthening its capacity to implement the strategy in accordance with the *OECD/DAC Guidelines on Poverty Reduction*.

One of the main strategies of the Finnish development co-operation is to channel a considerable part of it through Finnish NGOs; a range of social, economic, political and cultural arguments supports this approach. This kind of assistance is often considered more effective than bilateral assistance since specialist NGOs are seen to have good capacities and commitment to achieving results, and strengthening the capacities and capabilities of developing countries' own NGOs supports the creation of more open and democratic societies. The role of the civil society in building and ensuring ownership and participation in development is seen as vital. On the other hand, it is recognised that sustainability calls for strong government involvement.

The Finnish government policy has set a target of channelling 10–15% of operational development aid appropriations through NGOs. The document emphasises the need to use the resources of the civil society more efficiently and to identify new ways of implementing development co-operation; a number of studies were conducted in 2001 to examine the possibilities of making the most of NGOs' expertise in development co-operation.

The policy on disability

The basic documents also apply to the disability-related activities. In 1996 the *Decision-in-Principle* by the Finnish government included the status of disabled people as a concern in the context of poverty reduction and human rights. It says:

To attain the goal of poverty reduction, the Government will draw particular attention to the status of disabled people in the developing countries.

The Finnish Cabinet of Ministers reiterated the same intention in *Finland's Policy on Relations with Developing Countries* in 1998.

To give more content, and to activate the policy sentence, a strategy of promoting the disability dimension in Finnish development co-operation has been under preparation since 2001. The Ministry for Foreign Affairs of Finland assigned the work to a consultant agency, and the Finnish NGOs of people with disabilities actively participated in the process. The draft strategy follows the current mainstream thinking and adheres to the twin-track concept of mainstreaming disability issues into all development co-operation while retaining the disability-specific empowering elements of the Finnish development co-operation policy.

The Development Co-operation Manual for Non-Governmental Organisations, published in 2000, presents the basic principles of project activities and the criteria for granting support, and provides guidance for project design intended specifically for the NGOs. The updated revision (July 2003) includes the disability dimension as one of the criteria to be observed and taken into account.

Recent attempts have been made to rationalise the administration of NGO-driven projects through a system of Framework NGOs and Foundations. A large share of the development co-operation in disability issues is linked to these new arrangements. However, the results of the recent general evaluation undertaken in Finland indicate serious problems with the effectiveness of the Framework NGOs.¹⁷ The organisation of the NGO-driven co-operation is described in more detail in a number of ad hoc reports.¹⁸

The proportion of self-financing by NGOs required for Government support in development projects is usually 20%; the Ministry for Foreign Affairs has reduced this to 10% to encourage Finnish NGOs to engage in disability projects.

Finnish development co-operation increasingly emphasises the sector-wide approach (SWAp). This will gradually transfer 'independent' projects to co-operation that fits into the national policy and action plans, ultimately turning to direct budget support. Disability issues typically require the involvement of several sectors (education, transportation, construction, culture and sports, employment, social welfare, health, trade and commerce, etc.). However, they are usually addressed solely within one sectoral policy – if addressed at all – and there is a risk that the sector-wide approach becomes a “sector-narrow” approach as far as disability-related issues are concerned. In the worst scenario disability issues may be neglected totally, as no specific administrative sector or branch takes responsibility for them. In many cases there is no disability (“sectoral”) policy with which to integrate a project, nor are the ‘donors’ fully aware of the need for co-operation (see also Part IV, Chapter 7).

As Finland is currently updating her disability and development co-operation strategies, there is a good window of opportunity to bring them into line with the latest international developments. A clear policy statement from a high level would set the framework for the further processing of the draft strategy, which mainly requires updating in consideration of the results of this evaluation. Furthermore, the consequences of the explicit policy change need to be taken into account in capacity building, in rules and regulations, and in the revision of certain processes.

¹⁷ See: *Net Effect Ltd, Mundo Ltd and Tampereen yliopiston hallintotieteen laitos (2002): Kansalaisjärjestöjen kehys-sopimusjärjestelmän arviointi. Evaluation Report 2002: 6. Ministry for Foreign Affairs of Finland, Helsinki* cf. *Kyllönen T (1997): Searching for Impact and Methods: NGO Evaluation Synthesis Study. A report prepared for OECD/DAC Expert Group on Evaluation. University of Helsinki.*

¹⁸ See e.g. *Laitinen H (2001): Selvitys kehitysmaiden kansalaistoiminnan vahvistamisesta, Helsinki; Ojanperä S (2001): Säätiöt uutena yhteistyö- ja rahoitusmuotona kansalaisjärjestöjen kehitystyössä. Helsinki; Net Effect et al. 2002; Ojanperä S & Farinha F (2002): Evaluation of KEPAs Disability Activities of the Volunteer Programme and Partnership Programme in Mozambique 1991–2001. Helsinki and Maputo.*

PART II EVALUATING PRO-ACTIVELY

CHAPTER 4. THE TASK AND ITS JUSTIFICATION

Evaluation is an integral part of Finnish development co-operation and evaluations are made on individual projects, on Finland's development co-operation with a country, or on a specific sector or theme. There are no earlier evaluations on the theme of disability. Some disability projects have been included in some country evaluations. Such a study as this would, perhaps, not have been in the interests of the Ministry, say, ten years ago. What has changed?

Disability is not a minor issue

There are about 600 million people with disabilities in the world – 80 % living in developing countries. Depending on the country, and the definition of disability used, 10–20 % of the population may have a disability. People with a disabilities are often isolated and stigmatised by their societies, and, as a result, tend to be among the poorest. Women and children with disabilities in particular are poor by all dimensions of poverty. Thus the disability issue is a not a minor issue. It is an issue of human rights: do the people with disabilities enjoy the same basic rights and fundamental freedoms as other people? It is an issue of development: socially sustainable development and poverty reduction cannot take place as long as 10–20 % of the population and their families are excluded from the opportunities and participation granted to the rest of the population.

From charity to mainstreaming

Globally, a paradigm change has been taking place over the past decade. People with disabilities have traditionally been treated through charity or a welfare approach, but recently the human rights approach has been gaining ground. It is being recognised that a person with a disability has a right to be included and to participate in a society as a full member. He or she is not to be treated as a passive target for help and charity. Consequently, a policy shift has been taking place in development co-operation since the latter half of the 1990s. There is a move from *disability-specific* assistance addressing issues solely related to people with disabilities towards a more mainstreamed approach. This means that disability issues are being addressed within the more general policies, such as poverty reduction or support for civil society and good governance. It is increasingly understood that any project can be *disability-relevant and should therefore be disability-sensitive*, i.e. take people with disabilities into account and support their integration and full participation in society. Simultaneously, disability is increasingly being seen as a social and societal issue, not as a medical condition.

The shift in thinking is gradually taking place in Finnish development co-operation as well, mostly as a result of active advocacy by the people with disabilities themselves. In 1996 *the Finnish Government's Decision-in-Principle* on development co-operation included a sentence on disability issues under poverty reduction. This was only one sentence, but, at the time, a major step forward. Furthermore, in 2000 and 2001 various stakeholders were involved in

drafting a “radical” strategy paper on the inclusion of the disability dimension in all Finnish development co-operation. Disabled people’s organisations have been campaigning for the finalisation and adoption of the strategy they had been active in making; the Ministry has responded that it wanted the previous activities to be evaluated first.

The Ministry for Foreign Affairs of Finland (MFA), Department for International Development Co-operation, asked the evaluation team to *provide the MFA with an independent and objective review and analysis of the disability-specific NGO, bilateral and multilateral development projects to determine the adequacy of the existing objectives, design and results of the support.*

At the policy and strategy level, the key questions were:

- Do the projects draw sufficient attention to disability issues?
- Does our co-operation regard disability issues as human rights issues?
- Does the co-operation promote social equality, democracy and human rights?
- Does the co-operation include disability issues in poverty reduction strategies?

With regard to individual programmes and projects, the team was asked to *emphasise the issues of relevance, effectiveness, impact, participation of stakeholders and beneficiaries, sustainability and efficiency.* These are the standard evaluation themes in any Finnish evaluation.

The team was to review all disability-specific development co-operation for the previous 10 years, covering about 30 countries and about 5 % of the funds given to development assistance by Finland.

The team’s view of the task

The assignment was not very precise, because nobody actually knew how many projects there had been, or when, or where – or where to find all the information. It was agreed that the team would first make a basic inventory.

Based on discussion with the Ministry, the basic logic – that if individual projects were evaluated, it should be possible to draw conclusions about the policy of the development co-operation in disability issues – was changed somewhat. Many projects, especially those started a long time ago, are not relevant if current thinking is used as a criteria, and any policy emerging from these individual projects, though implicit, is not adequate today. Therefore, it was agreed that the evaluation would include an evaluation of the projects over the previous ten years and an analysis of the present-day situation in a developing country and suggestions on the type of development co-operation that would be needed. The evaluation was also to make suggestions on how – using which strategies and tools – Finnish development co-operation could do better in the future.

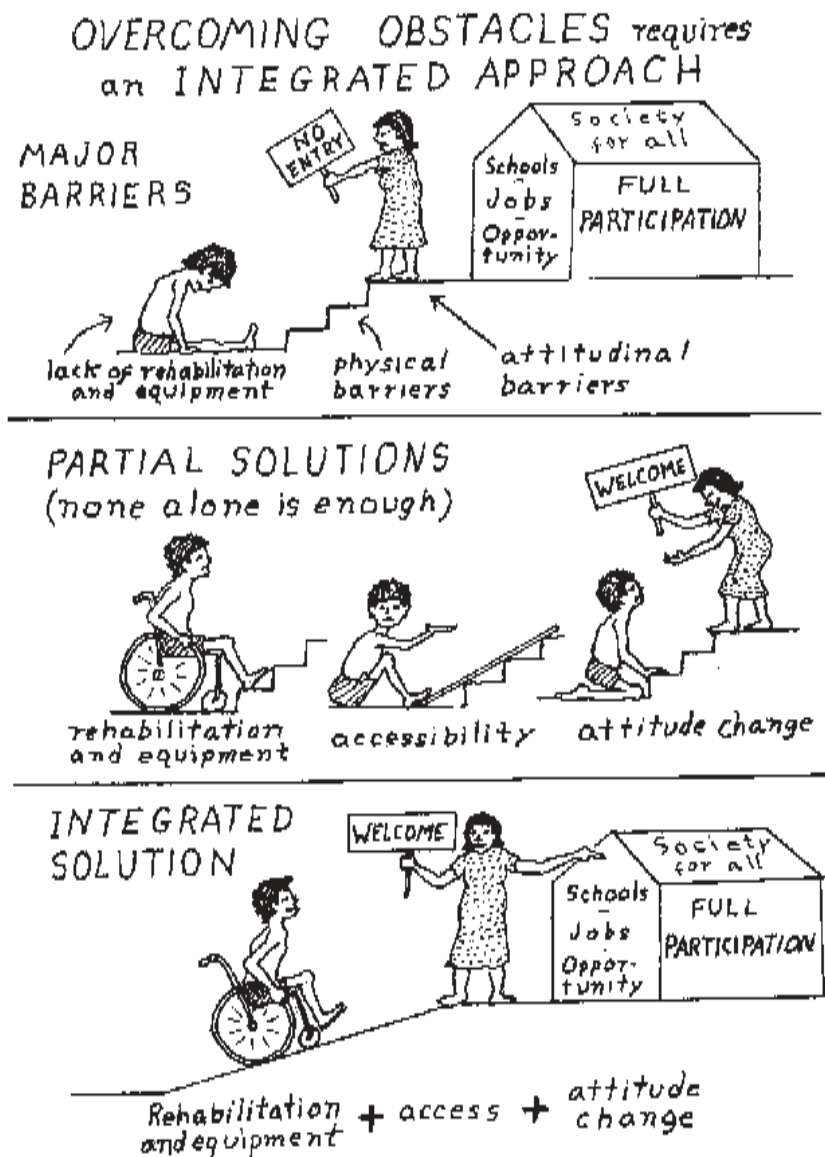
Prior to starting the work the team was concerned that the resources allocated were too little, as is often the case in evaluations. This type of evaluation, where the activities are scattered all over the place, requires a lot of effort. Furthermore, costly expert time was wasted in administrative work that was supposed to have been routinely done by the system; it took weeks of work to locate the project reports, 150 in total, when the time should have been used making more contact with people in developing countries. If the team were asked to evaluate this particular project, it would conclude that it was not efficient.

Thus there was a veil of scepticism over the undertaking of this evaluation. Some of the Finnish NGOs actively engaged in development co-operation were tired of evaluations; there had been

many project evaluations and some of them had only given negative comments and discouragement. In addition, a great effort had recently been made to draft a strategy paper on disability development co-operation and its endorsement was now delayed, or hampered, by this evaluation exercise. The team's strategy was to ask advice from the NGOs in shaping the evaluation. In the end, the evaluation report clearly supported the points in the draft strategy.

The team based its thinking on a balanced approach. This perspective has been well illustrated in the graphic contributed by *Mr David Werner* of Health Wrights during the preparation of the Manual on Inclusive Planning (endnote).

Figure 1. Overcoming obstacles requires an integrated approach. Drawing by David Werner.



Evaluating step by step

To evaluate the unknown requires gaining a better understanding of the topic and making a basic inventory. After getting the general picture, the team conducted a rather traditional evaluation study on the kind of projects that had been implemented in the previous ten years (Steps 3–5). The conclusions were clear and the next step was obvious: to learn more about the current reality and context in a partner country in which the co-operation would take place (Step 6). If the development co-operation was to change its direction dramatically – as was ultimately recommended – it was important to try to define how and to give some instruments with which to make the change (Steps 7 and 8).

STEP 1: Understanding the broad framework better

The team studied background material – mainly about poverty, disability issues and development co-operation – and discussed it with individual experts to better understand the current international discussion on disability issues.

STEP 2: Making an inventory of what, where and by whom

It was not known in reasonable detail what had been done in the way of development co-operation addressing disability issues. The team first needed to find, compile and analyse the basic information: what projects had been funded, how many, where, when, by whom, with and for whom, to do what, etc. Compiling the information was a painstaking task as the existing pieces of information were often only partial or contradictory and we needed to find the individual project reports. The effort of finding all the essential project reports – a total of 150 – took about half of the human resources allocated to the evaluation.

During the previous ten years the Finnish government had funded 123 disability-specific projects, implemented in 30 countries. Most of them, 115 projects, were funded via Finnish NGOs. In bilateral co-operation (among two governments), only six projects were on disability issues; multilateral co-operation included assistance with two programmes by international organisations.

STEP 3: Taking a closer look at the six bilateral projects

Regrettably, for practical reasons the six bilateral projects were analysed by making a desk study. Venus Ilagan evaluated the development co-operation between the governments. She studied the project documents and relevant country evaluations, and looked at the relevance, effectiveness and impact, the participation of the stakeholders and beneficiaries, and the sustainability and efficiency of each project. She also gave recommendations on how a project could be implemented in each particular case now, with the current knowledge available.

STEP 4: Hardly any multilateral co-operation existed?

Over the ten years, multilateral development co-operation in disability issues has included relatively small amounts of financial assistance to two programmes by international organisations. The team studied them and felt that this was not the whole picture, there must be more, and there should be more. Thus it was decided to study the multilateral co-operation of the Ministry for Foreign Affairs at the level

of disability policy making with international organisations. The team contacted the Ministry for Foreign Affairs officers in charge of co-operation with the most relevant international organisations, such as UNDP, UNESCO, WHO, UNICEF and the recruiting unit of MFA and invited them to be interviewed on how each organisation is dealing with disability issues and how Finland has tried to influence the thinking and actions. No responses were received.

STEP 5: Drawing a picture of past projects via NGOs

Since most of the disability-specific projects had been funded via Finnish NGOs, they needed to be studied in more detail: what type of NGOs had been involved, what was done, with whom, and so on. In addition to the overall picture, individual projects via NGOs were studied as part of the visit to Tanzania and Zambia by two members of the team.

STEP 6: Current reality in the wider environment

The various project reports did give much understanding of the co-operation in a wider context. Questions such as how does the project relate to the development plans of the country, what is its role in poverty reduction strategies and how does it fit with the needs of the country remained mostly unanswered. The context analysis was very weak or missing in too many projects funded via Finnish NGOs. Therefore, two countries – Tanzania and Zambia – were visited to explore the context and to study some selected projects.

WHAT IF THE NEW POLICY AND STRATEGY OF MAINSTREAMING WAS ADOPTED?

The major international paradigm change and the work already done in Finland to draft a new disability strategy for development co-operation put pressure on the team to ask a question about the future: if a policy to include disability issues in all development co-operation was adopted, as the team ended up recommending, how could the policy then be implemented? This is not an ordinary evaluation question, and it meant that the work was strongly geared from an external evaluation towards development research.

STEP 7: Identifying and testing a tool to assess whether a project is disability-relevant

The internationally endorsed demand is to include people with disabilities in society as full and active members with the same opportunities as the rest of the population. In development co-operation this means that people with disabilities should have an equal chance to participate in and benefit from development co-operation. In practice it means that all projects, programmes, sector-wide approaches and multilateral co-operation should be assessed from the disability point of view. This should be done in the same way as in other cross-cutting issues: gender, environment and good governance are used as screening criteria at various stages of the planning, implementation and evaluation cycles.

Ronald Wiman, a member of the steering group, had worked to develop a tool with the United Nations. The team invited a few experts from consultancy agencies and the Ministry for Foreign Affairs to practice with the tool and appraise their own project or programme from a disability perspective. Based on the feedback, the *Rapid Handicap Analysis (RHA)* was made easier to use. The *RHA version 4* was then applied

to assess if and how a recent project on Information and Communication Technology Policy Support, a field not directly related to disability, had taken account of disability issues. This real case shows that people with disabilities were completely ignored by the project, despite the objective that all the people in the country were to be beneficiaries.

STEP 8: Sharing the experience in including a disability aspect

It is not sufficient to merely assess whether or not a programme or project is disability-relevant – as most of them are. The objectives, activities and inputs need to be planned to take into account the relevant disability issues. The team found it important to study if and how it was possible to include disability aspects in a mainstream programme, even after it had been designed and was already being implemented.

Two team members had been working on an extensive national health and social welfare development programme in Namibia. Anneli Milén had led the designing of the programme in 1994, but she did not include the disability dimension in the plan. Ronald Wiman worked as a Senior Social Services Advisor in the Namibian Ministry from 1996–98, and he started working with the partners to draw disability issues into the programme's agenda. He shares the process and the lessons learned (see Chapter 14).

STEP 9: Making recommendations in a consultative manner

Recommendations are the essence of an evaluation – and sometimes the only part that is read. They need to be based on the evaluation study, its findings and its conclusions. Yet they cannot be neutral; why, how and by whom the evaluation has been conducted, and who has drawn the conclusions and extrapolated them into recommendations has a strong influence on what is recommended. Therefore, the evaluation team involved Finnish stakeholders in the process from the very beginning. Finnish consultants from the disability-specific bilateral projects were invited, but none participated. The main NGOs of people with disabilities involved in development co-operation participated actively in both of the seminars – one at the beginning to discuss the purpose and objectives of the evaluation and one at the end to discuss the recommendations to be made.

There was little chance to involve the stakeholders from developing countries in the making of the recommendations. The team did, however, discuss the issue with all the people met during the visit to Tanzania and Zambia by asking “What would you suggest if you had the chance to give recommendations to the Finnish Ministry on how to improve development co-operation on disability issues?” The responses certainly influenced our thinking.

The team had an official de-briefing discussion with the Ministry. Seven officers attended.

