



4 WHAT IS INCLUSIVE LOCAL DEVELOPMENT?

A framework for an inclusive local development policy

Making local development inclusive for all is vital to ensure equal opportunities and to promote full participation. DPOs, activists and other disability NGOs have advocated this approach for several years and a number of pilot projects are ongoing.

4.1 LOCAL DEVELOPMENT – A WAY FOR GREATER CITIZEN PARTICIPATION

A clarification of the term **local development** in the framework of this guidance paper is needed. In the literature around local development processes one can find several definitions depending on the scope of the reports (economic development, rural development), or in terms of sociological aspects etc. This report has chosen to extract some of the most common criteria of local development in order to make it relevant to the proposed tools and analysis in this paper related to inclusive local development, taking into account that this covers a wide range of areas.

- **Local community** – is referred to as the close environment of an individual, including the population and all different stakeholders (public or private), within a confined geographical area/territory, who share a feeling of common belonging and experience common constraints and benefits. Rather than proposing scales (villages, micro-regions) to fix the terms of a territory, certain criteria could be defined⁶³:
 - ▣ People and/or groups' sense of belonging to a certain place,
 - ▣ The perception of stakeholders concerned of a certain coherence or unity of the community,
 - ▣ A capacity to act on this territory, a process of participatory democracy and local governance,
 - ▣ A certain coherence of action.
- The notion of **local** concerning authorities and development – referring to a sub-national administrative level: ie urban/rural, municipal, provincial or regional.

63 Handicap International. *What is local development?*, (Handicap International: Lyon: 2001).

- **Citizen participation** – one of the fundamentals of local development is the idea that citizens of the community, as individuals, groups or organisations or by representation, can participate in the planning, implementation and monitoring of the development process, meaning that their rights and needs are more respected. Four levels of participation can be defined. The line between these levels is of course not clear-cut; they often overlap and vary in the different phases of development, as well as the process of empowerment of both the local government and the citizens^{64 65}:
 1. **Information sharing** – this is a limited form of participation, where citizens are informed about the decisions of the local government,
 2. **Consultation** – citizens are consulted prior to decisions being taken or programmes being implemented, but there is no assurance that their opinions will be taken into consideration,
 3. **Participation** – this gives citizens the right to negotiate the planning and strategies, as well as monitor the implementation and follow-up,
 4. **Co-decision** (initiation and control by stakeholders) – this is the ultimate form of participation of citizens in decision-making and implies power sharing from the local government towards the community.

The “ideal levels” of citizens’ participation in local development processes, including persons with disabilities, are levels three and four (though the fourth level might be an utopia in the early stages). Thus, participation could also be seen as a process, which requires capacity building for all actors and a strong empowerment of the different citizens’ groups, in our case DPOs, to manage their meaningful and autonomic participation in decision-making.

- **Local Governance** – is linked to decentralisation and local development and includes both concepts of accountability and local democracy. “*Local governance is brought about by a set of institutions, mechanisms and processes through which citizens and groups can articulate their interests and needs (including discriminated groups such as persons with disabilities, women, minority groups, and persons with HIV/AIDS etc), mediate their differences and exercise their rights and obligations at the local level. It involves effective citizen participation, transparent flows of information, and functioning accountability mechanisms*”⁶⁶.

In a local development process, the local territory becomes an administrative entity where⁶⁷:

- Local democracy and citizenship can be exercised and developed,
- The needs and rights of all community members and groups, including persons with disabilities and other marginalised populations can be better addressed,
- Projects, social services and support for persons with disabilities can be financed.

64 Kernem, K. La concertation locale dans les projets de développement: enjeux, pratiques et perspectives, ENDA Europe, (ENDA: Paris: 2004): 16.

65 Stewart, F and Wang, M., 2003: 7.

66 UNDP, 2007: 6.

67 Handicap International. *Disability and Local development*, Position Paper from the Inclusion unit, (Handicap International: Lyon: 2008).



4.2 MAKING LOCAL DEVELOPMENT INCLUSIVE

The main aims of an inclusive local development process are to:

- Raise the **capacities and competencies** of people with disabilities and their representatives in order to increase their participation in the processes of development and local governance,
- Facilitate the creation of permanent **space for dialogues** between local authorities and representatives of persons with disabilities, for them to be informed of and involved in the process of policy making,
- Promote **mainstreaming of disability in local planning and projects**, so that the outcomes target persons with disabilities and other citizens equally,
- Develop **services and technical resources** to meet the needs of some groups of persons with disabilities,
- Make local development actors **aware of disability** and back them in changing their understanding of disability and adapting their practices to the full recognition and effectiveness of the rights of persons with disabilities.

