

### Evaluation of the BMZ Action Plan for the Inclusion of Persons with Disabilities

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# EVALUATION OF THE BMZ ACTION PLAN FOR THE INCLUSION OF PERSONS WITH DISABILITIES

2017



**DEval**

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# EVALUATION OF THE BMZ ACTION PLAN FOR THE INCLUSION OF PERSONS WITH DISABILITIES

*2017*

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# EXECUTIVE SUMMARY

## Background, objective and overall assessment of the evaluation

According to the World Health Organization, in 2010, some 15 per cent of the world's population – i.e. one billion people – were living with disabilities. In middle- and low-income countries of the Global South the prevalence of disabilities is particularly high, and people with disabilities are hit by multidimensional poverty with particular frequency. Consequently, in development-policy terms it is very important to realise the rights of persons with disabilities. Moreover, in 2009 Germany ratified the United Nations Convention on the Rights of Persons with Disabilities (CRPD), which is binding under international law. In its preamble the CRPD first of all underlines the importance of international cooperation. Secondly it explicitly obliges the donor countries as States Parties to include persons with disabilities in international cooperation programmes, and to make these programmes accessible to persons with disabilities (UN, 2006). In 2011 the German cabinet adopted its National Action Plan to implement the CRPD. In conjunction with that, the German Federal Ministry for Economic Cooperation and Development (BMZ) adopted its Action Plan for the Inclusion of Persons with Disabilities. Like other donors, such as Australia or the UK, since 2013 the BMZ has thus had its own dedicated strategy to promote the systematic mainstreaming of inclusion in German development cooperation. The 'leave no one behind' (LNOB) principle that is fundamental to the 2030 Agenda also underlines the importance of including persons with disabilities in development cooperation.

In 2014 the BMZ leadership decided to have the implementation of the Action Plan evaluated externally. DEval included the evaluation of the 'Action Plan for the Inclusion of Persons with Disabilities' in its multi-annual evaluation programme for 2016-2018. The evaluation was designed to examine how successful the 'Action Plan for Inclusion' had been in advancing the systematic mainstreaming of inclusion in German development cooperation. On that basis the evaluation was then expected to generate practical recommendations that would be available for use either when updating the Action Plan, or reorienting the strategy, from 2018 onwards. The evaluation was thus designed to contribute towards the further development of the inclusion of persons

with disabilities in German development cooperation. (In this sense it was a so-called formative evaluation). Within that framework the evaluation was also expected to perform a summative assessment of the extent to which the Action Plan in its present form had achieved its objectives. To assess the achievement of these objectives, and the effectiveness of the Action Plan in conjunction with the pertinent measures, the evaluation team applied the evaluation criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC). As a frame of reference for evaluating a human rights-based action plan, however, the OECD-DAC alone would fall short of the mark. The evaluation team therefore supplemented this frame of reference with the normative requirements and principles contained in the CRPD.

The Action Plan for Inclusion, which was initially scheduled to run for three years (2013-2015) and was subsequently extended to a five-year period (to 2017), represents a policy strategy to promote inclusion in German development cooperation. It includes 42 planned measures whose implementation – across various levels of objectives – is designed to ensure achievement of its overarching objective – a 'systematic mainstreaming of the inclusion of persons with disabilities in [German] development cooperation'. With the benefit of hindsight, this wording proved to have been too ambitious, above all, in view of the three-year period for implementation of the Action Plan originally envisaged, and the inadequate overall provision of financial and human resources. The evaluation therefore concluded that achievement of the aforementioned overarching objective of the Action Plan has so far been **low to moderate** only. This assessment is based on our evaluation of the achievement of the Action Plan's three strategic objectives, with a special weight attached to Strategic Objective 2, to which 25 of the 42 measures relate. Setting a good example within the BMZ (Strategic Objective 1) was achieved to a **moderate to high** degree. Fostering the inclusion of persons with disabilities in our partner countries (Strategic Objective 2) was achieved to a **low to moderate** degree, and improved cooperation at the national, regional and international levels (Strategic Objective 3) was also achieved to a **low to moderate** degree.



The Action Plan is not a systematically and rigorously structured strategy in which intermediate-level conceptualised objectives and concrete activities are derived logically from overarching objectives. Although a structure of this kind is evident in the expected results and the overarching objectives, the Action Plan was also strongly influenced by a realistic assessment of current potential for the inclusion of persons with disabilities in German development cooperation. This was reflected in a focus on the level of concrete measures, some of which were linked to activities that were already ongoing. As the evaluation team sees it, this approach was based on the intention of incorporating into the implementation of the Action Plan for Inclusion the engagement of those actors who were driving existing initiatives and approaches at the time, and possessed relevant experience. This pragmatic approach came at the expense of a systematic mainstreaming of inclusion in German development cooperation, but under the circumstances was nevertheless appropriate, given the low level of human and financial resources made available for the Action Plan. The Action Plan gave engaged individuals arguments they could use in order to make their case and continue driving the inclusion of persons with disabilities. It thus provided a boost and sent a signal regarding engagement with the requirements of the CRPD in German development cooperation.

However, the Action Plan's focus on specific measures entailed the problem that, due to the low level of managerial capacities available, the links between the various levels of objectives were not addressed systematically. Monitoring focused largely on implementation of the various measures. The analysis of wider issues, such as the question of whether strategic objectives were achieved or whether the combination of measures was at all suited to achieving strategic objectives, took second place to this focus. In other words, the Action Plan is essentially a conglomerate of specific inclusion-related measures. The consequence of this was that the systematic mainstreaming of inclusion in German development cooperation was accorded too little importance overall.

The provision of dedicated human resources for implementation of the Action Plan was confined to a single position in the BMZ Division for 'Human rights, gender equality; inclusion of

persons with disabilities', and the sector project for inclusion team at the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. In retrospect this allocation of resources proved to be inadequate, because it led to a situation in which the strategically important management tasks could not be performed to a sufficient degree. This prevented the objectives from being achieved more effectively.

The role of the theme team as a platform for exchange and networking proved successful. However, due to the fact that it did not meet regularly enough, and the lack of continuity in terms of the individuals who actually took part, it was not able to perform its advisory role to a sufficient degree. Had the theme team been given a stronger role in supporting implementation of the Action Plan, this would have created a more enabling environment for the members to fully commit to implementing it, and to assume ownership of the implementation process.

The BMZ did not provide any additional funds for implementing the Action Plan for Inclusion that could have been used for ongoing or new inclusion-related Technical and Financial Cooperation projects. This was a significant constraint on the willingness of projects to systematically address the topic 'inclusion of persons with disabilities', and was a significant factor in the second strategic objective ('We will foster the inclusion of persons with disabilities in our partner countries') being achieved only to a **low to moderate** degree.

### Methodology

The evaluation was theory-based. The evaluation team reconstructed a results logic on the basis of the Action Plan. This underlines the Action Plan's role as a policy strategy rather than its action-oriented role, i.e. its function as a package of the 42 measures it contains. Accordingly, the results logic focuses on the overarching objective levels with the expected results, on sub-objectives and strategic objectives, and their contribution towards achieving the overarching objective. The Action Plan stakeholders who participated in the evaluation process acknowledged this results logic as being appropriate to the system of objectives and the assumptions underlying the Action Plan.

The evaluation sought to pursue a human rights-based approach. At the level of content, the CRPD and the norms and principles it contains served as the yardstick for the measures of the Action Plan and their implementation. At the level of the process, which is to say in the conduct of the evaluation, the human rights principles, particularly the disability-specific principles of the CRPD – such as the imperative of participation – were the yardstick applied. This meant that issues of accessibility, non-discrimination, autonomy and the acceptance of diversity were included in all workshops, focus group discussions and interviews. Persons with disabilities or their representative organisations were thus included in various information gathering activities, as well as in the recruitment of national consultants. In some situations, however, the evaluation also reached its limits in terms of the evaluation team's ability to comprehensively implement the aforementioned principles.

The evaluation pursued a mixed-method approach that included both qualitative and quantitative data collection methods, supplemented by the analysis of existing data and documents. With regard to fostering inclusion in the partner countries of German development cooperation (Strategic Objective 2), and national, regional and international cooperation (Strategic Objective 3), qualitative methods were used primarily. As well as analysing and evaluating the content of documents, this also included various interview formats, workshops and focus group discussions. As part of the data gathering activities for Strategic Objective 1, as well as the qualitative methods a quantitative instrument was also used. This involved a standardised online survey of BMZ staff members. Furthermore, secondary data were also subjected to quantitative analysis and evaluation.

The case studies that were carried out were especially important. A total of five case studies were conducted in projects of official bilateral development cooperation with Bangladesh, Guatemala, Indonesia, Malawi and Togo. The criteria for inclusion in the selection of case studies were explicit mention of the projects in the Action Plan, and a sufficiently advanced implementation status. The latter was necessary in order for the evaluation team to be able to examine results at the level of rights holders. To avoid a

positive distortion, as well as the projects studied in detail in the case studies, the other projects mentioned in the Action Plan were also included in the evaluation. For this purpose we used document-based analyses (in some cases supplemented by interviews).

The data surveys took place between June and November 2016. The case studies were conducted between July and September 2016. This meant that more recent developments after November 2016 could not be included in the evaluation.

### Key findings and conclusions

*We will set a good example in our own organisation (Strategic Objective 1)*

To lend credibility to its efforts to achieve greater inclusion in German development cooperation, and set a good example for others, in Strategic Objective 1 of the Action Plan the BMZ aspires to establish inclusive structures and practices in its own organisation. In the fields of action 'Inclusive human resources policy' and 'Barrier-free access', the achievement of Strategic Objective 1 can be rated as **moderate to high**. A large proportion of staff members with disabilities perceive the climate at the BMZ to be positive and inclusion-friendly, and feel integrated, accepted and supported by their colleagues.

Nonetheless, there is potential for improvement. Across both fields of action, this involves in-house awareness-raising (see Article 8 of the CRPD) in particular. Although this has been addressed explicitly within the framework of a so-called integration agreement, it has not yet been systematically implemented.

In human resources policy several changes have been made to improve the inclusion of persons with disabilities. Yet several persons with disabilities at the BMZ describe having experienced inequality in their career development opportunities. Furthermore, the fact that the legally prescribed quota of persons with disabilities among the workforce (6 per cent pursuant to Article 159 of SGB [German Social Code] IX) was only just met in 2015, limits the extent to which we can say the BMZ is setting a good example in terms of its human resources policy.

A similar picture emerges with regard to barrier-free access. Staff members with disabilities receive individualised support that would be described as ‘reasonable accommodation’. There have also been steps to improve general barrier-free access – e.g. in BMZ publications, to which the Action Plan made a contribution. Several barriers remain, however. These involve the doors, and orientation for persons with visual impairments.

Most staff members with disabilities feel integrated and supported at the BMZ, and see their non-disabled colleagues as having a positive attitude towards the inclusion of persons with disabilities. This creates an enabling environment for the implementation of changes to improve inclusion. Scope for improvement becomes evident, however, in what staff members with disabilities see as the strong onus on them to articulate their needs proactively. This means that the inclusion agenda has to be actively driven. This contrasts with the obligation of the BMZ as a public employer to proactively guarantee the rights of staff members with disabilities that are enshrined in the CRPD and other legal frameworks, without the staff members themselves having to take any particular action.

Steps to improve the inclusion of persons with disabilities have been taken in the *weltwärts* programme and in the graduate programme of the Centre for Rural Development (SLE). More persons with disabilities are now taking part in the *weltwärts* programme, for instance. In other programmes too there are plans to establish and press ahead with inclusion, in order to increase the participation of persons with disabilities in training for young professionals and volunteer services, and make a long-term contribution towards their active involvement in German development cooperation. The steps taken in the *weltwärts* programme can help push things in the right direction.

*We will foster the inclusion of persons with disabilities in our partner countries (Strategic Objective 2)*

Overall, achievement of the objective of fostering the inclusion of persons with disabilities in partner countries (Strategic Objective 2) was **low to moderate**. This assessment

is based on the evaluation team’s assessment of the achievement of the three Sub-objectives A to C<sup>1</sup>.

With regard to Sub-objective A, we were unable to detect any significant progress with regard to changes in planning processes and procedures of development cooperation. The results associated with Sub-objective A were therefore achieved only to a **low** degree. At both the strategic and the operational level, there was too little evidence of any mechanisms to make the sub-objective binding, and thus guarantee comprehensively the systematic inclusion of persons with disabilities in German development cooperation. As a result, the extensive inclusion of persons with disabilities in projects is not guaranteed, a fact that is reflected in the low number of projects linked to inclusion. In some cases measures were initiated, but not completed. Therefore they are not (yet) making any contribution towards the achievement of objectives. Thus the development of an approach for the inclusive design of projects as envisaged in the Action Plan is not yet complete, which means that it cannot help make the inclusion of persons with disabilities more binding.

With regard to Sub-objective B, the inclusion of persons with disabilities has been increased by the projects specified in the Action Plan to a **moderate** degree. The lead partners and persons with disabilities and their representative organisations did rate the relevance of the projects investigated as positive. Overall, however, they identified only a **moderate** specific benefit in terms of the realisation of rights, which ultimately represents one of the key prerequisites for improving the life situation of persons with disabilities. In all projects investigated through case studies, persons with disabilities and their representative organisations were involved in the planning and implementation of the projects only to a **low** degree. While there was a focus on capacity development for duty bearers, little priority was accorded to capacity development for rights holders. This in turn made things less conducive to cooperation with representative organisations. Right across the projects, an effective realisation of the rights of persons with disabilities was constrained by the lack of specific data on their life situation. In some cases this was redressed by data

<sup>1</sup> Sub-objective A: ‘The inclusion of persons with disabilities is mainstreamed in development cooperation planning processes and procedures and is followed up.’

Sub-objective B: ‘Specific measures to foster the inclusion of persons with disabilities in our partner countries help improve their situation in these countries.’

Sub-objective C: ‘Specialised staff and other actors in German development cooperation have the knowledge and skills they need to effectively include persons with disabilities in development cooperation.’

surveys conducted by the projects themselves, as was the case for instance in the social protection project in Cambodia. There were sporadic experiences with inclusion in other projects of official German development cooperation not explicitly mentioned in the Action Plan. However it would not yet be appropriate to describe this as a systematic scaling up.

Ultimately, the assessment of Strategic Objective 2 is also affected by the degree to which Sub-objective C was achieved. The improvement of the capacities and expertise of specialised staff and other actors in German development cooperation was **low to moderate** only. This is because the transfer of inclusion-related knowledge has so far been integrated into training curricula only to a certain extent. Concerning the scaling up of lessons learned and the institutionalisation of learning processes, the evaluation team also notes that lessons learned, knowledge and good practice examples for inclusive projects have so far been systematically analysed and disseminated only sporadically. Hence potential for learning has not been exploited.

Despite the fact that the achievement of objectives for promoting inclusion in partner countries is not yet satisfactory, with regard to the overall approach of the Action Plan we can say that its inherent combination of the following four components is conducive to the achievement of objectives:

- The mainstreaming of inclusion in processes and structures
- The promotion of specific projects in partner countries
- Capacity development support for inclusion
- Knowledge management for lessons learned in projects linked to inclusion.

This approach has not yet been implemented with sufficient consistency, however. Furthermore, too little systematic use has been made of synergies between the individual components.

#### *Cooperation with other actors at the national, regional and international levels (Strategic Objective 3)*

Based on the findings of the evaluation, the evaluation team notes that the overall achievement of Strategic Objective 3 was **low to moderate**. At the multilateral level the Action Plan

has been moderately effective. However, it did not prove possible to consolidate the pioneering role which BMZ initially occupied at the international level. With regard to the promotion of civil society engagement and cooperation with the private sector, the effectiveness of the Action Plan can only be described as **low**.

At the international level the Action Plan did raise the profile of Germany's commitment to inclusive development cooperation. Overall, this effect was **moderate**. Germany worked to advance the inclusion agenda in the context of the United Nations (at the High Level Meeting in 2013, and during the negotiation of conventions and resolutions). This probably did produce positive results, though these are inadequately substantiated. At the same time, Germany has not yet succeeded in introducing the theme of 'inclusive development' into the development strategies elaborated by multilateral organisations. The BMZ's engagement has provided a boost for other bilateral and multilateral actors who are already committed to inclusion. There is nothing to suggest, however, that it has succeeded – as intended – in winning over new actors with no prior commitment to inclusion.

Initially, Germany played a pioneering role solely due to the fact that it was one of the first countries that as well as having a national action plan for the inclusion of persons with disabilities also drew up its own action plan for development cooperation. Various enquiries and invitations (from the United Nations Development Programme – UNDP, the European Commission and the World Bank) show that Germany is appreciated as a competent partner for the 'inclusion of persons with disabilities'. The fact that the BMZ has not responded positively to these enquiries and invitations is one reason why there is a question mark over the pioneering role of German development cooperation in the field of inclusion. Another factor is that in multilateral negotiations regarding the rights of persons with disabilities, Germany has tended not to take centre stage.

It was not always possible to take the opportunities available to introduce the inclusion of persons with disabilities as a topic at the international or multilateral level. This is because responsibility for implementing the relevant measures in the

Action Plan was not transferred to the competent BMZ divisions – e.g. the division responsible for the United Nations – but remained with the division responsible for inclusion. However, since in multilateral negotiations responsibility for the German contribution rests with other BMZ divisions or other federal ministries, no adequate steps were taken to coordinate the efforts of, and assumption of responsibility by, the actors involved.

For the future orientation of the BMZ's multilateral engagement, its obligation (entered into in Germany's National Action Plan 2.0) to strengthen donor cooperation for the inclusion of persons with disabilities, inter alia in the context of the 2030 Agenda, will be very important<sup>2</sup>.

The engagement of civil society to improve inclusion was strengthened only to a **low** degree. Engagement Global has improved the barrier-free accessibility of its website considerably. With regard to the mainstreaming of inclusion in the programmes implemented or supported by Engagement Global, however, the effectiveness of the Action Plan has so far remained **low**. This is one reason why it was not yet possible to realise internal orientation and training measures. Furthermore, not least due to a lack of consensus within civil society, it has not yet been possible to incorporate inclusion into the funding guidelines as a criterion for appraising development-related projects of non-governmental institutions.

Recognition by private-sector actors of the potential for the inclusions of persons with disabilities has increased only to a **low** degree. Inclusion is not yet an explicit bonus criterion in applications for funding submitted to the develoPPP.de programme. No training of develoPPP.de project managers has taken place as yet. Furthermore, the training of development cooperation scouts on the topic of inclusion, which took place on a single occasion, has not been followed up. Hence there is nothing to indicate that the mainstreaming of inclusion among private-sector actors has received any additional boost as a result of the Action Plan.

### Key recommendations<sup>3</sup>

#### General recommendations

As part of Germany's National Action Plan (NAP) 2.0 the BMZ already pledged to draw up a strategy to operationalise inclusion in development cooperation.<sup>4</sup> This strategy should be based on the lessons learned when implementing the Action Plan. It should also include an implementation plan which, unlike the existing Action Plan, is not geared to concrete measures to the same extent, but rather focuses on medium- and long-term change processes for structures and procedures of development cooperation (Recommendation 17).

To create an enabling environment for implementation of the strategy to be developed, a management structure should be created within BMZ which, in line with the focal areas defined in the strategy, makes other divisions co-responsible in addition to the lead division (Recommendation 18). In this connection the lessons learned by the BMZ Task Force on Values, Religion and Development should be utilised. In conjunction with the establishment of a management structure, based on the relevant lessons already learned in the UK (DFID) a top-level focal point should be set up (Director-General) for mainstreaming the concerns of persons with disabilities (Recommendation 20).

The BMZ should make additional funds available to implement the future strategy for operationalising inclusion in development cooperation. Pursuant to the recommendation of the UN Committee on the Rights of Persons with Disabilities, this should permit 'targeting persons with disabilities in policies and programmes that will implement and monitor the post-2015 development agenda' (UN, 2015c, p. 10). Additional funds should be used primarily for mainstreaming the inclusion of persons with disabilities in projects and programmes of German development cooperation. However, they should also be used to support capacity development for inclusion among specialised staff of German development cooperation (Recommendation 21).

<sup>2</sup> 'Germany will be proactively involved in coordinating and harmonising the initiatives and activities of different donors for the inclusion of persons with disabilities, and will strengthen cooperation for the development of implementation standards and strategies, particularly with European donors and UN organisations' (BMAS, 2016, p. 204).

<sup>3</sup> Below we refer to only 16 of the 21 recommendations listed in Section 7. To ensure that the Executive Summary is easy to read, the recommendations are presented here in an abridged form. The numbers shown in parentheses correspond to the numbering in Section 7.

<sup>4</sup> 'The BMZ will draw up a strategy that provides a framework for medium and long-term change processes in structures and practices of development cooperation. The aim of the strategy will be a systematic and sustainable implementation of the inclusion of persons with disabilities in German development cooperation' (BMAS, 2016, p. 204).

*Recommendations on setting a good example in our own organisation (Strategic Objective 1)*

The BMZ should step up its in-house activities to raise awareness on inclusion and disability. This should involve continuous and systematic awareness-raising – particularly amongst line managers (Recommendation 1).

The BMZ should inform staff members with disabilities of their rights, proactively guarantee the realisation of these rights and create spaces in which concerns relating to these rights can be articulated easily (Recommendation 2).

The BMZ should establish a continuous dialogue between staff members with disabilities, the disabled persons' representatives, the BMZ officer for disability and the administration. The dialogue should cover all issues affecting staff members with disabilities. The dialogue can help achieve what from the perspective of persons with disabilities would be an improved balance between proactivity on the part of the BMZ, and what they perceive to be the onus on them to first of all articulate their own needs (Recommendation 3).

In its capacity as an employer, the BMZ should take steps to ensure that staff members with disabilities are actively involved and their needs taken into account in all new builds and retrofits, in changes to internal information and communication technologies (e.g. the intranet), in relevant procurements and in all human resources processes and strategies. Responsibility for this should rest with the competent divisions. The importance of this should be underlined by the BMZ leadership (Recommendation 4).

The BMZ should perform or have performed an objective analysis of the equality of career opportunity for staff members with disabilities compared to staff members without disabilities. Any inequalities or obstacles to equal opportunity that might be identified should be eradicated, insofar as the BMZ is able to influence this (Recommendation 6).

*Recommendations on fostering the inclusion of persons with disabilities in partner countries (Strategic Objective 2)*

The evaluation team recommends that the BMZ base its further inclusion-related strategic orientation and its short-,

medium- and long-term goals in cooperation with partner countries on the following principles: (1) Harness positive momentum for inclusion, by grasping the low hanging fruits. (2) Identify and address existing gaps in inclusion. (3) Reflect on and harness potential for inclusion that has not yet been exploited, e.g. in sectors perceived to be unrelated to inclusion (Recommendation 7).

The evaluation team recommends that the BMZ and the implementing organisations conduct human rights-based target group analyses for projects of Technical and Financial Cooperation. The instruments used should cohere with existing structures (e.g. target group/stakeholder analysis and human rights safeguard). The BMZ, and particularly the responsible regional divisions, should follow up on the implementation of these analyses (Recommendation 9).

The BMZ should systematically analyse and scale up – for practitioners – the lessons learned during implementation on the inclusion of persons with disabilities. Continuous knowledge management on inclusive development measures should be pursued on a long-term basis (Recommendation 10).

Sensitisation to human rights issues and the transfer of corresponding practical knowledge – including knowledge on the successful inclusion of persons with disabilities in development cooperation projects – should be systematically mainstreamed in training provided by the BMZ and the implementing organisations. The BMZ should ensure that specialised staff of German development cooperation are obliged to participate in corresponding training measures, and provide specific, earmarked funds for this purpose (Recommendation 11).

The evaluation team recommends that the BMZ finish developing the approach inherent in the Action Plan for capturing inclusion in projects and programmes, and operationalise it. The process of developing this system should be designed and managed in line with the international negotiations concerning the introduction of an OECD-DAC marker for inclusion (Recommendation 12).

*Recommendations on cooperation with other actors at the national, regional and international levels (Strategic Objective 3)*

In line with the obligation already laid down in the NAP 2.0, the BMZ should attach high priority to German engagement in the coordination and harmonisation of initiatives and activities of different donors for the inclusion of persons with disabilities. This should be reflected for instance in the BMZ leadership and the responsible divisions actively advocating the rights of persons with disabilities in international negotiation processes, and being represented at a high level at international conferences (Recommendation 13).

At the international level the BMZ should continue to work for the incorporation of the inclusion of persons with disabilities into the strategies of multilateral organisations, and into the implementation of projects and programmes co-financed by the BMZ. This should include the United Nations organisations and the development banks (Recommendation 14).

The BMZ should seek to ensure that inclusion is mainstreamed more rigorously and implemented consistently in the programmes of Engagement Global. An enabling environment for this should be created through orientation and training measures for the staff of Engagement Global (Recommendation 15).