STEP 10: Following what happens to the recommendations

After finishing and handing the report to the Ministry the team followed what happened to the report – and the recommendations – in the Ministry. The response and decisions by the Ministry are included in Part VI.

PART III THE PROJECTS IN THE PAST

CHAPTER 5. THE GENERAL PICTURE

Since 1991 the Finnish government has targeted some FIM 194 million (EUR 32,6 million) at disability-specific development co-operation. This is about 5% of the total funding for Finnish development co-operation.

The overall picture of Finnish development co-operation from the disability-perspective contains a number of special characteristics. Most funding has been channelled via Finnish NGOs (70%). Compared to the overall Finnish development co-operation (7%), the proportion is extremely high. The majority of the projects are small and involve a local NGO or a local institute in a developing country as a partner. There have only been six bilateral projects. Since they have been implemented for several years in several phases, the total amount, as well as their share of the total disability co-operation, is relatively large (26%). Multilateral co-operation funding for disability-specific assistance has been extremely small (4%).

It can be concluded that the disability-specific co-operation has been “left” to the civil society and has not been considered important enough to be included in the bilateral co-operation between governments. Neither has Finland made much effort to support multilateral co-operation on disability issues. This may be due to the previous thinking on disability issues as social welfare matters rather than being human rights, social development and poverty issues.

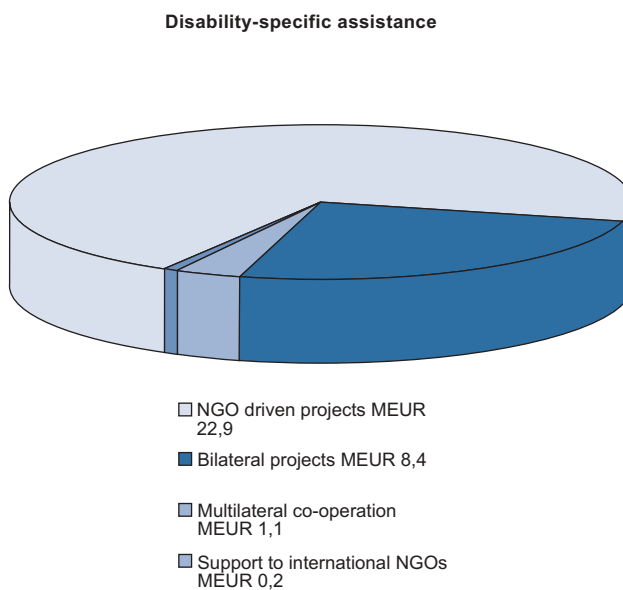


Figure 2. Disability-specific development co-operation funding by the Finnish Government from 1991 to 2001

Since the latter part of the 1990s Finland has also channelled its development assistance via the European Union. For example, in 2000 about 12 % of the total funding was channelled via the EU. It would be important to determine the extent to which the European Union development co-operation pays attention to disability issues; Finland could and should play an active role in putting disability issues high on the EU development co-operation agenda.

In the following chapter we only report the main findings of the earlier co-operation. More specific information is available in the full official evaluation report in English at <http://global.finland.fi/evaluations/labelable/>.



Education for All – including deaf children – in the Philippines. Picture: Ronald Wiman

CHAPTER 6. BILATERAL CO-OPERATION

There were six bilateral disability-specific projects between 1991 and 2001. Three are long-term projects in Zambia, Ethiopia and Nicaragua; the other three are rather recent in Palestine and Kosovo. The long project in Ethiopia has ended and the project in Palestine has been discontinued. The total funding input between 1990 and 2000 was about EUR 10 million.

The Finnish government has supported disability issues in Nicaragua, Ethiopia and Zambia for 10–15 years, with a progressive approach. Projects have been redirected during their lifetime, which seems to have been relevant. In Zambia the co-operation shifted from the specific project to support the sector-wide approach (SWAp), including inclusive education.

The main focus has been on supporting the development of special education (Ethiopia, Kosovo, Zambia). This has been sector development, mainly support for the training of teachers in special education. Only in Palestine was the support targeted at a special school. Another line of co-operation has been support for strengthening NGOs of people with disabilities (Nicaragua, Kosovo and Palestine). Part of the project in Nicaragua dealt with the activity limitations of people with disabilities, while the other projects can be classified as belonging to the category of equalising opportunities.

The agencies implementing bilateral projects have been very varied. They include Finnish and international NGOs of people with disabilities, consultancy agencies, universities and international organisations. Continuity concerning the Finnish partners has not been a priority, intentionally: funding in different phases, each from two to four years, and having a new tendering process each time almost always leads to changing the agency. How the frequent changes have influenced the projects has not been evaluated.

We did not find any justification for stopping the support to Palestine; in an unstable situation people with disabilities are often particularly vulnerable and assistance is even more important.

The six bilateral disability-specific projects are summarised here. Detailed information, analysis and recommendations have been made by Venus Ilagan and are presented in the official report and its annexes.

Bilateral projects – only six

Project 1. Development of the Rehabilitation System for People With Disabilities in Nicaragua, 1990–1999.
Support: EUR 2.7 million (FIM 15.9 million)

The project focused on improving rehabilitation services to allow disabilities to be detected at an early stage and to provide adequate rehabilitation services locally. The programme was integrated into health care; existing service providers were supported and local communities encouraged to participate in medical rehabilitation (first phase) and community-based rehabilitation (second phase) programmes. The final phase included strengthening of organisations of people with disabilities.

Project 2. Support for Special Education in Ethiopia, 1989–1998.
Support: EUR 1.3 million (FIM 7.6 million)

The project started as teacher training in special education in the first phase. In the second phase it expanded into the field of special education and included education of teachers and other personnel, curricula development, promotion of awareness raising, material development and research.

Project 3. Finnish Support to the Development of the Education Sector in Kosovo, 2001–2003.

Support: EUR 1.7 million (FIM 10 million)

This ongoing project works at the central level and aims to ensure Quality Education for All in Kosovo, and, more concretely, to promote special education. It makes efforts to increase the low enrolment of children and youth with disabilities. This is to be achieved through formal and non-formal education systems, including open schools and distance education systems. Measures are also needed to progressively increase the retention rates of children with disability in the education system. The education policies and programmes to be developed must include people with disabilities to ensure education for all. Adequate provision and appropriate technical assistance is needed for the achievement of effective educational outcomes for children with disability in inclusive educational settings.

Project 4. Finnish Support to the Disability Sector in Kosovo, 2000– 2003.

Support: EUR 1.3 million (FIM 8 million)

The other Finnish bilateral project in Kosovo focusing on disability aims at improving the capacity and quality of operations of a Kosovan NGO of people with disabilities, *HANDIKOS*. By strengthening the local organisation, the project is aimed at increased awareness of the abilities and needs of persons with disability in society. The most ideal situation would be that *HANDIKOS* directly receives and administers the funds for programme implementation and service provision. However, it seems that it does not have the capacity to do so at present and an aid co-ordinating structure has had to be put in place. However, this should not substitute the management role entrusted to *HANDIKOS*.

Project 5. School for the Blind in Gaza and the West Bank, 1997–2001.

Support: EUR 0.2 million (FIM 1.2 million)

This project aimed to improve quality of education for visually impaired people by supplying the School for the Blind with adequate and modern learning material and appliances (Phase I), training teachers (Phase II) and strengthening the *Palestinian Association of the Blind* (Phase III). The project has been stopped until further notice. While the current situation is not necessarily conducive to implementing development projects intended for what may be perceived as the most vulnerable among the Palestinian people, the effort should be sustained, because it is during these times that support for people with disabilities is indispensable. It is particularly important to consider the future opportunities for people with disabilities in the country by determining the extent to which disability is supported and included in national priorities.

Project 6 and the SWAp process. Education Sector Support Programme in Zambia, 1996–1999.

Finland has supported the education sector in Zambia since 1974. The first two projects were about supplies of education materials. The Education Sector Support Project (ESSP) has been running since 1991 and has taken place in phases. Phase I, between 1991 and 1995, and Phase II, from 1996 to 1999, had a component that supported capacity building in special education by strengthening teacher training in the *University of Zambia* and the work of the *Zambia Institute of Special Education*. The budget was small in comparison with the other components and the government of Zambia has given very little with which to run the institutions and develop the programmes (final report on Phase II).

The most recent phase is increasingly based on the sector-wide approach (SWAp) and supports primary education in general and, within the overall support, the integration of children with disability in ordinary schools. The funding is large – EUR 8 million (FIM 47.7 million). Some of the first experiences of this SWAp assistance are discussed below.

The Finnish experience of the sector-wide approach

The development co-operation in the education sector in Zambia is, as far as we know, the only case in which the government of Finland provides support to disability issues as part of a sector-wide approach.

Zambia has put high priority on the improvement of the education system and is engaged in a major reform of the education sector. One part of the reform is the *Basic Education Sub-sector Investment Programme* (BESSIP), which has a number of components from upgrading school buildings to improving the quality of teacher education and school management. Another component of BESSIP is inclusive education, which aims to improve the quality of provision for special educational needs in mainstream schools and increase access to mainstream schools for children with special educational needs (SEN). The model used is INSPRO, the inclusive schooling programme supported by Denmark and Finland in several districts in Zambia. This component closely relates to the Equity and Gender component of BESSIP, as it promotes the education of girls, and to the School Health and Nutrition component, as it puts emphasis on early childhood and care development. BESSIP also aims to take the needs of people with disabilities into account in all the construction work it is involved in (school buildings, latrines, etc).

Phase III was planned to form a bridge between traditional project assistance and SWAp. The original document was a typical project plan, but the assistance quickly moved to support BESSIP. All of the Finnish sub-projects – on infrastructure, HIV/AIDS education and special education/inclusive education – are part of BESSIP. In addition to the activity components, Finland is supporting the development and implementation of the government-run sector development programme in general. The assistance is increasingly giving support to a sector-wide programme rather than a separate project with the other donors. The funding for the ongoing phase totals EUR 8 million. At present, there are five international experts who function as part of the structure of the Ministry.

Different donors use different systems to support BESSIP. The possibilities are:

Case 1: pure pool (basket)

Case 2: IDA credits (education material, infrastructure)

Case 3: earmarked by the donor, financial control by the Ministry

Case 4: traditional project approach

The support for inclusive education by the Danish government has been via case 3, but there are plans to move it to the general pool. Half of the entire Finnish support is in case 1, the pool. The Finnish support for the special education component has remained in cases 3 and 4, which is not yet a pure sector-wide approach. The technical assistance in the special education component is fully integrated in the regional administrative structures.

The experiences of the people interviewed in the Finnish and Danish support were:

The fact that special education is in the government development programme for the education sector can largely be credited to the previous Finnish-Zambian co-operation. This has built local capacity and expert knowledge in the field of special education, which has been crucial in ensuring special education is taken seriously and is included.

It can also be credited to some donor countries and their advisors, particularly Denmark, Finland and Ireland, who have kept special education on the agenda during the process of developing the education sector plans by the Ministry of Education. This is considered to have been, and to continue to be, crucial.

The Finnish government advocated for special education to receive funding from case 1, the common pool. This was about to take place but was instantly removed when funding for other issues became urgent (when school fees were abolished). This shows that special education is a vulnerable issue that may be easily cut off.

Their view of advisors is that all the donors need to be better sensitised to disability issues, including special education. One possibility is to have it as a cross-cutting issue. However, they warned that “a cross-cutting issue is easily a crossed-over issue”.

How far one should go with SWAp and inclusive education is a dilemma: giving up the earmarking or project approach and putting the funds into a common pool has the advantage of allowing the partner government to plan and decide their own priorities but it also carries the risk of funds being shifted to other things.

Reporting has become easier due to SWAp: all the reporting in the Finnish support is similar to the reporting in BESSIP in general.

Intersectoral collaboration has been strongly promoted by the international advisors from Denmark and Finland, and a *National Advisory Committee for Inclusive Education* has been established and is functioning with the involvement of several ministries.

For the past two years Zambia has been developing a national strategic plan for the years 2003–2007 and the international co-operation seems to have influenced the inclusion of special education in the draft strategic plan, which can be considered a major achievement.

Joint planning and reviews by the government and the donors involved in the SWAp process has offered good opportunities to exert influence. For example, Finland played an important role in getting the HIV/AIDS component and the curriculum development component into BESSIP. According to the advisors, the advantage of being a small and neutral country has proved to be useful here.

The Finnish experiences of sector-wide support in education, including special education, are positive. The results are the fruits of long-term commitment and capacity building in the field. However, donors need to be aware of special issues, such as special education, since experience shows that funding for them are easily cut when other needs appear. Reviews and negotiation systems in SWAp offer excellent opportunities for raising important issues and influencing strategic plans.

Recommendations on bilateral co-operation

Analysis of the six bilateral disability-specific projects proved that the following basic principles still need to be strongly emphasised in future co-operation:

1. People with disabilities must be involved in all processes, including programme or project conceptualisation, negotiations, planning, implementation, monitoring and evaluation.
2. High priority should be given to strengthening the capacities of disability organisations and the individual capacities of people with disabilities.
3. Bilateral agreements with developing countries must address the need for basic services by people with disabilities, just like other citizens, so as not to perpetuate the economic and social exclusion that has resulted from systemic barriers to participation.
4. Bilateral co-operation must promote the use of area-based, sectoral and focused interventions to address the poverty of people with disabilities – they often being the poorest and the most under-served by all service systems.

CHAPTER 7. MULTILATERAL CO-OPERATION

Multilateral co-operation has included: 1) financial support for UN programmes, 2) financial support for international non-governmental organisations, 3) influencing international policy in disability issues. The funding has been very small in comparison with the funds channelled via the Finnish NGOs and the bilateral projects. The potential of advancing disability issues using the multilateral aid instruments has been little utilised. The efforts of other Nordic countries have been much more visible and more consistent in the long term.

Two UN programmes supported

1. UNESCO: the *Special Needs Education Programme* was supported with EUR 0.3 million between 1998 and 2000 and provision of an Associate Professional Officer for two years. The project disseminated the experiences and lessons learned on small-scale innovations that promoted the inclusion of children with disabilities in regular schools. It included policy development, teacher training, educational support services, parent and early childhood education, awareness raising, education of the deaf, adult education and transition to active life.

2. UNICEF: the programme for the care and protection of children with disabilities was given EUR 0.4 million in 1999. The programme aimed to increase the knowledge of local actors concerning equal rights of children with disabilities. Pilot activities were implemented in the Middle East and some common independent States, and in Latin America.

Financial support for the United Nations system has been extremely small, but relevant. Both projects have focused on children, who are among the most vulnerable groups in developing countries. The support has been based on the policy of including children with disabilities in their societies and mainstream activities. We could not evaluate the effectiveness, efficiency, sustainability and other aspects since there were no reports available.

Support to INGOs almost non-existent

Since 1991 financial support of EUR 0.2 million has been given to three international NGOs of and for people with disabilities:

1. The organisation and maintenance of the Cambodian *National Centre of Disabled Persons (NCDP)* was supported with a small sum in 1997–98.
2. The chairperson of *Disabled Peoples International in Latin America* was supported from 1996 to 1999.
3. The *International Working Group on Disability and Development of Rehabilitation International* was given a little financial support in 2001 to ensure that a disability dimension is included in the global efforts to achieve Education for All.

The assistance, although extremely small in funding, has been relevant. However, the potential impact of international advocacy and activity by people with disabilities is so huge that assistance of this magnitude cannot be justified.

The case for awareness raising and capacity building

The potential for influencing the policies of international organisations dealing with disability issues has been used very little by the Ministry for Foreign Affairs. Obviously the awareness and capacity on disability issues urgently needs to be built amongst the staff of the Ministry for Foreign Affairs, and especially on the recent policy changes. The capacity building should be linked with, and integrated into, training in human rights and poverty reduction. Furthermore, a clear policy on the consideration of disability issues in multilateral development co-operation is necessary.

A recent example of inconsistency – or short institutional memory – seems to be Finland's low profile on the initiative towards high-level, binding international legal instruments to endorse the rights of people with disabilities. Unlike the other like-minded countries of the 1990s, Finland's presence has been low-level and low-key. While it might be possible to 'get on board' formally, it is not very likely that Finland will be considered an insider if she tries to participate in the process once 'the table is set' by Finland's former 'allies'.

The need for an expert in disability policies to advocate for a major change in development co-operation in disability issues and organise the work in the Ministry for Foreign Affairs is evident. If disability aspects are to be integrated in all development co-operation, including multilateral co-operation, it is essential to enhance the awareness and capacity at the Ministry itself.

Finland has provided considerable input into the reform of disability policy in the international arena. The reform can be characterised as a movement “from rehabilitation towards a society for all”. However, the influence has mainly been exerted by a few individual experts and it has not been systematic from the government side.

Finland became pro-active in the disability issue in 1987 following the mid-term evaluation of the *United Nation Decade of Disabled Persons*. The Nordic Countries decided on a concerted action to support the UN in its efforts. Sweden initiated the process that led to the Standard Rules. Finland committed herself to support the *Disabled Person’s Unit* (DPU) of the UN in Vienna (UNOV). One expert was seconded to UNOV for three years and was involved in the planning of the strategy *Beyond the Decade* as well as the preparation for the *World Summit for Social Development*. The inclusive approach “towards a society for all” was introduced and became the core of the post-decade strategy of the UN and one of the key elements of the Summit. The approach was then filtered into the resolutions of the UN General Assembly with the assistance of a group of like-minded countries and international NGOs.

Since then Finland has been active at the multilateral, inter-governmental level in many ways. The Ministry for Foreign Affairs has increasingly involved experts, as well as NGOs, in the preparation of inter-governmental conferences and the UN Commissions. This mechanism has made it possible to keep disability on the Finnish foreign policy agenda, even though it has sometimes been seen as a drag to make an intervention and remind people that “... and people with disabilities...” should be included in the list of poor and vulnerable population groups.

The right place for making a difference is not that of a JPO (Junior Programme Officer, an associate expert or a volunteer), but a position where the seconded person can be involved in policy making. However, more often than not the Finnish support tends to be cut off at the time the fruits are ripening. Finland should ensure a sustained, longer-term effort regarding its investments in the inter-governmental expert arena. She should also angle for bigger fish in the field of disability; there are examples of countries that have done so, and will do so, and make full use of any new emergent opportunities. Making a recognised impact at the inter-governmental level requires a clear policy and a consistent long-term commitment.

In Finland there are experts in (domestic) substance, there are people with developing country experience, and there are people with expertise in policy analysis, but seldom are there individuals who fulfil many of these criteria. It is just that kind of multilevel expertise that inter-governmental agencies seek and employ. One of the underlying problems is that there are only a few agencies in which people can grow up in an environment that guarantees career development, even if the person is assigned abroad from time to time.

Finland annually recruits dozens of people to work as associate experts in international organisations or as United Nations volunteers. The system could also be used to promote disability issues. The team tried to find out more about the practices in this multilateral process, and the possibilities of targeting it at disability issues, but failed. The conclusion is that the potential for using this aid instrument is well worth considering and exploring. Again, a policy decision is required.

CHAPTER 8. CO-OPERATION VIA FINNISH NGOS

NGOs as a major instrument

Development co-operation via Finnish non-governmental organisations (NGOs) has been the main aid instrument used in disability issues. It has covered around 70% of Finland's disability-specific development co-operation for the past 10 years. Altogether, 114 disability-specific projects were implemented through NGOs, mainly Finnish, between 1991 and 2002. The financial input from the Ministry for Foreign Affairs was EUR 23 million.