Inclusive development is a process that should lead towards the goal of an inclusive community. It recognises that diversity is a fact of life and that differences are normal within society. Differences are due to a range of factors, some universal, some cultural and some context specific. **Inclusion is thus about society changing in order to accommodate differences and combat discrimination amongst its members. The aim is equalization of opportunities.**

At the moment there is no “official” definition of inclusive development or mainstreaming of disability, but they are often defined based on the experience of gender mainstreaming and the mainstreaming of HIV/AIDS in development cooperation.

Inclusive development is a right-based development model that promotes equality and the participation of the largest possible part of society, especially groups that face discrimination and exclusion.

Mainstreaming disability into local development is thus the process of assessing the implications for persons with disabilities of any planned action, including legislation, policies and programmes, in all areas and at all levels. For a more extensive explanation of these two concepts, refer to the glossary.

It is important to highlight that including disability into local development processes does not mean to create separate programmes of services or activities, nor does it have to require very specialized competence. It requires greater acceptances of diversity and a more flexible way of finding solutions to problems. Most important is to **involve persons with disabilities** when planning projects and activities, and to consult them as to what specificities they might require to be included, in order to benefit equally from the outcomes of the planned activities.

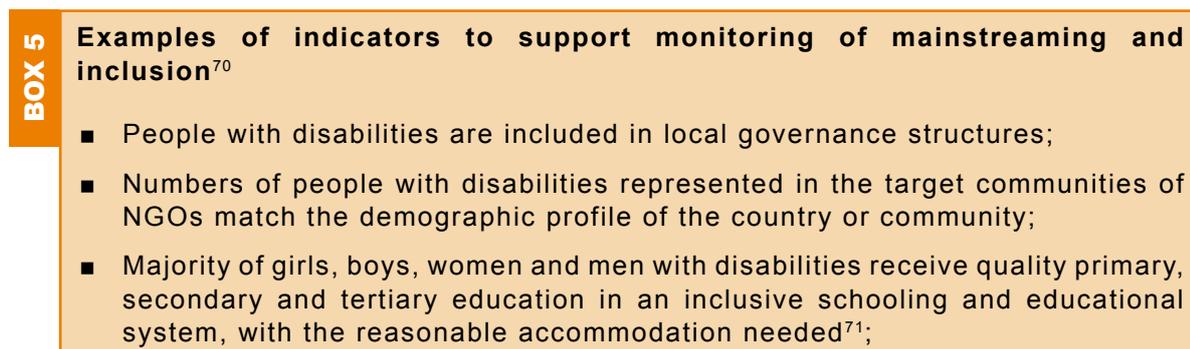
To reach inclusive development other kinds of actions are also needed, actions that focus on persons with disabilities and their representative organisations. So, linked with the strategy of mainstreaming disability in development plans and policies, there is a need to provide parallel support for specific initiatives aimed at empowering and strengthening disability organisations and groups, together with affirmative (positive) actions. Such an approach is usually described as the **twin-track approach** to development⁶⁸.

Twin-track approach to inclusive local development⁶⁹



Mainstreaming alone is not enough for building an inclusive society. It risks becoming just a concept, or a nice policy statement, if not accompanied by clear action plans, disability disaggregated data in assessments, and precisely defined indicators which monitor the impact of activities on persons with disabilities and their families, and the progress for persons with disabilities. These indicators should be accompanied by a relevant budget.

Indicators of mainstreaming and inclusion at local level



68 DFID. *Disability, Poverty and Development*, (UK: DFID: 2000).

69 DFID, 2000:11.

70 SAFOD and Healthlink International. *Disability Dialogue*, The International Newsletter on Community Action in Disability and Development, Issue No 5 September 2005. Some indicators have been adapted to be more relevant at the local level.

71 Article 24 of the CRPD states the obligations of state parties in relation to the access to education for persons with disabilities.



- Public infrastructure, wells, water and sanitation facilities, and public distribution systems are easily accessible to all people with disabilities in the community;
- People with disabilities enjoy equal access to local vocational training institutions;
- Women and men with disabilities are involved in income generating activities;
- Disability issues are included in training inputs for local authority officials;
- People with disabilities secure employment on merit not as a result of quotas;
- Public buildings and spaces are accessible for all persons with all types of impairments;
- Public transport is accessible for all persons with all types of impairments;
- Teacher training includes components on educating children with disabilities;
- Education materials promote awareness and inclusion of people with disabilities;
- Sign language interpreters are available at local level.