# CONTENTS

Executive Summary	vii
Abbreviations and acronyms	xx
Glossary	xxii

## 1. Background and methodology 8

1.1	Background	9
1.1.1	Purpose and objectives of the evaluation	9
1.1.2	Object of the evaluation	9
1.1.3	Evaluation questions	10
1.2	Methodology	11
1.2.1	Quality assurance	11
1.2.2	Stakeholder participation in the evaluation process	11
1.2.3	Results logic	12
1.2.4	Methodological approach	16
1.2.5	Methods used in the evaluation	18
1.2.6	Limitations of the methodological approach	22
1.3	Context of the Action Plan	24
1.3.1	The political and normative context of the Action Plan for Inclusion	24
1.3.2	The Action Plan in the context of other donors' strategies	27
1.3.3	Inclusion in the context of German development cooperation	28
1.3.4	Portfolio overview	29

## 2. The example set by BMZ regarding the inclusion of persons with disabilities in its own organisation 32

2.1	Compatibility of the selected fields of action with the provisions of the CRPD	34
2.2	Relevance of the selected fields of action and measures from the perspective of persons with disabilities at the BMZ	35
2.3	Establishing inclusive structures and practices at the BMZ	36
2.3.1	Inclusive human resources policy	36
2.3.2	Ensuring barrier-free access	40
2.4	Enabling and constraining factors for the achievement of objectives	41
2.5	Opportunities and risks for the sustainability of the changes achieved	42
2.5.1	Opportunities for sustainability	42
2.5.2	Risks for sustainability	43
2.6	Junior staff development programmes and volunteer services	43
2.7	Conclusions concerning the example set by BMZ with regard to the inclusion of persons with disabilities in its own organisation	45



### **3. Fostering the inclusion of persons with disabilities in Germany's partner countries for development cooperation** **46**

---

3.1	Mainstreaming the inclusion of persons with disabilities in the planning, implementation and evaluation of development measures	47
3.1.1	Assessment of the implementation status of the individual measures in Field of Action 3	48
3.1.2	Changes on the strategic level	49
3.1.3	Changes on the operational level	52
3.1.4	Conclusions concerning the mainstreaming of inclusion in German development cooperation	56
3.2	Developing the capacities and expertise of specialised personnel and other actors in German development cooperation	58
3.2.1	Training measures for development cooperation personnel	58
3.2.2	Knowledge management and research	60
3.3	Inclusion of persons with disabilities in measures in the partners countries of German development cooperation	61
3.3.1	Relevance of the measures implemented	62
3.3.2	Effectiveness of the measures implemented	66
3.3.3	Enabling and constraining factors in the implementation of measures	70
3.3.4	Sustainability of the measures implemented	72
3.3.5	Impact	73

### **4. The BMZ's use of avenues of cooperation at the national, regional and international levels** **75**

---

4.1	Multilateral engagement and political dialogue	76
4.1.1	Supporting initiatives in the United Nations context	76
4.1.2	Inclusion in the 2030 Agenda process	77
4.1.3	Other measures for multilateral engagement	78
4.2	Use of avenues of cooperation with civil society and the private sector	81
4.2.1	Cooperation with civil society	81
4.2.2	Cooperation with the private sector	82

### **5. Managing implementation of the Action Plan** **84**

---

5.1	Management mechanisms and structures	85
5.2	Extent to which the measures were implemented as planned	86
5.3	Allocation of financial resources for implementing the Action Plan	88

### **6. Breadth of impact and leverage of the Action Plan as a governance instrument** **89**

---

## 7. Conclusions and recommendations 92

---

7.1	We will set a good example in our own organisation (BMZ)	93
7.2	We will foster the inclusion of persons with disabilities in our partner countries	95
7.3	Cooperation with other actors at the national, regional and international levels	99
7.4	Systematic mainstreaming of inclusion in German development cooperation	101

## 8. References 105

---

## 9. Annex 111

---

9.1	The Action Plan for Inclusion – overview of strategic objectives, sub-objectives, expected results, fields of action and measures	112
9.2	Evaluation matrix	115
9.3	Design for case studies	119
9.4	The Action Plan in the context of the lessons learned by other bilateral donors	126
9.5	Timeline of the evaluation	130
9.6	Team members	132

## Figures

---

Figure 1	Results logic of the Action Plan for Inclusion	14
Figure 2	Scale for rating the achievement of objectives	17
Figure 3	Distribution of inclusive projects by sector	30
Figure 4	Distribution of projects in the Action Plan by sector	31
Figure 5	Responses of staff members with disabilities at the BMZ regarding their acceptance and integration amongst their colleagues (number of responses)	37
Figure 6	Responses of staff members with disabilities regarding their impression of not having been assigned positions commensurate with their qualifications (number of responses)	37
Figure 7	Responses of staff members with disabilities regarding how their line manager deals with their disability (number of responses)	38
Figure 8	Responses of staff members with disabilities concerning their opportunities for career advancement and promotion compared with their colleagues without disabilities (number of responses)	38
Figure 9	Responses of staff members without disabilities concerning changes in their openness to and understanding of colleagues with disabilities since 2013 (as a percentage)	39
Figure 10	Ratio of participants of the weltwärts programme with a recognised disability pursuant to SGB IX	44

## Tables

---

Table 1	Interviews held as part of the evaluation (not including case studies)	21
Table 2	Measures in Strategic Objective 1 of the Action Plan	33
Table 3	Measures in Field of Action 3	47
Table 4	Measures in Field of Action 7	58
Table 5	Measures in Field of Action 8	60
Table 6	Key data on the projects in the case studies	62
Table 7	Overview of projects analysed on the basis of documents (in some cases supplemented by interviews)	63
Table 8	Measures in Strategic Objective 3 of the Action Plan	76
Table 9	Rating of implementation status (mid-term report)	87

## Boxes

---

The OECD-DAC criteria and the United Nations Convention on the Rights of Persons with Disabilities	17
The United Nations Convention on the Rights of Persons with Disabilities	24



# ABBREVIATIONS AND ACRONYMS

<b>AIZ</b> <i>Academy for International Cooperation</i>	<b>BMZ</b> <i>German Federal Ministry for Economic Cooperation and Development</i>	<b>DPO</b> <i>Disabled People's Organisation</i>	<b>ICT</b> <i>Information and Communication Technologies</i>
<b>Action Plan</b> <i>Action Plan for the Inclusion of Persons with Disabilities</i>	<b>BPJS</b> <i>Badan Penyelenggara Jaminan Sosial – Ketenagakerjaan (Indonesian national work and accident insurance programme)</i>	<b>ECOSOC</b> <i>United Nations Economic and Social Council</i>	<b>ILO</b> <i>International Labour Organization</i>
<b>AGG</b> <i>German General Equal Treatment Act</i>	<b>BTHG</b> <i>German Participation Act</i>	<b>EDUVIDA</b> <i>Educación para la Vida y el Trabajo (TC project 'Education for Life and Work' in Guatemala)</i>	<b>KfW</b> <i>Kreditanstalt für Wiederaufbau</i>
<b>bezev</b> <i>German association for disability and development cooperation</i>	<b>CBM</b> <i>Christian Blind Mission</i>	<b>FEDOMA</b> <i>Federation of Disability Organizations in Malawi</i>	<b>LNOb</b> <i>Leave No One Behind</i>
<b>BGG</b> <i>German Equal Opportunities for Persons with Disabilities Act</i>	<b>CC</b> <i>Competence Centre (in the Sectoral Department of the GIZ and at KfW)</i>	<b>FETAPH</b> <i>Togolese umbrella organisation of representative organisations of persons with disabilities</i>	<b>NAP</b> <i>The German Government's National Action Plan for CRPD implementation</i>
<b>BHO</b> <i>German Federal Budget Regulations</i>	<b>CS</b> <i>Case Study</i>	<b>FGD</b> <i>Focus Group Discussion</i>	<b>NGO</b> <i>Non-Governmental Organisation</i>
<b>BITV 2.0</b> <i>German Barrier-free Access to Information Technology Regulation</i>	<b>DEval</b> <i>German Institute for Development Evaluation</i>	<b>FC</b> <i>Financial Cooperation</i>	<b>OECD-DAC</b> <i>Development Assistance Committee of the Organisation for Economic Co-operation and Development</i>
<b>BMAS</b> <i>German Federal Ministry of Labour and Social Affairs</i>	<b>DFID</b> <i>Department for International Development</i>	<b>GIZ</b> <i>Gesellschaft für Internationale Zusammenarbeit</i>	<b>PSES</b> <i>Promotion of Social and Environmental Standards in Industry (TC project in Bangladesh)</i>
	<b>DIMR</b> <i>German Institute for Human Rights</i>	<b>ICF</b> <i>International Classification of Functioning, Disability and Health</i>	<b>SDGs</b> <i>Sustainable Development Goals</i>

**SGB IX**

*German Social Code Volume Nine  
– Rehabilitation and Participation  
of Persons with Disabilities*

**SLE**

*Centre for Rural Development*

**SO**

*Strategic Objective (of the Action  
Plan for Inclusion)*

**TC**

*Technical Cooperation*

**UN**

*United Nations*

**UN-CRPD**

*United Nations Convention on the  
Rights of Persons with Disabilities*

**UNDP**

*United Nations Development  
Programme*

**UNEG**

*United Nations Evaluation Group*

**USVP**

*Environmental and social impact  
assessment*

**VENRO**

*Umbrella organisation of  
development non-governmental  
organisations in Germany*

**VV**

*Germany's General Administrative  
Rules*

**WHO**

*World Health Organization*

**WS**

*Workshop*

**ZGBA**

*Target group and stakeholder  
analysis*

# GLOSSARY

## Reasonable accommodation

According to Article 2 of the CRPD, reasonable accommodation means 'necessary and appropriate modification and adjustments not imposing a disproportionate or undue burden, where needed in a particular case, to ensure to persons with disabilities the enjoyment or exercise on an equal basis with others of all human rights and fundamental freedoms'.

## Barrier-free access

In this evaluation report we use the term 'barrier-free access' to refer to measures that apply general (as opposed to case-specific) standards for barrier-free access. In the Action Plan the term 'barrier-free access' is used to mean barriers in the environment (i.e. primarily physical barriers). In this evaluation the term is sometimes used to refer to other kinds of barriers. The DFID 'Disability inclusion: Topic Guide', for instance, distinguishes between attitudinal barriers, institutional barriers and internalised barriers. When we use the term in any of these senses, we point this out explicitly. In Article 9 the CRPD refers to the wider concept of accessibility (see 'Accessibility') – a term that goes beyond barrier-free access.

## Disability

The understanding of disability underlying this evaluation is closely based on the CRPD and the paradigm shift manifested in it. Theresia Degener, who is one of the disability rights activists and scientists involved in the emergence of the CRPD, as well as being Chair of the UN Committee on the Rights of Persons with Disabilities, speaks in this context of the 'human rights model' of disability (Degener, 2015), which is a definitive feature of the CRPD. Unlike an exclusively deficit-based understanding, this model sees the experiences of persons with disabilities as an enrichment for society (Bielefeldt, 2009). This marks a departure from the long-standing 'medical model', and an extension of the 'social model' of disability.<sup>5</sup> Accordingly, in the CRPD persons with disabilities are also defined as follows: 'Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others' (Article 1). This definition includes the understanding that persons with disabilities are not a

homogeneous group. It acknowledges that various forms of impairment exist and that persons with disabilities also differ with respect to other dimensions such as gender, religion and social status etc.

## Awareness-raising

The CRPD includes a dedicated article on awareness-raising – Article 8. There we read: 'States Parties undertake to adopt immediate, effective and appropriate measures: (a) To raise awareness throughout society, including at the family level, regarding persons with disabilities, and to foster respect for the rights and dignity of persons with disabilities; (b) To combat stereotypes, prejudices and harmful practices relating to persons with disabilities, including those based on sex and age, in all areas of life; (c) To promote awareness of the capabilities and contributions of people with disabilities' (Article 8).

## Empowerment

This evaluation defines the term 'empowerment' on the basis of the concept of strategic and practical interests borrowed from gender discourse (Molyneux, 1985; Moser, 1993). Accordingly, the term is used when the strategic interests of persons with disabilities are involved, e.g. when measures contribute to an improvement in the social position of persons with disabilities or lead to the eradication of discrimination in the long term.

## Intersectionality

The concept of intersectionality describes the 'intersection' of different dimensions of identity and group affiliations in a single individual. This leads to multidimensional forms of discrimination and privilege. Accordingly, it is often the case that an individual suffers discrimination not only on the grounds of their disability, but also for instance because of their gender. The two dimensions cannot simply be added together, however. In fact they interact on a dynamic basis, and in doing so construct specific life situations and identities. This means that an individual does not suffer discrimination because they are a woman and because they are a person with a disability, but because they are a woman with a disability. As well as the 'gender' dimension there are also other dimensions

<sup>5</sup> The medical model sees disability as a phenomenon affecting individuals and based on the impairment of one human being, whereas the social model focuses on disability as a social construct, and sees barriers as chiefly as a product of the environment (Degener, 2015).

and affiliations with social groups that can vary in terms of their importance depending on the specific context. They include age, nationality, religion, class, sexual orientation and place of residence.

### **Inclusion**

In line with the Action Plan, the present evaluation understands inclusion 'as a major element of a development process that is moving towards a society in which every individual has an equal opportunity to develop his or her full potential. This will be a society in which people can realise their right to participate and contribute to the common good according to their individual abilities, as well as enjoying equal access to the services and benefits provided by that society' (BMZ, 2013a, p.4). This definition is based on the CRPD, where 'Full and effective participation and inclusion in society' represents one of eight principles (Article 3, Paragraph c) for achieving the purpose of the Convention, which is: 'to promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity' (Article 1, Paragraph 1). In the present report, when we use the term 'inclusion' we are referring to the inclusion of persons with disabilities. Where it is used in a wider sense that also encompasses other groups, we mention this explicitly.

### **Participation**

In the CRPD participation is at one and the same time a goal, a principle, an individual right and part of the monitoring process. As explained above, the CRPD aims to bring about the 'the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities', and formulates as a principle (Article 3, Paragraph c) their 'Full and effective participation and inclusion in society'. Concerning participation, in Article 4 – 'General obligations' – we read: 'In the development and implementation of legislation and policies to implement the present Convention, and in other decision-making processes concerning issues relating to persons with disabilities, States Parties shall closely consult with and actively involve persons with disabilities, including children with disabilities, through their representative organisations' (Article 4, Paragraph 3). Further articles address

participation in political and public life (Article 29), and the obligation to involve 'Civil society, in particular, persons with disabilities and their representative organisations' in national implementation and monitoring of the Convention (Article 33). In Article 3 the Convention also refers to full and effective participation in society, and elsewhere (Article 32, Paragraph 1) recommends 'undertaking [international cooperation] measures [...] *in partnership with* [...] organisations of persons with disabilities'. In this evaluation the principle of participation is used not only to assess projects, for instance with respect to the participation of representative organisations in planning and implementation, but also to assess stakeholder participation in the evaluation process.

### **Rights holders and duty bearers**

The distinction between rights holders and duty bearers arises from the CRPD, in the sense in which it stipulates the relationship between the States Parties and persons with disabilities.<sup>6</sup> Each group can be defined in relation to the other. Rights holders always hold the rights in question in relation to duty bearers, and vice versa. In the context of the Action Plan, the focus is on rights holders in partner countries. The primary duty bearers towards this group are partner country governments (UN, 2010). Accordingly, the CRPD stipulates as follows, also in relation to its own Article 32: 'The provisions of this article are without prejudice to the obligations of each State Party to fulfil its obligations under the present Convention' (Article 32, Paragraph 2). The importance of donor countries as States Parties in the context of international cooperation, on the other hand, consists in supporting – if necessary – the implementation obligations of these primary duty bearers (Article 4, Paragraph 2). Furthermore, the CRPD obliges donor countries as States Parties to include persons with disabilities in their international cooperation programmes and to make these accessible to persons with disabilities (Article 32). Given its object, this evaluation focuses on these two latter aspects and the obligations of the BMZ in this respect. Nonetheless, when dealing with Strategic Objective 1 of the Action Plan, the evaluation does treat persons with disabilities in Germany as relevant rights holders. In this context the BMZ is also treated as a primary duty bearer. Although in the intendment of international law only persons with disabilities and States

<sup>6</sup> The CRPD stipulates the relationship between persons with disabilities and the States Parties as one between duty bearers and rights holders. We have deliberately used these two terms in the evaluation in order to reflect this relationship.



Parties can be defined as rights holders or duty bearers, other groups of actors are involved in processes of development cooperation, such as the implementing organisations, and in some cases these actors perform tasks of the duty bearers for persons with disabilities in partner countries. Through their public mandate they are directly bound by the obligations enshrined in the CRPD. Furthermore, they can also be termed 'moral duty bearers' (UNEG, 2011). The main focus of this evaluation, however, is the BMZ as the primary duty bearer in the intentment of Article 32 of the CRPD.

### **Representative organisations of persons with disabilities**

Since the main focus of the Action Plan is on improving the situation of people with disabilities in Germany's partner countries for development cooperation, when we use the term 'representative organisations' we are referring to organisations that represent people with disabilities in partner countries. In each case it would then be appropriate to enquire who is representing whom, and with regard to what. Here we need to distinguish between representative organisations that are controlled by people with disabilities, and proxy organisations for persons with disabilities that are controlled by persons who do not have disabilities. The latter include civil society organisations operating in the field of disability and development; examples include Handicap International and the Christian Blind Mission (CBM). It is also important for the purposes of the evaluation to distinguish between representative organisations in Germany and representative organisations in partner countries. Even though organisations linked to persons with disabilities in Germany can function as representative organisations, they cannot automatically represent persons with disabilities in Germany's partner countries for development cooperation. For the purposes of this evaluation we therefore tend to consider representatives of civil society organisations in Germany 'experts for the concerns of persons with disabilities'.

### **Twin-track approach/triple-track approach**

The twin-track approach is considered *the* approach for more effectively implementing the inclusion of persons with disabilities in development cooperation (UN, 2010). According to this approach, successful inclusion strategies require specific measures to empower persons with disabilities, in

combination with mainstreaming in all existing procedures and structures. The crucial element here is the interaction between the two 'tracks' (Al Ju'beh, 2015; DFID, 2000; European Commission, 2004; Rohwerder, 2015; Weigt, 2015; Worm, 2012). This approach can be applied above all at the level of individual projects or country programmes, and needs to be modified when used with policy strategies – such as the Action Plan. These strategies encompass more far-reaching aspects of mainstreaming, as they relate to procedures, structures, competencies and capacities of the entire development cooperation system. At the same time they often also include – as an additional track – bi- and multilateral political dialogue. This evaluation therefore speaks of the 'triple-track approach' (Nielson, 2015). A further special feature when applying the twin-track approach to policy strategies is that these tend to be designed on a level that is somewhat removed from target groups, which means that the contribution towards the empowerment of people with disabilities represents an even bigger challenge.

### **Accessibility**

According to the CRPD, accessibility is designed as follows: 'To enable persons with disabilities to live independently and participate in all aspects of life, States Parties shall take appropriate measures to ensure to persons with disabilities access, on an equal basis with others, to the physical environment, to transportation, to information and communications, including information and communications technologies and systems, and to other facilities and services open or provided to the public, both in urban and in rural areas' (Article 9). This presupposes that general standards of barrier-free access (see above) are in place. It also presupposes, however, that in special cases where people do come up against barriers due to their particular impairment and situation of disability, reasonable accommodation (see above) is made for these individuals (DIMR, 2012). Although the Action Plan refers explicitly only to 'barrier-free access', in recognition of the fact that this term is not all-embracing the present evaluation also uses the wider term 'accessibility', which includes barrier-free access.

**Universal design**

The CRPD defines universal design as 'the design of products, environments, programmes and services to be usable by all people, to the greatest extent possible, without the need for adaptation or specialised design. "Universal design" shall not exclude assistive devices for particular groups of persons with disabilities where this is needed' (Article 2). Universal design aims to ensure non-discrimination and equal opportunity.



1.

## BACKGROUND AND METHODOLOGY

## 1.1 Background

According to the World Report on Disability published by the World Health Organization (WHO) and the World Bank (WB), in 2010 more than a billion people worldwide were living with disabilities. This was equivalent to some 15 per cent of the world population (WHO and WB, 2011). Crucially important for development policy is the fact that the prevalence of disabilities in middle- and low-income countries is higher than in high-income countries (Mitra and Sambamoorthi, 2014). Furthermore, persons with disabilities are harder hit by multidimensional poverty than persons without disabilities (Mitra et al., 2013).

In 2009 Germany committed to the United Nations Convention on the Rights of Persons with Disabilities (CRPD; UN, 2006). In its preamble the CRPD underlines the importance of international cooperation, and the Convention includes a dedicated article on it. This Article 32 requires States Parties to guarantee the rights and principles of the CRPD in the specific policy field of development cooperation. It obliges German development cooperation to respect the rights of persons with disabilities, to guarantee that these rights are protected, and to recognise and promote the objectives of the Convention, such as the inclusion of persons with disabilities, as development objectives in partner countries. Prompted by the CRPD and the obligations arising from it, in 2013 through its Action Plan for the Inclusion of Persons with Disabilities ('Action Plan for Inclusion') the German Federal Ministry for Economic Cooperation and Development (BMZ) set itself the goal of systematically mainstreaming inclusion<sup>7</sup> in German development cooperation.

The Action Plan itself already provided for an external evaluation of its implementation at the end of the designated period (BMZ, 2013a). The political will to implement an evaluation of this kind was underlined by Federal Minister Dr. Gerd Müller in his speech at the 5th Round Table on the Inclusion of Persons with Disabilities in Development Cooperation on 11 November 2014. Accordingly, both the BMZ

and civil society organisations advocated including the evaluation of the Action Plan in the multiannual evaluation programme for 2016-2018 of the German Institute for Development Evaluation (DEval).

### 1.1.1 Purpose and objectives of the evaluation

The purpose of the evaluation was to obtain empirical findings as to whether and how the Action Plan succeeded in driving forward the envisaged systematic mainstreaming of inclusion in German development cooperation. On that basis the evaluation was then expected to generate practical recommendations that would be available for use either when updating the Action Plan for Inclusion, or reorienting the strategy, from 2018 onwards. The evaluation was thus designed to promote joint learning for the future further development of the inclusion of persons with disabilities in German development cooperation. (In this sense it was a so-called formative evaluation). At the same time, the evaluation also encompassed a retrospective analysis. (In this sense it was a so-called summative evaluation). It was designed to generate information on whether and to what extent the Action Plan had achieved its objectives, and assess the management of its implementation. This summative assessment can also support accountability by providing final results-based monitoring of the measures included in the Action Plan.<sup>8</sup>

### 1.1.2 Object of the evaluation

By publishing its Action Plan for the Inclusion of Persons with Disabilities, the BMZ became Germany's first federal ministry to put forward its own action plan for implementing the CRPD. This corresponded to an obligation of the BMZ entered into through the National Action Plan published by the German Government in 2011 (BMAS, 2011a). In the second, revised version of the National Action Plan published in 2016 we then read: 'The BMZ will draw up a strategy that provides a framework for medium and long-term change processes in structures and practices of development cooperation. The aim of the strategy will be a systematic and sustainable implementation of the inclusion of persons with disabilities in German development cooperation' (BMAS, 2016).

<sup>7</sup> In the course of this report, when we use the term 'inclusion' we are referring to the inclusion of persons with disabilities. Where it is used in a wider sense that also encompasses other groups, we mention this explicitly.

<sup>8</sup> The evaluation's assessment of the achievement of objectives and effectiveness also includes information relevant to the monitoring of the achievement of objectives and results in the intentment of Paragraph 4 Article 7 of Germany's General Administrative Rules for the Federal Budget Regulations (VV-BHO). The DAC criterion of efficiency is also linked to the monitoring of cost-efficiency (see Section 1.1.2 on how the criterion of efficiency was used in the evaluation).

The Action Plan represents a policy strategy for the systematic mainstreaming of inclusion in German development cooperation. It also comprises a package of 42 specific individual measures.<sup>9</sup> These individual measures are allocated to ten fields of action, which are designed to help achieve an overarching goal via various levels of objectives (expected results, sub-objectives, strategic objectives).

The overarching goal of the BMZ's Action Plan for Inclusion is to ensure a 'systematic mainstreaming of the inclusion of persons with disabilities in German development policy' (BMZ, 2013a, p. 4). This overarching goal is to be achieved via three strategic objectives:

**Strategic Objective 1:** 'We will set a good example in our own organisation.'

**Strategic Objective 2:** 'We will foster the inclusion of persons with disabilities in our partner countries.'

**Strategic Objective 3:** 'We will cooperate with other actors.'

Strategic Objective 2 is broken down into three Sub-objectives

**Sub-objective A:** 'Mainstreaming in planning, implementation and evaluation'

**Sub-objective B:** 'Promotion of concrete measures in our partner countries'

**Sub-objective C:** 'Building capacities and expertise'

Please refer to Annex 9.1 for a complete list of the strategic objectives, sub-objectives and fields of action.

Strategic Objective 2 encompasses by far the largest number of fields of action (six out of ten). The Action Plan itself also provided for an external review 'with special attention paid to the programmes laid out in Field of Action Number 6' (BMZ, 2013a, p. 19). In accordance with this focus in the Action Plan, which was also endorsed by the stakeholders participating in

the evaluation process, the evaluation focused on Strategic Objective 2. A significant portion of the available resources were therefore used to measure and assess the achievement of this strategic objective.

The content of Field of Action Number 6 involves the inclusive design of specific bilateral development projects. This meant that special weight was attached to case studies of projects in partner countries specified in the Action Plan. The projects and measures specified in the Action Plan can be assigned to five sectors. Accordingly, in this evaluation these are designated as priority areas of the Action Plan: health; education; democracy, civil society and public administration; strengthening of social protection systems, and sustainable economic development with a special focus on vocational training.

Defining the object of an evaluation always involves a selective focus, which also entails focusing less on other relevant issues. In this evaluation the focus was on the Action Plan per se. We only systematically included other human rights strategies of German development cooperation, such as the 'Human Rights in German Development Policy' strategy, where we were able to establish a clear link to the evaluation questions. We did not perform any comparison of different human rights strategies, for instance with regard to their effectiveness or synergy effects. In the course of the evaluation, however, points did arise sporadically on which comparisons could be based.

### 1.1.3 Evaluation questions

The evaluation was based on the following general evaluation questions:

**Evaluation Question 1:** 'To what extent does the BMZ set a good example in its own organisation with regard to the inclusion of persons with disabilities?'

**Evaluation Question 2:** 'To what extent does the Action Plan help boost the inclusion of persons with disabilities in the partner countries of German development cooperation?'

**Evaluation Question 3:** 'To what extent does the BMZ act at the national, regional and international levels as an

<sup>9</sup> In other areas these two roles are performed by different instruments. In the case of gender, for instance, there is a 'Gender Strategy' and an 'Action Plan on Gender Equality'.

advocate and partner for the rights of persons with disabilities in development cooperation?’

**Evaluation Question 4:** ‘How was the development and implementation of the Action Plan for Inclusion managed?’

**Evaluation Question 5:** ‘How should we rate the benefits of the Action Plan for Inclusion in terms of its breadth of impact and leverage as a governance instrument?’

Each of these general questions was broken down into more detailed questions based on the evaluation criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) (OECD, 2017): relevance, effectiveness, efficiency, impact and sustainability.<sup>10</sup> This ensured that the key questions associated with the criteria (BMZ, 2006) were considered comprehensively, without the criteria themselves becoming the core structuring principle of the evaluation. It was more appropriate to structure the evaluation along the lines of the structure of the Action Plan for Inclusion, with its strategic objectives and overarching goal. The evaluation took a particularly differentiated look at the criterion of effectiveness. The criterion of efficiency was studied using evaluation questions 4.1 to 4.4. The evaluation did not quantify and analyse the efficiency of production and allocation, as neither the implementation status of the inclusion-related development measures nor the available data permitted such a sophisticated analysis. Instead, efficiency was evaluated using the management mechanisms, the implementation progress of the measures and the appropriateness of the resources provided. The evaluation matrix contained in Annex 9.2 shows the detailed evaluation questions, as well as the respective evaluation criteria, methods and focal areas of analysis.

## 1.2 Methodology

### 1.2.1 Quality assurance

During all phases the evaluation was subject to an internal and an external quality assurance process. The internal quality assurance process involved the evaluation team ensuring that surveys, analyses and reporting all complied with DEval's internal evaluation standards. This also includes compliance with the evaluation standards of the DeGEval Evaluation Society (DeGEval, 2008). Compliance with the standards and the quality of the report were also ensured not only by the evaluation team, but also through a peer review process conducted within DEval. External quality assurance was guaranteed by a professional consultant whose tasks comprised the delivery of advisory inputs during the design and implementation phase of the evaluation, and commenting on key documents of the evaluation.