The share of disability-specific projects implemented via NGOs is relatively large. Between 1991 and 1998 the annual support for all development co-operation via NGOs was in the range of EUR 20–25 million. Thus about one-tenth of the Finnish development co-operation funded via Finnish NGOs has been used for projects addressing disability issues. Some 10% of all Finnish development co-operation is channelled through Finnish NGOs, which leads to the conclusion that about one per cent of all Finnish development co-operation goes to disability-specific projects via Finnish NGOs.

Share of the funding by continents

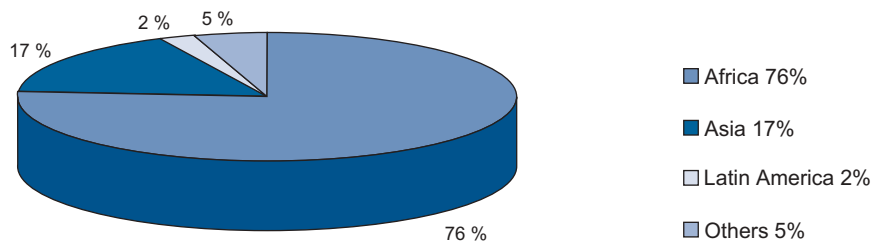


Figure 3. Development co-operation funding by the Finnish Government for disability-specific projects via Finnish NGOs by continent of the project between 1991 and 2002.

The focus on sub-Saharan Africa is in line with the policy of the Finnish Ministry for Foreign Affairs, which emphasises that the development co-operation be targeted at the poorest countries.

The main beneficiaries in Africa between 1986 and 2002 were:

1. Zambia: EUR 5.3 million (FIM 31.8 million) – 17 projects from EUR 0.02 to 1.6 million (FIM 0.1 – 9.3 million)
2. Tanzania: EUR 3.1 million (FIM 18.3 million) – 10 projects from EUR 0.01 to 1.9 million (FIM 0.06 – 11.2 million)

3. Namibia: EUR 2.1 million (FIM 12.4 million) – 6 projects from EUR 0.03 to 0.8 million (FIM 0.16 – 7.4 million)
4. Mozambique: EUR 1.9 million (FIM 11 million) – 5 projects from EUR 0.06 to 1.4 million (FIM 0.35 – 4.3 million)
5. Eritrea: EUR 1.3 million (FIM 7.5 million) – 3 projects from EUR 0.12 to 0.9 million (FIM 0.73 – 5.4 million)
6. Ethiopia: EUR 0.98 million (FIM 5.8 million) – 3 projects from EUR 0.02 to 0.9 million (FIM 0.14 – 5.4 million)
7. Kenya: EUR 0.96 million (FIM 5.7 million) – 11 projects from EUR 0.004 to 0.2 million (FIM 0.02 – 1.37 million) and
8. Botswana: EUR 0.94 million (FIM 5.6 million) – 2 projects from EUR 0.008 to 0.94 million (FIM 0.05 – 5.6 million)

In addition, there was regional co-operation – a total of nine projects (total funding EUR 1.6 million) – that covered several countries in sub-Saharan Africa. Some regional projects were relatively large, such as

- a project focusing on improving the understanding and treatment of the problems of neurologically impaired children in Africa, and
- a project supporting the creation of an international funding system for the NGOs of people with disabilities.

Allocations to any of the sub-Saharan countries were bigger than any allocation to any other country, with the exception of Afghanistan. The main beneficiaries outside Africa were:

1. Afghanistan: EUR 1.5 million (FIM 9 million) – 5 projects
2. India: EUR 0.7 million (FIM 4.2 million) – 8 projects
3. Nepal: EUR 0.9 million (FIM 3.5 million) – 3 projects
4. Bosnia-Herzegovina: EUR 0.8 million (FIM 4.8 million) – 2 projects

There were five regional co-operation projects totalling EUR 0.7 million (FIM 4.2 million) outside sub-Saharan Africa.

It seems that Finnish disability-specific development co-operation has been geared in parallel with other development co-operation through urgent political needs; recently, Afghanistan and Bosnia-Herzegovina have gained lots of funding.

The country profiles are very different. The projects were largest in Namibia and Eritrea, while in Kenya and India there were many small projects. In general, however, it is typical that there are both large and small projects in the same country. It seems that small projects have not been used for piloting larger projects, which would be a good strategy.

Between 1996 and 1998 Tanzania, Zambia, Namibia, Mozambique, Nepal and Bosnia-Herzegovina were among the top ten recipients of Finnish bilateral development assistance. This is in line with the recent government decision to concentrate resources on a few countries. Other countries on the general beneficiary top-ten list were China and Vietnam, but there do not seem to have been any disability-specific projects there.

The disability-specific co-operation via different aid instruments does not seem to have been co-ordinated or focused. Only in Zambia were both bilateral and NGO co-operation used to a

larger extent. Rather than supplementary, bilateral co-operation and co-operation via NGOs seems to have been used as alternatives. Referring to the recommendations of the recent summary report on several national co-operation evaluations, this may not be a wise strategy: a greater concentration of development input is needed in order to improve effectiveness.¹⁹

Seven key players dominate

The Finnish NGOs involved in the Finnish development co-operation addressing disability issues can be classified into three main groups:

1. NGOs of people with disabilities,
2. religious NGOs, and
3. others (friendship associations, sports organisations, general welfare associations)

Seven organisations covered almost 80% of the total funding for disability-specific development co-operation via Finnish NGOs. Other organisations had implemented from 1 to 6 small projects each. The key players were:

1. *Mission of the Deaf (Kuurojen Lähetys)*: EUR 4.3 million (FIM 25.6 million)
2. *Finnish Federation of the Visually Impaired (Näkövammaisten Keskusliitto)*: EUR 3.5 million (FIM 20.7 million)
3. *Finnish Association of Deaf (Kuurojen Liitto)*: EUR 2.98 million (FIM 17.7 million)
4. *Finnish Association of Mental Retardation (Kehitysvammaliitto)*: EUR 2.8 million (FIM 16.4 million)
5. *Finnish Lutheran Overseas Mission (Evangelisluterilainen Lähetisyhdistys Kylväjä)*: EUR 1.3 million (FIM 7.9 million)
6. *FIDIDA (Finnish Disabled People's International Development Association)*: EUR 1.1 million (FIM 6.7 million)
7. *Finnish Leprosy Mission (Suomen Lepralähetys)*: EUR 0.9 million (FIM 5.4 million)

In the case of the seven key players, we can speak about Finnish NGOs specialising – among other things – in development co-operation in disability issues. However, their views on the character of co-operation and interests in co-operation greatly differ. Two of the seven, the *Finnish Federation of the Visually Impaired* and *FIDIDA (Finnish Disabled People's International Development Association)* have both been involved in a bilateral project. Development co-operation on disability issues in the other 40 NGOs was often a marginal part of the total activity; some of them were very small organisations created for a particular development co-operation activity.

The names of the seven key organisations give a good insight to the key target groups of the Finnish development co-operation addressing disability. There were:

- three specific disabled people's organisations and FIDIDA
- two disability-specific religious organisations (Leprosy Mission, Mission of the Deaf)
- two religious organisations with a general character.

¹⁹ see Telford J (2002): *Synthesis Study of Eight Country Programme Evaluations. Evaluation Report 2002:8. Ministry for Foreign Affairs of Finland, Helsinki.*

Organisations for people with disabilities covered about 50 % of the co-operation projects and used about 50% of the funds allocated via NGOs; religious organisations used about 40% of the funds (including the Mission of the Deaf). The projects implemented by the miscellaneous group of other organisations were the smallest (friendship organisations, general welfare organisations, professional organisations, sports organisations).

FIDIDA is a particular organisation among the seven. All its members are registered organisations of people with disabilities and represent the different groups of people with disabilities in Finland – thus it is able to gather expertise on disability issues from the member organisations. FIDIDA does not only implement projects but also provides expertise on training and information dissemination, and policy development. Other than in FIDIDA projects, co-operation among the NGOs was very rare.

Disability-specific development co-operation has been concentrated on a handful of NGOs, mainly NGOs of people with disabilities. This has two implications: 1) the Finnish support has been targeted at certain groups of people with disabilities, rather than on disability issues in general, and 2) the quality of the development co-operation via NGOs mainly relies on the capacity of the Finnish NGOs of people with disabilities. Development co-operation also requires other capacities, such as administrative development and international co-operation, and success in development co-operation requires a complicated mix of these (and some other) capacities. It is unclear whether the Finnish NGOs of people with disabilities have this mix, although many of them have learned a great deal during the past ten years. The results of this evaluation, and some others, show that the experience is very variable.

Deaf and blind people

Almost one-third of the Finnish disability-specific inputs via Finnish NGOs have been targeted at deaf people. Some 15% of funding has been addressed to visually impaired people. Only about 10% was channelled to address the problems of intellectually disabled people. A very small share of the development co-operation has been targeted at the most prevalent disabilities, namely difficulties in moving.

Some Finnish NGOs of “traditional” disability groups play a strong role in Finnish development co-operation. However, some of the stronger Finnish NGOs of people with disabilities, such as *the Finnish Association of People with Mobility Disabilities (Invalidiliitto)*, are hardly involved in development co-operation at all.

A major change in focus

The main inputs of the Finnish NGO-driven projects were for equalising opportunities; the activities of 65% of the projects were classified into this group. About 35% of the projects addressed activity limitations. Other objectives were rare. Only 4% of the projects had elements of primary prevention. Most Finnish disability-specific projects via NGOs address issues related to the social context of people with disabilities; they do not merely focus on medical services or rehabilitation or other individual-level interventions. Typical Finnish interventions focus on training – developing the infrastructure of training and provision of training – or they support the development of the NGOs of people with disabilities and train their staff or raise awareness among people.

The paradigm change in disability issues is evident in the Finnish development co-operation via NGOs. The projects that started in the late 1980s and early 1990s focused on provision of special training for the main “traditional” groups of people with disabilities in isolated institutions (the deaf and the blind). Efforts to include people with disabilities in the ordinary school system have come much later. Also, raising awareness to any major extent is a recent approach, as is support for the development of organisations for people with disabilities.

Capacity building in advocacy and influencing national policies and development plans has only recently taken place, and it is very sporadic. However, experiences of the change in approach are already positive.

Framework NGOs and foundations

The Ministry has recently attempted to rationalise the administration of NGO-driven projects in any field through a system of framework NGOs and the use of foundations – i.e. outsourcing. There are seven framework organisations (organisations with a framework agreement for a certain period of time) that have also had disability-specific projects. However, the results of the recent Finnish evaluation of General Framework NGOs indicate serious problems in effectiveness.²⁰

There are also three foundations or “pools” of Finnish organisations that receive NGO support. These foundations do not implement projects themselves; rather, they directly support organisations in developing countries that work in the same sector. One of the three foundations, *ABILIS*, works with disability issues.

ABILIS-Foundation: opens a new direct and flexible channel to support small-scale initiatives

- founded by Finnish people with disabilities in 1998
- gives direct financial support to organisations of people with disabilities in developing countries to promote the equal opportunities, independent living, human rights and economic self-sufficiency of people with disabilities. Priority is given to human rights and to projects developed and implemented by women.
- gives small seed funds for new innovative projects
- 70 ongoing projects in 27 countries.
- Finnish government support during 1998–2001 about EUR 1.3 million. The amount of funding makes ABILIS one of the key players.

The use of foundations was evaluated in 2001. The role of foundations has so far been limited to functioning as a channel of financing. As such, they have proven to be a fast and a flexible way of directly supporting local NGOs; the initiative for the project comes from the local NGO and they are also solely responsible for the planning and implementation. Foundations have also been able to support small projects at the very grass-roots level and thus it has also

²⁰ see *Net Effect Ltd et al. (2002)*; cf. *Kyllönen (1997)*

been possible to support small NGOs that do not have much experience. Support has also been targeted at new countries and rural areas. ABILIS approaches disability issues as human rights issues and supports the activities of people with disabilities.

More national-level co-ordination is needed between projects supported through foundations and those supported with the local co-operation funds of the Finnish Embassies.

Other funding channels

The local co-operation funds administrated by the Embassies of Finland also directly support local NGOs. The objective of the local funds is to complement other Finnish development efforts on a small-scale level. Disability-specific projects have also been supported, but we were only able to gather information on a couple of projects in Tanzania and Zambia since the Embassies keep the records (see the full evaluation report).

Finland has also participated in the EU joint funding of NGO projects since her accession to membership in 1995. The share of funding payable by the Ministry for Foreign Affairs is based on the difference between the total costs and the funding granted by the Commission and the NGOs. Since 1995 the Commission has granted approximately EUR 8 million to over 20 Finnish-run projects. Very few Finnish NGOs have submitted applications for EU support because the application procedure is considered to be laborious. Additionally, to qualify for support the project must be of a certain size (EUR 24 000) – a sum that often exceeds the resources of Finnish NGOs. It is not known if any funding has been targeted at disability issues.

Two cases

To illustrate the wide range of the projects described above in aggregate terms, we here describe some example projects showing very different approaches and very different results, including effectiveness. The project descriptions are based on national-level evaluation reports and some project documents.

The examples point out the importance of local and national-level baseline studies – i.e. needs assessment – and the involvement of the right beneficiaries at all stages of the project, including planning. The sustainability is dependent on the staff, the potential problems of turnover or motivation, and on the funding – namely success in income-generating activities and mainstreaming into the local NGO or administrative structures.

Case 1. The Lutheran Evangelical Association initiated a youth training centre in Kenya, 1992.

It started with a workshop. A training school aimed at upgrading the skills of school leavers was established in 1997 and registered with the *Ministry of Technical Training*. The activities were training in metal work and fabrication, catering and motor vehicle mechanics. There was a metal workshop and a garage. The courses were for 1–2 years.

A recent evaluation study²¹ considered the activities relevant to the development objective and in line with the policies of the Kenyan Government. The project has been considered a forerunner in the implementation of some technologies in Kenya. It has supported the Finnish development goal of reduction of poverty through development of human resources and has met the cultural, gender and environmental requirements. Poor families have acquired working skills and are now able to produce goods such as doors, windows, metal furniture, lawn mowers and water tanks, and undertake motor vehicle repairs – activities which have given the young people and their families a means of living. A total of 101 students have attended the school since 1998.

However, the overall impact of the project on the lives of the local people is considered small in comparison with the infrastructure provided and resources spent. It seems that today the workshop is rented to a local entrepreneur, who does not pay the rent on time, and the workshop property has been stolen. The implementing organisation is taking legal action against the tenant. According to the evaluation, one of the main reasons for the failure is that the beneficiaries did not participate in the design and implementation of the project, although the implementing organisation is still in full charge of the financial part of the project. Another key problem is the lack of qualified local staff, but the project can be continued as long as the production is supervised by a Finnish expert.

²¹ Kunguru J, Kokonya D & Otiato C (2002): *Evaluation of the Development Cooperation Activities of Finnish NGOs in Kenya. Interim Report. Ministry for Foreign Affairs of Finland, Helsinki (unpublished).*

Case 2. The Zambian National Library and Cultural Centre for the Blind (was supported for years).

The project was implemented by *the Finnish Federation of the Visually Impaired (Näkövammaisten Keskusliitto)* and the corresponding Zambian NGO; the government of Zambia played a very limited role in the planning and implementation of the project. The support for the ten-year period was about EUR 1 million. The Finnish funding has covered 90% of the operational costs. It was planned that the Zambian Government would assume responsibility for the library in the mid-1990s – the need for this institution was recognised, but it was not given a high priority.

The effectiveness of the library project seems very limited, if measured by the number of clients using the library. The average number of visitors per week is 42, two-thirds of them schoolchildren transported by a Zambian NGO. The results are modest, since most visually impaired Zambian people do not have access to training services and transport to the library is not easy. It was originally planned that the library would be able to serve potential clients countrywide: 33 outlets were started on paper, but they never materialised, and in reality only those living in the capital can be served. The performance of the library in audio and book production has been assessed as being well below average.

In 1998 the audio and book production was, in principle, computerised, but no staff were trained in the use of the new system; by 2001 the containers with the equipment remained unopened.

One factor hampering the solving of problems was the lack of co-operation between the library and the Zambian NGOs. Today, a lack of management capacity, lack of staff motivation and lack of discipline are reported in the library. Some of the basic assumptions of the project were either too optimistic or inappropriate in the Zambian social and economic context. Practically all expenditure on the project was used for administrative costs and basic maintenance of the premises, with no real investment in the development of the library. With no further Finnish financing, the library will be closed, after having operated for 12 years with development funding, since the Zambian Government is reluctant to take responsibility for the funding.²²

²² Ruotsi J, Lindberg O, Segerström , Mbozi D, Laxén J (2001): *Evaluation of the Development Cooperation between Finland and Zambia. Evaluation Report 2001: 9.* Ministry for Foreign Affairs of Finland, Helsinki.

PART IV THE CURRENT CONTEXT OF DISABILITY CO-OPERATION – COUNTRY CASES

CHAPTER 9. DISABILITY PROJECTS SHOULD NOT BE ISOLATED

The results of the development co-operation in disability issues for the past ten years have been rather meagre. This fact made the team ask why has disability been given such inadequate treatment in development co-operation? The answer the team heard from various directions was:

“Partner countries do not bring it up, communities do not demand it, people with disabilities do not have a voice and donors do not consider it”

If this is the case, there is a need to review and, consequently, revise the basic premise of the participating agencies in line with the current ways of thinking, as shown below:

- Policy:** People with disabilities have the same rights as everyone else.
- Awareness:** There are people with disabilities in all target groups, but they are often excluded to the point of being “invisible”.
- Knowledge:** A basic knowledge and understanding of disability, and the rights of people with disabilities, their concerns and abilities, is a prerequisite for correct action.
- Attitudes:** There is prejudice and there is open discrimination. Attitudes are invisible, and hard to measure and monitor, but they do matter the most.
- Practices:** The way things are done can create mental and physical barriers that make it impossible for people with disabilities to participate and be heard.

Any development initiative should be examined as part of a wider system by “zooming out” to the outer layers of the society to find the root causes of constraints or examine enabling factors. For example, when planning a health project a study usually includes finding out what the major diseases are, what causes them, what sort of health system there is, how it operates, who the key players are, etc. It is essential for the planning, implementing and evaluating of individual programmes and projects to get a basic understanding of the wider environment in which the activities take place. This sounds self-evident and is practised in most fields. For some reason, this type of context analysis is more or less lacking when it comes to development co-operation in disability issues – at least in Finland’s case. Co-operation in disability issues often seems to “hang in the air” – any analysis of, and links with, the wider situation and environment seems to be rare. The results of our evaluation of the co-operation described in the previous chapters confirm this conclusion; if a sufficient context analysis had been made, the overall picture of the co-operation would be quite different – perhaps. In addition to the effort at the local level, there probably would have been more work done on the key enabling issues – such as awareness, policies, legislation, accessibility, access to basic services, advocacy, etc. – at the national level.

Two brief examples of different aspects of the environment show that they should influence how a development co-operation in disability issues is designed.

Tanzania: Most disabilities could be prevented

Disability issues seem to be discussed in only one of the major national reports (UNDP: Tanzania Human Development Report 1999). On one page, based on the previous UNICEF survey of parents in 1998, it decries the state of people with disabilities. Most parents thought disabilities occurred after episodes of high fever, convulsions or crying, and confused symptoms with causes; thought disabilities were punishment for parental misconduct or negligence; or used modern terms without necessarily understanding the meaning. Traditional medicine is often used to try to treat disabled people. Most disabilities seemed to be related to poor treatment and preventable conditions, thus calling for more preventive health care and vaccinations.