FURTHER READING

<http://www.oidp.net/angles/index.php>

International Observatory of Participatory Democracy. This website is open to cities, entities, organisations and research centres world-wide wanting to learn about and exchange on participatory democracy on a local level.

<http://www.toolkitparticipation.nl/index.php>

Citizen participation in local governance is an important theme in policy and development debates. This website aims to contribute to this debate.

<http://www.cities-localgovernments.org>

United Cities and Local Governments (UCLG) brings together regional and local governments / authorities from all around the world with the aim of promoting decentralisation and building the capacities of local governance structures, as well as advocating the importance of local authorities in the international agenda.

<http://www.cites-unies-france.org>

The website of Cités Unies France is an information site intended for all the decentralized cooperation actors in France, at regional and municipal level.

4.3 FRAMEWORK PROVIDED BY THE UN TEXTS ON THE RIGHTS OF PERSONS WITH DISABILITIES

Human rights regulate the relationship between a state and the individual. Every right of an individual is an obligation of the state. Human rights are also universal which means that a violation of a right is a violation regardless of where in the world it takes place. The development of a specific convention for the rights of persons with disabilities was not meant to create new human rights. The human rights presented in the convention were already affirmed for all human beings under the International Bill of Rights:

- **Universal Declaration of Human Rights** (1948) – the first international document that established that all people have the same value and rights.
- **International Covenant on Economic, Social and Cultural Rights** (1966)⁷² – which regulates for example the rights to social security, a reasonable standard of living, health, education, employment, culture etc.
- **International Covenant on Civil and Political Rights** (1966)⁷³ – which regulates for example the right to life, to have a family, freedom of speech etc.

These treaties are applicable to everybody without discrimination, hence persons with disabilities, but they have so far failed to reach the vast majority of persons with disabilities.

Mainstreaming disability in the development agenda in order to promote inclusive local development policies is a strategy for achieving equality for persons with disabilities. The development of the UN Convention on the Rights of Persons with disabilities (CRPD) described earlier, has generated a unique opportunity to enhance the implementation of this strategy, since this convention is one of the first to combine a human rights instrument with a social development dimension⁷⁴. Already back in 1982, the UN, through its **World Programme of Action concerning Disability** had started to promote an inclusive approach to disability, which was re-emphasized by the **UN Standard Rules** in 1993. The need for a human rights convention protecting and promoting persons with disabilities grew stronger, since despite the UN efforts persons with disabilities have continued to be excluded, discriminated and denied access to their human rights worldwide.

72 The Covenant on Economic, Social and Cultural Rights was adopted in 1966 and ratified in 1976. Read more on: <http://www.hrweb.org/legal/undocs.html#ESCR>

73 The Covenant on Civil and Political Rights was adopted in 1966 and ratified in 1976. Read more on: <http://www.hrweb.org/legal/undocs.html#ESCR>

74 UN Economic and Social Council. *Mainstreaming disability in the development agenda*. Note by the Secretariat, Commission for Social Development, E/CN.5/2008/1, November 2007.

Inclusive approach to disability in international instruments

- **UN World Programme of Action Concerning Disabled Persons** 1982. Paragraph 89 says: “Matters concerning disabled persons should be treated within the appropriate general contexts and not separately”⁷⁵.
- **UN Standard Rules on Equalization of Opportunities for Persons with Disabilities**, 1993. Standard Rule 14.3 says: “The needs and concerns of persons with disabilities should be incorporated into general development plans and not be treated separately”⁷⁶.
- **UN Convention on the Rights of Persons with disabilities**, entered into force in May 2008. Article 32 says that State parties should: “Ensuring that international cooperation, including international development programmes, is inclusive of and accessible to persons with disabilities”. In the preamble of the CRPD among the general principles of the convention, one of them is (Article 3): “Full and effective participation and inclusion in society”.

UN CONVENTION ON THE RIGHTS OF PERSONS WITH DISABILITIES

To make reference to, and respect the articles of the CRPD when designing local development plans and policies, will become an obligation once the country has signed and ratified this convention⁷⁷. Since the CRPD is also built on the aspect of social development, its implementation supports poverty reduction strategies and would bring about important changes for other marginalised and discriminated groups. Many of these changes will be the responsibility of local governments and authorities, especially since the trend of decentralisation is growing stronger (see chapter 3).