### 1.2.2 Stakeholder participation in the evaluation process

In accordance with DEval's established procedure<sup>11</sup>, the creation of a reference group was a key component of the evaluation process. The reference group consists of relevant stakeholders of the evaluation, and plays an important role in the professional quality and use of the findings of a DEval evaluation. This means the independence of the evaluation is maintained at all times. All members of the theme team were invited to be a part of the reference group. Representatives of the following organisations accepted the invitation: *Behinderung und Entwicklungszusammenarbeit e.V.* (bezev), the German Federal Ministry for Economic Cooperation and Development (BMZ), the Christian Blind Mission (CBM), the *Deutscher Gehörlosen-Bund e.V.*, Engagement Global, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, Handicap International, the KfW Development Bank<sup>12</sup> and the Monitoring Desk for the UN Convention on the Rights of Persons with Disabilities at the German Institute for

<sup>10</sup> According to the questions that arise from the evaluation criteria (BMZ, 2006) for German development cooperation, sustainability is defined here as the generation of lasting positive results by development measures. The factors that according to the BMZ definition of sustainability affect the setting of a development measure and thus indirectly also the sustainability of its results, were included in this evaluation to varying degrees: social justice, economic capability and political stability. The fourth factor – ecological balance – can be considered as being of secondary importance in the context of the Action Plan for Inclusion. In accordance with the human rights-based approach taken by this evaluation, positive results were measured in terms of the realisation of the rights of persons with disabilities. This automatically creates a link to the Sustainable Development Goals and the 2030 Agenda, which encompasses the three dimensions of sustainable development – the economic, social and environmental. These dimensions are indivisible when performing an integrated evaluation of sustainable development (UN, 2015a). Given the specific object of this evaluation, however, it has a special focus on results that affect the social dimension of sustainability.

<sup>11</sup> See Prozessbeschreibung zu DEval-Evaluierungen [Description of the DEval evaluation process – German only] ([www.deval.org/de/methoden-standards.html](http://www.deval.org/de/methoden-standards.html)).

<sup>12</sup> The name 'KfW' is used in this report to refer to the KfW Development Bank.

Human Rights. The reference group had an advisory role, and supported the evaluation team during the entire process. The members ensured that all the relevant points within their organisations were informed of the evaluation and included in it. They were available to provide information and put the right people in touch with each other. They made necessary data and documents available, and in the course of four meetings they discussed the design of the evaluation, the inception report, the preliminary findings and finally the entire evaluation report. They also commented on the relevant documents.

### 1.2.3 Results logic

At the beginning of the evaluation the evaluation team reconstructed the results logic underlying the evaluation based on the text of the Action Plan. This includes both general assumptions concerning how the Action Plan generates results and the interactions between the various levels of objectives, as well as specific assumptions concerning the individual strategic objectives and sub-objectives (see Fig. 1). By taking this approach we deliberately retained inconsistencies in the results logic of the Action Plan, thus making them accessible for analysis during the evaluation. The reference group had an opportunity to comment on the results logic, and correct it to ensure an accurate visualisation of the causal relationships intended by the Action Plan.

#### The results logic of the Action Plan as an instrument for implementing the CRPD

According to the Monitoring Desk for the UN Convention on the Rights of Persons with Disabilities, an Action Plan to implement the Convention must be geared to its normative provisions. 'The objectives and measures should be very closely linked to the provisions of the (UN-)CRPD, and correspond to the international obligations of the Federal Republic of Germany arising from the Convention' (DIMR, 2010, p. 1). This orientation towards the CRPD is clearly evident in the Action Plan, particularly in the general sections that refer to the Convention and Article 32. The link is a very general one, however. When we compare the measures listed in the Action Plan with the individual paragraphs of Article 32, for instance, we notice that the measures do not cover all the provisions contained there. They tend to refer mainly to the

general provisions of Article 32 and Paragraph 32a. This is also corroborated by the evaluation of the National Action Plan, which notes overall for German development cooperation that it does not respond to paragraphs 32c-d through specific measures (Heimer et al., 2014). This finding also applies to other donors, who likewise focus on economic and technical advisory services and capacity development support (UN, 2010). It is also striking that although the CRPD calls for 'ensuring that international cooperation, including international development programmes, is inclusive of and accessible to persons with disabilities', the Action Plan reduces the topic of accessibility to issues of barrier-free access, and prioritises this only in relation to the BMZ itself (Strategic Objective 1 – Sub-objective 1). In Sub-objective 2, which from the perspective of Article 32 would actually be the relevant strategic objective, no such prioritisation is evident, and a link to barrier-free access is established only in measure 32<sup>13</sup> (see Section 3.1.3).

As well as Article 32, other articles of the CRPD are also relevant to the Action Plan. This is all the more true, given that all the partner countries mentioned in the Action Plan have ratified the CRPD. This is why the introductory sections of the Action Plan (particularly sections 3 and 4) deal with articles and principles of the CRPD that are of a general nature. This concerns, for instance, provisions on the inclusion of persons with disabilities in the development of legislation and policies on issues that affect them (Article 4, Paragraph 3), consideration of the particular situation of women and girls with disabilities (Article 6) and the provisions on accessibility and barrier-free access (Article 9). However, none of these three aspects is picked up on again in the explanations of the 42 measures, which in turn points to a gap between the strategic objectives formulated in the first part of the Action Plan (sections 1-5) and the operationalisation measures needed to achieve these objectives in the second part of the Action Plan (sections 6-8). The second part of the Action Plan displays few explicit links to the CRPD. This once again reflects the ambivalent nature of the Action Plan – as a strategy paper on the one hand, and a package of measures on the other (see Section 1.1.2). As a policy strategy designed to provide broad guidance it can only reflect in a very general way the differentiated and specific provisions of the CRPD, such as those on taking into account the diversity of persons with disabilities.

<sup>13</sup> Measure 32 involves conducting a 'situation analysis on realising barrier-free access in BMZ-assisted construction measures [...] in selected partner countries on three continents' (BMZ, 2015a, p. 16).

### General assumptions

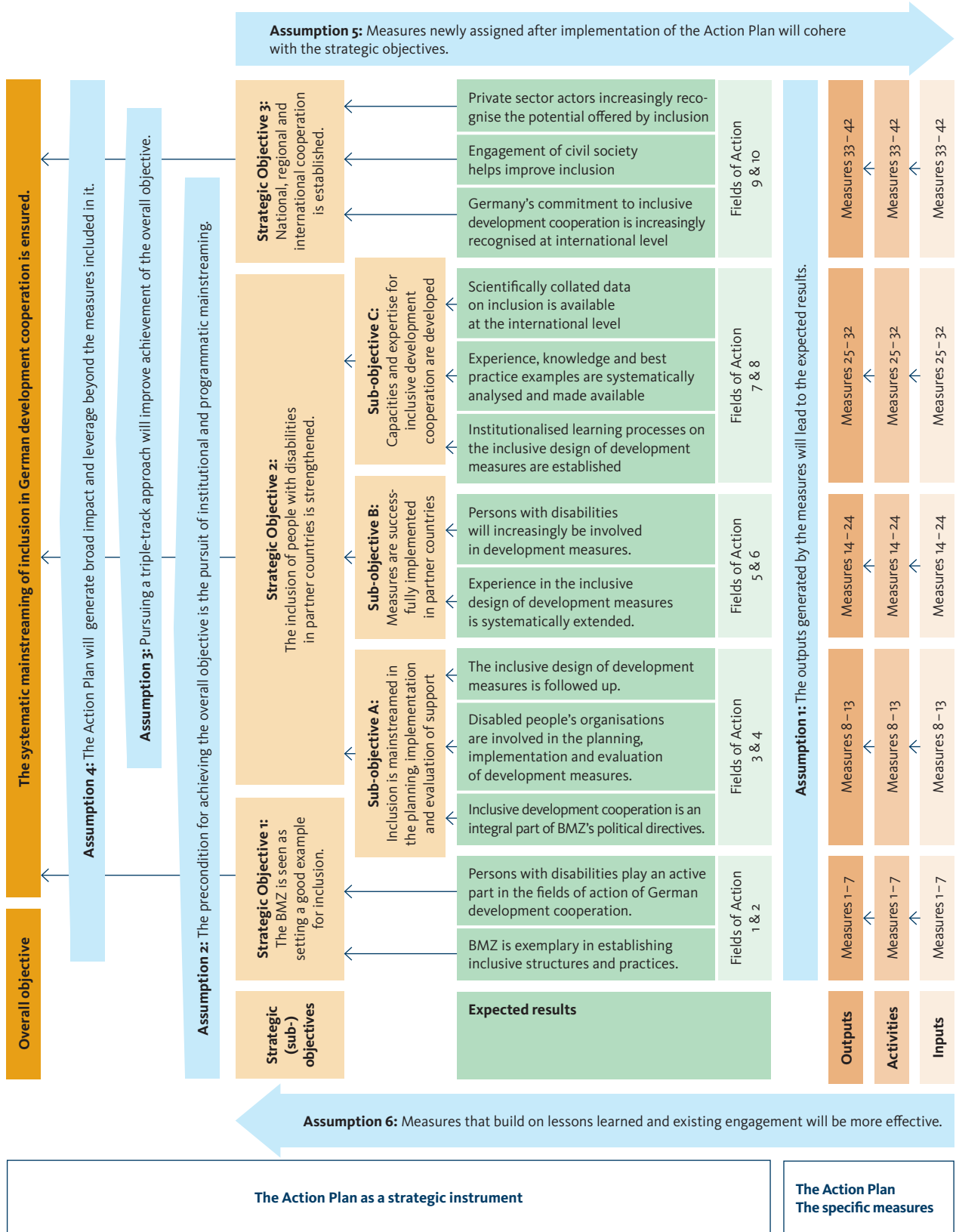
The evaluation team takes the view that the Action Plan for inclusion is based on two types of assumption, namely general and specific assumptions. While the general assumptions relate overall to the modus operandi of the Action Plan, the specific assumptions relate to particular causal relationships between individual sub-objectives, strategic objectives and the overarching goal.

We identified six general assumptions:

1. The output generated by the measures will lead to the expected results.
2. The precondition for achieving the overarching objective of systematic mainstreaming of the inclusion of persons with disabilities in German development cooperation is the pursuit of institutional and operational mainstreaming.
3. Pursuing a triple track approach, i.e. linking operational mainstreaming (chiefly fields of action 3, 7 and 8) with specific support for the inclusion of persons with disabilities (chiefly fields of action 5 and 6) in partner countries and political dialogue at the international and national levels (chiefly field of action 9), will improve achievement of the overall objective.
4. The Action Plan will generate broad impact and leverage beyond the measures included in it.
5. Measures newly assigned after implementation of the Action Plan will cohere with the strategic objectives.
6. Measures that build on lessons learned and existing engagement will be more effective.



Figure 1: Results logic of the Action Plan for Inclusion



### Specific assumptions on the causal relationships between individual objectives and sub-objectives

Overall the three strategic objectives should help guarantee the more systematic mainstreaming of inclusion of persons with disabilities in German development cooperation (overarching objective). Here we can infer the following assumptions on specific causal relationships.

Strategic Objective 1 was designed to make the BMZ an exemplary institution with regard to the inclusion of persons with disabilities. The underlying assumption is that exemplary inclusive structures and practices would raise the BMZ's competence and external credibility in this field, thus enabling it to more effectively bring about a more systematic mainstreaming of inclusion in German development cooperation. As the evaluation team understands things, in order to set an example the BMZ intended to go beyond merely complying with the legal requirements on inclusion.

Strategic Objective 2 was designed to strengthen the inclusion of persons with disabilities in partner countries, through a triple-track approach: First of all inclusion was to be mainstreamed more systematically in planning processes and procedures of development cooperation, and this was to be followed up (Sub-objective A). Secondly, concrete measures were to be supported in partner countries (Sub-objective B). Finally, capacities and expertise were to be developed for inclusive development cooperation (Sub-objective C).

Sub-objective A was designed particularly to boost the mainstreaming of inclusion. This included integrating inclusion into sector strategies and the development of directives and guidelines that would help introduce human rights issues, and thus also the inclusion of persons with disabilities, into new country strategies, programme, proposals and evaluations. This objective thus related to both the strategic and the operational levels of planning, implementing and evaluating projects and programmes. Furthermore, inclusive design of development cooperation measures was to be guaranteed through a monitoring system. According to the Action Plan, measures to involve persons with disabilities and their representative organisations in Germany and in partner countries, and the creation of a theme team, were also

intended to contribute towards Sub-objective A. Sub-objective A is thus based on the assumption that inclusion must be integrated into existing and future procedures and strategies, so that it can be effectively mainstreamed in German development cooperation.

Sub-objective B included concrete measures of German development cooperation with partner countries in which people with disabilities were to be included. Experience in the inclusive design of development measures was to be systematically extended. Hence the corresponding assumption is that concrete examples of measures involving an inclusion component are conducive to learning lessons for the implementation of further projects and programmes.

Sub-objective C was about knowledge management in German development cooperation. In particular it aimed to develop the capacities and expertise of specialised personnel and other actors in German development cooperation for effectively including persons with disabilities in development cooperation. Another aim here was to foster institutionalised learning processes concerning the inclusive design of development cooperation measures. Furthermore, experience, knowledge and best practice examples were to be systematically analysed and made available for BMZ staff. Finally, a contribution was to be made towards expanding the scientifically collated data on the inclusion of persons with disabilities at international level. Sub-objective C was thus based on the assumption that an expansion of the existing expertise on inclusion would be conducive to effectively operationalising the inclusion of persons with disabilities in German development cooperation.

The fact that the three elements 'mainstreaming inclusion', 'concrete inclusion-related measures' and 'knowledge management/capacity development' together with the corresponding sub-objectives were each given a prominent place in the Action Plan indicates that each one was considered necessary in order to achieve inclusion in German development cooperation. This is based on the assumption that positive synergies would exist between a) supporting concrete measures in partner countries, b) the more systematic inclusion of persons with disabilities in the planning, implementation and evaluation of those measures, and c)

institutional learning processes and capacity development – synergies that would help improve the inclusion of persons with disabilities in German development cooperation.

Strategic Objective 3 was designed to enable the BMZ to be an advocate and partner for the rights of persons with disabilities in political dialogue at the national and international levels, and to raise the profile of this commitment. At the same time the inclusion of persons with disabilities in developing countries was to be promoted through civil society engagement. A final aim was to enable private-sector actors to increasingly recognise the potential of inclusion. The measures for the strategic objective are based on the assumption that inclusion in German development cooperation can be realised all the more effectively, the more stakeholders are involved.

#### **Explanatory notes on the results logic**

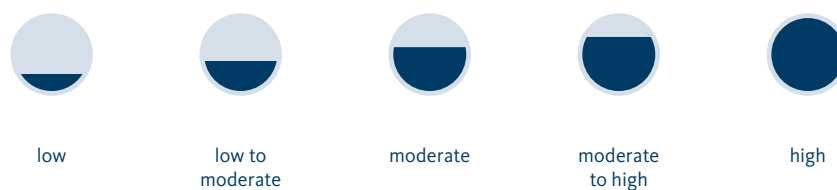
This account of the results logic is closely based on the text of the Action Plan. At the same time, however, it is based on the focus of the evaluation in that it emphasises the role of the Action Plan as a policy strategy, rather than as a package of measures (see Section 1.1.2). Accordingly the results logic does not focus on the level of the 42 measures, but on the supraordinate levels of the expected results, the sub-objectives and the strategic objectives, and their contribution toward achieving the overarching goal. Here, the evaluation team proceeded on the assumption that inputs, activities and outputs had been developed for each individual measure. These are not accounted for explicitly in the results logic, however. This is due to the fact that the Action Plan is not a systematically and rigorously developed strategy. Although it is geared both to expected results and to strategic and overarching objectives, as one might expect in an idealised hierarchical system of objectives, it was also heavily influenced by a realistic assessment of the current potential for the inclusion of persons with disabilities in German development cooperation. As the evaluation team sees it, the Action Plan is thus the product of a balancing act – between what was considered necessary in order to advance the inclusion of persons with disabilities in German development cooperation, and what appeared politically feasible when the Action Plan was actually developed.

This pragmatic approach to drawing up the Action Plan also led to the fact that for some of the 42 measures and fields of action in which they are embedded it is difficult to understand how they should contribute to the expected results or overarching objectives. Sometimes it is not possible to reconstruct clear causal relationships. In isolated cases we can even rule out the possibility that a measure would contribute to the achievement of the sub-objective at the next level up. This applies for instance to the first two measures in Field of Action 4, which relate to the creation of a round table and a theme team (measures 11 and 12). Measure 13, which involves networking German development cooperation projects with representative organisations in partner countries, might rather be interpreted as a contribution towards Sub-objective B, as the main contribution that representative organisations can make in partner countries is to provide advisory and quality assurance inputs. It is not clear how any of the three should contribute towards Sub-objective A – ‘Mainstreaming [inclusion] in planning, implementation and evaluation [of bilateral development cooperation projects and programmes]’.

Furthermore, the individual measures carry different weight in terms of their potential for achieving overarching objectives. For instance, incorporating inclusion into all BMZ sector strategies is a priori more consequential for the systematic mainstreaming of inclusion in German development cooperation than would be the creation of a single position for a dedicated expert. For this reason too, focusing the evaluation on expected results and overarching objectives would appear to be more expedient than focusing exclusively on the individual measures included in the Action Plan.

#### **1.2.4 Methodological approach**

Two features of the Action Plan were particularly relevant for the design of this evaluation. The first is that it is not just a package of measures, but also a policy strategy paper designed to contribute towards an overarching objective (see Section 1.1.2). The second is that it is an instrument for implementing the CRPD, i.e. a human rights convention (see our remarks on the context in Section 1.3). Both these aspects were taken into account in the evaluation design.

**Figure 2: Scale for rating the achievement of objectives****Theory-based evaluation**

The starting point for the evaluation is the results logic (see Fig. 1). This reflects the theory inherent in the Action Plan, which indicates through which causal relationships and on what assumptions it is to achieve its objectives. The evaluation is therefore to be classified as a theory-based evaluation (Chen, 2015; Funnell and Rogers, 2011). Drawing up a results logic during the planning phase of evaluations is an important basis on which to structure the empirical investigation (Astbury and Leeuw, 2010). This is the basis on which we identified evaluation questions, and selected data collection methods to answer them.

To verify whether the outputs generated by the measures of the Action Plan led to the 'expected results', the evaluation also looked at the implementation status of the measures. Since the measures – as mentioned above – possess varying degrees of significance with respect to the overarching objectives, the evaluation looked more closely at individual measures of key significance than it did at others.

The achievement of objectives on the level of the overarching objective, the strategic objectives, the sub-objectives and the fields of action (expected results) was rated on a five-point scale (see Fig. 2).

The rating is based on specific criteria that are founded on the orientation of each specific objective/expected result. Since the three strategic objectives are very different in terms of their scope and the expected results, and were not able to build on existing achievements to the same extent, there is

only limited comparability between the strategic objectives regarding the degree to which they were achieved.

**Human rights-based evaluation**

To do justice to the object of the Action Plan and its human rights-based context, the evaluation set out to pursue a human rights-based approach. Where they existed, relevant guidelines (UNEG, 2011; Worm, 2012) were consulted when designing the approach.

**The OECD-DAC criteria and the United Nations Convention on the Rights of Persons with Disabilities**

To conduct a human rights-based evaluation, we also worded the OECD-DAC criteria against the background of the CRPD and its core principles. This was reflected particularly in the wording of the evaluation questions. For each of the strategic objectives, for instance, the evaluation enquired 'to what extent do the selected fields of action and measures correspond to the provisions of the CRPD?' Similarly, the human rights principle of consulting and involving persons with disabilities enshrined in Article 4, Paragraph 3 of the CRPD was reflected in questions that focused on the perspective of these individuals. One such was question 2.2: 'To what extent are the selected fields of action and measures relevant from the perspective of persons with disabilities and their representative organisations in the partner countries of German development cooperation?'

Although the 42 measures contained in the Action Plan – with the exception of measure 16<sup>14</sup> – do not refer explicitly to the CRP, we did use the particular articles on rights that relate to specific life situations of persons with disabilities to assess the measures, and these served as important point of reference. This applies particularly to the assessment of the measures in Field of Action 6. In the context of the measures, some articles should be seen as especially important. Article 27 (work and employment), for example, is relevant for assessing Strategic Objective 1, and some of the measures in fields of action 5 and 6. Furthermore, the evaluation team also used Article 24 (education), Article 25 (health) and Article 28 (adequate standard of living and social protection) to assess the measures specified under Strategic Objective 2. This also corresponds to the sectoral priorities of the Action Plan (see Section 1.1.2).

The frame of reference for assessing the measures also includes general human rights principles such as participation, accountability and transparency, and especially the principles prescribed in the CRPD such as the dignity of persons with disabilities, autonomy, non-discrimination, participation, respect for difference of persons with disabilities, and acceptance of this as part of human diversity, equality of opportunity, accessibility, gender equality for women and girls with disabilities, and respect for the rights of children with disabilities.<sup>15</sup> These were used to help answer various evaluation questions, and to enrich various of the OECD-DAC criteria (see Box on page 13).

These general principles also provided guidance for the conduct of the evaluation itself. This meant that issues of barrier-free access, non-discrimination, autonomy, and the acceptance of diversity were covered by all workshops, focus group discussions and interviews. Rights holders had an opportunity to put forward their own point of view in accordance with the principle ‘Nothing about us without us!’ Persons with disabilities or their representative organisations

were thus involved in the various data gathering activities, and in the recruitment of national consultants. Barrier-free access was also included as a guiding principle for action in the surveys, at the reference group meetings and in reporting.

It remains the case that development cooperation does not make comprehensive reference to concrete provisions and documents from the human rights system (Wagner, 2017).<sup>16</sup> There are numerous guidelines on human rights-based approaches. However, these barely ever refer explicitly or in detail to human rights conventions, agreements or state reporting procedures on various conventions (see Section 3.3). To ensure that the evaluation was responsive to the German development cooperation system, the evaluation team selected a pragmatic approach. Accordingly, on the one hand this evaluation refers more clearly to instruments of the human rights system than is current practice in development cooperation (it refers to the CRPD and documents linked to it), but on the other hand does so only where this is helpful for achieving the purpose of the evaluation.

### 1.2.5 Methods used in the evaluation

The evaluation pursued a mixed-method approach that included various qualitative and quantitative data collection methods, supplemented by the analysis of existing data and documents. This combination of various methods generated different perspectives on the object of the evaluation that were mutually complementary. The so-called triangulation of the findings produced by the various methods enabled us to generate findings that were both broader and deeper, as well as more valid and consistent, than would have been possible using a single method only.<sup>17</sup>

During initial preparatory discussions it had already become clear to the evaluation team that, given the limited systematic mainstreaming and therefore limited scaling up of inclusion in German development cooperation projects, broad-based quantitative surveys would have generated little benefit for

<sup>14</sup> Measure 16 is worded as follows: BMZ will support a minimum of two partner governments in their efforts to implement the provisions of the United Nations Convention on the Rights of Persons with Disabilities.’

<sup>15</sup> The content and principles of the CRPD are dealt with in more detail in Section 1.3.

<sup>16</sup> The fact that the guidelines and requirements for the ‘human rights safeguard’ recently adopted by the GIZ contain various links to various conventions, including the CRPD, indicates that the implementation of German development cooperation could be oriented more rigorously towards specific human rights provisions (Doc. 19).

<sup>17</sup> For example, in a workshop held with BMZ staff members with disabilities, key findings from previously held interviews were discussed with the same group of individuals, and recommendations developed on that basis. The statements made by the staff members with disabilities in these interviews, and in a workshop held prior to that, also supported the formulation of questions for a quantitative online survey of BMZ’s entire workforce. This survey for instance included questions on the attitude of staff members without disabilities towards those with disabilities, as well as on equality of career opportunity; these topics had been discussed by staff members with disabilities using the earlier methods. Further examples of the use of triangulation in this evaluation include the analysis of sector strategies and programme proposals, the findings of which were discussed in interviews with sector officers and project managers.

the evaluation beyond that delivered by qualitative surveys of an exploratory nature designed to generate hypotheses, at least in relation to the costs. This evaluation therefore used primarily qualitative methods. As well as analysing the content of documents, this also included various interview formats, sequences of workshops and stand-alone workshops, and focus group discussions. As part of the data gathering activities for Strategic Objective 1, a quantitative instrument was also used. This involved a standardised online survey of BMZ staff members. Furthermore, secondary data were also subjected to qualitative and quantitative analysis and evaluation.

The data surveys took place between the end of June and the end of November 2016. The case studies were conducted between July and September 2016. More recent developments after November 2016 could not be included in the evaluation.

### Analysis of documents and data

Various types of document were analysed in the course of the evaluation<sup>18</sup>. To assess the example set by the BMZ (Strategic Objective 1), the evaluation team used relevant laws such as the Volume Nine of the German Social Code (SGB IX), the German Equal Opportunities for Persons with Disabilities Act (BGG) and the Barrier-free Access to Information Technology Regulation (BITV 2.0), as well as BMZ documents (e.g. the integration agreement and the framework strategy for human resources development). To answer the evaluation questions on Strategic Objective 2, taking Measure 8 of the Action Plan (incorporation of inclusion into sector strategies) as a starting point, we analysed all nine sector strategies that had been developed or revised since publication of the Action Plan (2013). Two country strategies with links to inclusion were also analysed. The evaluation team looked only at country strategies whose drafts had been commented on by the GIZ sector project 'Inclusion of Persons with Disabilities', and that had already been approved by the time the evaluation was carried out. This was supplemented by more in-depth information obtained from interviews with sector officers. To identify the entry points for inclusion, we interviewed only those sector officers whose sector strategies made reference to inclusion.

The evaluation team also analysed projects commissioned by the BMZ in 2015 in order to investigate whether and to what extent the inclusion of persons with disabilities was being incorporated into projects of official Technical Cooperation. Specifically, we determined the percentage of programme proposals in which persons with disabilities were mentioned (Evaluation Question 2.3). According to the Action Plan, bilateral Technical Cooperation can be considered a key area of activity for mainstreaming inclusion in projects of German development cooperation. The population for the study was therefore confined to the 342 programme proposals that were sufficiently closely linked to bilateral Technical Cooperation. The year of commissioning was defined as 2015, to guarantee that operationalisation of the Action Plan was sufficiently advanced and therefore able to generate broad-based impacts. The evaluation team subsequently drew a representative random sample of 62 programme proposals and examined them to see whether they mentioned persons with disabilities.

Sector strategies, country strategies and programme proposals were analysed with regard to their links to persons with disabilities and the inclusion thereof (Evaluation Question 2.3). We also analysed the minutes of events related to the Action Plan (meetings of the theme team, round tables to answer evaluation questions 2.3 and 4.1), and the documents explicitly mentioned in the Action Plan in fields of action 7 and 8 (e.g. the training of trainers manual elaborated in Measure 27 to answer Evaluation Question 2.5). In addition to relevant documents, other data were also evaluated.<sup>19</sup>

### Workshops and focus group discussions

Workshops and focus group discussions were used to gather information on Strategic Objective 1 and Strategic Objective 2. Amongst other things they supplied information for the assessment of the achievement of objectives in specific fields of action, and for reviewing the assumptions formulated in the results logic.