The UNICEF study found that families rarely receive any help or advice from medical or rehabilitative specialists. Children tend to be isolated and are often not sent to school, even special schools for the blind and deaf. Adults suffer from disabilities caused by leprosy and elephantiasis. The UNDP report draws serious attention to a needs assessment and programme of action to enable Tanzania to better and more systematically address the needs of people with disabilities.

Zambia: Crisis sneaks in – poverty reduction gets thrown out

Zambia gained independence in 1964, and the sole legal political party ruled until 1990. The elections in 2001 replaced the government, which has since been heavily accused of corruption; the results of the election have also been challenged. Despite her internal struggles, Zambia has no major problems with her foreign policy – unlike many other African countries. Zambia has even been able to receive and integrate a large number of refugees.

The internal situation has fast deteriorated. GNP has dropped by 50% during the 38 years of independence, from USD 700 per capita to USD 350. Life expectancy has decreased from 49 years to the present 37 years. About 80 % of the people live in poverty (less than a dollar a day). Zambia has a high prevalence of HIV – one of the highest in Africa – 20% of the population.

The present annual budget is about USD 100 per capita; the total budget is below one billion USD. Of the total budget, USD 100 million (13 %) is allocated to the Poverty Reduction Strategy Papers (PRSP). About 60% of the PRSP are financed from external sources and 40 % from internal sources. At the same time, the acute problem in Zambia – hunger – requires about USD 100 million for the food programme, about the same as was intended in the poverty reduction programme. This means that the entire poverty reduction effort is in danger of failing due to the shortage of food.

Why is there a lack of food in Zambia? Some say it is a result of dependency on maize – only half of the required amount can be produced at present. During the better times, when money was coming from copper, Zambia changed from cultivating cassava to cultivating maize and other less demanding crops. Due to global prices, the copper mining has since collapsed and Zambia's agriculture cannot afford the fertilisers and irrigation essential for the cultivation of maize. The USA has offered cheap, genetically modified maize, but the government is reluctant to accept it; the other alternative is to buy from South Africa, at a high price.

cont.

The political situation is very difficult, as there are internal power struggles in the main party – and among others as well – that may lead to the annulment of the elections held in 2002. While the government should be concentrating on how to deal with the hunger and plan for long-term survival by shifting food production and other production to more sustainable activities, the politicians are just playing games amongst themselves.

The worry for many disabled people in Zambia today is how to get the relief maize to survive. A person with disability may not receive the information, may not be able to travel, may be overpowered by the others for cultural reasons, and so on. What can a development co-operation strategy be in such a situation? Our view is that it should be exactly the same as in any other situation: inclusion of people with disabilities in the mainstream to ensure they have the same human rights as the others.

(This situation analysis in Zambia is loosely based on a discussion with the Chargé d'affaires, Timo Karmakallio, in Lusaka, Zambia, which is gratefully acknowledged. The responsibility for the views is solely with Anneli Milén)



Disacare Sports Club practice session, Zambia. Picture: FIDIDA

CHAPTER 10. FUNDAMENTAL QUESTIONS: TANZANIA AND ZAMBIA

There are some fundamental questions that must be asked when planning, implementing, deciding on financing and evaluating any development co-operation on disability issues, regardless of the size of the project, whether it will take place in one village or an entire country or who will be implementing it. It may well be that there are no answers to some of the questions, but that should not be used as an excuse for doing nothing or not trying to find a compromise. The list here is indicative, not exclusive:

- Are there people with disabilities?
- Do people with disabilities appear in the national development plans?
- What do the different sectors plan to do as far as disability issues are concerned?
- Do the national plans for HIV/AIDS control include the most vulnerable people?
- Are the basic rights of people with disabilities stated?
- Are there national government structures for dealing with disability issues?
- Is there an active civil society?
- Does the civil society have a voice in national disability issues?

Tanzania and Zambia were identified as the countries in which to make a brief analysis of the wider environment of disability issues as they are both among the top ten partners of Finnish development co-operation. Various national development plans and reports, reports by international organisations, research publications, newspaper articles and reports by NGOs of people with disabilities were gathered and studied. The most valuable sources of information were the interviews and discussions held with various people, from high-level government officers to ordinary citizens, during the four short days spent in each country.

It is acknowledged that the analysis is very limited; the aim is merely to provide examples of crucial issues that should contain disability aspects – provided the disability issues are seen in relation to human rights, social development and poverty reduction.

Are there people with disabilities?

Of course there are people with disabilities in every country, but, judged by the statistics, they do not seem to exist. There is no reasonably reliable information on who they are or where they are, the main causes of their disabilities, or their needs or access to basic services, or the related attitudes and practices in their societies in either Tanzania or Zambia.

In Zambia visits were made to NGOs of people with disabilities and their umbrella organisations, the responsible Ministry, international agencies and development co-operation experts. It rapidly became clear that they had hardly any information on disability issues, other than anecdotal. Local NGOs of people with disabilities have some formal information and a lot of knowledge based on experience, but they are mostly limited to the type of disability the NGO is for – e.g. the blind, the deaf.

International organisations also seem to overlook the fact that there might be people with disabilities in a country. The only report that discussed the national situation of people with disabilities in Tanzania was by UNICEF (see above). A Finnish NGO activist made a study on

the needs of people with disabilities in the *Tanga Region* of Tanzania. This may not have been the only one made; it is of concern how these types of studies could be made better known and more available to the local policy-makers.

Statistics and surveys

Statistics in Tanzania, such as hospital or other health statistics, or education statistics, record nothing on disability (e.g. when a child is born), even though large national surveys that could integrate disability aspects have been conducted. An extensive Household Budget Survey was conducted in Tanzania in 1991 and again in 2000. A nationally representative sample of 22,000 households was interviewed in the most recent survey and data on a whole range of individual and household characteristics was collected. The survey reports go into detail, but we found absolutely nothing on disability issues. The disability issue could have been included as one simple variable with very little effort; cross-tabulated with the other information, its inclusion would have produced a lot of valuable information on one group of the poorest of the poor. Nobody seemed to have advocated for the inclusion, neither the Tanzanian government, local or international NGOs, NGOs of people with disabilities, or donor governments.

A plan obtained from Zambia illustrates that when inclusion and mainstreaming is adopted as the main strategy, information on the needs of people with disabilities arises naturally – the education sector plans to conduct a survey at village and district levels to ascertain the educational needs of children with disability. The team was told that in the health sector two nurses are working on a study on HIV/AIDS among people with disabilities – a positive example that should be guaranteed to lead to actions.

National population census – a powerful tool

Lack of information should not be used as an excuse for doing nothing, but information and knowledge can be used as powerful tool in policy making, advocacy and planning. In situations such as Tanzania and Zambia, where statistics are not kept and surveys do not cover disability issues, a population census has an important role. Earlier national population censuses in Tanzania did not include anything on disability, whereas the latest census, conducted in 2002, does. The inclusion of disability-related questions seems to be credited to the Ministry of Labour and its Social Welfare Department, although some NGOs of people with disabilities have also been involved.

With great effort, the Ministry managed to get two specific questions into the census: the type of disability and the cause of the disability. When these variables are cross-tabulated with age, education, sex and area of residence, approximately 60 tables will be produced to provide a basic picture. When asked how they will use the information, the Ministry in charge of disability issues emphasised the value of information in raising the issues higher on the development agenda in general, and in the co-operation with other sectors in particular.

The Tanzanian Social Welfare Department is aware of the major problems with the validity and reliability of such information in a country such as Tanzania: people with disabilities are kept hidden or are not counted, disability is sometimes difficult to classify or discussion on causes may be a culturally sensitive issue. The two main officers dealing with disability have involved themselves in the training and supervision of the census interview staff. They are looking forward to the first results, which are coming very slowly, and hoping to have a powerful tool for their

work. As they proudly said: “This is the first time the government has asked about the disability situation.”

The 1990 census in Zambia included a “yes or no” question on disability: Is the person blind, deaf/dumb, crippled or mentally retarded? As can be expected when using this type of method, the results are clearly underestimated. The census found the percentage of people with disabilities to be around one per cent, while the internationally accepted estimate for developing countries is 10–25 %. The census for the year 2000 was still not finished in November 2002, and one of the main umbrella organisations of NGOs of people with disabilities, ZAFOD, was of the opinion that it will not include reliable information either. The officers responsible for disability issues in the *Ministry of Community Development and Social Services* had the same view: the questions were not appropriately formulated and they were not consulted. We wonder why.

Do people with disabilities appear in national development plans?

National development policies increasingly include, or at least intend to include, the most vulnerable groups and their needs. The recent trends in policy development by the Tanzanian and Zambian governments focus more on social development than ever before, and could potentially benefit the people with disabilities as well. Such policies include the major reforms in the education sector and in the health system, as well as the attention to rural development. Any efforts to enhance democracy, human rights and the civil society could benefit people with disabilities. However, it is often the case that such people do not benefit automatically – they need to be explicitly and intentionally included.

The overall long-term policy in Tanzania is defined in *Tanzania’s Development Vision and Long-term Development Strategy* for the period up to the year 2025. It recognises that economic growth fundamentally depends on human capacity and that human development is practically impossible without economic growth. Thus the focus on the dominant macroeconomic issues has been joined by more emphasis on social and human development.

The overall long-term vision for Tanzania is materialising in the medium term, for instance in the *National Poverty Eradication Strategy* through 2010 and the Poverty Reduction Strategy Paper (PRSP). Other central documents are the *Tanzania Assistance Strategies* by the government and the international community.

Tanzania’s Poverty Reduction Strategy Paper is said to have been developed in intensive consultation with, among others, representatives of the poor at the village level. The key objective is to promote accelerated and equitable growth. Several of the objectives aim at an improvement in access to basic services, such as clean water and health and education services. The main target groups are women and children – i.e. over half of the population. Who actually are the poor, or the most poor, and who are the most vulnerable at risk of becoming poor has not been discussed. One reason seems to be that little is known about poverty or vulnerability in Tanzania. However, several initiatives are being implemented to update the database for poverty analysis (Population census, Household Budget Survey).

People with disabilities and PRSPs – some hope

People with disabilities are not discussed in the poverty reduction strategy, although they are most likely to be among the poorest of the poor. The strategy mentions that “Many communities

have to deal with growing numbers of AIDS victims and orphans, the handicapped, the very old, and the refugees. There is, therefore, a growing need for safety nets". However, safety nets do not address the systemic causes of vulnerability. According to current international thinking, the major challenge with regard to people with disabilities is not the safety nets but their inclusion in society as citizens with full human rights.

Tanzania's *Poverty Monitoring Master Plan* includes a number of indicators related to income poverty, human capabilities, survival, nutrition and extreme vulnerability. None of the indicators have anything to do with disability. The measures of extreme vulnerability are: 1) proportion of orphaned children, 2) proportion of child-headed households, 3) proportion of children in the labour force, and 4) proportion of elderly people living in a household where no one is economically active. Important as it may be for monitoring poverty, the system fails to provide much information on who actually are the poor among the generally poor population in Tanzania.

One of the four Tanzanian working groups within the *Poverty Monitoring System*, that on Research and Analysis of Poverty, has drawn attention to the lack of information on vulnerability. In order to reduce poverty, it is important to understand the process by which individuals, households, or communities are impoverished and eventually become poor or poorer. The report discusses the two dimensions of vulnerability: resource endowment (such as ownership of land, buildings, livestock, labour power) and entitlement (command that people can use over goods and services). People with disabilities are included in both conceptual discussions. The working group has concluded that although the forthcoming *Participatory Poverty Assessment* will provide more information, future research should focus on identifying factors that relate to vulnerability, and that should be used to inform poverty reduction policies that adequately respond to the nature of vulnerability.

National budget

The focus of the Tanzanian national budget is said to be on promoting growth and ensuring prudent, poverty-based public spending. It seems that some social sectors are continuing to receive substantial new resources. We were not able to ascertain how much has been focused on the priority sectors of health, education, water, judiciary, HIV, agriculture and rural roads; at least, no significant moves are being made towards local government. Expenditure on defence and security is increasing. The higher expenditures are primarily financed through increases in donor support. This means growing aid dependency and, perhaps, more say by the donors.

Sector plans

In Tanzania, disability issues or people with disabilities are only mentioned in one sector policy – the national employment policy. One of its objectives is to “involve various groups/organisations of people in all employment programmes, including women, youths, people with disabilities, retired people and retrenched.” The main policies on health, water, justice, culture, transport and others neither mention people with disabilities nor disability issues in general.

Tanzania has set primary education as a priority in national development. The policy emphasises equality and states that the government shall promote and facilitate access to education for disadvantaged social and cultural groups. The plans are to be implemented with the assistance of donors by using the SWAp. The recent abolition of school fees could bring 1–1.5 million children back to school. The decentralised responsibilities could be beneficial to people with

disabilities: each school has a school committee and has to ensure that all children attend school. According to one study, villagers complain that the committees comprise the élite, and that women, the elderly and people with disabilities have little say in the development of their education (Alubisia, 2002).

Do the national HIV/AIDS plans include the most vulnerable people?

About 12% of the adults in Tanzania are infected with HIV. The President has declared the HIV/AIDS situation a national crisis. The *Tanzania Commission for HIV/AIDS* has recently been established and is struggling with the extensive problem. The Tanzanian government has approved a national HIV/AIDS policy. The policy and its implementation have paid little attention to the vulnerable groups, including people with disabilities. The team happened to visit the UNAIDS office when a consultant was helping to draft a national HIV/AIDS strategy to follow the policy and we were met with great enthusiasm for including people with disabilities in the plan.

Now that more is known about the dynamics of the disease, and the plans seem to go further and involve the lower levels of administration in Tanzania, people with disabilities begin to appear in the texts and plans. For example, the draft guidelines on HIV/AIDS state that the special committees at district and village levels must include a “representative of the people with disabilities”.

Two umbrella organisations of Tanzanian NGOs criticised the donor policies: funding for special HIV projects is given but in the overall and basic capacity building in, for example, human rights, good governance and the advocacy of local NGOs is not seen as trendy. The local NGOs and the international NGOs are competing for the same funds, whereas the international NGOs should be working through the local NGOs to strengthen the local capacities and improve sustainability (interviews in TANGO and TACOSODE).

People with disabilities are not mentioned in the HIV/AIDS policies in Zambia. The government agency for persons with disability plans to take up this issue. However, in Zambia, as well as in Tanzania, women with disability have a higher risk of being sexually abused, and people with disabilities often lack information on sexual and HIV issues for cultural reasons, because they attend school less, or because the information is not given in a suitable format, e.g. for the deaf or the blind (interview with NGO).

The Ministry responsible for disability issues in Zambia is aware that some NGOs of people with disabilities have conducted some activities on HIV/AIDS issues funded by donors. The Ministry's view is that these have only impacted on a very small number of people since they are mainly ad hoc seminars for small groups.

Are the basic rights of people with disabilities stated?

The very fundamental question in any development co-operation is the issue of human rights. And one of the often-neglected groups is people with disabilities. Tanzania has not ratified *the UN Standard Rules on the Equalisation of Opportunities for People with Disabilities* (1993), but intends to do so soon. The ratification is an important step towards the development of national legislation on disability issues since the Standard Rules are considered to set the international

interpretation of the human rights of people with disabilities. Our impression was that it is the Tanzanian social welfare department that is pushing the ratification, not any donor behind.

The constitution of Tanzania does not explicitly affirm the rights and needs of people with disabilities. Two important laws were granted assent by *President Nyerere* in 1982 (the Disabled Persons Employment Act and the Disabled Persons Care and Maintenance Act). Neither their content nor their implementation has been reviewed since they were passed over 20 years ago.

A national disability policy has been under development and recently submitted to the first stage of the government process. The policy is rights based as it takes into consideration the various UN resolutions and, in particular, the Standard Rules on equalisation of opportunities. The Ministry hopes that the passage of the draft national policy will then pave the way for a comprehensive review of the legislation concerning disability issues, including the two Acts from 1982.

Zambia passed the basic legislation on disability issues in 1996 – *The Persons with Disabilities Act*. Its development was initiated by pressure groups and it was drafted in collaboration with the people with disabilities. It deals with discrimination, registration of people and institutions, and inspections of institutions. The enforcement is missing, as well as the funding for the provision of services. Much of the Zambian law relates to the establishment of a special government agency to plan, promote and administer (welfare) services for all categories of people with disabilities, keep registers, promote public awareness relating to the prevention of disability, and co-ordinate the provision of rehabilitation and social welfare services. As the Ministry officers said, the Act urgently needs to be updated in line with the current understanding of disability issues.

Are there national government structures for dealing with disability issues?

The main responsibility for disability issues rests with the *Tanzanian Ministry of Labour, Youth Development and Sports*, and its social welfare department. There is one counsellor and a deputy for these issues. The team got the impression that these officers were very enthusiastic and knowledgeable about the international thinking on disability issues. The department had recently organised a seminar for journalists, aiming to enhance the frequency of reporting on disability issues in general, and to enhance positive reporting to raise people's awareness of people with disabilities by, for example, the use of non-discriminating language. The seminar was conducted with at least one NGO of people with disabilities, and without donor funding, and it produced several interesting and new types of newspaper articles.

Dealing with disability essentially requires the involvement and co-operation of several sectors. Tanzania is planning to establish an inter-sectoral committee on disability. Much will depend on this committee's ability to see the whole picture on disability issues, to prioritise the efforts and to develop strategies for and monitor the implementation of disability policies. Furthermore, the active involvement of the Tanzanian NGOs of people with disabilities will be crucial.

The Ministry of Community Development and Social Services is responsible for disability issues at the national level in Zambia. It was to be reorganised in December 2002 so that the structure would be based on vulnerable groups (orphans, people with disabilities, women, and the elderly). As is the case in Tanzania, the Ministry – and this department in particular – has not received much attention from international agencies or the government when it comes to dealing with

poverty; it seems the NGO sector on disability issues is currently better placed for international support than an unfashionable government body, a fact that causes tension.

The Disability Act of 1996 established the *Zambia Agency for Persons with Disabilities* with various service provision responsibilities. The agency has 650 employees, 32 in the central office and several on 13 farms. The government funding covers the salaries but leaves nothing for the activities. In 2001 the agency received HIPC funding of USD 1,200, but it does not seem to have been able to function well and its role needs a profound change. The new director of the agency has several plans for redirecting the role and functions. He aims to strengthen the system of district co-ordinators in 30 of the 72 districts and involve them in the work of the district development committees. He also sees the need for an inter-sectoral network at the national level.

Is there an active civil society?

The Tanzanian Civil Society Organisations (CSO) and the NGOs have operated without a comprehensive operational framework in recent years as no NGO policy has existed. The government initiated the policy formation for the NGOs seven years ago, and since then a committee has written five drafts of the policy. Although participatory methods have been used during the last four years, the majority of the NGOs are not satisfied with the process or the policy drafts. The Cabinet approved the new national NGO policy in November 2001. The policy is now awaiting the legislation to allow its implementation. One of the umbrella organisations in particular, *TANGO (Tanzanian Association of Non-Governmental Organisations)*, has expressed concern over the narrow role given to NGOs in the development of the society. TANGO points out drawbacks in the process and claims there are some critical elements lacking in the final document. The government's motive is seen as wanting to control the sector. TANGO is soliciting for financial support to hire a team of lawyers and NGO practitioners to make sure that NGOs are prepared for the eventualities the government is trying to force onto them, and, where possible, replace the government's oppressive NGO legislation with a genuine, popular legislation by the NGOs themselves.