There are **eight general guiding principles** (article 3) that underlie the CRPD and its articles, and each one of them is relevant in the local development context:

1. Respect for inherent dignity, individual autonomy including the freedom to make one’s own choices, and independence of persons;
2. Non-discrimination;
3. Full and effective participation and inclusion in society;
4. Respect for difference and acceptance of persons with disabilities as part of human diversity and humanity;
5. Equality of opportunity;
6. Accessibility;



New York, UN Headquarters © C. Dixon / Handicap International

75 The UN World Programme of Action Concerning Disabled Persons can be found at: <http://www.un.org/documents/ga/res/37/a37r052.htm>

76 The UN Standard Rules can be found at: <http://www.un.org/esa/socdev/enable/dissre00.htm>

77 Before asking the State to implement the human rights of people with disabilities, it is important to know if the country has ratified the conventions. Once a country has ratified the CRPD it becomes an obligation to respect it. In countries that have not ratified the CRPD one can always refer to the International Bill of Rights, to other Human Rights Conventions or anti-discrimination legislation, and to the UN Standard Rules. The CRPD can then be used more as a universal reference that sets principles to be aimed at.

7. Equality between men and women;
8. Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.

CROSSCUTTING THEMES

Along with the eight guiding principles there are also crosscutting themes:

- **Mainstreaming** - consider the disability issue in all development actions and at all stages (planning, implementation, monitoring, evaluation),
- **Participation** - persons with disabilities are integrated into all aspects of public life, they are viewed as equal citizens,
- **Community based support** – appropriate services and resources have to be available at the community level, including in rural areas, in the fields of education, health, rehabilitation etc.

All articles in the CRPD should of course be fully implemented in local development processes. As an illustration, some of them are highlighted here, together with examples of how stakeholders at community level can ensure the implementation of these rights. In the following chapter as well as in chapter 7 a more comprehensive questionnaire is proposed which covers more of the articles. In addition, some of the statements in the Preamble which are important to keep in mind when defining local Disability Action Plans and/or working on including disability in local development programmes, are presented.

Extract from the Preamble of the CRPD:

- f. Recognising the **UN Standards Rules** as a policy development tool.
- g. Emphasizing the importance of **mainstreaming disability** as an integral part of relevant strategies of sustainable development.
- m. Recognising the **valuable contribution** of persons with disabilities to the well being of the community.
- o. Consider that persons with disabilities should have the opportunity to **actively participate** in decision-making processes about policies and programmes at all levels.
- t. Highlighting the fact that the majority of persons with disabilities live in conditions of poverty, and in this regard recognizing the critical need to **address the negative impact of poverty** on persons with disabilities.
- v. Recognising the importance of **accessibility** to the physical, economic and cultural environment, health and education, information and communication in order to fully enjoy Human Rights and fundamental freedoms.

Article 19 Living independently and being included in the community –

The State recognises the rights of all persons with disabilities to live in the community and shall take appropriate measures to facilitate this. Among them: right to choose how and where to live, to have in-home, residential or community support services (such as personal assistance), and to have equal access to ordinary community services that are available for the citizens. **This article is of strong importance since it can be seen as crosscutting in local development.**

Example: Local authorities should ensure that existing mainstream social services under its mandate are fully accessible, provide disability training for staff and ensure that services are available as close as possible to where persons with disabilities reside, or support the transportation to those services. In local development plans, disability should be taken into consideration through the participation of, and consultation with persons with disabilities.

Article 8 Awareness-raising – The State should adopt immediate, effective and appropriate measures to raise awareness throughout society, including at family level, about respect of persons with disabilities. This includes, among others, combating stereotypes, prejudices and harmful practices, to promote awareness of capabilities and contributions of persons with disabilities.



Madagascar
 “look beyond disability, see the person”
 © M. Seth for Handicap International

Example: Local authorities should work in partnership with local DPOs or other disability organisation to support campaigns or small-scale projects, which promote the rights and dignity of persons with disabilities.

Article 9 Accessibility – The State should take appropriate measures to ensure persons with disabilities have access to their physical environment, to transportation, to information and communication, including information and communications technology, and to other facilities and services in urban and rural areas. The state should identify and eliminate obstacles and barriers to accessibility.

Example: Local authorities should set a good example and render all of their facilities and services accessible for persons with disabilities. According to its responsibilities and the level of delegation, they should monitor that laws and policies on accessibility are being respected at local level. Indeed, construction and city planning are two responsibilities which are often decentralized. Local authorities should develop an accessibility charter for its territory and also include accessibility as a criteria for any delegation of public work or building of infrastructure.