To obtain data that might tell us about the effects of the Action Plan at the level of rights holders at the BMZ (particularly evaluation questions 1.3, 1.5 and 1.6), two

<sup>18</sup> DEval refers to unpublished documents with the pseudonym "Doc." Plus a consecutive number for relevant papers, documents and data sets from both ministries, the development organizations and their implementing partners or if proper citation would infringe on the privacy of the author(s). Interviews are pseudonymized in a similar way.

<sup>19</sup> One example of this is the inclusion of data from the concurrent DEval evaluation of the weltwärts development volunteer service, which included information on the trend in the percentage of persons with disabilities taking part in the programme (Evaluation Question 1.4).

workshops were conducted with BMZ staff members with disabilities and responsible individuals at the BMZ (the responsible sector officer in Division 302, the disabled persons' representatives at the BMZ, and human resources divisions Z11 and Z12). Five staff members with disabilities and five responsible officers at the BMZ took part in the first workshop at the end of June 2016. At this workshop we gathered information on the achievement of objectives and the relevance of the Action Plan in the fields of action 'inclusive human resources policy' and 'barrier-free access' (evaluation questions 1.2 and 1.3). The second workshop, which was also attended by five staff members with disabilities and three responsible officers of the BMZ, took place in early November 2016. At this workshop participants reflected on findings of the in-depth interviews with staff members with disabilities that had since taken place, and generated suggestions for the follow-on action plan.

In early December 2016 a workshop took place with officers responsible for implementation of the measures assigned to the strategic objective. This workshop was attended by a BMZ disabled persons' representative, as well as representatives of the division for human rights (Division 302), the division for public relations (Division L 5), the division for translating and interpreting services (Division Z 24), the division for technical and administrative support (Division Z 20), and the human resources divisions (Division Z 11 and Division Z 12). At this so-called contextualisation workshop, the evaluation team presented initial findings on Strategic Objective 1, and the participating responsible officers providing them with background information and information on more recent trends that were relevant to the findings for this objective.

When gathering information for Strategic Objective 2 (Evaluation Question 2.3), a discussion took place with two representatives of the GIZ's Sectoral Department on the entry points and strategies for improving the inclusion of persons with disabilities. Since only two individuals took part<sup>20</sup>, this method can be considered a hybrid form combining a group interview with a focus group discussion. The focus group discussion method was used particularly intensively in the case studies. Participants were primarily persons with disabilities who were designated beneficiaries of the projects

analysed. While it was possible to conduct a total of 31 of these focus group discussions in Togo and Malawi, in other case studies this was not possible for various reasons. In Bangladesh this was due to the security situation prevailing at the time. Nevertheless supporting discussions were held, for instance when the case study team visited a textile factory, several training courses and an inclusive job centre. In Indonesia too it was not possible to hold focus group discussions with persons with disabilities who were designated beneficiaries of the project, as appointments that had been scheduled were repeatedly cancelled at short notice. By contrast, the implementation status of the project in Guatemala was not advanced enough for people with disabilities to have already benefited from it. In the case studies in Bangladesh and Indonesia, however, this was substituted by holding discussions with representatives of organisations, although these were not always directly involved in the project. In Guatemala a focus group discussion was held with staff members of the ministry of education.

### Interviews

Interviews were used to answer all the evaluation questions. A total of 227 interviews took place. Depending on how easy it was to reach the interviewees, these took the form of either face-to-face interviews, telephone interviews or interviews conducted by video conferencing Table 1 Provides an overview of the interviews conducted in Germany.

During the case studies a total of 156 interviews were conducted, inter alia with the responsible officers for development work, the so-called economic cooperation officers in the case study countries, in-country representatives of the GIZ and the KfW, national representative organisations and persons with disabilities as the target group of the projects.

A total of 26 interviews were conducted to answer the evaluation questions on Strategic Objective 3. The interviewees included staff members of the BMZ responsible for multilateral development cooperation, as well as cooperation with the private sector. We also interviewed representatives of development cooperation training institutions, responsible individuals from Engagement Global and civil society representatives.

<sup>20</sup> Concerning the problem of the low level of willingness to participate in data gathering activities, please refer to the section entitled 'Limitations of the methodological approach'.

**Table 1: Interviews held as part of the evaluation (not including case studies)**

Organisation	Interviewee or group of interviewees	Evaluation questions
BMZ	Responsible sector officer for the Action Plan for Inclusion	1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 2.3, 2.6, 2.7, 3.2, 3.3, 4.1, 4.4
	Responsible sector officers who were involved in producing sector strategies that incorporate inclusion	2.3, 2.6, 2.7
	Responsible key persons at the BMZ	1.2, 1.3, 1.4, 1.5, 1.6, 3.2, 3.3
	BMZ staff members with disabilities	1.2, 1.3, 1.5, 1.6
GIZ	Project managers of the projects specified in the Action Plan	2.1, 2.2., 2.6, 2.7
	Planning officers	2.3, 2.6, 2.7
	Staff members of the sector project for inclusion	general
Other	Persons responsible for inclusion at the KfW	2.3, 2.6, 2.7
	Persons responsible for inclusion at Engagement Global	3.3, 3.4, 4.1
	Civil society representatives	1.1, 1.2, 1.5, 1.6, 2.3, 2.6, 3.2, 4.1

### Online survey

To answer Evaluation Question 1.3 – ‘To what extent is BMZ succeeding in establishing inclusive structures and practices?’ – an online survey was conducted for the entire BMZ workforce. The survey asked respondents how they perceived the status and development of the relevance of inclusion at the BMZ and in German development policy in general, barrier-free access, and the inclusion of persons with disabilities in the BMZ’s human resources policy. The survey also covered attitudes towards disability among staff members without disabilities.<sup>21</sup> Staff members with disabilities were asked various questions concerning their situation at the BMZ, including how their line managers dealt with their disability, on their integration among their colleagues, and on their opportunities for career advancement and promotion. 190 of the 976 individuals contacted answered the questionnaire, which meant a response rate of 19.5 per cent. The respondents included 26 persons with disabilities (15 of whom had a severe disability). This group thus accounted for 7.9 per cent of the respondents, and hence – compared to the percentage of the BMZ workforce they represented in 2015 (6.02 per cent) – they were slightly overrepresented in the survey.

### Case studies

The case studies played a particularly important role in the evaluation. They made a key contribution towards answering Evaluation Question 2. A total of five case studies were conducted in projects of official bilateral development cooperation. Three of them were conducted by DEval staff members and two by externally commissioned consultants from the GFA Consulting Group (Dr. Beate Scherrer and Alexander Hauschild) in cooperation with national consultants. The criteria for the selection of case study projects were explicit mention of the project concerned in the Action Plan, and a sufficiently advanced implementation status. The latter was necessary in order – where practicable – to include rights holders who at least potentially could have experienced improvements in their life situation and the realisation of their human rights as an outcome of positive project results. The case studies were selected such that all forms of the following project features were reflected on a representative basis: region, sector<sup>22</sup>, existence of Financial Cooperation modules and link to Field of Action 5 (‘Promotion of measures specifically designed to benefit persons with disabilities’).<sup>23</sup>

<sup>21</sup> Here we used selected elements from a scale to measure ‘attitudes toward persons with physical disabilities’ (Seifert/Bergmann, 1983).

<sup>22</sup> The case studies selected were designed to reflect the sectors included in the Action Plan. Only in the health sector was this not possible, because the programme to support the health sector in Tanzania is the only one in that sector. When the case studies were selected, however, the evaluation team took the view that implementation was not yet sufficiently advanced. At the same time, the priority sectors specified in the Action Plan match only partially the BMZ’s designated priority areas. Projects to strengthen social protection systems are assigned to the priority area ‘health’, for instance. This also applies to the classification of the respective projects in the country portfolios.

<sup>23</sup> Four projects display a link to Field of Action 5; of these, only the ones in Indonesia and Bangladesh are of sufficiently advanced implementation status and were still available after the criteria for exclusion were applied. The relationship to Field of Action 5 consists in links to Measure 15 (‘BMZ will commission a project to strengthen disabled people’s organisations in selected partner countries’) and Measure 16 (‘BMZ will support a minimum of two partner governments in their efforts to implement the provisions of the United Nations Convention on the Rights of Persons with Disabilities’). To ensure an appropriate representation of specific measures to benefit persons with disabilities, preference was given to including in the selection of case studies the projects in Indonesia and Bangladesh, rather than other projects in Asia.



As a result of the criteria-based selection, the following projects were selected for the case studies:

1. Bangladesh – Promotion of social and environmental standards in industry (Measure 22)
2. Guatemala – Education for life and work (EDUVIDA) (Measure 21)
3. Indonesia – Social Protection Programme (SPP) (Measure 23)
4. Malawi – Social protection for people in extreme poverty (Measure 23)
5. Togo – Employment promotion and vocational training (Measure 24)

The methodological design of the case studies was elaborated in a joint workshop by DEval staff members and consultants of the GFA Consulting Group, and was adapted to the specific circumstances of each of the project and country contexts. Where possible, in the case studies results were captured at the level of the rights holders. Primarily qualitative methods were used for this purpose, particularly interviews and focus group discussions. Relevant documents and data available to the local implementing partner organisations were also evaluated.

### Document-based analysis of projects (supplemented by interviews)

Since an advanced implementation status was a prerequisite for including projects in the selection of case studies, and since a positive distortion was to be avoided, all but one of the remaining nine projects mentioned in the Action Plan<sup>24</sup> were also included in the evaluation. The aim here was to capture the experiences and provisional results in these projects with regard to strengthening the inclusion of persons with disabilities. Using a specially developed design the projects were analysed by means of the desk study of documents, in some cases (in five of the eight projects) supplemented by interviews with the relevant GIZ project managers. Since it was not possible to involve persons with disabilities when using this method, the document-based analysis of projects is of less importance than the case studies as regards presentation of the results of the evaluation for Strategic Objective 2 of the Action Plan (see Section 3.3).

### Analysis of comparable evaluations at the international level

At the international level a number of evaluations exist which have also addressed the inclusion of persons with disabilities in development cooperation, and are comparable with the evaluation of the Action Plan. These evaluations include:

- Finland:
  - ‘Reducing Inequalities – A Human Rights-based Approach in Finland’s Development Cooperation with Special Focus on Gender and Disability’ (Katsui et al., 2014)
  - ‘Evaluation – Inclusive Education in Finland’s Development Cooperation in 2004–2013’ (Nielson, 2015)
- Norway:
  - ‘Mainstreaming Disability in the New Development Paradigm – Evaluation of Norwegian Support to Promote the Rights of Persons with Disabilities’ (Norad Evaluation Department, 2012)
- Sweden:
  - ‘Human Rights for Persons with Disabilities; an Evaluation of the Work Plan’ (Ribohn, 2013)
- The United Nations Development Programme (UNDP)
  - ‘Evaluation of Disability Inclusive Development at UNDP’ (UNDP, 2016)

During the phase of designing the evaluation the evaluation team use these evaluation reports to obtain ideas on the approach to be developed. Later on they also compared their own findings with those of the other evaluations.

#### 1.2.6 Limitations of the methodological approach

We will now describe why the decision was taken to pursue the specific approach adopted by the evaluation, what particular restrictions and risks that entailed, and what steps were taken to counteract these limitations.

#### Attribution of the observed changes to the Action Plan

The Action Plan was implemented in the context of the wider realisation of the rights of persons with disabilities by the German Government following the latter’s ratification of the CRPD. Changes with regard to the inclusion of persons with disabilities in German development cooperation might

<sup>24</sup> From the project’s perspective the preconditions for contributing towards the implementation of the measures (19 and 20) listed in fields of action 5 and 6 were not in place, because the BMZ had not commissioned it to do so. Hence as the project saw it, given the benefits for persons with disabilities up to that point the implementation status did not warrant inclusion in the evaluation. For this reason this project was not included in the document-based analysis of projects (supplemented by interview).

therefore be attributable either to the Action Plan, or to the CRPD directly (without the Action Plan having had any effect). It is also likely that the societal trend towards a higher profile and greater relevance of inclusion, which gained momentum through ratification of the CRPD, contributed towards a greater prominence of the topic in the context of development cooperation. The evaluation team therefore considers it rather unlikely that the Action Plan will have had any monocausal effect. The Action Plan also lists projects whose implementation commenced before the Action Plan was published, hence their commissioning cannot be interpreted as a result of the Action Plan. The evaluation team takes the view that the inclusion of these projects in the Action Plan was designed to draw together existing engagement and create a set of reference projects for inclusion. The evaluation therefore focused primarily on examining whether and to what extent the measures tied together by the Action Plan helped achieve the objective of mainstreaming inclusion in German development cooperation. It also examined whether they were sufficient for comprehensive mainstreaming. By contrast, the causal attribution to the Action Plan of observed changes was of secondary interest.

### Results logic

The Action Plan is a public strategy document of the BMZ. The evaluation team therefore takes the view that its text was an appropriate basis on which to reconstruct the underlying results logic. However, this approach meant that inconsistencies contained in the Action Plan would then transfer to the results logic. One example was that the link between measures and fields of action was not always logical. Inconsistent wording was slightly modified. Furthermore, the results logic was presented to the members of the reference group for comment. The reference group supported the decision to take the results logic as the joint basis for the evaluation.

### Willingness to participate in data gathering activities

The evaluation team were dependent on the support and cooperation of stakeholders concerning their participation in interviews and workshops. The response to invitations to participate in workshops, focus group discussions and the online survey was usually low, however. The evaluation team takes the view that this low level of willingness to participate

reflects the fact that the inclusion of persons with disabilities in German development cooperation still occupies a niche. Thanks to the support of engaged individuals in all the surveyed organisations, it was possible to recruit sufficient participants for the various formats. This enabled us to conduct the planned activities to a satisfactory degree, and thus obtain valid findings. It is not possible to draw inclusions concerning those individuals who were not willing to take part. This self-selection needs to be taken into account when interpreting the findings.

### Inclusivity

At various points in the evaluation process, the evaluation team saw clear limits to the implementation of inclusion. For example, of their own volition a potential member of the reference group with cognitive impairment did not take part in the reference group meetings, pointing to the complexity of the translation process. Furthermore, despite intensive efforts, it was not possible to recruit any experts with experience of their own disability to act as peer reviewers for the evaluation. The fact that this would have been desirable became evident in the course of the case study on social protection, which was conducted in cooperation with a Malawian evaluator with a disability. Nonetheless, the evaluation team did strive as far as possible to ensure the inclusivity of the evaluation process through the reference group and peer review process, through the involvement of representative organisations or persons with disabilities in the case studies, through reflection on the lessons learned in Malawi, and in particular through numerous interviews, workshops and surveys in which persons with disabilities were able to have their say. At the very least, the evaluation team was at pains to reflect on the limitations that arose.

### Benchmarking

Benchmarking, or a comparison with best practices of other federal ministries or public institutions for assessing the achievement of objectives under Strategic Objective 1, would have been conceivable, though this idea was discarded during the design phase of the evaluation. Comparison with a comparable setting, e.g. in another ministry (such as the BMAS), would have proved difficult – not least due to the issue of accessibility of internal information. Instead, the achievement

of objectives was measured primarily on the basis of the assessments of staff members with disabilities and key persons at the BMZ.

## 1.3 Context of the Action Plan

### 1.3.1 The political and normative context of the Action Plan for Inclusion

According to the World Report on Disability, in 2010 some 80 per cent of people with disabilities were living in the so-called developing countries (WHO and WB, 2011). Around half of all disabilities are directly attributable to poverty (DFID, 2000). This link between disability and poverty underlines the importance of mainstreaming inclusion in German development cooperation. Article 32 of the CRPD, which is about international cooperation (see Box), provides the human rights-based normative framework. The inclusion of persons with disabilities is also mainstreamed in development strategies at the multilevel level, such as the Sustainable Development Goals (SDGs) and the outcome document of the Conference on Financing for Development held in Addis Ababa. We will now discuss in more detail the context of the Action Plan, which comprises the currently available information on the life situation of persons with disabilities worldwide, and the political and legal/normative setting.

The World Report on Disability published in 2011 remains one of the main sources of data on the life situation of persons with disabilities. Above all it identified inequalities in health care, school education and access to employment – three areas also covered by the priority sectors of the Action Plan for Inclusion. Regarding the access of people with disabilities to health care, the report points to five specific barriers: the accessibility, affordability, availability, quality and (cultural) acceptability of health care services (WHO and WB, 2011). With regard to educational opportunities, children with disabilities suffer discrimination in that either they gain no access at all to education, or are taught only in special schools. Children with cognitive impairments are identified as suffering particular discrimination. Other dimensions – such as a rural

setting – can further reinforce these inequalities by creating intersectional discrimination<sup>25</sup> (WHO and WB, 2011). The report also notes that in many countries, employment rates of persons with disabilities fall far behind those of the population as a whole. This violates the right of persons with disabilities to economic participation.

The availability and quality of data on the situation of persons with disabilities vary widely from country to country. Marginalisation and the low visibility of persons with disabilities that this entails – including in statistics – plus different definitions of ‘disability’ create a situation in which disability rates are difficult to compare, and the quality of disaggregated information varies widely (WHO and World Bank, 2011). Increasingly, however, data collection for the measurement of disability is being standardised, for instance in the questions used by the Washington Group on Disability Statistics (2011), and disability is being defined on the basis of the ICF approach<sup>26</sup>. The CRPD, which is dealt with below, addresses the problem of the lack of disaggregated data by devoting a dedicated article to statistics and data collection on persons with disabilities (Article 31).

### The United Nations Convention on the Rights of Persons with Disabilities

The United Nations Convention on the Rights of Persons with Disabilities formulates the universal human rights already enshrined in the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights, and the International Covenant on Civil and Political Rights, in more specific detail for persons with disabilities. In other words, it does not specify any special rights. It rather adds precision to the universal human rights from the perspective of persons with disabilities, and concretises the obligations of States Parties to respect, protect and fulfil these rights. In the context of disability, this right-based approach marks a paradigm shift in thinking on disability. Persons with disabilities are no longer passive recipients of services who are dependent on state care. They are subjects of

<sup>25</sup> Concerning the concept of intersectionality, see Crenshaw, K. (1989), Jacob, J. and S. Köbsell (2010) or Winker, G. and N. Degele (2009).

<sup>26</sup> ICF stands for the ‘International Classification of Functioning, Disability and Health’, and provides a universal conceptual basis for describing these three items. It is based on the biopsychosocial model of disability. This makes it compatible with the CRPD, because it conceptualises disability as an interaction between individual impairments and social barriers (Knospe and Papadopoulos, 2015, p. 81).

rights that states are required to fulfil on the basis of their human rights obligations. The core of the CRPD is the inherent dignity of every human being (Article 3, Paragraph a).

Beyond that, the CRPD is the first human rights Convention with a dedicated article – Article 32 – on international cooperation between states. The States Parties recognised in this article the importance of international cooperation for realising the rights of persons with disabilities. Germany too is therefore obliged in its development cooperation to strengthen the rights of persons with disabilities, and in particular to ensure that development programmes are inclusive of and accessible to persons with disabilities in partner countries.

The Convention on the Rights of Persons with Disabilities adopted by the United Nations General Assembly in 2006 (CRPD, 2008; see Box) is therefore also the key reference document for evaluating the Action Plan. Manifested in it is a paradigm shift that is also important for development cooperation. Whereas measures for persons with disabilities were traditionally based on notions of charity, the CRPD revolves explicitly around realising the rights of persons with disabilities. It refers to the Universal Declaration of Human Rights (1948) and two legally binding agreements: the International Covenant on Economic, Social and Cultural Rights (1966) and the International Covenant on Civil and Political Rights (1966)<sup>27</sup>. At several points the latter also underlines the opportunities of international cooperation for realising these rights, and is thus also relevant as a point of reference for Germany's extraterritorial obligations (UN, 1991). The core element of the CRPD is the inherent dignity of every human being (Article 3, Para. a). The CRPD also stands out by virtue of several key special features and priorities. The participatory process through which it was created, in which many representative organisations and persons with disabilities from all over the world took part, lends it a particularly high degree of legitimacy (UN 2016). This participatory process also corresponds to the demand articulated by the disability rights

movement – 'Nothing about us without us!' – as the CRPD was being developed (UN, 1991, p. 4). Accordingly, participation by persons with disabilities was also enshrined in the text of the CRPD at various points, most prominently in Article 4 Paragraph 3 (see below), which concerns the involvement of persons with disabilities in decision-making processes.

The CRPD is relevant in three respects to German development policy, the BMZ as a duty bearer and the Action Plan (see Section 1.2.2). First of all the CRPD underlines the importance of international cooperation for realising the rights of persons with disabilities (Preamble [I]), and provides for the corresponding extraterritorial obligations of the States Parties inter alia in a dedicated article on international cooperation<sup>28</sup>, which also concerns development cooperation. Accordingly, development programmes implemented with German involvement must be inclusive of and accessible to persons with disabilities (Article 32). Secondly, the CRPD has been ratified by all partner countries mentioned in the Action Plan. In partner countries of development cooperation, the respective governments are the primary duty bearers towards persons with disabilities. With regard to realising the economic, cultural and social rights of persons with disabilities they are required to take measures to 'the maximum of [their] available resources'. These efforts should be supported by international cooperation 'where needed'. With regard to the BMZ's role in supporting obligations of partner countries the evaluation therefore refers to the CRPD, without calling into question the primary obligations of these partner governments. Consequently, the provisions of the CRPD form an important point of reference also in their entirety, for instance in the articles on specific life situations of persons with disabilities, or with regard to general provisions such as those on accessibility (Article 9) or awareness-raising (Article 8). This latter aspect is particularly relevant in the evaluation of specific projects in fields of action 5 and 6 (see Section 3.3). Thirdly, the CRPD is important as a point of reference for Strategic Objective 1, in connection with which the BMZ is assessed in its role as a primary duty bearer. Particularly general provisions such as Article 27 (work and employment) are important for this area of the evaluation.

<sup>27</sup> The CRPD also refers to the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women, the Convention against Torture, and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

<sup>28</sup> Particularly important with regard to extraterritorial obligations is Article 11 ('situations of risk and humanitarian emergencies'), although given the focus of the evaluation this is not dealt with in any further detail here.

Also relevant to the evaluation recommendations are the concluding observations on the initial report of Germany, which were approved by the UN Committee on the Rights of Persons with Disabilities in the context of the State Party reporting procedure. Its recommendations on international cooperation call for the mainstreaming of inclusion throughout development cooperation, with a focus on creating conditions to allow the reservation of budget funds for contributions towards realising the rights of persons with disabilities in development cooperation. A further focus is the collection of disability-specific data (Monitoring-Stelle zur UN-Behindertenrechtskonvention, 2015).

The reports of the Special Rapporteur on the Rights of Persons with Disabilities – for instance, on the political participation of persons with disabilities (UN, 2016a) – and the General Comments of the UN Committee on the Rights of Persons with Disabilities, help interpret the CRPD. To date the Committee has published comments on four Articles – on equal recognition before the law (Article 12) (UN, 2014a), on barrier-free access (Article 9) (UN, 2014b), on women and girls with disabilities (Article 6) (UN, 2016b) and on the right to inclusive education (Article 24) (UN, 2016c). The Thematic Study by the Office of the United Nations High Commissioner for Human Rights on the Role of International Cooperation in Support of National Efforts for the Realization of the Rights of Persons with Disabilities (UN, 2010) is of cross-sectoral importance for evaluating the Action Plan.

Particularly for Strategic Objective 1, which relates to the BMZ as an employer, German laws, strategies and regulations are key. The imperative of non-discrimination is already enshrined in the German Basic Law (Article 3, GG). Furthermore, special legal rules and regulations exist concerning the inclusion of persons with disabilities, and specifically regarding their participation as employees of offices and institutions of the federal administration, which also apply to the BMZ. Relevant laws include in particular the German Social Code Volume Nine – Rehabilitation and Participation of Persons with Disabilities (SGB IX) – and the Act to Strengthen the Participation and Self-Determination of Persons with Disabilities (German Participation Act – BTHG) that is gradually entering into force. In Article 1, the BTHG provides

for a new version of the SGB IX. According to the Federal Ministry of Law and Social Affairs (BMAS), the CRPD provided ‘key impetus for thinking about a new German Participation Act’ (BMAS, 2017). Whether and to what extent the BTHG takes into account and implements the CRPD is a matter of controversial debate, however (DIMR, 2016). The Equal Opportunities for Persons with Disabilities Act (BGG), the Further Development of the Rights of Persons with Disabilities Act and the General Equal Treatment Act (AGG) remain important. Specific regulations are also relevant, particularly the Regulation to Create Barrier-free Access to Information Technology pursuant to the Equal Opportunities for Persons with Disabilities Act (BITV, 2.0). The Action Plan is referring to these normative provisions when the BMZ sets itself the task not only of implementing existing provisions, but also going beyond them: ‘BMZ already complies with these legal provisions and will be stepping up its engagement with this action plan’ (BMZ, 2013a, p. 7).

Moreover, the Action Plan also needs to be seen in the context of the broader structure of implementation of the CRPD by the German Government. Here we should mention the National Action Plan to Implement the CRPD in Germany (NAP 1.0) (BMAS, 2011a), which following an evaluation was updated in 2016 and published as NAP 2.0 (BMAS, 2016). Both refer explicitly to development cooperation. The BMZ’s Action Plan for Inclusion is not yet mentioned explicitly in NAP 1.0, but is referred to in NAP 2.0. As well as covering the provisions of the Convention, the national action plans also deal with the context-specific recommendations of the UN Committee on the Rights of Persons with Disabilities in Germany.

They also reflect on the normative provisions to promote the rights of persons with disabilities in the Sustainable Development Goals (SDGs). Considerable progress has been made here compared to the Millennium Development Goals, which were adopted in 2000 and did not mention persons with disabilities (Weigt, 2015). Since their approval in September 2015, with their maxim of ‘Leave no one behind’ and their goal of reducing inequality within and between countries (Goal 10), the SDGs have provided a key basis for the orientation of German development policy. In the outcome document ‘Transforming our World: The 2030 Agenda for

Sustainable Development’, persons with disabilities are referred to explicitly not only in SDG 10 (particularly target 10.2), but also in seven other targets (UN, 2015a). The Agenda underlines very generally the relevance of human rights and human rights principles such as non-discrimination and empowerment in relation to persons with disabilities for future development. It also includes targets in specific sectors, however, for instance with regard to non-discriminatory educational opportunities, access to the labour market and employment opportunities, access to public transport, and access to safe, inclusive and barrier-free public spaces. The 2030 Agenda also calls for the development of capacities to generate high-quality and up-to-date disaggregated data that can shed light on the situation of persons with disabilities. The latter is relevant particularly in the current debate on SDG monitoring and the indicators to be developed for this purpose. So far, the signs are that persons with disabilities will be taken into account explicitly here too. The outcome document of the Third International Conference on Financing for Development in Addis Ababa also includes persons with disabilities (UN, 2015b).