The Zambian NGO sector has been gaining strength throughout the 1990s, but one of the main problems is that most of the NGOs are based in urban areas, although some women's organisations have managed to reach the countryside. Co-operation between the government and the civil society has been difficult. In 1996 the Zambian government published a proposal for an NGO bill; the government has been unhappy with NGOs that criticise their actions and has suggested that those wishing to criticise the government should form a political party.

A group of NGO representatives prepared their own proposal for an NGO bill in 1998. The main point of their bill is that NGOs want to control their own activities. The proposal was approved by the decision makers but it was never officially approved by the Parliament. Partly because of this, conflicts between the government and NGOs are still quite common.

People with disabilities are quite well organised and have good networks in Zambia. *The Persons with Disabilities Act*, which is based on the UN Standard Rules, has further enhanced the strengthening of the organisations for people with disabilities. *The Zambia Association for Disabled (ZAFOD)* is the umbrella organisation for all organisations for people with disabilities.

Does the civil society have a voice in national disability issues?

The process of preparing the poverty reduction strategy in Tanzania has been reported as including a number of stakeholders and the civil society. The report of the *National Consultative Workshop on the Preparation of the Poverty Reduction Strategy Paper* (Tanzania, 2000) summarises the civil society organisations' views on the PRSP process. Most of the NGOs did not have adequate background information on the HIPC initiative as a whole, or on the PRSP process in particular. There were two participants in this workshop from *TACOSODE* (*Tanzania Council for Social Development*), an umbrella organisation of the NGOs related to the social sectors (including NGOs of people with disabilities). Although having represented the member NGOs in a number of meetings, they had not been able to include disability issues in any of the main policies. One problem is the survival of the organisation: how can they be active in advocacy if they are hardly able to run the office. External funding is focused on HIV/AIDS activities, getting funding from the government is impossible, member NGOs cannot pay their fees and self-financing activities are difficult to sustain in a poor country (information based on an interview).

Another umbrella organisation of all types of NGOs in Tanzania, TANGO, has participated in the PRSP process. They have not especially advocated for disability issues. Their experience was that the NGOs of people with different types of disabilities (deaf, blind, physically disabled, mentally disabled) sometimes fight among themselves and only promote their own specific cause. They are not united. They were concerned about the present trend in project-based funding for NGOs, which does not enhance the capacity building of the civil society organisations to be able to advocate and participate in national policy making.

There are rather contradictory views on the drafting of the national policy on disability in Tanzania. It seems that NGOs only became active in the later stages, but were able to influence the contents. The role of the NGOs, and the NGOs of people with disabilities in particular, as partners to the government, and as watchdogs in the real implementation of the national policy, will be central. How much capacity they have for this type of work without serious input from the international community remains to be seen.

Several Zambian civil society organisations have given massive input to the poverty reduction strategy discussion. Their contributions are gathered in a report – *Poverty Reduction Strategy Paper for Zambia: a civil society perspective* (June 2001) – in which they present their views on all the main aspects of the poverty reduction strategy, such as employment, the macroeconomic framework, agriculture, health, education, mining, tourism, gender, environment and governance. Yet people with disabilities are only mentioned in relation to education: reduction of bus fares to schools and curriculum improvements to meet the special needs of disadvantaged groups are urged. We found nothing about vulnerable groups or disability under health or employment.

Some Zambian civil society organisations have been active in following the implementation of the poverty reduction strategy and the use of HIPC funds. They have been openly critical that in 2002 funds had still not been targeted at the social sectors. *The Zambia Federation of the Disabled* has issued press releases complaining that the new government has completely left out people with disabilities. The use of relief maize to help the hunger in some parts of the country has also raised voices in relation to people with disabilities. Some chiefs and NGOs have tried to get more attention on the situation of people with disabilities often being the last ones to receive any relief food.

A context analysis calls for broad action

The overall development policies in Tanzania and Zambia are taking human and social development more into account than before. From the disability point of view, this is a very favourable trend. However, disability issues or people with disabilities and their human rights are not explicitly included in the main national development policies and strategies; this is also true of the poverty reduction strategies. There are indications that there will be requests for specific information on vulnerability, poverty pockets, the process of becoming poor, etc., that will provide an opportunity to include disability issues as the process on poverty reduction strategy process is further developed.

There are many opportunities for integrating the human rights of people with disabilities in the policies of different sectors – a health policy could examine the main causes of disability, and their prevention, and a justice policy could promote the rights of the most vulnerable and thus include the people with disabilities. The primary responsibility is within the countries themselves, and capacity building is of the utmost importance. The strengthening of local NGOs of people with disabilities needs to be addressed, as does co-operation with the public sector in charge (usually the Ministry of Social Welfare or similar); the donors have an opportunity to raise these human rights issues in all co-operation, including the national HIV/AIDS policies and strategies.

Basic information on disability issues is not necessary for some action, but it is essential for powerful and long-term strategic action. Including disability aspects in a population census is the first step, and the donors could be supportive there. A population census can provide essential information but it is by no means sufficient. Research is needed on various issues. An example of the need for practical and action-oriented research to be included in most projects and programmes is raising the awareness of disability among the general population and among the people with disabilities: it is of the utmost importance and requires much better knowledge of the situation and what works and what does not.

One of the basic requirements is that each country has up-to-date legislation concerning the rights of people with disabilities. This is not the case with Tanzania and Zambia – and many other countries. Would Finland invest in development co-operation projects targeted at women in a country whose legislation gives no protection and human rights to women without trying to influence the basic legislation?

Disability issues are often placed with the ministry in charge of social welfare, which is usually a relatively weak ministry as regards political weight and resources; support is not fashionable among the donors. The two officers in the *Tanzanian Social Welfare Department* were positively surprised at our visit as this was “the first time that any donor has ever taken up the disability theme or shown any interest”. The Poverty Reduction discussion seems to have moved several issues to the Ministry of Finance and the Vice President’s office; this could be an opportunity for advocacy and gaining more political support for the issues. It can also be a threat for the ministry in charge (Department of Social Welfare) to be left out of any institutional development and capacity building efforts, as well as from donor assistance through the sector-wide approach.

The role of the local NGOs in the poverty reduction strategy process has been crucial in Zambia; in Tanzania it has been less. However, in neither country has it led to including disability issues in the strategies or actions. This may be due to the fact that local NGOs of disabled people have even less capacity than the other NGOs or the big umbrella organisations of NGOs.

It is the people with disabilities themselves, and their families, who are the best advocates for their case and who know what they are talking about. Donors, including Finland, should commit themselves to providing long-term assistance for NGOs of people with disabilities.

CHAPTER 11. FINNISH CO-OPERATION IN A WIDER REALITY

Tanzania and Zambia have been amongst the top ten Finnish development co-operation partner countries since the late 1990s.

Tanzania is one of the main traditional partners of Finnish development co-operation, but disability issues have had a small role. There have been no bilateral projects dealing with disability issues. Ten projects on disability, with a total value of EUR 3 million, have been funded via Finnish NGOs during the past ten years. *The Finnish Mission of the Deaf* allocated two-thirds of the funds to the development of special schools for the deaf in Northern Tanzania. The other projects have been small but could have had a large impact if they had been integrated in national and/or local development processes. Some of them, each very different, are briefly introduced here.

Since 1997 the Finnish *Service Centre for Development Cooperation (KEPA)* has supported the efforts of the Tanzanian Association of NGOs to lobby the NGO policy and to strengthen their lobbying and advocacy work. This is a good example of a long-term commitment to capacity building to ensure the civil society is able to function. Naturally, the NGOs of people with disabilities benefit as well.

A participatory project that includes disability

The Rural Integrated Project Support Programme, RIPS, and its third phase from 1999–2005, is a bilateral project in two regions in Tanzania. The objective is to provide a framework for supporting local development initiatives and projects to create sustainable livelihoods. More practically, it aims at improving the capacity and transparency of the local government administration and strengthening the capacity of the civil society to actively and democratically participate in development. It facilitates the institutionalisation of participatory approaches and democratic principles among the authorities and civil society to support the objectives of the *Local Government Reform Programme*. The stakeholders of the programme are the rural communities, local and regional authorities and programme staff. The rationale is that institutional development and capacity building of government institutions alone can neither succeed nor be sustainable unless the communities, individuals, their associations and private enterprises are empowered.

RIPS is an example of a project which has put effort into including disability and people with disabilities into mainstream development co-operation activities to enhance equal opportunities. The gender policy formulated for the programme, which includes all vulnerable groups, has

also enabled people with disabilities to participate in and benefit from the programme. Disability issues have, in a sense, been fully mainstreamed.

There are some organisations of people with disabilities in the programme regions, but their capacity is weak. The programme has supported initiatives in training and income generation, and community awareness of the rights of people with disabilities has been built in village settings using videos and community theatre. The communities have not, however, raised the issue of disability. Organisations for people with disabilities have been active, when given the opportunity, as have local-level authorities after sensitisation.

Even in such a favourable setting as this programme, special measures are needed before people's attitudes change and people with disabilities are allowed to participate in the mainstream activities in communities. The implementation of RIPS is based on collaboration between local authorities and NGOs, and also concerns disability issues, which greatly contributes to the sustainability of NGO activities.

Sports – a new way

The project is being implemented via the *Finnish Athletics Association (Suomen Urheiluliitto ry)*. At first it had a component to support the sporting activities of children with disability in some villages. Later, the activities were partly mainstreamed as children with disability enrolled in mainstream schools. The project had three target groups: youth, women and people with disabilities. The situation analysis showed that very little was being done to support sports among the people with disabilities; even the teachers in the schools with special units for these people lacked skills and equipment. In general, sports were not encouraged among the children with disability – they were considered “unable”.

The project has taught teachers and others how to teach sports to children with disability. Sports equipment was given to schools and to sports teams, and the children and their teachers actively participated in the project. As a result, a regional association of children with disability was started. Attitudes in the villages have changed as people have seen that children with disability are “able”.

More modern co-operation in Zambia

Zambia has been the number one partner to Finland in disability issues, judged by the number of projects and the amount of funding. The co-operation has included bilateral projects and NGO-driven projects. The 17 disability-specific projects via Finnish NGOs received about EUR 6.4 million, twice the funding for Tanzania, and the funding was more evenly distributed amongst the projects than in Tanzania.

The Finnish Association on Mental Retardation (Kehitysvammaliitto) had two vocational training projects between 1993 and 2001 with a budget of over EUR 2.1 million (FIM 12.6 million), and has one ongoing project focusing on employment of people with disabilities – the next step in the service chain.

Zambia is one of the key partners of *FIDIDA*, a Finnish umbrella organisation of NGOs of people with disabilities. *FIDIDA* has had six projects in Zambia, funded with EUR 0.8 million (FIM 4.7 million). The activities of *FIDIDA* seemed to be more multi-faceted than those of the other Finnish NGOs; its projects have focused on community-based rehabilitation,

supporting NGOs of people with disabilities, rehabilitation infrastructure, education and training. *The Finnish Association of the Deaf (Kuurojen Liitto)* had one large project of EUR 0.9 million (FIM 5.2 million) to support the Zambian deaf people's NGO, and *the Finnish Association of the Hard of Hearing (Kuulonhuoltoliitto)* had a small project also supporting a local NGO. *The Finnish Association of People with Mobility Disabilities (Invalidiliitto)*, with few development co-operation projects, had three projects in Zambia with funding of over EUR 0.2 million (FIM 1.2 million). They focused on supporting the beneficiary NGO and the provision of mobility aids. *The Finnish Federation of the Visually Impaired (Näkövammaisten Keskusliitto)* implemented a project that established and supported the library for the blind at EUR 0.9 million (FIM 5.4 million). Interestingly, Zambia has also attracted also those Finnish NGOs of people with disabilities that are very important in Finland but have not, until now, been very active in development co-operation.

The Finnish *Service Centre for Development Cooperation (KEPA)*, established by several Finnish NGOs and operating in several countries, started its office in Lusaka in 1987 to operate the Finnish development volunteer programme, which has now been practically phased out. From the late 1990s KEPA started to focus on direct partnership programmes with local NGOs. Since 2000 the number of partnership programmes has dropped, and at present KEPA-Zambia emphasises its information and advocacy function and, particularly, its role as a resource centre and contact point for Finnish and Zambian NGOs. The role of KEPA's support services has been of crucial value to the numerous disability-specific NGO projects implemented in Zambia. KEPA-Zambia has been co-ordinating the work and producing information, as well as creating networks, and has also had direct partnership agreements with Zambian NGOs of people with disabilities.

Strengthening NGOs of people with disabilities

Several of the Finnish projects in Zambia have supported the local NGOs of people with disabilities, which is quite different from the situation in Tanzania. They are good examples of supporting development in the long run, empowering people with disabilities to advocate for their own rights and needs and to participate fully in a society. The main project was funded via FIDIDA and ran for ten years to support ZAFOD, the *Zambian Association for the Disabled*. It helped to establish a secretariat and provided management and leadership training for its member organisations. The objectives were later widened so as to improve the capacity of ZAFOD to act as the representative body of the people with disabilities in Zambia and to improve the member associations' administrative and organisational ability to better serve their members.

The main results of previous evaluations of the project have considered it relevant from the Finnish and the Zambian side. The project did have some weaknesses in its design but it has led to observable progress towards its objectives: ZAFOD was established and operating, and also showing clearly observable results in its advocacy function and in running the leadership training programme. A major impact of the ZAFOD support project has been the increased awareness of the general public to the disability issue in Zambia. Another observable impact is the creation of awareness among the people with disabilities. In addition, the management functions of the member associations have improved through the ZAFOD leadership training. The Finnish funding covered some 95% of the total operational costs of the NGO over the ten-year period, despite previous evaluations stating that the project was creating long-term dependence on foreign aid and that no exit strategy had been planned.

Support to the *Zambian National Association of Disabled Women (ZNADWO)* was later added to the ZAFOD support project. A special emphasis on women with disability was considered necessary as their situation is very difficult and they are often victims of violence and abuse. At present, ZNADWO is struggling with financial problems and looking for new donors. They work at tailoring and other handicrafts to raise funds, and have organised small workshops on HIV/AIDS and reproductive health with support from the *Global Fund for Women*.

The *Zambian National Association of the Deaf (ZNAD)* has been supported by the Finnish Association of the Deaf. The project ran for eight years and was rather large in funding – EUR 0.9 million (FIM 5.2 million). The aim was to activate the deaf to take action for increased self-reliance by strengthening ZNAD and creating opportunities for the promotion of sign language. Previous evaluations have emphasised the need for economic activities to give work to the deaf and to generate money for the association itself. The news in sign language was successful, but has been stopped since nobody is willing to pay for it. ZNAD is still facing financial difficulties, although it has been able to find some donors and run transportation services to generate income. A sign language dictionary has been printed and distributed to educational institutions – which, however, are not ready to pay for the books – and a number of interpreters have been trained, but nobody is willing to pay for their services.

Conclusions

Finland has not so far supported the wider prerequisites regarding the improvement of the lives of people with disabilities in Tanzania, and could have strengthened the local capacity and also advocated to include disability issues in national development plans and poverty reduction strategies, gather basic information on disability issues in the country, assist NGO development of people with disabilities, and so on. Finland has had a very traditional approach: support to a certain group of people with disabilities and their basic schooling in an isolated institution. A Tanzanian put it quite simply: “Finland has helped people with disabilities to become English-speaking beggars.”

But, there are positive examples in Tanzania. The small sports project is highly relevant, effective and has a sustainable impact, not only for the children with disability but also for the community as a whole: sports build the physical capacities and self-esteem of children with disability – it has a big impact on the community’s attitudes when the children are included in mainstream sports activities and participate in competitions. Another example, the RIPS, a bilateral participatory rural development project, shows that disability issues can be integrated with the mainstream development of communities, with good results. But, even in a favourable environment, attitudinal barriers seem to prevent the needs of the people with disabilities “automatically” receiving the attention they deserve. Special efforts are essential.

The case of Zambia is a good example of much effort being put into strengthening the voice of the people with disabilities. The support given to the organisations of people with disabilities is creating a lot of potential for them to successfully advocate for issues at the national and local levels, and to serve their ultimate beneficiaries – the people with disabilities; the organisations also have a central role in changing peoples’ and communities’ attitudes towards them. Of course, the strengthening of the organisations of people with disabilities that has been taking place in Zambia cannot be seen as a result of Finnish support alone, but at least Finnish support has contributed to it.

The policy environment of the recipient country has a major role in the sustainability of NGO-driven projects. The projects should be integrated into ongoing national reform processes, and collaboration between the State and national authorities at different levels should be enhanced. This requires that the capacities of local as well as Finnish NGOs need to be supported to enable them to find the right information, to network and to participate in the ongoing processes in the country.

Finnish NGO project support is only approved for specific projects, not for general activities or long-term co-operation between the Finnish and the developing country's NGOs. This limits the use of twinning and other sustainable forms of capacity building. In the case of poor countries where the State is unable (or unwilling) to support NGOs, achieving financial sustainability is very difficult. If support could be given to the development of the disability sector in a country, direct budgetary support could be considered. This support would give the State the opportunity to support NGOs directly, or strengthen their service role by buying services from them.

Gender issues are also of central importance in support for people with disabilities, and are in need of even greater attention than has been the case so far.

Some issues have received less attention and support in NGO projects than others. This might be due to the fact that, at least to some degree, the interest and expertise of the Finnish partner NGO sets some limits on the collaboration.

The quality and co-ordination of Finnish support to the disability sector could be further enhanced by increased use of the expertise of KEPA and its liaison offices, as well as FIDIDA and ABILIS, to monitor and evaluate the support and to build the capacities of both the Finnish and the developing countries' NGOs.

PART V MAINSTREAMING IS NECESSARY

CHAPTER 12. WHAT IS MAINSTREAMING?

“As I walked back down the hill from that favela, I realised that this is what the challenge of development is all about – inclusion.”

James Wolfensohn, President of the World Bank
Speech at the WB Annual Meeting, Hong Kong, 1997

Mr. Wolfensohn saw the crowd of poor slum dwellers waving pieces of paper in their hands. Having a closer look at the slips, he realised that they were water bills, the first time the poor had had their names printed on an official piece of paper, the first time in their lives they were *connected to the mainstream* – in this case quite literally.

People with disabilities, their rights, concerns and well-being have traditionally been defined in the context of charity, social welfare or health. They have been subject to specific disability projects with little or no connection to mainstream development policies or operations. ‘Development’ has more often than not introduced new obstacles to their participation: buildings full of barriers, schools with high steps, wide traffic lanes and inaccessible information technology.

The first step towards a more inclusive approach is to get connected to the mainstream development frameworks. This requires the adoption of a new architecture for thinking.

Connecting disability to mainstream development frameworks

The international community has committed itself to the *Millennium Development Goals (MDGs)* that will guide global collaboration, as well as development co-operation, in order to eradicate absolute poverty in the long run. The OECD countries have agreed on joint development goals and guidelines that support these objectives, which are internationally agreed on.

In most societies people with disabilities belong to the poorest of the poor – by all dimensions of poverty. The income of people with disabilities is more often below the poverty line, they have no assets to cushion themselves against shocks, they are more vulnerable socially and economically, they have lower education and poorer health, they are poorly nourished, they are excluded by social services and social security, and they are segregated, discriminated against and deprived of their human dignity.²³ All this is known – but still the Millennium Development

²³ For more, see e.g. Helander (1999): *Prejudice and Dignity, An Introduction to Community-Based Rehabilitation*, UNDP 1999 and Elwan (1999): *Poverty and Disability: A Survey of Literature*. The World Bank. *Social Protection Discussion Papers No 9932, December 1999*.