Article 24 Education

Article 25 Health (including health-related rehabilitation)

Article 26 Habilitation and rehabilitation

Article 27 Work and employment

Article 28 Adequate standard of living and social protection.

Article 30 Participation in cultural life, recreation, leisure and sport

These six articles are important as they concern the access to various services, often under the responsibility of local authorities. Mainstream services of these kinds that are already available should be accessible to persons with disabilities in an equal manner (being inclusive) and available both at urban and rural level, and as close as possible to the persons with disabilities (as emphasized in article 25, c).



Togo © Fred Denis for Handicap International

Examples in social services: Disability should progressively be mainstreamed in social services that are under the mandate of the local authorities in order to be equally accessible for persons with disabilities. Social services providers should ensure that their staff are trained and sensitized on the rights of persons with disabilities and in meeting their needs and expectations. They should also develop an effective referral procedure in case they cannot meet the needs of all these persons.

Persons with disabilities and their organisations should participate in this process and can provide valuable advice on how services can be better adapted to their needs. In consulting and making people participate in this process, the need for specific support services in health, education, rehabilitation, employment, housing and social protection will be clarified and solutions can be sought jointly.

Article 29 Participation in political and public life – State should guarantee to persons with disabilities political rights and enjoyment of them as others.

Example: Local authorities should ensure that persons with disabilities have access to all the electoral processes (including information, registration for voting, that the voting process respects their autonomy and dignity and that voting premises are accessible). Persons with disabilities and the representatives elected by them should have the opportunity to participate in all public debates, consultations and employment in the political sphere in the same way as other citizens. Local election authorities can work in partnership with DPOs and human rights organisations to ensure this right.

Article 32 International cooperation – State parties recognise the importance of international cooperation to promote and implement the convention and will undertake appropriate and effective measures in this regard, in collaboration among states, with international organisations and civil society, in particular organisations of persons with disabilities.

Among those measures, one is directly linked with local development, the obligation to ensure that international development programmes are inclusive of and accessible to persons with disabilities, at all levels and in all sectors, which means they are also linked to all budget lines and programmes.

UN STANDARD RULES ON THE EQUALIZATION OF OPPORTUNITIES

The UN Standard Rules, which were adopted in 1993 as a political and moral commitment agreed by the members of the UN, have been used in the past 15 years as an instrument to advance the rights of persons with disabilities. In the year 2000, a UN resolution stated that the UN Standard Rules could be used as a yardstick when monitoring the rights of persons with disabilities thus confirming that **implementing the UN Standard Rules is equal to respecting the human rights of persons with disabilities**. The UN Standard Rules have been monitored within the Commission of Social Development via the Special Rapporteur on Disability since 1994.

The document consists of 22 rules all of which cover important areas concerning the rights of persons with disabilities. Among them are four areas that are preconditions for equality and equal opportunities:

- **Rule 1 Awareness raising** – about the importance of raising the awareness of disability matters in society as a whole and among persons with disabilities,
- **Rule 2 Medical care** – society must offer quality medical care for persons with disabilities,
- **Rule 3 Rehabilitation** – society must offer good and relevant rehabilitation,
- **Rule 4 Support services** – various types of support services such as personal assistance, assistive devices and interpreter services should be developed to optimize independence.

Key elements for an inclusive local development policy

BOX 6

1. **Awareness raising,**
2. **Stakeholder Cooperation,**
 - ▣ **Human Rights approach** to disability – constant reference to the UN Convention on the Rights of Persons with Disabilities and the UN Standard Rules,
3. Equal opportunities through a **twin-track policy approach**:
 - a. Mainstream disability in all local policies, plans and projects, and,
 - b. Simultaneously support affirmative disability actions, empowerment of persons with disabilities and their organisations, and ensure the provision of support services allowing participation and access to the mainstream system and society,
4. Involvement and meaningful **participation of persons with disabilities** and their organisations in all phases of local development processes,
5. **Accessibility,**
6. Ensure **coherence with national policies,** strategies and poverty reduction programmes where they exist,
7. Recognise the importance to pay **specific attention to the rights of women with disabilities** due to the double discrimination they face,
8. Monitor the inclusive policies and local Disability Action Plans – **develop adequate monitoring tools,** where persons with disabilities and their organisations play an important role.