The policy framework for the Action Plan is also provided by human rights provisions affecting German development cooperation, chief among which is the strategy paper ‘Human Rights in German Development Policy’ (BMZ, 2011). This mainstreams human rights-based approaches in German development cooperation, and forms the ‘conceptual framework’ of the Action Plan (BMZ, 2013a). This strategy is also operationalised by the ‘Guidelines on incorporating human rights standards and principles, including gender, in programme proposals for official German Technical and Financial Cooperation’, which is referred to in Measure 9 of the Action Plan (see Section 3.1; BMZ, 2013a; BMZ, 2013b).

### 1.3.2 The Action Plan in the context of other donors’ strategies

At the international level the Declaration on the Rights of Disabled Persons (1975), the World Programme of Action Concerning Disabled Persons (1982), the subsequent Decade of Disabled Persons (1983–1992) and the Standard Rules on the Equalization of Opportunities for Persons with Disabilities

(1993) represent the milestones affecting the rights of persons with disabilities prior to the entry into force of the CRPD in 2008. However, the poor mainstreaming of the theme in international cooperation was still manifested in 2000 by the aforementioned fact that persons with disabilities were not included in the Millennium Development Goals (Weigt, 2015).

Since adoption of the CRPD, the various donors are at comparable stages of the mainstreaming process. Starting with USAID (1997), since the late 1990s numerous donors have integrated the theme of disability into their strategies and guidelines (Lord et al., 2010). To contextualise the Action Plan, it is important to look at these strategies of other donors and make comparisons.<sup>29</sup> Since these strategies vary in terms of their function and binding force, not all of them are directly comparable. We therefore highlight three of the most relevant: the Sida work plan ‘Human Rights for Persons with Disabilities’ (Sida, 2009), the DFAT strategy ‘Development for All 2015–2020’ (DFAT, 2015) and the DFID ‘Disability Framework – One Year On Leaving No One behind’ (DFID, 2015).<sup>30</sup>

To summarise, we note that the wording of the Action Plan displays commonalities with other strategies. These involve the link to the twin-track approach, the importance of participation by persons with disabilities and the human rights orientation. However the low degree of systematisation, and the unclear position between policy strategy and package of measures, mean that the strategic priorities – and therefore the links between measures, sub-objectives and overarching objectives – remain less specific than is the case in other strategies. Furthermore, with regard to statistics and data collection the Action Plan remains unspecific, and displays few intersectional links – including such to multi-dimensional discrimination and inequality. In this respect it falls short of the strategies of other donors. One positive feature to highlight is the fact that, unlike the other strategies, the Action Plan emphasises the obligations of the BMZ as a primary duty bearer towards staff members with disabilities through a dedicated strategic objective. We should also always bear in mind that, unlike the Action Plan, the strategies of DFAT and DFID were able to benefit from prior strategies and lessons learned. And we should remember that the Sida work

<sup>29</sup> For an in-depth look at the Action Plan in the context of comparable strategies of other donors, please refer to Annex 9.4.

<sup>30</sup> The comparability of these strategies with the Action Plan is limited by the fact that unlike the Action Plan, at least the latter were able to build on a prior strategy.

plan is only partially comparable with the Action Plan because it is not designed to perform the role of a policy strategy in addition to its role as a package of measures.

### 1.3.3 Inclusion in the context of German development cooperation

Apart from the international context, contextualising the Action Plan within the framework of the German development cooperation system is also informative for its evaluation. We will now explain the significance of the theme in German development cooperation, indicate where inclusion is positioned institutionally in the German development cooperation system, and point out who the relevant stakeholders are. In the 1990s disability was still being addressed in the health sector. It was therefore mentioned for the first time in 1999 in the sector strategy on health, and then again in 2002 in a position paper on social protection systems (Weigt, 2015). It was not addressed on the level of development strategies from a human rights perspective until 2006, in the BMZ-commissioned position paper 'Development and disability. A contribution towards strengthening the concerns of persons with disabilities in German development cooperation'. At this point, however, the theme was still considered a sub-topic of social protection (Doc. 15). The change in responsibility for inclusion within the BMZ (since 2015 the human rights division has been responsible) reflects the paradigm shift manifested in the CRPD from the medical/charitable model of disability to the human rights-based model, which aims rather to empower persons with disabilities. This also corresponds to the clear human rights orientation of the Action Plan. Like other human rights themes, inclusion is defined in the Action Plan as a cross-cutting, multi-sectoral theme, and this is the way it is understood at the BMZ and in the implementing organisations. This cross-cutting nature of the theme entails specific challenges with regard to its mainstreaming, which are dealt with in further detail in Section 3.1.

When developing the Action Plan the BMZ formed the so-called theme team, which took up an advisory role (see Section 5). Alongside the BMZ, the two implementing organisations KfW and GIZ, Engagement Global and the German Institute for Human Rights, the theme team also includes civil society actors. On the one hand these include

non-governmental organisations (NGOs) engaged in the field of development and disability such as the CBM, Handicap International, bezev and the *Johanniter Unfallhilfe*. On the other hand, they also include German representative organisations such as the *Deutsche Gehörlosen-Bund* and the *Zentrum für selbstbestimmtes Leben e. V.* Arrangements for cooperation within the theme team were provided for in a Memorandum of Understanding (MoU). A second platform introduced was round tables to include a broad range of stakeholders. In some cases representatives of disabled people's organisations (DPOs) from partner countries also took part in these dialogue forums.

The two implementing organisations – GIZ and KfW – are also important for mainstreaming inclusion in official development cooperation. At GIZ two organisational units are responsible for implementing inclusion: the Competence Centre for Social Protection in the Sectoral Department and the sector project 'Inclusion of Persons with Disabilities'. Within GIZ the Sectoral Department plays an advisory role in operational implementation (regional departments and field structure/specific projects and programmes). Its supporting role relates to the design of projects and programmes, and to appraisal missions, project evaluations and quality assurance. The second unit at GIZ Head Office – the sector project for inclusion – is tasked mainly to advise the BMZ. Upon request, however, it can also advise specific projects and programmes, provide advisory inputs to sector-specific, overarching and institutional processes, and raise the awareness of staff members.

At the KfW, a sector economist for human rights issues and advice will be appointed at the Competence Centre LGc4 for Development, Governance and Peace. Responsibility for implementing human rights-related requirements of the BMZ is decentralised, and rests with the regional directorates. The Competence Centre LGc6 for Environmental Sustainability and Social Compatibility also plays a role in assessing human rights impacts and risks in the course of project preparation. Overall, it is evident that the Action Plan for Inclusion is less closely linked to Financial Cooperation (FC) than it is to Technical Cooperation (TC). This is reflected most clearly in the fact that only five out of the 14 bilateral programmes mentioned in fields of action 5 and 6 include a contribution by FC.

Finally, the institutional setting of the Action Plan also includes Engagement Global. Two of the Action Plan's measures (38 and 40) refer to its work of supporting civic engagement.

#### 1.3.4 Portfolio overview

Unlike in the case of the markers for gender equality or participatory development and good governance, there is no standard mechanism for marking the link to inclusion in projects. This means it is not possible to systematically record inclusive projects.<sup>31</sup> This portfolio overview is therefore based on information provided by the BMZ or implementing organisations themselves on the relevance of inclusion in the various projects of official bilateral cooperation. The sources used when compiling the portfolio include on the one hand information generated in the context of specific events such as answers to parliamentary questions, and on the other hand information supplied by the sector project for inclusion. Here we should point out that the evaluation team were only able to assess the quality of the link to inclusion in projects where the project in question was specified in the Action Plan. We should also add as a further qualification that the list includes projects in which the link to persons with disabilities can only be described as an indirect one based on the findings of the evaluation (see Section 3.3). This clearly demonstrates the lack of criteria for defining inclusive projects.

Ideally, and in line with the twin track approach, we would need to distinguish between projects whose primary focus involves supporting the inclusion of persons with disabilities, and projects that incorporate inclusion as a cross-cutting theme either throughout or sporadically.<sup>32</sup> However, there are only two projects that focus primarily on strengthening inclusion: the sector project 'Inclusion of Persons with Disabilities', and the project 'Regional advisory services to support implementation of the BMZ Action Plan for the Inclusion of Persons with Disabilities' in Cambodia. In Asia (Bangladesh), sub-Saharan Africa (Tanzania) and Latin America (Brazil) there is in each case also one integrated expert who is implementing specific measures for persons with disabilities. The 'integrated expert' is an instrument of German

development cooperation involving specific arrangements for the employment of the expert concerned. Although an integrated expert assignment is treated as a project in the commissioning procedure between the BMZ and the implementing organisations, it is actually a human resources instrument that is not comparable with complex programmes of bilateral cooperation, either in its scope or in its aims. To guarantee comparability of the projects shown, integrated experts are therefore not included in the overview.

So far it has not been possible to break down the overall cost of projects by specific activities. Hence it was not possible to calculate specific expenditure on inclusion. This affects the figures on the volume of support. The existing lists, which were produced in response to parliamentary questions, show the total value of the commission as 'expenditure on inclusion'. Since there are no projects devoted purely to exclusion, in the vast majority of cases the contribution made by a project towards the mainstreaming of inclusion represents just one objective alongside others. Consequently, de facto it is often the case that only a small proportion of the funds are used for activities directly related to inclusion. If the total value of the commission is taken as the 'inclusion-related' share of the contract amount, the figures then become unrealistic. Projects with a total commission value in the double-digit millions thus create extreme distortions, because the volume of support indicated suggests a much larger contribution towards the mainstreaming of inclusion than the funds actually employed deliver.

As of May 2015 the total value of commissions for ongoing projects of official bilateral TC for the inclusion of persons with disabilities amounted to EUR 259.2 million<sup>33</sup>. For the implementation period of the Action Plan for Inclusion (2009-2012), the volume of support totalled EUR 160.6 million, 26.7 million of which involved measures implemented by non-governmental and Church-based institutions and their partner organisations. If we look at the period from 2013 to 2015 (up to and including 20 June 2015), which covers a major part of the life of the Action Plan, the additional volume of funding was EUR 145.2 million, of which EUR 11.7 million once again

<sup>31</sup> The challenge presented by the lack of recording mechanisms is also addressed in other donors' evaluations (Nielson, 2015).

<sup>32</sup> A distinction of this kind is evident for example in the 'Evaluation of disability-inclusive development at UNDP' (UNDP, 2016).

<sup>33</sup> Project expenditure extends across a multi-year project period. The evaluation team were not in possession of more detailed information as to the year in which the commissioned funds were actually spent. It is therefore not possible to disaggregate the expenditure on projects with an inclusion component by year.



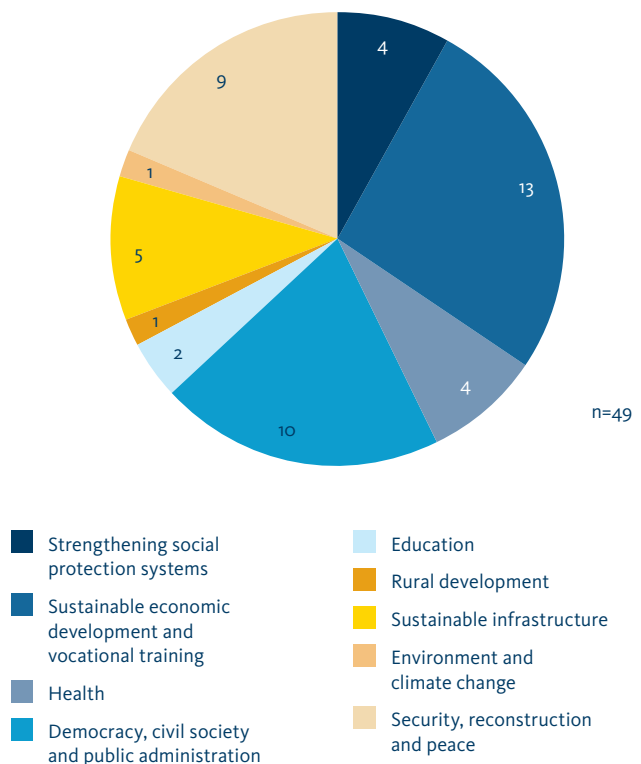
involved measures implemented by non-governmental and Church-based institutions and their partner organisations. Here we need to remember that the amount of EUR 145.2 million also includes commissions for follow-on phases of projects that had already begun before the Action Plan came into force. The available data do not permit a precise breakdown between new projects and follow-on phases of ongoing projects. As explained above, it is not possible to identify the percentages of these two categories of expenditure that were actually spent on the inclusion of persons with disabilities. It is to be assumed, however, that the percentage would be just a small one (Deutscher Bundestag, 2015a, 2015b).

In 2013 and 2014, EUR 17.2 million was made available to support specific projects for inclusion. This also included money that BMZ had extended under other budget items – such as research or funds in trust. These specific measures were directly related to measures defined in the Action Plan (Deutscher Bundestag, 2015b). The offer price for the sector project in 2016 was EUR 1.81 million (Doc. 16). The offer price for the aforementioned project ‘Regional advisory services to support implementation of the BMZ Action Plan for the Inclusion of Persons with Disabilities’ in Cambodia was EUR 370,000 (Doc. 11).

The information below on the breakdown of inclusion-related TC projects by region and sector is based on data provided by the GIZ itself. For 2016, the GIZ reports 49 inclusion-related TC projects. We should qualify this by pointing out that these 49 projects also include some in which the link to inclusion can be considered minor in light of the evaluation findings – one example being the human rights project in Uganda (see Sections 3.3.2 and 3.3.5). There are also nine global/supreregional projects with a link to inclusion, as well as five regional budgets that are not included here. The sector project for inclusion and the regional advisory project in Asia are also not included. Nor are the three integrated experts who were assigned to perform inclusion-specific tasks. The 49 inclusion-related projects do include the (12) projects mentioned explicitly in the Action Plan (Doc. 20).

Figure 3 shows the distribution of inclusive projects by sector. If we consider the priority sectors defined in the Action Plan,

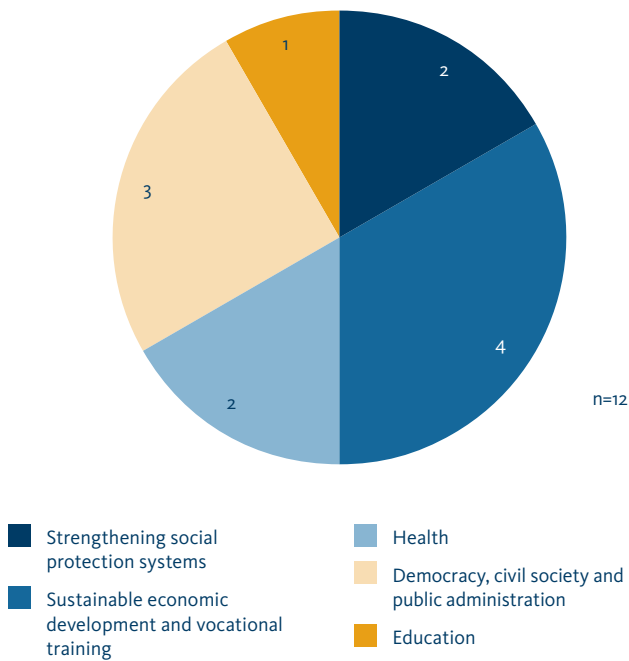
Figure 3: Distribution of inclusive projects by sector



there is a striking imbalance with regard to the actual distribution. Only two projects are mentioned in the education sector, even though this was identified as a priority in the Action Plan. Overall, though, the large majority of inclusive projects do involve the priority areas of the Action Plan. It is striking that nine new projects commissioned since 2013 are in the sector ‘security, reconstruction and peace’. This reflects the fact that the overlap between this sector and the inclusion of persons with disabilities has gained importance.

If we consider only the 12 projects mention explicitly in the Action Plan a similar picture emerges, although only the sectors described as priority areas of the Action Plan crop up: health; education; democracy, civil society and public administration; strengthening of social protection systems, and sustainable economic development with a special focus on vocational training (see Fig. 4).

**Figure 4: Distribution of projects in the Action Plan by sector**



Most of the projects mentioned in the Action Plan are in Asia (6) or sub-Saharan Africa (5). If we consider inclusive projects as a whole, it emerges that significantly more projects are located in sub-Saharan Africa (22) than in Asia (15). In Latin America and the Caribbean there are relatively few projects in both cases – one mentioned in the Action Plan and three in all. Other projects not mentioned in the Action Plan include several in the Middle East (6) and in Central, Eastern and South-Eastern Europe (3).



## 2.

THE EXAMPLE SET BY BMZ  
REGARDING THE INCLUSION  
OF PERSONS WITH  
DISABILITIES IN ITS OWN  
ORGANISATION

**Table 2: Measures in Strategic Objective 1 of the Action Plan**

Measure	Inclusive human resources policy	Measure	Barrier-free access
1	BMZ will draw up and systematically follow an inclusive human resources strategy, and revise pertinent agreements.	4	BMZ will ensure barrier-free access when planning and executing construction measures on the properties of German development cooperation organisations.
2	More individuals with disabilities will be included in BMZ management trainee programmes and volunteer services. To encourage these individuals to take up overseas postings, BMZ will assume additional costs arising as a result of their disability.	5	BMZ publications for the purposes of development education and PR work, including the website, will be barrier-free.
3	BMZ will take part in the 'behindertenfreundlicher Arbeitgeber' (Employers for Disabled Individuals) competition organised by the <i>Landschaftsverbandes Rheinland</i> . <sup>34</sup>	6	BMZ will produce guidelines for the planning and implementation of barrier-free events.
		7	BMZ will make its public events as barrier-free as possible and will provide sign language interpreters if required.

The first strategic objective of the Action Plan is: 'We will set a good example in our own organisation.' In the evaluation, the achievement of this objective was measured by answering Evaluation Question 1: 'To what extent does the BMZ set a good example in its own organisation with regard to the inclusion of persons with disabilities?' Several mechanisms of action are conceivable through which a good example of the inclusion of persons with disabilities can be scaled up. First of all the successful implementation of inclusion can serve as an example and encourage others to imitate it. Secondly, by practising what it preaches the BMZ might increase the credibility of the corresponding efforts in German development cooperation as a whole, and by doing so promote them. Thirdly, BMZ staff members with disabilities might be able to act as strong advocates of the rights of persons with disabilities, and thus promote mainstreaming in German development cooperation. This would correspond to a statement made in the United Nations publication as far back as 1983 'Technical cooperation agencies should actively recruit disabled persons at all levels and functions, including field positions' (UN, 1983). The evaluation, however, focused less on analysing the underlying mechanisms of action, and more on reviewing the extent to which the BMZ had succeeded in achieving the objective it had set itself of setting a good example.

Strategic Objective 1 includes the two fields of action – 'inclusive human resources policy' and 'barrier-free access', – to which a total of seven measures are assigned (see Table 2).

To answer the evaluation questions on Strategic Objective 1, priority was attached to interviewing two groups at the BMZ: staff members with disabilities, and key persons responsible for implementing the aforementioned measures. We used workshops and interviews, as well as an online survey in which staff members without disabilities also took part. The data obtained was supplemented by the analysis of documents and available data (see Section 1.2). The evaluation team considered it particularly important to discover how persons with disabilities assessed the achievement of objectives.

### Implementation status of the measures in Strategic Objective 1

In Measure 1 of the Action Plan, the BMZ sets itself the goal of drawing up and systematically following an inclusive human resources strategy, and revising pertinent agreements. In 2015, this inclusive human resources strategy was published as the 'Framework strategy for human resources development at the BMZ' (Doc. 3). In 2016 the BMZ's integration agreement, which had originally been published in 2006, was revised (this is discussed in greater detail in Section 2.3.1).

<sup>34</sup> The 2013 competition was halted because the *Landschaftsverband Rheinland* intends to create a new award 'that focuses on both the employee with a disability and their employer' (*Landschaftsverband Rheinland*, 2017). This new award has not yet been established, however.

In Measure 2 the BMZ sets out to include more individuals with disabilities in BMZ junior staff development programmes and volunteer services. This is designed to encourage persons with disabilities to get actively involved in the areas where German development cooperation operates. First steps have been taken in this direction regarding the *weltwärts* development volunteer service. Since this measure – unlike the other measures – is not geared to the BMZ as an employer, but goes beyond that, it will be dealt with separately in Section 2.6.

Measure 3, i.e. participation in the *behindertenfreundlicher Arbeitgeber* (Employers for Disabled Individuals) competition organised by the *Landschaftsverbandes Rheinland*, will not be discussed further because the competition has been stopped.

Regarding Measure 4, we note that responsibility for the properties of German development cooperation's implementing organisations rests with those organisations themselves, hence the BMZ has no influence over the measure. This is why the evaluation did not look into the barrier-free status of these properties. Instead it focused on analysing the registered offices of the BMZ in Bonn and Berlin. For further details, the reader is referred to Section 2.3.2.

Measure 5 can be considered as having been implemented. The BMZ website complies with the provisions of the Regulation to Create Barrier-free Access to Information Technology pursuant to the Equal Opportunities for Persons with Disabilities Act (BITV, 2.0). The BMZ publications issued through the Division for Public Relations are barrier-free throughout. This means that the publications are available in a file format that can, for instance, be read aloud using appropriately enabled devices. The BMZ website also provides texts on key themes in easy-to-understand language (Interview 6; see Section 2.3.2).

Concerning Measure 6, despite making repeated enquiries with various key persons at the BMZ we were unable to ascertain the implementation status.

Measure 7 can be also considered as having been implemented, at least partially. Upon request, sign language interpreters are provided for public events. Responsibility for making the

appropriate enquiries with the translating and interpreting service rests with the organisers of the event. In other words the onus is on the organisers to make that approach (Interview 5; see Section 2.3.2). According to information supplied by those responsible, event rooms also offer barrier-free access for wheelchair users. This evaluation did not undertake a (random-sample) study of barrier-free access to public events for persons with various impairments.

## 2.1

### Compatibility of the selected fields of action with the provisions of the CRPD

The most relevant article of the CRPD for comparing the measures of Strategic Objective 1 with the provisions of the Convention is Article 27, 'Work and employment'. This article encompasses various provisions designed to protect and promote the right of persons with disabilities to work. Of these measures, those that are particularly important for achieving Strategic Objective 1 of the Action Plan are:

'States parties shall safeguard and promote the realization of the right to work, including for those who acquire a disability during the course of employment, by taking appropriate steps, including through legislation, to, inter alia:

- a. Prohibit discrimination on the basis of disability with regard to all matters concerning all forms of employment, including conditions of recruitment, hiring and employment, continuance of employment, career advancement and safe and healthy working conditions;
- b. Protect the rights of persons with disabilities, on an equal basis with others, to just and favourable conditions of work, including equal opportunities and equal remuneration for work of equal value, safe and healthy working conditions, including protection from harassment, and the redress of grievances; [...]
- d. Enable persons with disabilities to have effective access to general technical and vocational guidance programmes, placement services and vocational and continuing training;

- e. Promote employment opportunities and career advancement for persons with disabilities in the labour market, as well as assistance in finding, obtaining, maintaining and returning to employment; [...]
- g. Employ persons with disabilities in the public sector; [...]
- i. Promote the acquisition by persons with disabilities of work experience in the open labour market; [...]
- k. Promote vocational and professional rehabilitation, job retention and return-to-work programmes for persons with disabilities.<sup>35</sup>

To verify the compatibility of the Action Plan with these provisions the evaluation team referred to the 'Framework strategy for human resources development at the BMZ' mentioned in Measure 1 of the Action Plan (Doc. 3). There we read with regard to inclusion:

'The inclusion of employees with disabilities is a further cross-cutting theme of human resources development. An inclusive human resources policy will focus particularly on designing working conditions to take appropriate account of the needs and potential of persons with disabilities. The agreement to integrate disabled persons at the BMZ and the Action Plan for the Inclusion of Persons with Disabilities will form a key point of reference for this' (Doc. 3).

In other words, the human resources strategy refers both to the Action Plan and to the BMZ integration agreement, the drawing up of which is mandatory for public employers pursuant to Art. 83 SGB IX. The integration agreement was first published in 2006 (Doc. 1) and revised in 2016 (Doc. 5). Its stipulations cover the inclusion of persons with disabilities at the BMZ.<sup>35</sup> It mentions the key areas referred to in Article 27 of the CRPD. The fields of action and measures selected in Strategic Objective 1 are thus compatible with the provisions of Article 27 of the CRPD. This evaluation did not examine the operational implementation of the integration agreement by the BMZ, however.

As well as Article 27, other articles of the CRPD are relevant to Strategic Objective 1 of the Action Plan. This concerns particularly Article 9 ('Accessibility'), which includes provisions to guarantee equal access 'to the physical environment, to transportation, to information and communications, including information and communications technologies and systems' as a prerequisite for full participation in all aspects of life. Also relevant is Article 21 on the right of access to information intended for the general public. Measures linked to Articles 9 and 21 are included in the Action Plan's Field of Action 'Barrier-free access', which is discussed in greater detail in Section 2.3.2. Also potentially relevant to Strategic Objective 1 is Article 8 ('Awareness-raising'). Strategic Objective 1 of the Action Plan does not include any measures that relate to this. The incorporation of awareness-raising into the measures for Strategic Objective 1 would match the priorities of staff members with disabilities identified in the workshops and interviews.

## 2.2

### Relevance of the selected fields of action and measures from the perspective of persons with disabilities at the BMZ

At the workshops and interviews, BMZ staff members with disabilities rated both the Field of Action 'Inclusive human resources policy' and the Field of Action 'Barrier-free access' as relevant to achieving the objective of setting a good example for the inclusion of persons with disabilities. Several staff members said that the BMZ was going in the right direction with its Action Plan (interviews 10, 15 and 16). At no point in the workshops or interviews was the choice of the two fields of action called into question.

When asked what the BMZ should be doing beyond what it already is doing in order to be seen as setting an example, staff members with disabilities identified awareness-raising, particularly among line managers, in various settings (second workshop with staff members with disabilities, interviews and online survey).<sup>36</sup>

<sup>35</sup> Article 166 of the Federal Participation Act, which became law in 2016, requires an 'inclusion agreement' as opposed to an 'integration agreement'.

<sup>36</sup> Staff members without disabilities also identified a lack of sensitisation and awareness-raising measures for their own group, particularly for those staff members who work with colleagues who have disabilities.

Although awareness-raising is not mentioned directly in Strategic Objective 1 of the Action Plan, Measure 1 of the Action Plan does envisage drawing up an inclusive human resources strategy and revising pertinent agreements. As already explained, the agreement that is pertinent to the inclusion of persons with disabilities is the integration agreement. In the preamble of its revised version of 2016, it mentions explicitly the goal of contributing towards awareness-raising:

‘This integration agreement will raise the awareness of all BMZ staff members, particularly those with responsibility for personnel, of the concerns of disabled persons in all work processes’ (Doc. 5, p. 3).

Some individuals also pointed out that the Action Plan had helped raise awareness itself purely by virtue of its existence (interviews 1 and 14). In the online survey, 52.1 per cent of respondents indicated that they were aware of the Action Plan. Should the Action Plan itself have a sensitising effect, this is limited by the fact that just under half of the workforce are unaware of it.