Goals do not mention disability as an issue. People with disabilities are marginalised, even at the highest level of international policy frameworks. But, then again, it is easy to interpret the Millennium Development Goals in such a way that people with disabilities will be included. What is needed is to develop simple and practical guidelines or tools on how to do it.

The *OECD/DAC Guidelines* do not give attention to disability as such, but do, however, make available more concrete guidelines and tools into which a disability dimension could easily be integrated. One of these handy instruments of constructive thinking is the multidimensional approach to poverty reflected in the OECD and the World Bank policy frameworks. For instance, the concept of poverty applied by the OECD includes the following dimensions: lack of economic resources, lack of security, lack of voice and power, lack of dignity and lack of access to human services. Gender and environment are additionally recognised as key cross-cutting aspects related to poverty. These dimensions provide a conceptual framework that is easy and practical to adapt to the analysis of the poverty of people with disabilities.

The World Bank has also recognised the need to take disability into account in its *Poverty Reduction Strategy Papers* framework. In the original main chapters it was not that well done, but the officer in charge of disability issues commissioned STAKES to provide input to the chapters, as well as to prepare separate technical notes on disability and poverty in four sectors: health, education, transport, and information and communication technology. The operation was funded through the *Finnish Consultancy Trust Fund* at the World Bank and was actively supported by the high-level Finnish officers working there.²⁴

With regard to the development of Finland's co-operation policy, the framework sets five overarching goals for Finland's co-operation with developing countries:

1. Poverty reduction
2. Sustainable development
3. Equality, democracy and human rights.
4. Promotion of global security
5. Increased economic interaction with developing countries

The goal of poverty reduction includes the issue of disabilities. In general, rights of disabled people are also seen as a human rights issue. Furthermore, in 1999 the Nordic Ministers agreed to include disability in development co-operation. Thus, at the policy goal level, disability is included in the Finnish context as a key issue to be taken into account.

Finland has, step by step, revised her development co-operation from project support to a more comprehensive multi-agency framework, with the intention of ensuring better coherence, effectiveness and sustainability. Finland will increasingly mainstream and co-ordinate the assistance through the common policy support frameworks and mechanisms of the international community. Project support will diminish and only take place in countries and situations where wider sector and policy support is not suitable. The trend towards sector support and eventual policy support may make it easier to include disability in the mainstream of development and poverty reduction efforts.

²⁴ *Technical notes for the WB Poverty Reduction Sourcebook: <http://www1.worldbank.org/sp> (click "disability")*

PRSP – a platform for mainstreaming and inclusion?

The main platform for materialising the new trends in Finnish co-operation is the international poverty reduction initiative. The international community is increasingly collaborating within the context of the PRSP (Poverty Reduction Strategy Papers) framework launched by the World Bank and IMF in 1999. This is an instrument for streamlining and channelling debt relief towards poverty reduction goals. The PRSP has since become the common framework for development co-operation. Some 70 low-income countries are engaged in the process and all of Finland's main partners are included in this group. The PRSPs of these countries are available through the web-based *Poverty Reduction Toolkit* designed by STAKES for and with the Ministry for Foreign Affairs of Finland. It is available at the Ministry website at <http://global.finland.fi/koyhyys>. An English version is available at <http://global.finland.fi/english/poverty>. Disability is included as a cross-cutting theme in this toolbox.

The PRSP process is expected to be country driven and participatory at all stages: policy dialogue, strategy formulation, implementation, monitoring and evaluation. The poor are to be involved and women will be included. But what about people with disabilities?

The *International Labour Organisation (ILO)* has made a preliminary analysis of 29 African and two non-African Poverty Reduction Strategy Papers.²⁵ Only two of them – the PRSPs of Honduras and Malawi – deal with disability in an adequate manner.

The ILO results were tentatively taken into a checklist to get a clear picture of how the disability issues were excluded and how they should be included in the PRSPs. It is hoped that this will be a helpful example as poverty reduction is such a central platform at present (see Annex 1).

Poverty reduction, human rights and social development frameworks are a natural place for including the disability perspective. On the International Day of Disabled People, December 3rd 2002, at the *Disability and Development* event in Washington, the president of the World Bank, *Mr James Wolfensohn*, made it clear that disability and the poverty reduction mission must be better integrated. His message was that disability should not be an addition to the World Bank's agenda but a natural part of the poverty reduction mission.

Mainstreaming requires a new approach

There are people with disabilities in any target or beneficiary group. Mainstreaming implies that all development interventions are planned and implemented in such a way that people with disabilities, their needs, rights and potentials, are taken into account on equal terms with those of other population groups.

Disability has to be taken into account when policy frameworks and priorities for development co-operation are being designed and decided upon. Disability issues should be part of the policy dialogue and programming with the partner countries, as well as in the selection of aid instruments.

²⁵ *Disability and Poverty Reduction Strategies (2002). How to ensure that access of people with disabilities to decent and productive work is part of the PRSP process. ILO discussion paper November 2002. ILO In focus Programme on Skills, Knowledge and Employability/ Disability Programme.*

Disability issues have to be taken into account at all stages of individual development interventions: design, appraisal, implementation, monitoring and evaluation. Later in this chapter we introduce a modification of a tool for analysing whether and how any programme or project is relevant from the disability point of view – i.e. if it should include disability as a cross-cutting issue.

For the inclusion of disability issues in mainstream co-operation, often only slight modifications are needed; in some cases additional components may be needed to equalise the opportunities. Usually, mainstreaming has a modest price tag – design for all does not cost anything extra if taken into account at the planning stage. In the case of additional investments to accommodate people with disabilities, these investments pay off in terms of better accessibility and quality for all users. Patching up afterwards is usually costly. It is, however, even more costly to exclude 7–10% of the population and their families from fully participating in society.

Mainstreaming is necessary

Is it possible to address the needs of the majority of people with disabilities through disability-targeted projects? The answer is simply “no”. There are several reasons:

1. **Disabilities are common.** In any population, 7–10% have disabilities of some degree. In a population of 10 million that means 70–100 people in every 1000 who would need rehabilitation services or assisting devices to participate in society. As only a small percentage have access to any services, it would be impossible to extend disability-targeted services to such a large number of people within any reasonable time span. The only option is to build on the existing basic services – such as education, health care, information services and infrastructure – and to complement them so as to accommodate people with disabilities.
2. **Sustainability requires a change in the system.** Isolated projects may produce results but tend not to make sustainable, systemic impacts. A comprehensive approach is needed; development interventions may change the system if they involve all the relevant stakeholders, both public and private, and at all relevant levels. Both broad horizontal and deep vertical involvement is necessary to change systems.
3. **Human rights.** A strategy to make basic services available for all on equal terms is more in line with the principles of universal human rights and fundamental freedoms. Separate, segregating services solely for people with disabilities are seldom justified.

CHAPTER 13. RAPID HANDICAP ANALYSIS: A TOOL FOR MAINSTREAMING

Policies are put into practice through quite complicated and technical processes. To mainstream disability issues – i.e. to include the disability dimension in any development co-operation programme or project – the first step has to be taken in the design and planning stage. In development co-operation the most common technical tool for deriving actions from long-

term objectives is the *Logical Framework (LF)*. Paradoxically, the formalised nature of the LF makes it easier to include a new perspective in the planning process itself in a systematic manner, as a step-by-step recipe.

Rapid Handicap Analysis (RHA) of development activities was developed to respond to the needs of a desk officer who has been asked to include a disability dimension in a project's plans. It is a technical instrument for disability-inclusive programme and project design. The RHA3 is a 10-point checklist intended to facilitate the rapid assessment of development programmes and projects for adequate inclusion of the disability dimension in the plans.²⁶ It is available on the STAKES website: www.stakes.fi/sfa.

The history and wider context of this tool dates back to the end of 1980s. Following the mid-term evaluation of the *United Nations Decade of Disabled People (1997)*, the Nordic countries decided to support the *United Nations Disabled People Unit (DPU)*. Finland chose to support the production of *Guidelines on Integrating Disability to Development Co-operation Projects* and funded and seconded one person to work at the DPU. Instead of guidelines, the operation led to a more practical Manual that has been extensively used as a framework for this evaluation. The *Manual on Inclusive Planning* was published by STAKES for the United Nations in 1996 and 2000.

One section of the Manual is the *Rapid Disability Analysis (RDA)*. This is a checklist on how well disability has been included in any project documentation, and follows the Basic Document Format of the European Union. The same format is included in the Finnish Ministry for Foreign Affairs' project management guidelines. It has since been revised slightly and renamed *Rapid Handicap Analysis (RHA 3)* to refer to the fact that the problem is not the person with a disability but the handicapping, discriminating project design. This is an accessible version conforming to the *WAI (Web Accessibility Initiative)* guidelines and is available at www.stakes.fi/sfa. It gives a rapid assessment of whether the project documented is handicapping – that is, whether it is discriminating against people with disabilities. However, use of the tool seems to require some familiarity with the basic ideas and perspectives presented in the original Manual.

A new simplified version has been used in the description below. In the new version there are only six critical stages of a programme or project plan to be screened with a total of 10 questions; these stages are the same as in a typical programme or project design document.

²⁶ *Wiman Ronald (ed) (1996, 2000): The Disability Dimension in Development Action. Manual on Inclusive Planning, published for and on behalf of the United Nations by STAKES, National Research and Development Centre for Welfare and Health, Helsinki, in 1996 and 2000.*

Rapid Handicap Analysis, Version 4 (RHA 4)

Is Your Project Handicapping – Ten Checkpoints to be applied to a basic project document

A. Situation and problem analysis

1. Is the project relevant from the disability perspective?
2. How relevant:
 - a) Is it disability-specific?
 - b) Does it have a disability component?
 - c) Does it address issues of high relevance to people with disabilities?
 - d) Is it not particularly relevant to people with disabilities?
3. Have people with disabilities been consulted or involved in the planning process in an adequate way?

B. Goals and activities of the intervention

4. Are the objectives in line with international standards?
5. Are the activities and results accessible to people with disabilities?
6. Is the participation of people with disabilities ensured?

C. Assumptions and risks

7. Is it ensured that disability is kept on the agenda at every stage of the process?

D. Compatibility and sustainability

8. Is the inclusion of disability backed by adequate inclusive policies, organisational arrangements and appropriate technology?

E. Implementation, organisation and resources

9. Are people with disabilities and their organisations involved in the implementation, and is their inclusion supported by budgetary provisions?

F. Monitoring, reporting and evaluation

10. Are people with disabilities involved in the monitoring and evaluation of the intervention to the extent required by the nature of the project?

Available online at: www.stakes.fi/sfa

Testing the tool

The tool to test if and how a programme or project is disability-relevant – that is, if it should include a disability dimension – has been under development and has not been used in the Finnish context. Since mainstreaming and inclusion are current international trends, and will expand in development co-operation thinking, it was felt that this evaluation study should take a pro-active approach and use operational research to investigate how any mainstream project disability issues could be included. This idea was strongly supported by the Ministry for Foreign Affairs of Finland.

Some experts who work as development consultants and are constantly involved in the planning of projects, programmes or inputs in sector-wide approaches (SWAp) were invited to attend two workshops. Two experts from the Ministry for Foreign Affairs of Finland also attended;

they came from different sectors and were not familiar with disability issues. The aim was to get views on how to revise and develop the Rapid Handicap Analysis tool for use in Finnish development co-operation.

In the first workshop the participants were introduced to the basic concepts and principles of disability issues, including the integration of those basic concepts and principles into development co-operation. The participants were asked to choose a project and apply the ten RHA questions and items to the project plan, and give feedback in the next workshop session.

In the second workshop the participants' experiences and ideas were discussed, and the following conclusions were drawn from their experience:

- Inclusion of disability issues in mainstream development co-operation projects and programmes was seen as necessary, and also possible to implement.
- Disability issues will rarely be included in the mainstream co-operation actions unless inclusion is made obligatory. This should take place in the same way as gender and environment are considered cross-cutting issues in all development co-operations.
- The language in the Rapid Handicap Analysis should be simplified and the RHA tool should include different levels: the strategy level, advice for action and concrete examples. It should also cover all the different stages of the project cycle. The RHA tool should be further developed by some experts as an assignment from the Ministry for Foreign Affairs, and it should be tested during the development.
- Guidelines for different sectors on how to apply the RHA tool could be useful.

However, no technical and practice-oriented tool can help to make a better quality product from the disability perspective if the basic awareness, very basic knowledge and the right attitude are not there. Construction guidelines as such do not make Finnish buildings much more accessible until the architects have been trained to look at their products through disability goggles, from the drawing board to the last inspection. On the basis of the experiment, it is to be concluded that inclusion of disability concerns in development co-operation will not take place at once.

What is required is a firm policy requirement by the financing agency, and awareness raising, basic knowledge and a conducive attitude. We can only expect better practices when all of these are in place. Accessibility and inclusion are *public goods* that cannot be traded; thus private commercial consultant agencies do not produce them automatically, neither do markets cater for public goods. Therefore, government intervention is needed. A binding policy by the financing agency is the first prerequisite on the road to inclusion.

An example of using the RHA

An example of improving a project plan was devised using the simplified version of the Rapid Handicap Analysis (RHA 4) as a tool (see Annex 2). The tool was applied to an actual recent project document to see if the plan took people with disabilities into account – i.e. would people with disabilities have the same opportunity to participate in and benefit from the project as other people.

The field of co-operation in information technology was purposely used in the example as it is one of the main areas in the Finnish know-how (ISADC Finnish co-operation in the area of Information and Communication Technologies; Revised Project Document proposed by the Project team, Gaborone, June 2002). In some respects the analysis is a little exaggerated in order to make the case. The critique is not directed at the original project document because the document's terms of reference did not include the requirement to be disability-sensitive. Rather, the project planners are commended by the team for their constructive attitude in helping with the use of this good example to demonstrate what the mainstreaming of disability issues means in practice.²⁷

The use of the new version of the tool proved to be rather clear. Making this analysis showed the need to re-consider the plan as it would not provide people with disabilities with the same opportunities as the others. Making the analysis was rapid. Taking the next step – i.e. planning the inclusion of disability issues in the project design and actions – will not be rapid; it will require better analysis of the situation, participation by people with disabilities, knowledge of and understanding of disability issues, and the right attitude. But it needs to be done if Finnish development co-operation is to be in line with human rights and the reduction of poverty.

Conclusion

The donors and experts need to learn how to sit on the back seat. At the same time, the development partners need to improve their capacity and skills and sit in the driver's seat. Both the donors and the partners in developing countries need capacity building.

The capacity to include the disability dimension in this new generation of development collaboration first requires that the objectives of development will be put right – to promote a society for all.

Secondly, it requires the knowledge, skills and understanding of all stakeholders as to what, why and how disability is a matter of course that should naturally be included in the process of poverty reduction. This requires some effort and concrete input in order that all participants – donors and partner governments, international agencies, the consultant community, the people with disabilities – will learn and understand.

All partners need to develop their basic understanding and skills on how to mainstream and include disability at the policy, programme and project levels. A systematic and serious capacity building exercise is needed as there are, at present, hardly any operations in which mainstreaming and inclusion has systematically taken place from beginning to end.

²⁷ Further analysis and advice on how to improve the project plans in the ICT sector can be found in the World Bank on-line publication the STAKES team was commissioned to produce. See Sandhu & al: *Disability, poverty and ICT in developing countries*.



Bringing rehabilitation to people, rather than the other way around. Community-Based Rehabilitation (CBR) Programme in Chipata, Zambia. Picture: FIDIDA

CHAPTER 14. INCLUDING DISABILITY *POST FACTO*

For mainstreaming, it is important to first assess if and how a programme or project is disability-relevant – i.e. does it deal with issues that influence the living conditions and opportunities of people with disabilities. The Rapid Handicap Assessment is one tool for pointing out where the plan is inadequate from the disability perspective. But assessing is not enough, the actions need to be planned, implemented, monitored and evaluated.

Is it really possible to include the disability dimension in a programme? Who initiates it? Who needs to be involved? What can be used as justification? What does it take? A recent case from a Finnish development co-operation programme in Namibia can teach us some lessons.

Situation analysis

Social and health sector services are used by all people. There are always people with disabilities and their families in the intended beneficiary groups. Often, at the start of the co-operation, the number is not known, since people with disabilities are so marginalised that they do not even exist in the statistics. That does not mean they do not exist. A safe estimate is that 5–10 % of the people in any country need disability services. Additionally, there are three to five times more family members who would benefit from the fact that a member who has a disability would be provided with such services. Disability has, however, very seldom been mentioned in the *Terms of Reference (ToR)* and project documents as a matter of course.

This chapter gives an example of a process that started from the “square minus one” but did achieve the inclusion of the disability dimension in both the policy design and the capacity building process that were the main focus of the intervention.

According to the 1991 census there were 43,800 people with disabilities in Namibia, about 3% of the population. This figure is based on a question measuring impairments, which, as a rule, gives a much lower figure than questions that measure actual disabilities or problems in coping with the activities of daily living (ADL).

People with disabilities are seriously under-served by all medical and social welfare services in Namibia. Only 2% of the approximately 37,000 people with disabilities in the rural areas have access to rehabilitation services. In urban areas the figure is 15%. Over 50% of the people with disabilities over 6 years of age had had no schooling. Only 27 % of people entitled to a disability pension actually received it. Even amongst the blind, only 1 % received what they were entitled to by law. Only one orthopaedic workshop existed, and that was in the capital of the country. There were no community-based services for people with disabilities. Basic services catering for people with disabilities, and sectorised by the type of disability (e.g. schools, day centres, vocational training, etc.), were provided by welfare organisations financially supported by the State and external donors.

The ToR of the mainstream programme

Finland started supporting the systemic reform of the Namibian Health and Social Service Sector in 1995. The first phase of the *Health and Social Sector Support Programme (HSSSP)* was implemented between 1995 and 2000, and the second phase is going on until the year 2004.

The programme development objective was “to improve the health status of the Namibian people through improved implementation of primary health care activities and improved capacity at central, regional and district levels”. The programme included six components, one of them aiming at strengthening the *Directorate of Social Services (DSS)* of the *Ministry of Health and Social Services (MoHSS)*. This was seen as vital, as “several social problems have a strong impact on people’s health status, creating a demand for services in the health sector”. The government lacked a comprehensive social policy, the capacity of the Directorate of Social Services was weak and the collaboration of the health sector and social services needed improvement.

An expansively participatory process

The strengthening of the Directorate of Social Services was included in the programme as one of its components. The Directorate was supported by one expatriate senior social services advisor and resources for short-term consultancies, workshops, publications and computerisation. Through a participatory process approach, a situation analysis and *The Green Paper on Developmental Social Welfare Policies in Namibia* was prepared in 1997. All staff were involved in analysing, writing and participating in workshops on the sector issues in a comprehensive manner. The Green Paper was then also tabled to an inter-sectoral workshop involving all the relevant ministries and main stakeholders.

The original terms of reference of this programme did not include any mention of disability issues. However, in the course of the capacity building process of the Directorate of Social Services disability issues became included in the policies, plans and implementation of the

development co-operation programme, and the activities of the Directorate, in many ways. How was it done?

Obvious obstacles for inclusion

In the context of the overall objectives of this development co-operation programme there were many obvious reasons for taking the Namibian people with disabilities into account in the health and social sector system reform. At the time, it was not considered to belong to a health and social services support programme. One of the reasons was that after the liberation war disability issues were mandated to the *Ministry of Lands, Resettlement and Rehabilitation (MLRR)*. Other reasons became obvious during the course of the participatory capacity building process.