4.4 ROLES AND RESPONSIBILITIES OF STAKEHOLDERS IN INCLUSIVE LOCAL DEVELOPMENT

Assessing and analysing the main actors at local level, their mandates and responsibilities is vital. The main actors at local level might vary depending on the level of decentralisation (or absence of decentralisation). If local government structures are defined at local or regional level, they should ideally have the main responsibility for coordinating, planning and monitoring the local development process. Where there are no local government structures, or local authorities are not motivated to run such a process, it might be relevant to define a local committee for the coordination of local stakeholders. An inclusive local development process is easier to promote where there is at least some official local governmental structures exercising certain autonomy on a defined territory.

Roles and responsibilities of actors at local level

BOX 7	ACTORS	RESPONSIBILITIES
	Local (regional) authorities	<ul style="list-style-type: none"> ■ Implementing their own decentralized competences, their local election agenda, ■ Preparing and implementing decisions taken by the local council, ■ Coordinating the inclusive local development process, ■ Ensuring the accordance with national legislation, policies and strategies, ■ Allocating funds for the local inclusive development process (from national level, external donors, local tax resources), ■ Validating the Local Disability Action Plan and mainstreaming it into other sectoral local development plans, ■ Being accountable to their constituency.



Organisations of persons with disabilities (DPOs)	<ul style="list-style-type: none"> ■ Conducting territorial needs assessment and situational analysis in collaboration with local authorities and other local actors, ■ Promoting the rights of persons with disabilities, ■ Advocating for or supporting the creation of adequate services for persons with disabilities, ■ Ensuring the participation of all persons with disabilities (cross-disability representation), ■ Acting as the watchdog: monitoring the implementation of the local DAP, other programmes and policies in terms of the impact on disabled people.
Persons with disabilities and their families	<ul style="list-style-type: none"> ■ Being an actor in one's own life trajectory, ■ Identifying and expressing one's needs, and being aware of one's rights, ■ Implementing one's project, ■ Assuming his/her responsibilities as a full member of the community, participating as individual and/or through DPOs representation.
Local public service providers and private entities providing public services⁷⁸	<ul style="list-style-type: none"> ■ Rendering information about their services accessible to persons with disabilities, ■ Ensuring physical accessibility to their services, ■ Increasing awareness among its employees about disability, ■ Providing reasonable accommodation so that persons with disabilities can make use of ordinary services, ■ Promoting equal opportunities within their service.
Local civil society⁷⁹	<ul style="list-style-type: none"> ■ Ensuring that projects being implemented equally reach persons with disabilities, ■ Including persons with disabilities in the staff of the organisation, ■ Being aware of the rights of persons with disabilities to access their services, ■ Contributing to disability awareness in the community – fighting prejudice.

78 Public services which could be provided under the responsibility of the local level include: education, health, water/sanitation, housing, employment services, vocational training centres, social protection and/or welfare offices, local architects, lawyers, cultural centres

79 Local civil society includes: human rights organisations, community-based development organisations, sports and leisure organisations, youth clubs, professional organisations, labour unions, religious leaders and organisations, etc.

International actors

- International civil society organisations (INGOs, IDPOs)

- International cooperation institutes, UN agencies, etc.

- Providing capacity building on specific technical issues for civil society or local authorities,
- Acting as facilitators and mediators,
- Providing funds for implementing local development plans,
- Advocating at international level for inclusive development,
- Promoting local civil society and the empowerment of local DPOs,
- Supporting micro grants for quick impact projects, awareness raising projects,
- Funding the elaboration of local development plans,
- Monitoring the local implementation of their policy,
- Assessing the impact on persons with disabilities,
- Supporting the collection of good practices and lessons learnt for inclusive local development, as well as their dissemination,
- Elaborating their own inclusive policy papers and ensuring that they are implemented and monitored.

FURTHER READING

<http://www.make-development-inclusive.org>

A website developed as part of the European project under which this guidance paper has been developed. The website provides information on the project and gives access to tools, guidelines and manuals on how to make development inclusive at all levels.

http://www.un.org/esa/socdev/enable/publications/FF-DisabilityDim0103_b1.pdf

Disability Dimension in Development Action – A manual for Inclusive Planning developed by STAKES and Roland Wiman (ed), on-line version 2003. This document provides useful tools and information on how to ensure that disability is included in various stages of the programming of development projects, according to a rights based approach (using the Standards Rules).

<http://www.handicap-international.fr/kit-pedagogique/indexen.html>

Toolkit on the UN Convention on the Rights of Persons with Disabilities developed by Handicap International in 2008.

<http://www.make-development-inclusive.org/toolsen/DCDDgoodpractices.pdf>

The Dutch Coalition on Disability and Development (DCDD) has put together a document compiling good practice on projects working in inclusive development around the world.