By including the topic of inclusion in the flyer ‘Guidelines for leadership and cooperation at the BMZ’ (Doc. 2) and in the feedback given to line managers, first steps have been taken towards raising the awareness of line managers regarding the concerns of their staff with disabilities. So far no systematic, ministry-wide awareness-raising measures have been conducted. Information has been provided only sporadically (see also Section 3.2). Nor was the evaluation able to identify any individual measures for colleagues of staff with disabilities.

Consequently, although awareness-raising is mentioned in a number of human resources policy measures of the BMZ, and the Action Plan itself may also have raised awareness, the desire expressed by several staff members with disabilities for (more) awareness-raising, particularly among line managers, points to an existing deficit in this area. One possible measure here would be the use of e-learning modules such as those employed in other organisations, possibly supplemented by interactive learning together with, or provided by, people with disabilities (UNDP, 2016).

To summarise, the evaluation team concludes that the selected fields of action and measures in Strategic Objective 1 are seen as highly relevant by people with disabilities. However, they should be supplemented by awareness-raising measures.

## 2.3

### Establishing inclusive structures and practices at the BMZ

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#### 2.3.1 Inclusive human resources policy

Through the first Field of Action in Strategic Objective 1 the BMZ aims to establish an inclusive human resources policy. The BMZ would like to be an ‘even more attractive employer’ for persons with disabilities (BMZ, 2013a, p. 12). During the evaluation the assessments of persons with disabilities at the BMZ were the key yardstick for measuring the extent to which this objective was achieved.

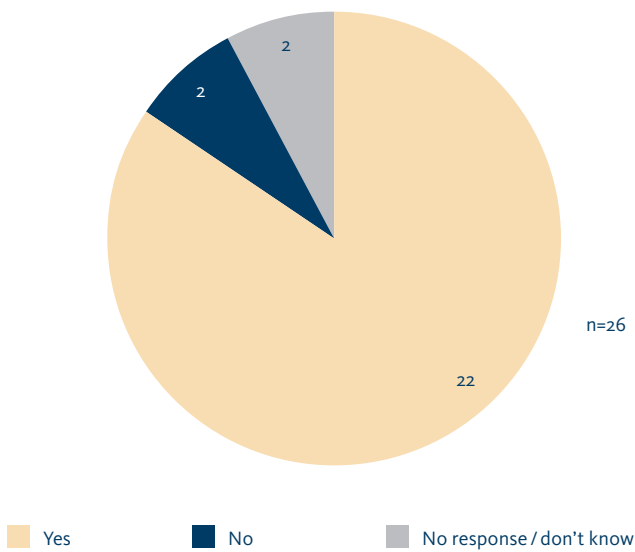
Twenty of the 26 staff members with disabilities who took part in the online survey answered yes to the question of whether they would recommend the BMZ as an employer to an acquaintance with a disability. Furthermore, most of the staff with disabilities said they felt fully accepted and integrated amongst their colleagues (see Figure 5).

Many staff members with disabilities (14 out of 26, see Figure 7), also gave a positive assessment of the way their line manager dealt with their disability. These findings are consistent with responses made in workshops, where staff members with disabilities described their superiors and their colleagues as both considerate and sensitive (Workshop 1).

When rating their equality of career opportunity, many staff members with disabilities also gave positive responses. Staff members with disabilities who took part in the first workshop, for instance, rated the application and selection procedure at the BMZ as fair. Furthermore, in the online survey most of them indicated that they had been assigned positions commensurate with their qualifications (see Figure 6).

To triangulate the aforementioned responses of staff members with disabilities concerning their perception of inclusion at the BMZ, staff members without disabilities were also questioned

**Figure 5: Responses of staff members with disabilities at the BMZ regarding their acceptance and integration amongst their colleagues (number of responses)**



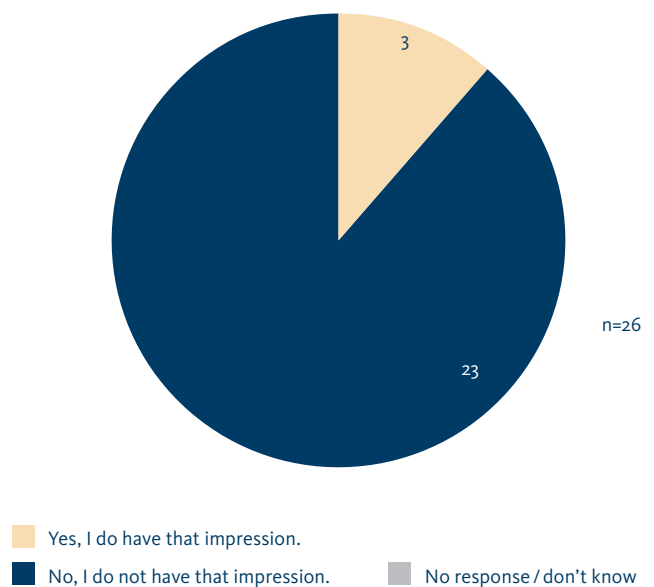
as to their attitudes towards persons with disabilities. Most of them expressed a positive attitude towards persons with disabilities, and only a very occasional few a discriminatory attitude. These attitudes certainly contribute towards the basically inclusion-friendly climate at the BMZ.

The findings described give a positive picture of inclusion of the BMZ. This is corroborated by the responses of some staff members with disabilities, who stated that with regard to personnel policy, the BMZ has already achieved its objective of setting a good example in this field (interviews 12, 15 and 16).

Nonetheless, the various data collection methods also revealed limitations. Five staff members with disabilities for example rated the way their superiors dealt with their disability as 'quite poor' or very poor' (see Fig. 7).

The need for awareness-raising among line managers expressed by staff members with disabilities (see Section 2.2) may be rooted in this sense of dissatisfaction.

**Figure 6: Responses of staff members with disabilities regarding their impression of not having been assigned positions commensurate with their qualifications (number of responses)**



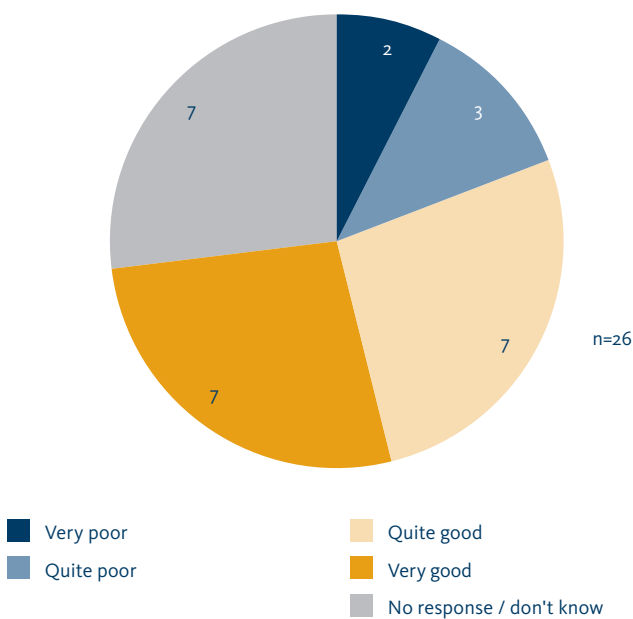
With respect to equality of career opportunity some staff members with disabilities, particularly those with severe disabilities pursuant to Art. 2 Para. 2 SGB IX, stated that they did not have the same opportunities for promotion or advancement as their colleagues without disabilities. This was clearly evident both in the online survey (see Fig. 8), and in individual interviews with staff members with disabilities (interviews 11 and 15).

By contrast, others said that staff members with disabilities did enjoy equality of career opportunity (interviews 12 and 16).

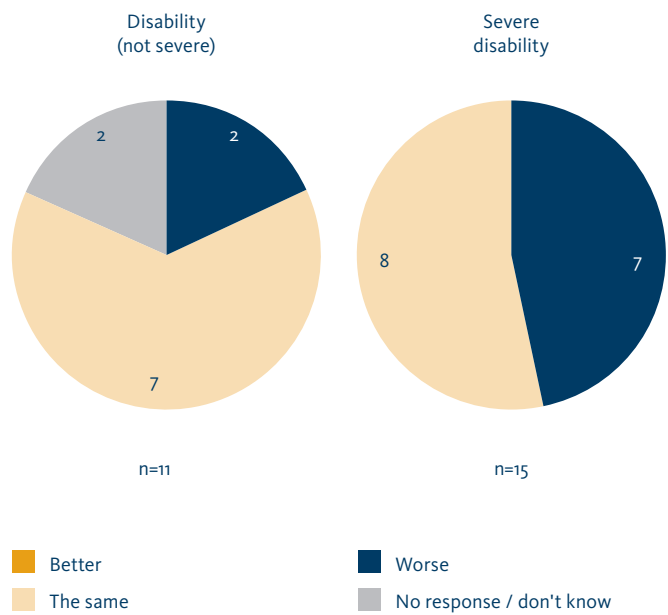
Various individuals (interviews 2, 11, 14 and 15) saw one constraint on the equality of career opportunity as consisting in the fact that persons with disabilities find it more difficult to conduct assignments abroad, particularly in developing countries. Although staff members are guaranteed to receive the necessary technical facilities at their workplace (through the Federal Foreign Office in cases where the latter is responsible for foreign positions, or where applicable through



**Figure 7: Responses of staff members with disabilities regarding how their line manager deals with their disability (number of responses)**



**Figure 8: Responses of staff members with disabilities concerning their opportunities for career advancement and promotion compared with their colleagues without disabilities (number of responses)**



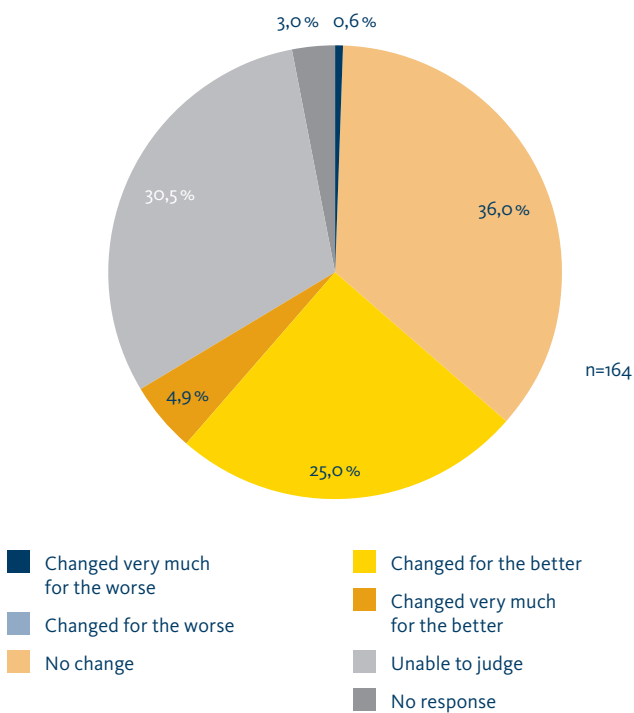
the BMZ; Interview 4), the infrastructure in place – such as health care – cannot be adapted (Interview 2). It was also reported that in some cases the results of the medical examination prescribed by the Federal Foreign Office for a foreign assignment<sup>37</sup> contradicted the self-assessment of persons with disabilities. It was stated that when the medical examination which decides whether an individual can work in a partner country of German development cooperation, or can only be assigned to an industrialised country or work in Germany, produced a negative result, even though the staff members with disabilities saw no reasons preventing them from being assigned to a partner country, these individuals then felt that their opportunities for career development and promotion were being restricted.

Limitations on equality of career opportunity are also seen in relation to the final assessment round. Three individuals (interviews 8, 9 and 11) reported that staff members with disabilities had been assessed less favourably than their colleagues without disabilities. Data protection regulations meant that the evaluation was not able to verify whether persons with disabilities were being systematically disadvantaged.

Other responses by staff members with disabilities that mentioned attitudinal barriers such as ‘barriers of the mind’ (Interview 15), or a lack of consideration for severely disabled persons due to the high pressure of work at the BMZ (Interview 8), indicate that equality of career opportunity for persons with disabilities has not yet been fully implemented.

<sup>37</sup> This evaluation did not examine whether or to what extent the individuals at the Federal Foreign Office making these judgements were sensitised to disabilities and their effects on work in developing countries.

**Figure 9: Responses of staff members without disabilities concerning changes in their openness to and understanding of colleagues with disabilities since 2013 (as a percentage)**



Art. 94 SGB IX provides for the election of a disabled persons' representative and a deputy by the disabled persons employed at the institution concerned. In addition to the disabled person's representative, Art. 98 SGB IX also provides for the appointment by the employer of an officer 'responsible for representing the employer on matters concerning disabled persons [...]. Where possible the appointed officer should themselves be a disabled person. Above all, the officer is there to ensure that the obligations incumbent upon the employer are met' (Art. 98 SGB IX). At the BMZ, the nature of the tasks means that this position is occupied by an individual from the human resources division. The presence of a disability is not a decisive criterion for appointment to this position. In other words, the legal recommendation is not being implemented here.

### Effect of the Action Plan on development of the BMZ's human resources policy

To assess the effect of the Action Plan and its measures on human resources policy, the evaluation team enquired about changes since the Action Plan was introduced in 2013. In the online survey, 29.9 per cent (n=49) of staff members without disabilities indicated that their openness to and understanding of colleagues with disabilities had changed during that period for the better or very much for the better (see Fig. 9).

Of the 26 staff members with disabilities who took part in the online survey, only four of them noted a positive change in the attitudes of their colleagues towards them over the last three years. Ten of them noted no change at all, while two noted a negative change. Furthermore, six staff members with disabilities saw positive changes with regard to the career opportunities for people with disabilities at the BMZ, while eight saw no change in this respect. Only very sporadically did staff with disabilities see any positive or negative changes beyond that. The responsible individuals at the BMZ assess the following developments in positive terms:

- The revision of the integration agreement in 2016 (Interview 2)
- The mainstreaming of inclusion as a cross-cutting theme and part of a diversity orientation in various strategies, papers and instruments of human resources development (Interview 4)
- The involvement of the Employers' Service for Graduates with Disabilities (a branch of the Federal Employment Agency's International Placement Services) in job advertisements (Interview 2).

These developments correspond to the good practices for recruiting persons with disabilities identified in the UNDP 'Evaluation of disability-inclusive development' (UNDP, 2016). They are also derived from the legal requirements of SGB IX. The drawing up of an integration agreement, for instance, is a legal requirement for public employers (Art. 83 SGB IX), though there is no legal provision as to whether or when this agreement should be revised. Moreover, pursuant to Art. 81 Para. 1 SGB IX employers are obliged to 'ascertain whether vacant positions can be filled by disabled persons, especially

disabled persons who are registered with the German state employment agency as unemployed and seeking work.' In response to the question regarding changes since introduction of the Action Plan, however, staff with disabilities did not mention these developments. To summarise, we note that human resources policy changes have taken place since 2013, though these have only been noticed to a limited extent.

In a second step, respondents were asked whether these developments were attributable to the Action Plan. The responses varied, particularly with respect to the integration agreement. While some key persons saw the Action Plan as having had an effect (interviews 1 and 4), others emphasised that the Action Plan had had no direct influence on the revision of the integration agreement in particular, or human resources policy in general (interviews 2 and 7). Where respondents did see an effect, this was attributed to the fact that the Action Plan had raised the profile of inclusion within the BMZ. Respondents indicated that publication of the Action Plan and the concrete objectives and targets contained in it had had a positive effect, and led to the theme being followed up (interviews 1 and 4). The evaluation team are unable to give a final assessment of the effects of the Action Plan on changes in human resources policy since 2013, however.

In the interviews and workshops on Strategic Objective 1, staff members with disabilities and key persons were also asked what still needs to be done in order to take the BMZ closer towards its objective of becoming an institution that sets a good example on inclusion. Several individuals called for awareness-raising measures for staff and especially for line managers, as well as guaranteed equality of career opportunity – also with regard to foreign assignments. The staff members with disabilities also expressed a desire to be involved in a continuous dialogue taking place across various levels of the hierarchy. In this context, the workshops held as part of the evaluation that involved staff members with disabilities and members of the administration were highlighted as a positive example.

### **Conclusions concerning the BMZ's human resources policy**

Overall, we note that the BMZ has implemented the legal requirements of SGB IX for inclusion of staff members with disabilities. Furthermore, a number of changes in human

resources policy have been implemented to support improved inclusion of persons with disability. The majority of staff members with disabilities involved in the evaluation reported that they were satisfied with the BMZ as an employer. On the basis of the information obtained during the evaluation, however, the BMZ's aspiration to set a good example in the Field of Action 'Inclusive human resources policy', which was designed to go beyond the legal requirements of SGB IX, cannot be seen as having been achieved in full. Limitations involve first of all the inequalities perceived by some staff members with disabilities, and secondly the lack of awareness-raising measures that they identify. Consequently, the degree to which objectives have been achieved in this field of action can be rated as moderate to high.

### **2.3.2 Ensuring barrier-free access**

The second Field of Action in Strategic Objective 1 of the Action Plan involves barrier-free access. Implementing standards of barrier-free access guarantees accessibility for all, and is thus a prerequisite for participation by persons with disabilities. However, this must also be supplemented by reasonable accommodation in order to guarantee accessibility in specific cases (please refer to the glossary for definitions of barrier-free access, accessibility and reasonable accommodation).

The status of barrier-free access at the BMZ received various ratings. In the online survey 12 out of 26 staff members with disabilities rated the BMZ as already setting a good example on barrier-free access, and 18 rated it as aligned with the physical needs of persons with disabilities. 13 staff members with disabilities reported that barrier-free access was implemented only sporadically. Staff members without disabilities gave similar assessments.

Overall, the BMZ's offices in Berlin were rated as providing superior barrier-free access than the office in Bonn, due to the barrier-free access from outside and within the floors (first workshop). Both the Berlin offices (the Europahaus and Excelsior Haus buildings) were to some extent already easily accessible before they were rented. The Bonn office, on the other hand, is a listed building, which makes it more difficult to implement measures for barrier-free access.

For all offices, the doors were identified particularly often as existing barriers that make for poor barrier-access (interviews 1, 3, 10, 13, 14 and 16; workshops and online survey): At the BMZ office in Bonn the doors are difficult to open; in both Bonn and Berlin there are power-operated entrance doors, but there is a lack of automatic door openers for interior doors and fire doors, as well as for the canteen door in Bonn. Furthermore, several individuals pointed out that there was scope for improvement in the following areas:<sup>38</sup>

- Barrier-free access in House 2 in Bonn (no lift), and one floor of the Excelsior House building in Berlin (interviews 13 and 16; workshops; online survey)
- Lack of orientation aids for persons with visual impairment, particularly in the lifts (floors not announced, lack of markings in Braille or raised lettering; interviews 1, 10, 12 and 14; workshops; online survey)
- Lack of barrier-free access to the canteen (interviews 9, 11 and 13; online survey).

These identified 'gaps' in barrier-free access limit the extent to which the BMZ is setting a good example.

According to the respondents, in order to set a good example the BMZ should go beyond reasonable accommodation for individual staff members and attach higher priority to general barrier-free access. When staff members with disabilities are hired, sweeping adjustments are already made to improve access to their particular workplace that would be described as reasonable accommodation (interviews 3, 9, 10, 14, 15 and 16). This corresponds to implementation of Art. 81 (4) SGB IX / Article 27, Paragraph 1i) of the CRPD. An envisaged on-site inspection together with the integration office to assess barrier-free access throughout the building was turned down by the integration office, because it only takes action in specific cases (interviews 1 and 3). Nor did any comparison with best practices for barrier-free access employed by other federal ministries or public employers take place (Interview 1).

### Effect of the Action Plan on the development of barrier-free access at the BMZ

What effect has the Action Plan had on barrier-free access at the BMZ? Possible changes in barrier-free access since 2013 were reported by 9 of the 26 staff members with disabilities questioned. Items mentioned explicitly were the barrier-free access to the BMZ website (interviews 9 and 14) and publications (Interview 16), and the use of sign-language interpreters at public events (Interview 9). According to the responsible individuals at the BMZ, however, only the latter two measures were directly attributable to the Action Plan (interviews 5 and 6). Furthermore, it was reported that the Action Plan had led to the installation of automatic doors in those areas where staff members with disabilities work, as well as the installation of accessible toilet facilities in the Kanzlerbau building (Interview 3).

### Conclusions concerning barrier-free access at the BMZ

Overall, in light of the various assessments and the barriers that remain in place, the achievement of objectives in the Field of Action 'Barrier-free access' can be rated as **moderate** for the Bonn office, and **high** for the Berlin office.

## 2.4

### Enabling and constraining factors for the achievement of objectives

Particularly conducive to the BMZ setting a good example for the inclusion of persons with disabilities in its own institution is the BMZ's positive attitude in this respect. Many staff members with disabilities see a 'positive will' on the part of the administration (interviews 15 and 16; Workshop 1). They report that the individuals working there endeavour to respond quickly and in a straightforward way to the needs communicated to them (interviews 9, 14, 15 and 16; Workshop 1). This involves for instance procuring the assistive devices that staff members with disabilities need in order to go about their work (interviews 9, 10, 14 and 15). Staff members with disabilities reported that in individual cases solutions to their needs were ascertained and implemented (Workshop 1; Interview 16). They also reported that their non-disabled colleagues were also ready to help them (interviews 8, 10, 12, 14 and 16). This positive attitude

<sup>38</sup> Individual responses in the online survey referred to lack of accessible toilet facilities, and a lack of barrier-free access to the building when arriving by public transport and from the underground car park.

at the BMZ provides a fertile environment for changes in the fields of action 'Human resources policy' and 'Barrier-free access' that can improve inclusion.

One constraining factor for the implementation of inclusion at the BMZ is what staff members with disabilities see as the strong onus on them to proactively articulate their needs. This means that either they themselves or others committed to inclusion must actively drive change (interviews 9 and 13). This is all the more problematic in that not all of those affected deal openly with their disability (interviews 9 and 16; Workshop 2). This makes it difficult for them to articulate their concerns openly. Regardless of how staff members deal with their disability, however, as their employer the BMZ must meet its legal obligations. This means it must proactively guarantee compliance with the rights of staff members with disabilities.

Alongside these factors, the high staff turnover also has a negative impact. Responsibilities for implementing inclusion change, and staff members with disabilities are assigned different line managers.

According to those responsible, it is difficult to increase the percentage of staff with disabilities at the BMZ because of the small number of applications submitted by such individuals.<sup>39</sup> Those responsible take the view that this shortage of applications results from the link to work abroad and the tasks required in developing countries (Interview 9).

By involving the Employers' Service for Graduates with Disabilities (a branch of the Federal Employment Agency's International Placement Services) in job advertisements, the human resources division has taken an important step in encouraging applications from persons with severe disabilities. When persons with disabilities apply, the disabled persons' representative does their utmost to ensure that these individuals are invited to interview (Interview 7). Since disabled persons accounted for 6.02 per cent of the workforce in 2015 (Interview 2) – a figure slightly higher than the legally prescribed quota of 6 per cent lag (Art. 159 SGB IX), the BMZ does need to act here

(despite the slight increase to 6.14 per cent in 2016) in order to meet its objective of setting a good example for the inclusion of persons with disabilities<sup>40</sup>.

The fact that the BMZ building in Bonn is listed has a negative effect on barrier-free access, because any modifications must comply with the legal provisions to protect historic monuments. Furthermore it is not the BMZ but the owner – the Federal Office for Building and Regional Planning/the Federal Agency for Real Estate Management (BlmA) – that is responsible for modifications (Interview 3). This means that structural changes to improve barrier-free access are possible generally speaking, but cannot be implemented at short notice or without bureaucracy.

Some of the constraining factors – such as the fact that the Bonn office is a listed building, or that the BlmA is responsible for structural changes – are beyond the control of the BMZ.

The BMZ could tackle others, however, such as the 'onus' on staff with disabilities to articulate their needs.

## 2.5 Opportunities and risks for the sustainability of the changes achieved

As described in Section 2.3, since implementation of the Action Plan in 2013 a number of changes have been made to improve the inclusion of persons with disabilities. From the sustainability perspective the question arises as to whether and to what extent the changes achieved will be self-sustaining in the future, i.e. whether they will remain in place independently of the Action Plan, or a new version of it or a subsequent Action Plan.

### 2.5.1 Opportunities for sustainability

In both fields of action (human resources policy and barrier-free access), current changes in the legal situation are creating an opportunity to ensure the sustainability of changes. For example, the principle of 'reasonable accommodation' (see

<sup>39</sup> Data protection regulations meant that the evaluation team were not able to determine how many people with (severe) disabilities apply for jobs at the BMZ.

<sup>40</sup> In 2014 persons with disabilities accounted for 7.16 per cent of the workforce. This figure fell as a result of persons with disabilities leaving the ministry. The hiring of five persons with disabilities out of a total of 45 recruitment procedures between 2013 and mid-2016 was not sufficient to offset this decline.

Glossary) has been integrated into the Further Development of the Rights of Persons with Disabilities Act.<sup>41</sup>

As explained above, comprehensive adjustments are made on a case-specific basis at the BMZ. This approach is based on the principle of 'reasonable accommodation', which is enshrined in law. The Equal Opportunities for Persons with Disabilities Act (BGG) also provided for the creation of a federal office for barrier-free access to act as a 'central point of contact for issues of barrier-free access' for government institutions (Art. 13 BGG). There the BMZ might seek information and support for the further implementation of inclusion.

The mainstreaming of inclusion in applicable human resources guidelines and procedures described in Section 2.3.1 is to be seen in a positive light with regard to sustainability. It is unlikely that changes which have taken place at the level of guidelines and procedures will be reversed in future. It is also unlikely that structural modifications designed to improve barrier-free access will be reversed.

An opportunity to achieve objectives in the Field of Action 'Barrier-free access' will be provided by the potential construction of a new office building in Berlin. Applying the principle of universal design (see Glossary), this could incorporate barrier-free access from the outset, which need not necessarily lead to higher costs: 'If accessibility is planned in advance, it entails little or no additional costs' (Katsui et al., 2014, p. 7).

### 2.5.2 Risks for sustainability

The sustainability of the changes already achieved for greater inclusion could be jeopardised by staff turnover. Individuals who have been committed to inclusion at the BMZ may switch to other positions, and it is unclear whether their successor will continue that commitment, or whether the committed individuals will be able to continue their engagement in their new positions.

A further risk for the sustainability of inclusion of the BMZ is the fact that many of the staff members with disabilities are advanced in age (Interview 2). Their retirement may lead to a further drop in staff members with disabilities as a percentage of the workforce, the legally prescribed quota for which is only just reached at the moment.