It turned out that lack of interest in disability issues had many roots, such as the following:

- 1) **Charity orientation by the system as a whole:**
 - a) Disability was mainly considered a social safety-net issue and disability pensions were handled by the Directorate of Social Services. However, no disability-related services were provided by this Directorate.
 - b) Disability services were considered a marginal “welfare” – i.e. charity – issue to be handled by NGOs with the financial support of the Directorate of Social Services and foreign donors.
- 2) **Outdated professional orientation by social services and health care personnel:**

Disability was not seen as an issue to be handled by social work professionals; rather, it was seen as a health problem to be catered for by curative services, orthopaedic services and the small rehabilitation unit of the health part of the Ministry. Social workers did not have training that covered disability issues in an adequate manner.
- 3) **Administrative obstacles**

Disability was seen as a war veteran problem that belonged to another Ministry.

So how was it then possible to sneak this dimension into the programme, post facto?

Opening the windows of opportunity

There were, however, a few windows of opportunity, which were opened:

1. Designing an inclusive policy framework to start with

A comprehensive approach was stipulated in the programme ToR for the social sector support. This was then interpreted as covering all the relevant issues and target groups from a social policy perspective, regardless of whether these elements were administratively under the Social Service Directorate for the time being. “Relevant” is defined by the goals of the programme as interpreted through a “developmental social welfare policy” theoretical framework promoted by the United Nations. An enabling and inclusive policy approach, “Towards a Society for All”, was introduced to the management and staff as it was very suitable in the Namibian context of very heterogeneous people and problems. Furthermore, this was well founded, as the *World Summit for Social Development* (1995) had promoted such an approach. The graphic illustrations in the manual, *Disability Dimension in Development Action*, and the logical framework were used as starting points combined with current business management approaches. The first questions to be analysed were: Are we working by the clock or using the compass? Are we doing the right things? What is our business? – new questions indeed for social workers who thought

their task was to do good to other people. The answer simmered up in the process: our business is to empower people to help themselves.

2. Establishing development-oriented goals in line with the international standards

A new direction for social services was introduced, as required – but not further specified – in the project document. All social sector issues were then viewed through the same “inclusion and empowerment goggles” that fitted very well with the new developmental approach to social welfare. Through these general goggles it was easy to see people with disabilities as part of the poor and vulnerable population groups.

3. Including disability in all analyses

From the framework and goals it followed that all poor and vulnerable groups should be covered by the social sector policies, plans and operations. The statistics were not too detailed, but the staff had experiences that evidently pointed out that there were people with disabilities and families of people with disabilities in their targeted client groups. So the Green Paper included a chapter on disability within all the other targeted service programme areas.

4. Building awareness and professional capacity

In addition to the analyses in the Green Paper, a “social work theme day” operation was established. The first topic was *Disability and Social Work*. Subsequently, a toolkit – the Disability and Social Work Manual – was produced. All this was natural to the introduction of the capacity building of social workers without stepping on the toes of the other Ministry directly responsible for disability.

5. Using the new capacities for involving new stakeholders and resources

- a) Equipped with up-to-date knowledge and approach, the Directorate of Social Services senior managers actively started participating in the Ministry of Lands’ technical committee on disability. They slowly gained growing policy dialogue influence, and even leadership, in the disability policy formulation process that was going on in the other Ministry.
- b) The Directorate introduced the “Society for All” approach to the process, which also became the title and approach in the *White Paper on National Policy on Disability* adopted by the National Assembly in 1997.

6. Involving people with disabilities and their organisations

The expatriate adviser had close contact with Finnish and international organisations for people with disabilities, being a member himself. The organisations were invited to various policy dialogue events organised by the Directorate. Various twinning exercises were organised and practical support was provided for visiting Finnish NGO representatives, as well as local organisations. However, much of this was done outside of the development co-operation programme budget as such budget lines did not exist in project documents.

LESSON LEARNED

What is not in the background analyses or policy dialogue will not be in the ToR of a project. What is not in the ToR will not be in the budget.

But it is possible to do something, even within the limits of a ToR and Project Document. One only has to show that the baseline documents are off the track and do not take into account that there *are* people with disabilities in the project target group. And one has to show that such an exclusive starting point is *not* up to the international standards.

To get something done post facto requires additional effort, understanding, skill and devotion by the advisor(s). And it requires firm policy support and co-operation by the donor organisation. A key to success is to network and involve organisations for people with disabilities, and derive examples and strong role models from the international organisations of people with disabilities as well as those of the donor country. And, finally, to market the whole package well.

It would all have been easier and more efficient if the Programme Document had been revised at the appraisal, before the project started. Why did the appraisal team not understand that? Hopefully, this evaluation report gives some insight to that question.

PART VI CONCLUSIONS AND RECOMMENDATIONS

A number of conclusions related to different levels of operations can be drawn from the evaluation study. Some conclusions might be useful to some actors and some to others, depending on the actors and their area of responsibility. The conclusions strongly focus on policy and strategy issues. Consequently, little is said about individual projects.

CONCLUSIONS

1. The active input of Finnish NGOs has been of the utmost importance; without it there would have been very little co-operation in disability issues supported by the Finnish government.
2. The policy and financial support by the Ministry for Foreign Affairs (MFA) has been central in encouraging the Finnish NGOs in the co-operation.
3. The Finnish assistance in disability issues is very small – 1) in terms of the potential for international advocacy on human rights, social development and poverty reduction, and 2) in terms of the magnitude and importance of disability concerns in developing countries, as well as to that of other major countries active in the disability field.
4. The use of different aid instruments is not in balance: there were only six bilateral projects in ten years, very little multilateral co-operation and relatively higher co-operation via Finnish NGOs.
5. Most of the assistance via NGOs has been effective and has made an impact on the planned target groups, for example, training of the deaf and blind in specialised institutions has received a lot of funding. However, the impact on some individuals has been limited and it has had less influence on communities and countries. This is because most of the assistance has been disability-specific (targeted at the people with disabilities) and has been based on the dominant social welfare approach.
6. The international paradigm change, from the social welfare approach to the human rights approach and from exclusion to inclusion, can be seen to some extent in the Finnish co-operation. Since the latter part of the 1990s there have been several very positive projects – for example, Finnish NGOs have supported national disability policy development and the strengthening of NGOs of people with disabilities and their advocacy functions in Zambia, Mozambique and Nicaragua.
7. In bilateral co-operation, for example, the support for inclusive education has been successful. However, the amount of bilateral assistance has been peanuts – only six projects during the past ten years – considering the magnitude and importance of disability issues from the

human rights and social development point of view, and the potential impact bilateral co-operation could offer.

8. It seems that the relatively new aid instrument, the SWAp, has both potential and risks in relation to disability issues. If disability aspects are included in the SWAp, the impact can be immense – for example, in Zambia, Finland is playing a central role in the integration of special education in the general reform of the primary education system. However, if left out, which is quite likely at present, there is much less chance of including disability issues later in the sector-wide reform programmes. A systematic approach to including disability issues in the SWAp is missing in Finland (it could be part of the mainstreaming approach).
9. In multilateral co-operation, the relatively small support in seconding some individual experts to international organisations has made a valuable impact on international policies. The problem is that the support has been ad hoc and not sustained, and Finland does not seem to have raised disability aspects in international forums as part of promoting human rights and social development in general. Thus great potential is being missed, most likely due to lack of capacity in applying this type of approach.
10. Humanitarian assistance in conflicts and disasters seems to have been relatively small, although people with disabilities are often among the most vulnerable. Development assistance in a post-conflict situation in Kosovo is an example of valuable work.
11. Most of Finland's development co-operation has not regarded disability issues as human rights issues. For instance, according to internationally approved standards, people with disabilities should have equal opportunities for education, health care, civil activities, etc. They should have the same opportunity to benefit from, and participate in, the co-operation as the rest of the society – a situation comparable to women in many projects; girls and women are often excluded unless special procedures to include them and their needs are followed.
12. The Finnish development co-operation on disability issues does not have an up-to-date, clear and endorsed policy with the objectives and political commitment that corresponds with current international developments.
13. However, the Ministry has taken steps to improve the policy situation. The draft Strategy Plan on integration of disability issues in the development co-operation has been under preparation. It gives relevant guidelines for the assistance, provided appropriate policy statements are first made by the MFA. The draft plan requires some updating.
14. From the study of two countries, it seems that the Finnish development co-operation is not based on a situation analysis of the needs and resources; it does not link with the development plans of a country and form a part of them. In other words, seldom is there a picture of how the disability issues are being tackled in the country, what the main needs are, etc., and the projects have a tendency to “hang in the air”.

15. It is evident from the evaluation that the mainstreaming of disability issues needs to be included in Finnish co-operation. In other words, the disability aspect should be a cross-cutting theme – in the same way as gender or environment are in the present procedures. To implement this approach, we conclude that the “Rapid Handicap Analysis” tool could be most useful, provided it is further developed to be even more user-friendly for users from various fields and backgrounds, and that systematic capacity building is organised, or required.
16. The RHA tool could be applied to the analysis of such main development plans as the poverty reduction papers or sector-wide reform programmes. It is possible to integrate disability issues in most mainstream programmes and projects, but this requires political commitment and an understanding of disability issues in the wider context of human rights, social development and poverty reduction. And, as long as people with disabilities do not have a voice themselves and are not fully integrated into our societies, it also requires systems and procedures to remind of these issues.
17. The resources allocated to evaluation studies would be better utilised if the Ministry were to improve the archiving system for project documents and make them easier to find.

RECOMMENDATIONS

The recommendations based on the evaluation study emphasise the need, and the present window of opportunity, to bring the Finnish development co-operation policy on disability and people with disabilities explicitly in line with current international development thinking. The profound changes that have recently been emerging need to be institutionalised. Therefore, **the recommendations focus on the policy and strategy levels:** setting the priorities, the objectives of development co-operation concerning disability issues, the selection of aid instruments and the means of achieving the objectives. The team does not find it useful to give recommendations on the individual project level since the approach still needs to be clarified; the explicit reinforcing of the change in thinking at the policy and strategy levels will, in the end, influence the quality of individual programmes and projects.

The **starting point is that disability issues should be explicitly considered human rights and social development issues.** In practice this means that disability aspects need to be included in all development co-operations to ensure equal rights for people with disabilities to participate in society (similar to the gender issue). It also means that social development programmes need to include people with disabilities, and, in particular, poverty reduction efforts need to take into account the poorest of the poor – who are often the people with disabilities.

I International policy-making level

1. Immediate political action should be taken by the Ministry for Foreign Affairs to ensure that disability issues are included in the central international policy framework of the *Uni-*

ted Nations Millennium Development Goals (MDGs) and targets as they are being interpreted, implemented and eventually reviewed.

2. The Ministry for Foreign Affairs should actively initiate the inclusion of adequate disability issues in any forthcoming review or elaboration of the *OECD/DAC Guidelines*.
3. The Ministry for Foreign Affairs should activate its international political advocacy role in the promotion of human rights, social development and poverty reduction by putting disability issues on its agenda in all its co-operation with multilateral institutions and international forums – for example, in the work of the *United Nations*, its specialised agencies and the development finance institutions.

II National policy-making level

1. A policy statement should be made at a high level in the Ministry for Foreign Affairs, in which
 - disability issues are clearly seen to be human rights and development issues, and an integral part of the poverty reduction agenda
 - overall objectives that are in line with international standards are defined for all disability-specific activities, as well as for disability-relevant mainstream co-operation; these should apply to all public and private development co-operation supported by Finnish public funds
 - clear strategic priorities are set concerning disability issues within the framework of development co-operation
 - disability issues are considered a cross-cutting theme in all development co-operation, to ensure they are taken into account when relevant (similar to human rights, gender, environment, etc)
 - an outline of the changes needed in the mechanisms and procedures at all levels to implement the policy is given (e.g. policy dialogue, country negotiations, SWAp processes, project cycle, multilateral co-operation, etc.)
 - the involvement of organisations for people with disabilities in Finland and developing partner countries in policy monitoring, evaluation and implementation is ensured.
2. The Ministry for Foreign Affairs should ensure that *the Strategy for Inclusion of Disability Dimension in the Finnish Development Co-operation* is updated without further delay and made available to all relevant stakeholders
 - it is proposed that the document be updated on the basis of this evaluation by a small team (representing the Ministry, experts, the experts of the evaluation team and people with disabilities) as a matter of urgency.

III Implementation level

1. The disability aspect is included in all development co-operation as a cross-cutting theme so that

- proper inclusion of disability issues is regarded as a quality criterion at all stages of the programme/project cycle
- procedures are revised and an adequate handicap assessment is a mandatory requirement in any further processing of the existing “Rapid Handicap Assessment” tool, and that elaboration by the UN and STAKES is reviewed to ensure its applicability to the current Finnish context; the work should be given to experts and be completed as quickly as possible, and the task should also include the testing of the instrument.

2. Systematic action is taken with regard to capacity building to ensure the implementation of the human rights and development-based approach and conducive KAP (knowledge, attitudes, practices) to disability:

- in the Ministry for Foreign Affairs:
 - an advisor on disability issues to be recruited for 5–10 years, capacity building to be planned and implemented for all personnel (NGO, bilateral, multilateral) as part of the capacity building programme in poverty reduction issues
 - a mechanism for constructive and forward-looking dialogue on disability issues between various stakeholders be established
- among development co-operation experts, consultants, NGOs:
 - adequate KAP in the integration of disability issues as a cross-cutting theme must be built up and, in the medium term, be required by the MFA as a qualification in the tendering process
- among the Finnish NGOs of people with disabilities, as well as other NGOs active in the field of development co-operation:
 - skills in context analysis and integration into national development plans, poverty reduction strategy development and national disability policy issues to be enhanced, including skills in enhancing the capacity of their partner NGOs in these aspects.
- among co-operation partners in developing countries (governments, development agencies and relevant institutions, civil society, private sector, etc.):
 - raising awareness and sensitivity to disability issues as a human rights and social development concern
- people with disabilities should be included in such capacity building as experts on disability
- people with disabilities should be given equal opportunities for employment in the Ministry for Foreign Affairs, and, in relevant cases, personal experience of disability should be considered an advantage

- the Finnish know-how and expertise in disability issues should be marketed internationally, and Finland should develop a special profile as an expert and advocate in disability issues
- special emphasis should be put on gender issues when dealing with disability issues – women with disabilities suffer a double discrimination, both on the grounds of gender and of impairment; studies also show that women with disabilities are two to three times more likely to be victims of physical and sexual abuse than women with no disabilities.

3. The use of different aid instruments in disability issues is brought into balance

The vast majority of Finnish development co-operation has taken place through the civil sector – i.e. NGOs – rather than through mainstream policy and action. This is clearly not in line with the present policy of the Finnish government to promote human rights and focus on poverty reduction. Therefore,

- the volume of bilateral development co-operation relevant to disability issues should be increased to include disability issues in all co-operation and increase the input to disability-specific co-operation; disability issues should be taken up in national negotiations and their inclusion in SWAp-based assistance must be ensured.
- the potential for multilateral development co-operation should be used more systematically and effectively; the capacity of the multilateral personnel in the Ministry needs strengthening in this respect.
- it should be ensured that development co-operation through Finnish NGOs fits coherently into the overall development context and broader needs of a country; NGO projects should thus partner other NGO and bilateral projects; there should be a long-term commitment by all partners (not a maximum of 5 years as is the present MFA rule); the co-operation should be planned and implemented as a flexible and responsive capacity-building process rather than as a project or sequence of projects that have a pre-set blueprint approach.
- the needs and rights of people with disabilities should be given specific attention in humanitarian assistance and post-conflict situations, and adequate action should be ensured and budgeted for; organisations for people with disabilities should be involved through twinning, and capacity building needs to be fostered.

THE MINISTRY'S RESPONSE

Once the report was handed to the Ministry the team made an effort to follow what was happening to the report. At the feedback session organised by the Ministry a strategy how to proceed was made. Together with the Ministry officials, the team revised the recommendations to better fit with the language of the Ministry and the current policy issues.

A policy note was prepared at the Ministry for the Management Team on Development Policy in the Ministry for Foreign Affairs. In the two meetings, the Management team agreed on the following document (unofficial translations).

Policy on the promotion of the rights and equal opportunities of participation of people with disabilities – from evaluation into conclusion and commitments

1. **Main conclusions on development co-operation concerning people with disabilities, based on a recent evaluation and discussions held in the Steering Group for Development Policy ;**
2. **A short Statement of Commitment, stating that the promotion of the rights and equal opportunities of participation of people with disabilities is a key priority in Finland's development co-operation and a domain in which Finns have specialised know-how.**

1. Main conclusions based on the evaluation

The evaluation is a very detailed and well-presented report of development co-operation financed by Finland between 1991 and 2002 directed at supporting people with disabilities.

The evaluation team has based its report on the view that promotion of the position of people with disabilities must be regarded as a human rights issue (rather than social assistance). The view is consistent with the Finland's official foreign and human rights policy and also corresponds to the present position of the international community.

According to the report, appropriations for projects targeted at people with disabilities account for 5% of the total funding channelled to development co-operation by Finland. This is a relatively good level. However, the different instruments of development co-operation have not so far been employed in a balanced way to the benefit of disability work.

Based on the above, the principal challenge for the administration of Finnish development co-operation is to find positive, pragmatic ways of promoting the rights and opportunities of participation of people with disabilities, making use of the tools offered by Finland's bilateral and multilateral development co-operation, humanitarian assistance and interest subsidies.

- Since the general objective is to strengthen the impact of our country- and organisation-specific co-operation programmes to alleviate poverty by concentrating Finland's investments on fewer but bigger entities, it appears that identification of separate "disability-specific" or "disability-sector" projects would not be a wise course of action.
- A better option seems to be to integrate or mainstream the promotion of the rights and equal opportunities of participation of people with disabilities into all the sectoral programmes and projects that Finland is funding as part of her country- and organisation-specific co-operation programmes.
- Monitoring the position and living conditions of people with disabilities can also be a special question that Finland follows and raises on the agenda when participating in the development and monitoring of national systems designed to follow the state of poverty in countries to which Finland grants poverty reduction support (to support the implementation of the priorities of the national strategies to reduce poverty).

- Finland has, even by international standards, state-of-the-art skills and knowledge to support this kind of specialisation. With relatively small financial contributions, Finland can become an influential international actor in the field.

Mainstreaming is a worthwhile objective – but it does not take place automatically. There is good reason to learn from the experiences gained in the context of efforts to mainstream gender equality (http://global.finland.fi/julkaisut/pdf/sukupuolten_tasa/). An integrated or "mainstreamed" approach can only succeed if it is supported by an explicit message from the management of the administration of development co-operation. The message should be so clear that everyone in the administration understands that promotion of the rights of people with disabilities is a key priority and domain of know-how in Finland's development co-operation. (Please see Commitment in part 2.)

- One of the criteria on which the quality of Finland's development co-operation and human rights policy is evaluated is the extent to which the needs of people with disabilities are taken into account and their rights are defended. Incorporating instructions and checklists in the planning manuals and information systems can help ensure that particular attention is paid to each criterion in the planning and assessment of development co-operation.
- However, as often happens, "the best" can be the enemy "good": The wisest way to bring about a positive change could be to build on good results that have been reached already.
- According to the evaluation, Finland has achieved good results from the point of view of people with disabilities, especially in education projects in such countries as Zambia, Bosnia, Kosovo, Palestine and Ethiopia. In a special education project in Zambia, for example, teachers in ordinary schools were taught to take children with disabilities into account, and attention was paid to the special needs of people with disabilities when schools were being built.
- Finland can "productize" the know-how acquired in the development of special needs education integrated into normal schools – which is practical and cost-effective – and can make this expertise available for the joint benefit of governments and development financiers in countries where she supports programmes in the sector of education, either financially or by providing professional expertise, thus proliferating her influence. This "productization" requires special temporary funds for the acquisition of expertise and coordination support from Finnish parties with special knowledge to support the Department for Development Policy and the regional departments.
- Similar "productization" of disability aspects is also possible in other sectoral programmes (e.g. health and water projects) and democracy/good governance/ICT projects in which Finland takes part in the financing.
- Support to local NGOs in Zambia has also proved to be successful. A good example of a sustainable NGO project is the manufacturing of wheelchairs using local materials and the local workforce.
- Other Finnish NGOs' support has hitherto mainly been directed at the establishment and maintenance of large institutions for the deaf and blind. It is clear that deaf and blind children cannot study properly without special support and arrangements (such as sign language and the Braille system). The need for special arrangements is thus self-evident. However, special schools for all children with disabilities is too expensive for

the majority of poor countries and families, and the special needs of children with disabilities must, as a rule, be taken into account in the so-called ordinary schools. Arrangements made for children with disabilities are generally good for all children.

- Based on the evaluation, a major challenge for the NGOs in the future is to find out how Finnish NGOs can strengthen the disabled people's organisations of Finland's partner countries to be able to participate in, for example, the drafting of their own national poverty reduction strategies (PRS) and other policy-making processes in their societies.
- The new NGO guidelines for project planning draw more attention to issues that help take into account the rights and opportunities of participation of people with disabilities (and gender equality) in all projects.
- In addition, it is possible – and important – for Finland to continue to support the operation of the disability organizations in her partner countries with the funds for local co-operation.

The evaluation states that, based on her own successful experiences, Finland can also introduce issues related to the rights and opportunities of participation of people with disabilities via channels of multilateral co-operation:

- By maintaining a consistent profile in intergovernmental organisations.
- In her dialogue with the World Bank and the Asian Development Bank, for example, Finland has for a long time commendably kept the issue of the rights of people with disabilities on the discussion agenda. Finland has also made her know-how related to disability aspects available for these key development-financing institutions.
- By means of channelling support to the activities of the small unit of the World Bank's new Disability Adviser, Finland can – provided there are resources available – significantly contribute to the materialisation of the rights of people with disabilities in development programmes carried out by the World Bank; the support can be channelled either bilaterally or as joint financing with Norway.
- Finland has sought – and will continue – to place disability issues on the agenda in the coordination talks in the EU and in her dialogue with the specialised agencies of the UN and the meetings of their administrative bodies.
- The UN Millennium Development Goals (MDGs) does not say anything about the rights or opportunities of participation of people with disabilities. It is logical that Finland interprets and promotes the MDGs so that the rights of people with disabilities will be more clearly expressed on the MDGs agenda.
- At the same time, their rights must also be highlighted in the interpretation and application of the OECD-DAC Poverty Reduction Guidelines.
- Finland supports the *Education for All* process (EFA), which includes the "flagship" programme on education of people with disabilities.
- Finland can – provided resources are made available for the Department for Development Policy – volunteer to facilitate the co-operation network of development financiers interested in the promotion of the rights of people with disabilities, the "*International Working Group on Disability and Development, IWGDD*". The annual expenditure of the IWGDD Secretariat is approximately EUR 100, 000.
- The European Commission recently published a new Guidance Note on Disability and Development for EU delegations and services. Finland must study the guidelines, observe them as appropriate to Finland's own development co-operation, and try to exercise influence so that the guidelines are observed and further developed as a tool in development co-operation in the European Commission.

Finland can, if required, also finance the deployment of disabled specialists to humanitarian assistance tasks through professional humanitarian assistance, if the organisations consider that disabled specialists have better abilities to access and understand the situations and needs of people with disabilities in the hot spots.

It is also important to find out if it would be possible to enhance local manufacturing of aids for people with disabilities in Finland's partner countries by means of grants and/or interest subsidies or other financing of economic and financial forms of co-operation (in case Finnish aid manufacturers show interest in the issue.)

Bringing the promotion of the rights of people with disabilities among the mainstream goals of Finland's relations with developing countries also calls for continued training and dissemination of information, which have an effect on the knowledge, attitudes and ways of action of the staff of the MFA, Finnish missions abroad and various stakeholders.

- When the MFA makes plans concerning the recruitment of new advisers, it is important to find out if it is possible to recruit a full-time disability adviser – possibly a person who has personal experience of disability.
- Knowledge – or the lack of – related to the rights and opportunities of participation of people with disabilities can be used as one criterion of assessment when other staff are recruited to work in the administration of Finland's relations with developing countries or when consultants are chosen to implement projects and programmes financed by Finland.
- Disabled and non-disabled specialists have an equal opportunity for a posting in the Foreign Service. In certain cases, personal experience of disability can be considered an additional special asset along with the applicant's other merits.
- When Finnish experts, associate experts and junior programme officers (JPOs) are recruited to international organisations, specialisation in disability issues may be given special emphasis. The activities of the Unit for Recruitment at the Department for Development Policy are mainly demand-driven, but in her dialogue with international organisations Finland can indicate that she has many well-educated professionals with disabilities and non-disabled persons who specialise in disability issues. International experience is an asset to Finnish staff resources.
- In addition to the disability-specific experts, it is important that officials who specialise in development co-operation also find out about issues related to disability aspects in their own fields of expertise and binding themes that are common to all, such as poverty reduction, promotion of gender equality, etc.
- Training targeted at the staff of the Foreign Service and relevant stakeholders can rely on expert trainers who have personal experience and knowledge of disability.
- In the Unit for Development Policy Information the rights and opportunities for participation of people with disabilities can also be taken into account and made a priority, and even “a display window”, in both the traditional and electronic media, domestic and foreign languages, and techniques suitable for persons with visual disability or impaired hearing. The Internet pages of the Department for Development Policy (<http://global.finland.fi>), and its “poverty pages” in particular (<http://global.finland.fi/koyhyys>), have been constructed using an accessible technique, enabling persons with visual disability to read the pages using a speech simulator.
- To improve exchange of information between the officials and advisers working on disability issues in the different departments and units of the MFA and the research

community, the parties can set up a monitoring working group, which could convene three to four times a year.

2. Commitment

Promotion of the rights and equal opportunities of participation of people with disabilities is an integral part of Finland's human rights policy and a key priority and domain of specialized know-how in Finland's development co-operation.

The Government of Finland is of the opinion that promotion of the rights and equal opportunities of people with disabilities is a human rights issue. "Society for All" is a value-based premise and a concrete goal that Finland pursues both at home and in her international co-operation.

From the point of view of the nation, every individual must be seen to have potential and to represent an asset. The rights, needs and resources of every individual must be given equitable attention. The society must be adapted in such a way as to make it possible for people with disabilities to contribute to the development of that society. Recognition of people with disabilities refers to the elimination of physical, social, attitudinal and economic barriers to participation by people with disabilities.

Based on several of the dimensions of the MDGs, people with disabilities are often the poorest of the poor and disadvantaged. Therefore, the disability issue must always be elevated onto the agendas of Poverty Reduction Strategies (PRS) and Programmes and streamlined in development co-operation and development policy. Attention should be paid to the fact that women and girls with disabilities suffer from multiple discrimination.

Finnish know-how in this field is recognised internationally. For Finland, sharing this know-how with the poorest partners is both a duty and an opportunity.

ANNEXES

ANNEX 1. A CHECKLIST FOR SCREENING OF PRSPs

POVERTY REDUCTION STRATEGY PAPERS AND DISABILITY

A **Rapid Handicap Assessment** of the PRSPs would be a tool for pointing out where and how disability should and could be better included in a poverty strategy paper. The analysis of PRSPs and disability made by the International Labour Organisation (ILO) was used as the basis (Disability and Poverty Reduction Strategies. How to ensure that access of persons with disabilities to decent and productive work is part of the PRSP process. ILO Discussion Paper November 2002. ILO Infocus programme on skills, knowledge and employability/ disability programme).

In the following, the 10 checkpoints are adapted from the RHA 3 main checkpoints. The item “Facts” has been summarised from the above ILO paper. The suggestions for what should be done have been drafted on the basis of both.

1. Are PRSPs relevant from the perspective of people with disabilities? Are there disability-relevant activities?

Facts:

- In the majority of the PRSPs studied people with disabilities have been left out or treated in a manner that conflicts with current concepts and understanding.

What should be done?

- PRSPs are considered to be the general development support and poverty reduction framework that is supposed to cover all sectors. There are people with disabilities in all target groups, in all sectors (7–10 % in all populations). Thus all Poverty Reduction Strategies are disability-relevant.
- People with disabilities are over-represented amongst the poor. Poverty creates disabling conditions and excludes people from health care and rehabilitation. People with disabilities are under-served by most services. Poverty, on the other hand, produces disabling conditions. Improving the situation of people with disabilities should, therefore, be the focus of poverty reduction strategies.
- Donors must not export or support policies and programmes that do not meet minimum quality standards agreed by the international community; these are reflected in a concise manner in the UN Standard Rules on the Equalization of Opportunities for Persons with Disabilities.

2. Have all the disability-relevant dimensions of the PRSP been adequately studied?

Facts:

- A number of PRSPs do not mention people with disabilities at all (8/29). When disability is mentioned in the poverty diagnosis, it is mostly done superficially, giving no further information or analysing the causes and consequences of disability.

What should be done?

- Data on disability may not exist. This does not mean that people with disabilities do not exist. It is more of an indication that they are marginalised to the extent that they do not exist in statistics. A data collection exercise needs to be included in the PRSP process.
- There are sectors that are supposed to cater for everyone, such as education, health, social security, water and sanitation, employment, public transport, information. Discrimination of people with disabilities is unjust and violates their universal human rights and fundamental freedoms. The coverage of services and obstacles encountered by people with disabilities must be thoroughly studied and a plan of action designed.

3. Have people with disabilities been consulted as relevant stakeholders?

Facts:

No. People with disabilities have been excluded from the core of PRSP processes. This means that a major proportion of the poor have been excluded from participation.

What should be done?

- “Voicelessness” – lack of power and participation – is one of the dimensions of poverty. PRSP should not perpetuate this marginalisation. People with disabilities, and their organisations, have to be actively encouraged and empowered to participate in the PRSP process.

4. Are the objectives of the PRSPs in line with international conventions and standards?

Facts:

No. The policy frameworks do not, as a rule, support self-determination, right to participation and productive economic activity. Rather, the PRSP Sourcebook itself promotes a framework and understanding that does not recognise people with disabilities as people with equal rights to participation, dignity and independence.

What should be done?

- The international consensus is that the concerns of people with disabilities should be treated as a matter of human rights, social development and full participation, not one of charity, curative health or social welfare.

5. Do the activities in the PRSPs follow the principles of “designed for all”? Do they enable participation of people with permanent or temporary functional limitations?

Facts:

- Accessibility to environments, technology and services is not a criterion applied in PRSPs. Accessibility has often been overlooked, even in the structures of, and information given by, the international organisations themselves.

What should be done?

- International co-operation agencies must adopt basic standards of accessibility as a baseline criterion for environments, technology and services they support.

Developmentally, it is more useful to adopt a broad concept of accessibility for all rather than to disseminate minimum construction standards. This broad understanding has been summarised as the “5 A:s” (www.stakes.fi/promise) and is further elaborated in a recent Council of Europe resolution (http://cm.coe.int/stat/E/Public/2001/adopted_texts/resAP/2001xp3.htm).

- Awareness
- Availability
- Affordability
- Accessibility
- Appropriateness (usefulness, relevance)

6. Are there measures in the PRSPs to keep disability on the agenda?

Facts:

Disability is on the agenda in only a few countries.

What should be done?

- Donors should clearly point out in their documents, policy dialogues and consultations that people with disabilities are an issue of high international priority and the substance of the very basic principles upon which they have established their collaboration.
- An empowering component is often necessary in order to raise the issue on the political agenda and empower the participation of people with disabilities.
- The PRSP sourcebook of the World Bank, and the OECD/DAC guidelines, have to be updated to reflect the current objectives, concepts and understanding of disability, and the rights and potential of people with disabilities. As mentioned earlier, there is ongoing work in this direction at the World Bank, and the OECD joint staff training initiative has included disability as a cross-cutting issue – as strongly emphasised by the Finnish participants in the planning of the first course.

7. Are people with disabilities involved in the design of PRSP?

Facts:

No. As a rule, they have been excluded. Furthermore, donor agencies have been discriminating against people with disabilities in their employment policies, and through the inaccessibility of their premises; also, a number of airlines refuse to carry people with certain types of disabilities and thus indirectly decrease the employability of people with more severe disabilities in international organisations.

What should be done?

- The donor agencies should remove all discriminating elements from their hiring practices and there should be affirmative action policies to open the doors to qualified people with disabilities.
- The minimum standards for participation are:

(0) “Not disability relevant” projects	<p>Arrangement: People with functional limitations should not be discriminated against when choosing the project staff (equal opportunity policy).</p>
(I) “Disability relevant” general projects	<p>Arrangement: The degree of relevance of components, activities and outcomes for people with disabilities should be checked in the initial stages. The required expertise – preferably people with personal experience of disability – should be involved at the relevant stages of the project cycle.</p>
(III) “Highly disability relevant” activities:	<p>Arrangement:</p> <ul style="list-style-type: none"> * People with disabilities should be involved in and consulted on alternative approaches. People with disabilities should participate in the planning team as members and/or experts on disability-related matters. * A disability component should be planned as a disability-specific activity (see below) with the full involvement of people with disabilities and people with disabilities should be adequately involved in the planning and implementation of the umbrella project as a whole.
(IV) “Disability specific” projects:	<p>Arrangement:</p> <ul style="list-style-type: none"> * People with disabilities people should be empowered to manage and own the project. They should be in charge of the management group. * People with disabilities should have control over the whole process. A fair share of the available resources must be made available to enable the reaching of goals. The group should define its own needs, objectives and means of reaching them; it should also monitor and evaluate the process, and carry the responsibility for the outcome. The empowering process may need to be gradual. In the process of planning and implementation, people with disabilities should be given training and encouragement to ultimately empower themselves

8. Does PRSP promote sustainable development from the perspective of people with disabilities?

Facts:

No. As the whole issue is invisible, the policy objectives are out of date. Women and children with disabilities have not been given specific attention.

What should be done?

- Disability and the concerns of people with disabilities have to be mainstreamed into policies and the PRSP framework and core Sourcebook. Accessibility has to be adopted as one of the basic quality criteria.
- Adequate and sustainable funding to enable people with disabilities to participate has to be mainstreamed in the PRS, and monitored and evaluated.

9. Is the PRSP process as a whole sensitive to people with disabilities as agents of action and beneficiaries?

Facts:

No, as is clear from the ILO findings and the above analysis. The PRSP sourcebook that serves as the basic framework treats disability through the Social Risk Management (SRM) Framework of the World Bank, and that is too limited and not well focused in this respect.

What should be done?

- The PRSP framework needs revising. It should broaden the perspective from SRM and special services orientation towards “basic services for all” and “from safety nets to springboards”.

10. Are monitoring PRSP arrangements sensitive to disability issues?

Fact: No.

What should be done?

- Disability and people with disabilities are at the centre of poverty and should thus be the focus of poverty reduction. The donors and international financial institutions have to establish a policy dialogue that includes disability on the agenda of the revision of PRSPs. Donors should co-operate in this process, pooling disability expertise and professional skills, to improve the capacity of the financial institutions, as well as donor agencies, for better quality work in this respect.

ANNEX 2. SCREENING A PROJECT DOCUMENT WITH RHA4

EXAMPLE of RHA 4

Project analyses and RHA 4 checkpoints	<i>Actual content of the document</i>	Result of Handicap checking
<p>A. Situation and problem analysis</p> <p>1. Is the project relevant from the disability perspective?</p> <p>2. How relevant:</p> <ul style="list-style-type: none"> a) disability-specific b) has a disability component c) addresses issues of high relevance to people with disability d) Is not particularly relevant for people with disabilities <p>3. Have people with disabilities been adequately consulted/involved in the planning process?</p>	<p><i>There is a need for technological development, and for well-defined regional IT policies, capacity building and human resources development</i></p>	<p>The project is highly relevant to people with disabilities as it is supposed to serve all people. ICT can enhance the inclusion of even people with severe disability, children and adults. Participation is a basic right and the UN Standard rules give concrete guidance on how to secure equal access to information and communication. While there are 7–10 % of people with disabilities in the region, there is no mention of disability in the document.</p> <p>Stakeholder analysis and participation arrangements are unsatisfactory</p> <p>No consultation has taken place, and there is no mention of consultation with women's organisations either.</p> <p>Existing policies have not been analysed from the poverty, gender or non-discrimination perspectives.</p>
<p>B. Goals and activities of the intervention</p> <p>4. Are the objectives in line with international standards?</p> <p>5. Are the activities and results accessible to people with disabilities?</p> <p>6. Is participation by people with disabilities quarantined?</p>	<p><i>To improve and broaden equitable access to information and enhanced opportunities for communication for all beneficiary groups through efficient use of ICT in the SADC region as a means of creating new opportunities for socioeconomic development. Activities include the upgrading of SDAC websites and setting up of an SADC portal, training, technical upgrading and policy development, etc.</i></p>	<p>The plan does not live up to the objectives of serving all beneficiary groups. The poverty focus is quite weak, as is gender. They are "added on" rather than "baked in".</p> <p>Neither accessibility of websites nor access to web and ICT by the poor, women, or people with disabilities have been discussed.</p> <p>The EU's recommended WAI guidelines on accessibility are not mentioned as quality criterion of results.</p>
<p>C. Assumptions and risks</p> <p>7. Is it ensured that disability is kept on the agenda at every stage of the process?</p>	<p><i>Divergent interests of stakeholders, institutional weaknesses, human resources, funding, inappropriate technology</i></p>	<p>No specific vulnerable groups have been taken into account; no provision for combating the risk of exclusion of women, people with disabilities or ethnic minorities</p>

<p>D. Compatibility a sustainability 8. Is the inclusion of disability backed by adequate inclusive policies, organisational arrangements and appropriate technology?</p>	<p><i>Reference is made to the guiding objectives for Finland's development co-operation, institutional capacity, gender mainstreaming, environment, financial sustainability</i></p>	<p>The poverty focus is quite weak, as is gender. They are “added on” rather than “baked in. The rights of people with disabilities are completely ignored. No mention of the potential of accessibility to enhance the opportunities to use outdated equipment – and mobile devices</p>
<p>E. Implementation, organisation and resources 9. Are people with disabilities and their organisations involved in the implementation, and do the budgetary provisions support the inclusion?</p>	<p><i>Long- and short-term technical advisors will be provided within the SADC secretariat framework</i></p>	<p>Gender is taken into account by involving a representative in the ICT committee. No mention of organisations of people with disabilities. No recognition of the potential expertise of SAFOD and the South African Blind Union. No criteria for technical advisors that would be related to accessibility skills.</p>
<p>F. Monitoring, reporting and evaluation 10. Are people with disabilities involved in the monitoring and evaluation of the intervention to the extent required by the nature of the project?</p>	<p><i>Active involvement of relevant stakeholders is the key strategy</i></p>	<p>No mention of involvement by people with disabilities</p>
<p>CONCLUSION: Overall evaluation of the project planning process from the disability perspective</p>		<p>The project is highly relevant from the disability perspective, even though it does not mention that aspect. While a good plan represents the exporting of an inferior quality product from the perspective of equal opportunities for people with disabilities, it should not be implemented without revision. Minimum criteria: consultations with DPOs, accessibility of web sites, criteria and professional qualifications of advisors to ensure the above.</p>

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