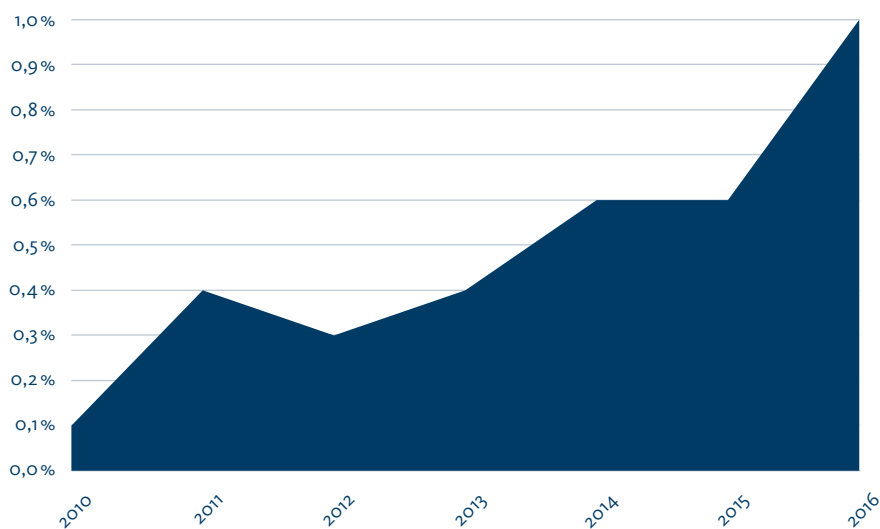
At a workshop with staff members with disabilities, participants expressed the following demands: 'Inclusion should be a managerial issue', and 'Line managers should set a good example on inclusion every day' (Workshop 2). With regard to gender, a clear commitment by the ministry's leadership was identified as a driver of equal opportunity on all levels (BMFSFJ, 2010). It is to be assumed that the same thing more or less applies to inclusion, and that an even firmer commitment by the leadership to the inclusion of persons with disabilities at the BMZ would have a positive effect on the sustainability of the changes achieved. Conversely, if the commitment of the leadership were lacking this would pose a risk for their sustainability.

## 2.6 Junior staff development programmes and volunteer services

The second measure in Strategic Objective 1 is about including more individuals with disabilities in junior staff development programmes and volunteer services, with BMZ assuming additional costs arising as a result of their disability. This is designed to increase the number of persons with disabilities trained in junior staff development programmes, which in turn is designed to encourage persons with disabilities to take up active employment in German development cooperation.

Independently of the Action Plan, the *weltwärts* development volunteer service has been striving to improve the inclusion of persons with disabilities since 2012. *Behinderung und Entwicklungszusammenarbeit e.V.* (bezev – the association for disability and development cooperation), which works to

<sup>41</sup> Concerning 'reasonable accommodation', the information provided by the Monitoring Desk for the UN Convention on the Rights of Persons with Disabilities regarding General Observation No. 2 of the UN Committee on the Rights of Persons with Disabilities – Article 9 ('Accessibility'), states: 'As the Committee makes clear, the existence of and compliance with accessibility standards do not automatically mean that discrimination-free access is then guaranteed in all instances. At best, compliance with the standards can serve as an indicator of accessibility. This is because the diversity of forms of impairment means that a state of complete "barrier-free access" will be almost impossible to achieve, as there will always be people with special or rare impairments whose specific situation is not covered by existing accessibility standards. Referring to compliance with certain accessibility standards therefore does not relieve the state and its authorities of the obligation to assess individual cases and provide reasonable accommodation as required [...]. Conversely, the (continued) existence of barriers to access does not necessarily imply structural discrimination.' (DIMR, 2015)

**Figure 10: Ratio of participants of the *weltwärts* programme with a recognised disability pursuant to SGB IX**

Source: DEval evaluation  
 'weltwärts volunteers and their engagement  
 in Germany' (German only)

promote the participation of persons with disabilities and impairments in sustainable development processes worldwide as equals, initiated the pilot project '*weltwärts* all inclusive', which ran from January 2012 to December 2014 (Daniel et al., 2014). In July 2015 the 'competence centre for the inclusion of volunteers with disabilities/impairments' arose, which is attached to bezev (bezev, 2016). The competence centre advises both potential volunteers with disabilities, and the sending and receiving organisations (*weltwärts*, 2017). Furthermore, since January 2014 additional costs generated by the greater needs of volunteers with disabilities have been assumed by the *weltwärts* programme (Daniel et al., 2014). Figure 10 shows the trend in *weltwärts* participants with a recognised disability pursuant to SGB IX up to 2016. The ratio of participants with disabilities rose from 0.1 per cent in 2010 to around 1 per cent in 2016.

In the evaluation of the *weltwärts* programme conducted by DEval 65.1 per cent (n=56) of participants with disabilities reported that additional needs generated as a result of their disability were covered to an appropriate extent by the *weltwärts* programme, while 34.9 per cent (n=30) said they

were not. Potential for optimisation is clearly evident in the open responses supplied by the participants. They suggested that further costs be assumed, for instance, for insurance, spare parts for devices and medicines for chronic diseases. Nevertheless, the steps taken to promote inclusion in the *weltwärts* programme do offer an example to other volunteer services or junior staff development programmes, such as training measures for GIZ trainees or postgraduates from the programmes run by the Centre for Rural Development (SLE) or the German Development Institute. The integration of inclusion in these programmes is dealt with in further detail in Section 3.2.

First steps have thus been taken to increase the inclusion of persons with disabilities in junior staff development programmes and volunteer services in German development cooperation. It is also clear, however, that inclusion can be mainstreamed even more broadly – i.e. across more development volunteer programmes and programmes for junior staff development – in order to further increase the number of participants with disabilities.

## 2.7

### **Conclusions concerning the example set by BMZ with regard to the inclusion of persons with disabilities in its own organisation**

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To summarise, we note that the inclusion of persons with disabilities within the BMZ is for the most part to be rated positively, with regard to both human resources policy and barrier-free access. There have been improvements in areas such as the revision of the inclusion agreement, and the barrier-free design of publications. The link between these positive developments and the Action Plan cannot always be clearly identified, however. There are also gaps in the positive picture. These are manifested for instance in the perceived inequalities reported by staff members with disabilities, and existing limitations to barrier-free access. They are also shown by the lack of awareness-raising identified by staff members with disabilities. As a result, the example set by BMZ with regard to the inclusion of persons with disabilities in its own organisation has certain limitations.





# 3.

## FOSTERING THE INCLUSION OF PERSONS WITH DISABILITIES IN GERMANY'S PARTNER COUNTRIES FOR DEVELOPMENT COOPERATION

**Table 3: Measures in Field of Action 3**

<b>Strategic Objective 2: We will foster the inclusion of persons with disabilities in our partner countries.</b>	
<b>Sub-objective A: Mainstreaming in planning, implementation and evaluation</b>	
<b>Measure 8</b>	BMZ will systematically take into account the inclusion of persons with disabilities when producing and revising sector strategies.
<b>Measure 9</b>	BMZ will draw up directives and guidelines that lay out how human rights, including the inclusion of persons with disabilities, are to be taken into account in the elaboration of country strategies, programme proposals and evaluations.
<b>Measure 10</b>	BMZ will devise an approach to record the inclusive design of development measures.

The second strategic objective of the Action Plan is: 'We will foster the inclusion of persons with disabilities in our partner countries.' This concerns the BMZ's operational work in bilateral development cooperation with partner countries, and thus one of the ministry's core tasks. Strategic Objective 2 is broken down into three sub-objectives – mainstreaming in planning, implementation and evaluation (Sub-objective A), promotion of concrete measures in partner countries (Sub-objective 2) and building capacities and expertise (Sub-objective C).

### 3.1 Mainstreaming the inclusion of persons with disabilities in the planning, implementation and evaluation of development measures

This section is devoted to answering evaluation question 2.3. The wording of the question is closely based on Sub-objective A: 'To what extent has the inclusion of persons with disabilities been successfully mainstreamed in the planning, implementation and evaluation of development measures (Sub-objective A)?' As in the other sections concerning Strategic Objective 2, we will also refer here to evaluation question 2.6: 'What factors enable and what factors constrain the achievement of objectives (sub-objectives A to C)?' The three measures designed to help achieve Sub-objective A are shown in Table 3.

As explained in Section 1.2, the evaluation team examined specific measures in varying degrees of detail according to their importance for the achievement of objectives, and depending on their respective implementation status. With

regard to Sub-objective A, the measures in Field of Action 3 ('Strategic directives, monitoring and evaluation') are particularly important. Within the twin-track approach (see Glossary) with its two components 'mainstreaming inclusion' and 'specific measures for persons with disabilities', these measures can be assigned to mainstreaming inclusion. Mainstreaming inclusion in strategic directives is particularly important for mainstreaming inclusion in general, because these directives apply either to all projects and programmes of German development cooperation (as in the case of the gender strategy), or to all projects and programmes in a specific sector (as in the case of the strategy for agriculture). Hence if persons with disabilities are included in these directives, this will potentially affect a large proportion of projects and programmes. The evaluation team interpreted the measures in Field of Action 4 ('Involving experts with disabilities'), which according to the Action Plan are also designed to help achieve Sub-objective A, rather as a contribution towards managing implementation of the Action Plan. These are therefore dealt with in Section 5.1.

In line with evaluation questions 2.3 and above all 2.6, the evaluation team looked at the extent to which Sub-objective A had been achieved, as well as at enabling and constraining factors, across the three individual measures. We focused our data collection and analysis on Technical Cooperation. As explained in Section 1.3.2, this was due to the nature of the Action Plan as the subject of the evaluation, and the fact that the GIZ has a large number of staff members, particularly staff members who are involved in designing projects.

### 3.1.1 Assessment of the implementation status of the individual measures in Field of Action 3

We took a particularly close look at the extent to which inclusion was taken into account in sector strategies<sup>42</sup> (Measure 8). For this measure we assumed a direct causal link to the mainstreaming of inclusion in projects and programmes. This assumption is based on the fact that the implementing organisations are obliged to apply the BMZ's strategic directives in the projects and programmes they implement. In the case of Technical Cooperation, the GIZ pledges to implement all the BMZ's directives by making what is called a 'declaration'. This declaration provides an assurance that the BMZ need not verify GIZ's compliance with the relevant directives in each individual case. The declaration is an integral part of TC programme proposals.

To assess the implementation of Measure 8, we first of all looked at the extent to which persons with disabilities had been mentioned in the new sector strategies produced since 2013 (see Section 1.2.4). This was the case in 5 of the 9 sector strategies we examined, albeit with significant qualitative differences. In most cases they were mentioned only as one of the vulnerable groups to be included. One exception is the 'BMZ education strategy – Creating equitable opportunities for quality education'. This paper also makes explicit reference to specific projects with links to inclusion in German development cooperation, the research project for inclusive education, the Action Plan and the CRPD (Doc. 3). Although persons with disabilities are mentioned only once explicitly in the 'Cross-sectoral strategy – Gender equality in German development policy' (BMZ, 2014), women with disabilities did take part in the consultations involving the Gender Task Force. Furthermore, the Action Plan for Inclusion was used when developing this strategy (Interview 27). There is no indication that the Action Plan was used when preparing any of the other sector strategies. The gender strategy is also the only strategy that refers to intersectionality, and thus corresponds to Article

6 of the CRPD. By contrast, in the other sector strategies no link is established between gender and inclusion. This means that women as a vulnerable group stand alongside persons with disabilities, and there is no visible overlap between the dimensions of gender and disability. Nor do the sector strategies take account of any intersectionality between disability and other dimensions of identity, such as ethnicity or age, or of the intersectionality-based risks of discrimination or target-group-specific interests associated with that.<sup>43</sup> Despite these limitations, we can still conclude that Measure 8 has been partially implemented (see Table 2). Hence it may plausibly be assumed that this has made a contribution towards achieving Sub-objective A.

With regard to incorporation into sector strategies, the process of co-signing these should be considered the most reliable entry point for inclusion. Responsibility for raising the issue is seen as resting with the designated officer for inclusion issues (interviews 28, 27 and 37). In other words, if a sector strategy is not submitted to the human rights division, or if for some other reason no comments are made or the sector division's comments are not taken account of, it becomes less likely that persons with disabilities will be included. The sector officers interviewed as part of the evaluation also mentioned the co-signature process as the most important point for raising inclusion issues (interviews 27, 28, 29, 30 and 37). The most problematic aspects in this context are the fact that sector strategies are not always submitted to the responsible division (302), comments need not be taken into account, and no feedback need be provided as to whether they have been taken into account or not. In this respect there is therefore a lack of mechanisms for transparency and accountability (interviews 1 and 17). In other words, the process of co-signing sector strategies is of only limited effectiveness in making the coherence of those strategies with other strategic directives, such as the Action Plan for Inclusion, binding.

<sup>42</sup> The term 'sector strategy' is used in different senses. The only papers explicitly declared as such are the strategies for good financial governance, private sector development and agriculture, with the latter being termed a 'development policy strategy'. This lack of clear definition makes it more difficult to assess the implementation status of this measure. When collecting data we did not include position papers when assessing the implementation status. In the case of the position paper on population development (BMZ, 2013c), however, we did ascertain the experiences of the responsible officer at the BMZ regarding the mainstreaming of inclusion by interviewing the individual concerned, and we included these data in our analyses. Beyond the documents explicitly declared as 'sector strategies', we also included the BMZ strategy papers on the following: ICT, transitional development assistance, education, peace and security, and the 'sector strategy' for financial systems development. We also included a cross-sectoral strategy (gender equality).

<sup>43</sup> In the context of evaluating the mainstreaming of inclusion, we note that others have drawn similar conclusions regarding the incorporation of intersectionality in operational implementation: 'The concept of mainstreaming was also not fully understood among the different development agencies, DPOs and duty-bearers. For example, violence against women and girls with disabilities was in general not included in the women's rights organisations (except one case found in Nepal), children with disabilities were not targeted among children's rights organisations, except in Plan Norway that has been a driving force in this issue, and HIV and AIDS programs failed to make their initiatives inclusive and accessible to persons with disabilities' (Norad Evaluation Department, 2012, p. xvii).

The sector officers interviewed report that the sustainable mainstreaming of inclusion in sector strategies, and in the respective sectors, is guaranteed. Once a cross-cutting theme has been incorporated into a sector strategy it will presumably also be included in subsequent strategies, as these are usually based on the versions preceding them. Furthermore, existing strategies that refer to inclusion can also provide officers committed to inclusion at the BMZ with persuasive arguments in favour of incorporating these links in subsequent versions (interviews 17, 27 and 28). Sector strategies linked to inclusion also perform this role of supplying arguments in other contexts, for instance to raise awareness of inclusion in regional divisions (Interview 1).

Measure 9 has also been partially implemented. Guidelines do exist for programme proposals and country strategies. So far, however, none have been published for human rights issues in evaluations (BMZ, 2013b). Although the potential of the guidelines for integrating human rights into programme proposals was mentioned occasionally in the interviews (Interview 17), and corresponding references can be found in the literature (Wagner, 2017), there is barely any evidence of their effectiveness with regard to the implementation of inclusion in development cooperation projects.<sup>44</sup> Regarding the contribution made by this measure towards the achievement of Sub-objective A, we should first of all note that the inclusion of persons with disabilities in programme proposals for TC is low (6.45 per cent as at 2015) (see Section 3.1.3). So far, persons with disabilities have been mentioned in just three country strategies (Cambodia, Burundi<sup>45</sup> and Morocco), and in one case – South Africa – in a footnote.<sup>46</sup> According to its progress report (2016), the sector project has already provided advice for seven country strategies (Kyrgyzstan, Tajikistan, Central Asia, Ethiopia, Burundi, Morocco and the Palestinian territories). The project evaluation (2015) specifies nine annotated country strategies (Bangladesh, Burkina Faso, Morocco, Nepal, South Africa, Ethiopia, Bolivia, Mali and

Burundi). With regard to the operational implementation of inclusion, we must point out that the fact that persons with disabilities are mentioned in a country strategy does not necessarily lead to projects in the country portfolio concerned being designed on an inclusive basis.

Measure 10 can be considered as not having been implemented, as there is currently no system for capturing the inclusive design of development measures. Consequently, we were also unable to assess its contribution towards Sub-objective A. The relevance of the measure already clearly emerged during the preparatory data analysis for this evaluation, as there was no available database for a comprehensive and detailed analysis of the portfolio of inclusive development measures (see Section 1.3). This aspect also proved a challenge for other donors, such as Finland (Nielson, 2015).

### 3.1.2 Changes on the strategic level

Beyond the aforementioned implementation status of Measure 8 – the systematic mainstreaming of inclusion in sector strategies – we also examined whether and to what extent this link to persons with disabilities also indicates that inclusion is also already being automatically included in people's thinking in the relevant sector. One indication that it is, is when the lead sector officers involved in designing a sector strategy themselves introduce inclusion when drafting the document. The situation is different when the link to inclusion has to be introduced by the responsible officer in the human rights division, for instance in the course of the co-signature process. To clarify this we explored the process of producing the sector strategies concerned by interviewing lead sector officers. Our findings indicate that inclusion is not yet being automatically included in people's thinking from the outset when new sector strategies are being developed. In two sector strategies (the gender strategy<sup>47</sup> and education strategy), aspects of inclusion were already incorporated in the first draft, i.e. they were introduced by the lead sector

<sup>44</sup> The 'human rights safeguard' working aid recently adopted by the GIZ refers to the guidelines on incorporating human rights standards and principles in programme proposals. This leads us to assume that the guidelines may in the future become more effective with regard to implementation in TC projects (Doc. 19).

<sup>45</sup> When these data were collected, this country strategy was still at the draft stage.

<sup>46</sup> We must qualify this by pointing out that we based our selection of country strategies for analysis on information supplied by the sector project for inclusion. Only the nine country strategies annotated by the sector project were requested from the responsible regional divisions. A further problem is that many of these country strategies were still being finalised, and therefore could not be included in the analysis. This fact was already mentioned in the evaluation of the sector project (PEV SVI, 2016). We cannot exclude the possibility that there are further country strategies that include links to persons with disabilities which were not annotated by the sector project, and which the sector project is therefore unaware of. It is also not possible to say definitively how many country strategies there have been to date.

<sup>47</sup> The gender strategy is a 'cross-sectoral' strategy rather than a sector strategy in the strict sense. This means that it refers not to one specific sector, but applies across the sectors. We did include this strategy in the evaluation when reviewing the implementation status of Measure 8, because it makes a significant contribution to the expected results within Sub-objective A, in particular: 'Inclusive development cooperation is an integral part of BMZ's political directives' (BMZ, 2013a, p. 13).

officers themselves. In two cases no information was available. In one sector strategy, inclusion was not incorporated until the co-signature process, based on the comments made by the responsible officer in the human rights division (interviews 27, 28, 29, 30 and 37). The fact that persons with disabilities are not mentioned in four out of nine new sector strategies produced since 2013 supports the conclusion that inclusion is not yet being incorporated automatically.

As many respondents see it, there is essentially no resistance to inclusion within the BMZ. However, the data we gathered also suggest that inclusion is not prioritised in terms of actual implementation. This applies both to implementation in strategic directives by lead sector officers, and the inclusion of persons with disabilities in specific TC and FC projects. With regard to the latter there is a particular need to sensitise the regional divisions. The lack of prioritisation of persons with disabilities in sector strategies may mean that other target groups are considered more important for implementation. In the case of the strategy for agriculture, this was the case for instance with respect to pastoral groups (Interview 28). In this context no distinctions are drawn within this group, for instance with regard to disabilities. This also indicates that disability, contrary to the assumption that identities are intersectional, is not being considered across target groups.

The fact that inclusion is often assigned low priority is also due to the competition between cross-cutting themes (climate change, participatory development and good governance, crisis- and conflict-sensitivity etc.) and the target groups that need to be considered. This entails a risk that those who are responsible for designing programme proposals or strategies may feel overstretched (interviews 1, 28 and 37). As well as people with disabilities, they also need to consider gender issues, ethnicity or the particular needs of children and youth, which – depending on the context of relevant stakeholders – are considered priorities, also on the partner side (e.g. the case study in Guatemala). The various human rights issues, such as gender, or children and youth rights, can however be mutually supportive when new sector strategies are being developed (Interview 1). With respect to the sector strategies and the implementation of different cross-cutting themes in projects, there clearly is a risk of expecting people to deal with too

many themes. The competition between cross-cutting themes and different vulnerable target groups also creates challenges for other donors. Here too, though, authors emphasise that this is not due to persons with disabilities being ignored. It is rather due to a lack of awareness of existing barriers, and a shortage of time (Norad, 2010; Ribohn, 2013).

With regard to ensuring a systematic inclusion of persons with disabilities in the appraisal of projects at the BMZ, there is a lack of mechanisms in the commissioning procedure that would make this binding. The responsible officers in the regional divisions are not expected to check programme proposals to ensure that they incorporate inclusion. In the case of TC, this results from the wording of the aforementioned declaration. According to the declaration, the BMZ is not required to verify compliance with strategic directives in a project in each individual case. Consequently, as when developing new sector strategies, inclusion is not yet being systematically mainstreamed in projects, nor is it being demanded of regional divisions. Moreover, many projects that include persons with disabilities are not being commissioned as inclusive projects by definition. In the context of TC, such measures are often 'added on' to existing projects – a phenomenon that we also observed in the context of the case studies (see Section 3.2, particularly the case studies on projects in Guatemala and Indonesia). Experiences of other donors also indicate that approaches which seek to mainstream inclusion across various project activities so far been inadequately implemented (Nielson, 2015; Norad Evaluation Department, 2012; UN, 2010; UNDP, 2016).

The low level of binding force to mainstream inclusion in turn makes it highly dependent on the engagement of individuals (interviews 1, 17, 28 and 30). In the course of our data gathering activities, respondents repeatedly referred to committee staff members who had acquired expertise for inclusion and were actively bringing this to bear in projects and sector strategies. Evaluations performed by other donors have produced similar findings (Ribohn, 2013). Engagement for inclusion resulted from personal experience with the topic, for instance from having met people with disabilities when spending time in partner countries. The processes of discussion in which participants decide whether to incorporate inclusion into

sector strategies or projects were also strongly influenced by interpersonal relationships (interviews 1, 17 and 27). The extent to which knowledge on, sensitivity to and engagement for inclusion were closely tied to specific individuals, also had consequences within the BMZ when staff were transferred. First of all, expertise was moved into other divisions. Secondly, it was lost in the units from which individuals were transferred because those individuals did not leave their engagement for inclusion behind in their original units, i.e. had not passed it on to their colleagues. Furthermore the importance of hierarchy became evident, in conjunction with the issue of who exactly was committed to inclusion. The engagement of Directors-General was identified as being either an enabling factor or a constraint, depending on their level of engagement. Directors-General can create awareness of inclusion, for instance by placing it on the agenda for directorate meetings. This does not take place to a sufficient degree, however (Interview 1). Interviewees reported that Heads of Division play an important role in mainstreaming inclusion, particularly as co-signatories of sector strategies (Interview 17).

A further consequence of the strong dependence on the engagement of individuals was that ownership of inclusion tended to be identified in specific individuals rather than across organisational units. Structural differences between organisational units were also noted. In the course of our data gathering activities, the responsible sector division (302) was identified more than any other as the key change agent. Overall, the degree of ownership of inclusion also needs to be seen in the context of the different roles of the sector and regional divisions, and particularly the role of the sector division that is responsible for inclusion. It can be assumed that regional divisions will have a stronger structural influence on which themes are implemented, because they are authorised to take decisions on the use of funds (interviews 1 and 27). In the case of Finnish development cooperation, one report emphasises the gatekeeper function of these organisational units (Katsui et al., 2014). By contrast, sector divisions must attempt to get their own topics included in commissions for specific projects. Not infrequently this requires intensive efforts to persuade others of the wisdom of this approach (Interview 1). In this context a cross-cutting

theme such as inclusion poses a particular challenge – firstly because of the aforementioned competition between cross-cutting themes, and secondly because priority is often attached to sector-specific themes rather than cross-cutting themes. Given the strong dependency on the engagement of specific individuals, the lack of (human) resources available to the human rights division to raise the awareness of inclusion among relevant individuals (in regional divisions, for instance) is one of the main reasons for the low and inconsistent degree of ownership (interviews 1 and 17).

To show that differences exist between the sector divisions, e.g. between the education and finance sectors, we can once again look at the differences in the mainstreaming of inclusion in sector strategies. Some respondents also identified such differences by reporting that various sectors tended to be either 'inclusion-neutral' or 'pro-inclusion'. 'Pro-inclusiveness' is most evident in the gender sector, as the two themes are closely related, both in terms of content – i.e. links to human rights (Interview 29), and in terms of the relevant principles and approaches (interviews 1 and 27). The two themes are also linked institutionally, as both are dealt with by the same division at the BMZ.

One consequence of the lack of ownership of inclusion in regional divisions is also the low importance given to inclusion in bilateral political dialogue that interviewees described. Based on the interviews, we identified only one case where inclusion was raised at the government negotiations. This was also due to the fact that information on the human rights situation prepared for government negotiations and consultations, including information on the obligations arising from the CRPD,<sup>48</sup> was not always discussed at the negotiations. This suggests that such information lacks binding force – a point that is also evident in the experiences of other donors (Katsui et al., 2014). The low importance attached to 'inclusion' was also reflected by the fact that so far it has only been incorporated into country strategies in isolated cases (see above).

Overall, we conclude that the degree to which objectives for mainstreaming inclusion at the strategic level have been achieved is **low**, as inclusion is only sporadically being

<sup>48</sup> According to the progress report of the sector project for inclusion, status reports on human rights have been prepared for the following countries: Afghanistan, Egypt, Brazil, Georgia, Honduras, India, Cambodia, Kenya, Colombia, Congo, Malawi, Morocco, Namibia, Ukraine, Uzbekistan and Senegal.

automatically incorporated in organisational units other than the human rights division.

### 3.1.3 Changes on the operational level

The comments made in this section relate to the contribution made by measures 8 and 9 towards the mainstreaming of inclusion at the operational level of Technical and Financial Cooperation. This means that the respective implementing organisations – GIZ and KfW Development Bank – form the point of reference here. For both organisations, the status of achievement of objectives for Sub-objective A is also assessed.

#### Technical Cooperation

Through its sector strategies (see Measure 8) the BMZ creates binding directives for the implementing organisations. As already explained, in its 'declaration' the GIZ gives an assurance that it complies with the BMZ's directives and that there is no need for the latter to verify that compliance in individual cases. However, particularly with respect to sophisticated directives, for instance involving inclusion, there is a lack of mechanisms to ensure compliance on a binding basis.

Consequently, when approving the offer design the BMZ usually does not ask how the effects on persons with disabilities and the potential to promote inclusion were addressed during the appraisal mission, or whether/how these aspects have been incorporated into the project design.

Sector strategies include both sector-specific directives and directives concerning the integration of cross-cutting themes. In vocational training a sector-specific directive might for instance be an orientation towards the integrated employment approach, whereas the inclusion of persons with disabilities would be seen as a cross-cutting task. Consequently, during implementation a differentiated approach is required in order to ensure that both sector-specific and cross-cutting directives are implemented. This differentiated implementation of sector strategies goes beyond what is required by what is generally assumed to be the 'natural' purpose of sector strategies. This purpose is first of all to provide broad guidance – i.e. guidance that is not differentiated. Secondly, sector strategies express the political will of the BMZ on an overarching level. They are not, however, to be implemented on a one-to-one basis like a set of guidelines for action by practitioners (interviews 22, 26,

30 and 36). This creates leeway for GIZ staff members involved in designing projects, who then apply the respective strategies in different ways depending on their level of personal commitment to inclusion.

One positive finding of the interviews that is closely linked to the aforementioned purpose of sector strategies as an expression of the BMZ's political will was as follows: Sector strategies with links to inclusion provide organisational units such as the human rights division or the sector project for inclusion, and engaged individuals, with key arguments that they can use in dialogue with project managers, regional departments or other individuals involved in designing and implementing specific projects. The same thing also applies to the Action Plan itself (interviews 17, 20 and 26, see Section 5). Regarding the contribution of Measure 8 towards achieving Sub-objective A, we can therefore conclude that although 'inclusive sector strategies' are important, they are not sufficient for systematic mainstreaming. Additional mechanisms would be needed here to make the differentiated implementation of directives binding, and ensure compliance with this.

With regard to Measure 9, the guidelines for integrating human rights into programme proposals are especially important for GIZ. According to the assessment of the sector project for inclusion, they are highly effective for achieving Sub-objective A (Doc. 15). Development research has also provided evidence of potential for change inherent in the guidelines, although it is not yet possible to draw any conclusions concerning their actual effectiveness (Wagner, 2017). However, the evaluation findings do indicate that the guidelines have not led to a significant proportion of TC projects including or becoming more accessible for persons with disabilities. This was demonstrated by a random sample taken during the evaluation (see also Section 1.2.4).

To examine the extent to which persons with disabilities were being included in Technical Cooperation projects, we analysed TC projects commissioned in 2015 with regard to their reference to inclusion. Specifically, we determined the percentage of programme proposals in which persons with disabilities were mentioned. Here we must emphasise that 'mentioning persons with disabilities in the programme

proposal' is an extremely weak indicator of 'inclusiveness' – unless it is incorporated at the level of indicators during subsequent implementation. It may be of no consequence whatsoever with regard to de facto inclusiveness (Interview 23). Only the incorporation of inclusion at the level of indicators entails a reporting duty that makes inclusion binding. Within the representative random sample of 62 programme proposals (population of  $n = 342$ ), four TC projects referred to inclusion. This is equivalent to 6.45 per cent. In other words, German Technical Cooperation still has a long way to go in making *all* development measures inclusive, as called for by the UN Committee on the Rights of Persons with Disabilities in its recommendations to Germany<sup>49</sup> (UN, 2015b). Moreover, as described above, basing things on the indicator 'persons with disabilities are mentioned in the programme proposal', does not mean that we can speak of 'inclusive projects'. It is true that there is so far no definition of what criteria a project would need to meet in order to be considered inclusive. However, we can say that the absence of disability-specific indicators in all four projects does not point to a compelling need to make these projects more inclusive during implementation. The result of the random sample allows us to conclude that the level of mainstreaming of inclusion in Technical Cooperation is low – a finding that is supported by the results of the qualitative data gathering activities described below.

The low level of mainstreaming of inclusion at the GIZ is reflected most evidently at the institutional level. When we look across the operational departments, we see that there is only one dedicated unit for inclusion – the Competence Centre for Social Protection. There are no designated contact persons who would be responsible for inclusion in the various units (Interview 20; Focus Group GIZ). Most of the expertise on inclusion is concentrated in the sector project for inclusion. This project occupies a special position, due to the fact that it is part of the Action Plan and contributes towards its implementation. Along with the Competence Centre for Social Protection, staff members of the sector project for inclusion were identified by interviewees as key actors (interviews 21, 22, 25, 26 and 23). Similar to the situation at the BMZ, implementing

inclusion is seen as a task for a small number of responsible individuals rather than a joint task. Although the core task of the sector project for inclusion is to advise the BMZ, it does have an important role to play in mainstreaming inclusion at the operational level of Technical Cooperation. In particular, the sector project for inclusion helps raise the profile of inclusion within the GIZ, and provides contact persons and expertise.

The low level of mainstreaming of inclusion was also evident in the procedures of TC. Mechanisms that would make inclusion binding in projects are largely lacking. This meant that the GIZ staff members interviewed reported that they were unaware of any standard processes for incorporating inclusion into the design of projects (interviews 20, 21, 22, 25, 26, 35 and 36). There is thus no 'corrective mechanism', for instance as part of appraisal missions or approval of the offer design, that would guarantee the incorporation of inclusion as a precondition for approving funds. Various mechanisms and procedures would be conceivable. These might include for instance binding, disaggregated target group analyses. Another possibility would be directives concerning how representative organisations must be involved, or whether and to what extent the interests of persons with disabilities would need to be taken into account in the programme proposal and approval of the offer design.<sup>50</sup> A further conceivable option would be the introduction of a marker – like the gender marker – either at the national level or at the OECD-DAC level, with reference to which inclusion would always need to be considered (see Section 7). The staff members interviewed were unaware of any such measures for taking inclusion into account, however (interviews 21, 23, 25, 26, 35 and 36). This becomes particularly important with respect to Measure 10 of the Action Plan. This concerns the development of an approach to capture the inclusive design of development measures, which does not yet exist. The corresponding recommendation of the UN Committee on the Rights of Persons with Disabilities in Germany (see Section 1.3) also underlines the urgent need to provide a mechanism for implementing inclusion in projects of German development cooperation (Monitoring-Stelle zur UN-Behindertenrechtskonvention, 2015). One key prerequisite for

<sup>49</sup> 'The Committee also recommends that all development assistance be inclusive of persons with disabilities, including in terms of data collection' (UN, 2015c, p. 10).

<sup>50</sup> Also worth mentioning in this context are the preliminary Safeguards and Gender (S+G) assessments that came into force after the data gathering activities for this evaluation had been completed. These include directives for assessing human rights risks, but attach less importance to potential for implementing human rights, e.g. the human rights of persons with disabilities. It is not yet possible to say how effective these minimum standards will be (Doc. 19).



monitoring the operational implementation of inclusion would be a list of criteria to define inclusive projects (Interview 17).

The fact that standard procedures are lacking makes the engagement of individual staff members for inclusion more important. The majority of interviewees also believe that the engagement and specific expertise of individual staff members plays a key role in determining whether persons with disabilities are included when TC projects are actually implemented (interviews 20, 21, 22, 25, 26, 30, 35 and 36). Informal networks of these engaged individuals are also important (Focus Group, Interview 17). Interviewees reported that these individuals implement inclusion in their own projects and raise the issue, for instance in their capacity as planning officers during the appraisal mission or when performing quality control of programme proposals. Secondly, they work informally to persuade others who are responsible for designing projects. In this connection, in the course of the evaluation we heard interviewees use expressions like 'knocking on doors for inclusion', which reflect the nature of internal advocacy and lobbying work, and the exertion and frustration associated with it (GIZ Focus Group, Interview 30). In other words, we can also confirm that Technical Cooperation is highly dependent on the engagement and knowledge of individuals. As with the other risks associated with this at the BMZ, there is a risk that this engagement and knowledge will be lost when the individuals concerned switch positions. On the other hand, this can also lead to a dissemination of expertise and engagement for inclusion, particularly when individuals committed to inclusion are transferred to the field structures. A further aspect, albeit one for which there was only sporadic evidence in this evaluation, is the potential of staff members who themselves possess experience with disabilities to become more effective and persuasive advocates for the inclusion of persons with disabilities in projects of German development cooperation. Strategic Objective 1 of the Action Plan suggests such links, at least for the BMZ, though these are not elaborated on any further.

Persons who are committed to inclusion are usually committed as a result of their personal experience (Interview 17). Within the GIZ too, there are few training opportunities for inclusion; in other words, there is no systematic capacity development

(see Section 3.2). This also applies to the 'extended workbench' of the consulting sector. For this group too, no opportunities have yet been provided for consultants to acquire expertise in the field of inclusion and position themselves on the market (interviews 20, 22, 26, 35 and 36, Focus Group).

The lack of promising and proven good practice examples for inclusive projects makes it more difficult to develop further capacities for inclusion, and thus represents a challenge for operationalising inclusion. Consequently, the low percentage of TC projects with links to inclusion in particular must be seen as problematic. Interviewees report that either not enough lessons have been learned, or those that have are not being systematically analysed such that they could provide guidance for designing projects (interviews 17, 21, 22, 23, 26 and 36).

In the course of our interviews at the GIZ, a further constraint on the implementation of inclusion in TC projects that interviewees identified was the lack of positive incentives set by the BMZ or other potential commissioning parties (interviews 20, 21, 22, 23, 25 and 26). Here, interviewees pointed in particular to the provision of resources and funding priorities as playing a role in this. Interviewees also saw it as problematic that the BMZ as commissioning party does not allocate earmarked resources for operational implementation of the inclusion of persons with disabilities (interviews 21, 25, 26 and 30). This was also consistent with the perception that activities for persons with disabilities are added on to projects, and thus are not considered from the outset during the planning process (Interview 25, case studies in Guatemala and Indonesia). They reported that this leads to the emergence of parallel structures that are incompatible with the aspiration of mainstreaming. Rather than taking inclusion into account across the various activities, activities for persons with disabilities were implemented separately. Our interviews suggest that the GIZ's regional departments would offer corresponding measures if earmarked funding for inclusion was to be made available separately (Interview 22).

The strong competition between themes where the inclusion of vulnerable groups is concerned makes it even more difficult to incorporate inclusion into operational implementation. Respondents indicated that the large number of cross-cutting

themes and vulnerable groups entails a risk of overstretching projects and overburdening project managers and other staff members involved (interviews 22, 25, 36 and 30; Focus Group).<sup>51</sup>

Our interviews also brought to light differences between individual sectors on the operational level. Some of the responses we obtained were mutually contradictory, however. With regard to vocational training, one interviewee reported that generally speaking little use has so far been made of human rights-based approaches in this sector; another individual reported that inclusiveness was a distinctive feature of this sector (interviews 17, 20, 35, 36 and case studies).

Overall, the degree to which objectives have been achieved can be rated as **low**. This is primarily due to the fact that there are no mechanisms within the commissioning procedure that would guarantee the inclusion of persons with disabilities, and ensure monitoring thereof. Inclusion is highly dependent on the engagement and inclusion expertise of individuals who are not spread across the organisational units; they are concentrated largely in the sector project for inclusion.

### Financial Cooperation

In the context of the Action Plan for Inclusion, the mainstreaming of inclusion in Financial Cooperation is determined by specific structural conditions. First of all, the KfW Development Bank is mandated to promote 'infrastructure, financial systems and environmental protection'. By contrast, Technical Cooperation is entrusted with the task of 'developing the capacities of people, organisations and societies in partner countries' – i.e. to performing Human Capacity Development (BMZ, 2008). This mandate-based division of labour between the GIZ and KfW means that barrier-free access and accessibility are of major importance for the KfW (interviews 19 and 44). The CRPD calls on States Parties to ensure 'that international cooperation [...] is inclusive of and accessible to persons with disabilities' (Article 32, Paragraph a). However, the two themes of barrier-free access and accessibility are not dealt with separately in Strategic Objective 2 – which is important for FC. Secondly, the two implementing organisations each play different roles in the commissioning procedure. While the GIZ is directly

involved in implementing projects in partner countries, the procedures of FC focus on the appraisal and preparation of projects, which are performed before funding is approved. The implementation of FC projects is delegated to partner institutions through implementation agreements. The KfW ascertains the success of projects and ensures that the funds are used for the designated purpose, by conducting progress reviews and final reviews (KfW, 2014; interviews 18 and 44). Hence in the case of FC, entry points for inclusion and barrier-free access are even more likely to be located in this phase of the project cycle than is the case in TC. This is also linked to the fact that compared to the GIZ, the KfW has only few staff of its own in the field structure. This makes it more difficult to develop an awareness of the risks and potential of including those with disabilities in a specific project context that could then be incorporated into the project appraisal. Consequently, government negotiations as an entry point for inclusion are especially important for FC. As described above, however, inclusion is only rarely placed on the agenda for bilateral political dialogue (Interview 45).

The competition between cross-cutting themes, and associated with that the effort to avoid overstretching projects, is a major challenge for incorporating inclusion into Financial Cooperation (interviews 18, 19 and 45). The KfW has responded to this challenge by incorporating the various directives of the BMZ into two FC-specific standard procedures. These two procedures – target-group and stakeholder analysis (ZGBA), and environmental and social impact assessment (USVP) – must be applied when preparing all (USVP) or most (ZGBA) FC measures on an obligatory basis (Interview 44).

The target-group and stakeholder analysis is conducted for all Financial Cooperation projects. First of all a distinction is drawn between projects that 'work directly with target groups', and projects that 'respond only indirectly to target groups'. In the case of projects that work directly with target groups, in depth analyses are conducted on existing risks for the target groups; only in very few cases are projects classified as 'responding only indirectly to target groups' (Interview 44). The target-group and stakeholder analysis also includes questions on persons with disabilities. However, these are

<sup>51</sup> Other themes – such as gender – have a structural advantage in this setting. Gender issues are more effectively mainstreamed institutionally thanks to the allocation of dedicated human resources (also at the BMZ). Furthermore, many more lessons been learned on gender as a result of the fact that development cooperation has been engaging with it on various levels for several decades. There is a gender marker, for instance, which is not the case for the 'inclusion of persons with disabilities'.

included in the 'detailed questions' that according to the instructions are only to be asked if they are 'relevant in the particular case in hand' (KfW, 2013). This means that the target-group and stakeholder analysis cannot fully ensure that persons with disabilities are included. This was also corroborated by interviewees, who reported that the target-group and stakeholder analysis is applied in different ways depending on the project and the personal preferences of the individuals responsible (interviews 18 and 24). Responsibility for implementation rests with the project managers concerned. This underlines the importance of raising extensively their awareness of the need to systematically include persons with disabilities in the target-group and stakeholder analysis.

The second standard procedure that is relevant in this context – the environmental and social impact assessment – is also conducted by the responsible project teams. However, the environmental and social impact assessment is also subjected to quality control at Head Office, by the Competence Centre LGc6 for Environmental Sustainability and Social Compatibility. This must be implemented for all KfW projects on an obligatory basis (Interview 44): 'Matters concerning the protection of human rights [...] are an integral component of the environmental and social impact assessment' (KfW, 2016, p. 1). Specifically, the environmental and social assessment assesses risks for various vulnerable groups, including persons with disabilities, and draws attention to BMZ directives concerning human rights as well as the CRPD. The participation of stakeholders during the environmental and social impact assessment must also be documented. However, no distinctions are made between the various population groups, nor are criteria for the quality of participation clearly defined (KfW, 2016). It is therefore questionable whether this ensures any substantial participation by persons with disabilities and their representative organisations in FC projects. Furthermore, the assessment focuses on human rights risks rather than harnessing potential to strengthen the rights of persons with disabilities. Having said that, the questions for analysis do refer to the relevant BMZ directives for human rights (human rights guidelines and strategy), which suggest proactive support in this area.

The quality of application of the two instruments (the environmental and social impact assessment, and the target group and stakeholder analysis) with regard to inclusion in FC projects has not yet been reviewed. However, we can state that they do not include any mechanism to prevent the rights of persons with disabilities not being taken into account, such as a lack of barrier-free access (Interview 45).

Consequently, in FC too, whether or not the rights of persons with disabilities are taken into account also depends strongly on the personal interests and experience and expertise of the project managers who are responsible for conducting the project appraisal. As with the BMZ and GIZ, the engagement of individuals is also a key prerequisite for these rights being taken into account in projects of German FC (interviews 17 and 18). This problem is exacerbated by the fact that compared to the GIZ, fewer personnel are available for this purpose. Inclusion is addressed together with other themes by a single individual responsible for human rights.

To summarise, for Financial Cooperation we conclude that although inclusion has been incorporated into standard procedures, the effectiveness of this with regard to the inclusion of persons with disabilities has not yet been reviewed. The achievement of objectives with regard to the mainstreaming of inclusion at the operational level of FC is therefore rated as **moderate**.

### 3.1.4 Conclusions concerning the mainstreaming of inclusion in German development cooperation

Finally, we note that the achievement of objectives for mainstreaming inclusion in German development cooperation as a whole, i.e. on both the strategic and operational levels, is to be rated as **low**.

On both the strategic and the operational levels, effective mechanisms to make the systematic inclusion of persons with disabilities in German development cooperation binding, and thus guarantee it comprehensively, were still not in place to any significant degree. Co-signature processes for strategic directives were seen as poorly transparent, and their

consequences for the document in question were seen as lacking in binding force. On the operational level, standard processes to translate a theoretical binding force into a de facto binding force were only partially developed. As a result, the extensive inclusion of persons with disabilities in projects is not guaranteed, a fact that is reflected in the low number of projects linked to inclusion. Mechanisms to make inclusion binding were lacking across all phases of the commission management process – i.e. during the planning, appraisal and implementation of projects, as well as in monitoring and evaluation. With regard to the latter two areas, one point of criticism is that measures linked to them in the Action Plan have so far been implemented either only partially or not at all. No guidelines for the inclusion of human rights issues in evaluations have yet been produced. Consequently, opportunities have been lost to systematically analyse and utilise lessons learned on the implementation of inclusion in development cooperation projects, and to directly involve people with disabilities and their representative organisations. Nor has an approach to capture the inclusive design of projects been developed to date. This made it impossible to draw conclusions concerning the aggregate contribution of German development cooperation towards the inclusion of persons with disabilities, and thus provide accountability. This also became clearly evident in the course of the portfolio analysis for this evaluation (see Section 1.3.4).

Due to this absence of mechanisms to make inclusion binding, in all three organisations the inclusion of persons with disabilities is strongly dependent on the engagement of individuals. Personal and informal communication therefore plays a comparatively major role in the decision as to whether inclusion issues are addressed in projects – a finding also seen in evaluations of other donors (Nielson, 2015). So far, inclusion has tended to be seen not as a joint task but as the responsibility of a small number of individuals and organisational units. Beyond this circle of responsible individuals, a few committed individuals make an important contribution. Since there were barely any specific human resources for inclusion, however, this engagement tends to be based on personal interest and

experience rather than stable structures, and hence is less reliable. This finding also points to unharnessed potential with regard to possible causal links between the individual strategic objectives, for instance between institutional mainstreaming at the BMZ and in the implementing organisations, and the mainstreaming of inclusion in projects.

During the evaluation it became clear that the implementing organisations ascribe the main responsibility for implementing inclusion to the commissioning party BMZ. This largely corresponds to the logic of the relationship between commissioning party and commissioned party. We must also emphasise, however, that any one-sided description of responsibility disguises the fact that the mandate to take account of inclusion already exists on an overarching level, for instance by virtue of the BMZ strategy 'Human rights in German development policy' (BMZ, 2011). In other words, clear provisions are already in place that make human rights directives binding. What is lacking is systematic implementation. Given the different roles, it is therefore important that all actors assume joint responsibility for including persons with disabilities in German development cooperation on both the strategic and operational levels.

Finally, we should point out that human rights directives such as those included in the strategy paper 'Human rights in German development policy' possess particular legitimacy due to their links to agreements under international law, and represent state obligations. This is also important with respect to the way the strong competition between themes in development cooperation is handled. The inclusion of persons with disabilities is therefore an end in itself, and represents a core development-policy goal within German development cooperation. This basic assumption is also a feature of the Action Plan. Particularly in the context of the key principle of the Sustainable Development Goals – 'leave no one behind' – an explicit and clear orientation towards human rights principles and standards of this kind is absolutely essential.

**Table 4: Measures in Field of Action 7**

<b>Strategic Objective 2: We will foster the inclusion of persons with disabilities in our partner countries.</b>	
<b>Sub-objective C: Building capacities and expertise</b>	
<b>Measure 25</b>	BMZ will support the establishment of orientation and training measures for managers and specialists working in German development cooperation, and will conduct targeted awareness measures for staff on the inclusion of persons with disabilities and on this action plan.
<b>Measure 26</b>	BMZ will reach agreement with development training facilities on the incorporation into their curricula of subject matter relating to the inclusion of persons with disabilities.
<b>Measure 27</b>	BMZ will commission the development of a method of systematically including persons with disabilities in a priority area of German development cooperation, including the elaboration of a training of trainers manual.

## 3.2 Developing the capacities and expertise of specialised personnel and other actors in German development cooperation

In this section we will present and interpret the empirical findings with regard to Evaluation Question 2.5: 'To what extent were the capacities and expertise of specialised personnel and other actors in German development cooperation developed?' The development of capacities and expertise is spread across two fields of action: Field of Action 7 (Training courses for German development cooperation managers and specialists) and Field of Action 8 (Knowledge management and research).

### 3.2.1 Training measures for development cooperation personnel

For the training of development cooperation personnel, the Action Plan included the measures shown in Table 4 below.

The implementation of Measure 25 involve chiefly the work of the GIZ's Academy for International Cooperation (AIZ), which implements a broad range of orientation and training measures for German development cooperation staff. In a second step, however, we will also focus attention on the awareness-raising measures that the BMZ conducted for its staff.

To be able to integrate inclusion into orientation and training measures of the AIZ, the sector project for inclusion

commissioned a consultant to draw up an overview of existing training measures offered by official German development cooperation (Doc. 17). The consultant's report included specific recommendations based on the overview, indicating how and into which training measures the topic 'inclusion of persons with disabilities' could be integrated. The AIZ did not implement these proposals, however. This was due to restructuring, cuts and changes in personnel (interviews 48, 55 and 57). Here we must also remember that the training provided by the AIZ has to be paid for. It is therefore a matter for the discretion of the person paying for the training at the GIZ, e.g. the officer responsible for the project commission, to decide whether or not to make use of these training opportunities.<sup>52</sup> For example, in 2016 this led to a situation in which the e-learning course on human rights initiated by the GIZ sector project for human rights did not take place because there were not enough participants. Other training measures on human rights offered by the AIZ, such as the half-day event entitled 'The added value of human rights', which was offered in conjunction with the sector project on human rights, have also not taken place so far due to the lack of demand.<sup>53</sup>

Efforts to systematically and permanently integrate the inclusion of persons with disabilities into AIZ training measures have been continued in the sense that the sector project on inclusion has developed basic modules. These have not yet been systematically integrated and applied, however. Furthermore, the 'inclusion of persons with disabilities' has been integrated in isolated cases in line with needs, for

<sup>52</sup> An obligatory module on human rights in general, and the inclusion of persons with disabilities in particular, which with BMZ funding of the AIZ might have been conducted on a cost-neutral basis for the projects concerned, would also have involved an element of discretion on the part of those deciding whether to make use of the training. Making it obligatory would, however, reduce the leeway for discretion significantly.

<sup>53</sup> The format has since been modified so that the measure can now be conducted in a modified form, free of charge. Given the timing of this more recent development, it was not possible to include it in our data gathering activities for the evaluation.

instance when participants in AIZ training measures were working in fields where these kinds of questions arise. Given the timing of the evaluation it was not possible to include more recent developments in this area. Having said that, the 'inclusion of persons with disabilities' is now being regularly addressed as part of a module on human rights used in the onboarding of new staff and staff returning from field assignments.<sup>54</sup>

Although it has not been possible to integrate the inclusion of persons with disabilities into the training offered by the AIZ, GIZ staff members have had sporadic opportunities to engage with the topic. These opportunities were available chiefly to seconded staff rather than staff in Germany. For instance, we should mention at this point a regional workshop on vocational training and sustainable economic development held in Southeast Asia in 2015, which included a prominent focus on the 'inclusion of persons with disabilities' (Doc. 12).

Systematic awareness-raising on inclusion for the entire workforce of the BMZ has so far been conducted only to a minor extent; however, training events have been held sporadically at which staff members of the BMZ and the GIZ were able to engage with the topic (interviews 50 and 64). During these training measures, materials produced by the sector project on inclusion (modules, films and theme package) were often used. For example, a lunchtime discussion on inclusive education was held, followed by a workshop, by invitation of the responsible division at the BMZ (303) together with the research project on 'inclusive education'. We should also mention sector-specific workshops (including workshops on the sectors rural development, health and social protection) designed for staff members of the BMZ and GIZ.

At the annual induction of economic cooperation officers at the Academy of the Federal Foreign Office, participants are made more aware of the rights of persons with disabilities in a short module (interviews 1, 7 and 64). These events, which take place as part of the induction course but last several days, used to be implemented by the sector project for inclusion. They are now run independently according to the discretion of

the responsible officers at the BMZ, and no longer require prompting from outside. Furthermore, in February 2016 at an annual meeting of economic cooperation officers that was also attended by the leadership level of the BMZ, the topic of inclusion was also addressed. This can be interpreted as a clear signal that inclusion is also an important topic for the leadership level of the BMZ.

With regard to the implementation of Measure 26, we should mention above all the activities conducted by the Centre for Rural Development (SLE) to integrate inclusion into its training measures. In 2015 an international project entitled 'Inclusion Grows: Developing a manual on disability mainstreaming for German Development Cooperation – Case Study Namibia' was implemented, involving five participants (SLE, 2015). In this connection, inclusion was also integrated into a lecture plus practical for all this year's intake as part of a module entitled 'New themes in development cooperation'. In 2016 a strategy for the inclusion of persons with disabilities was developed at the Centre, and this is now already being implemented (SLE, 2016).

This engagement by the Centre occurred despite the fact that to date there have been no written agreements with any development training facilities to include corresponding content in their curricula. Another important offering in this context is the nine-month postgraduate programme conducted annually by the German Development Institute. No initiatives have yet emerged from the German Development Institute itself, however.

With respect to Measure 27, the study project in Namibia of the Centre for Rural Development did involve the development of a method for the systematic inclusion of persons with disabilities, and a corresponding manual, which is called a 'toolkit'. The toolkit has been available since summer 2016; distribution has commenced<sup>55</sup>, and will be continued<sup>56</sup>. One point of criticism is that the toolkit was developed on the basis of supply rather than demand. As the toolkit is distributed, it will then become evident to what extent it meets the needs of the envisaged users in selected projects of official German development cooperation.

<sup>54</sup> This information was provided by Bernd Schramm, director of the sector project on inclusion, at the fourth meeting of the reference group (25 April 2017).

<sup>55</sup> To this end a corresponding supplementary measure was included in the Action Plan for Inclusion: 'Application and dissemination of the GIZ toolkit "Inclusion grows" in selected projects of official German development cooperation (produced by the Centre for Rural Development [SLE Berlin] – The example of the vocational training and transport sectors' (Doc. 6).

<sup>56</sup> According to the sector project for inclusion, the toolkit is now being piloted in selected TC projects. Given the timing of this more recent development, it was not possible to include it in our data gathering activities for the evaluation.

**Table 5: Measures in Field of Action 8**

<b>Strategic Objective 2: We will foster the inclusion of persons with disabilities in our partner countries.</b>	
<b>Sub-objective C: Building capacities and expertise</b>	
<b>Measure 28</b>	BMZ will draw up technical orientation aids for the inclusion of persons with disabilities in various sectors.
<b>Measure 29</b>	BMZ will award the Walter Scheel Prize to innovative entries which foster the inclusion of persons with disabilities in developing countries.
<b>Measure 30</b>	BMZ will commission an applied research project on the inclusion of persons with disabilities in national social security systems.
<b>Measure 31</b>	BMZ will commission an applied research project on inclusive education.
<b>Measure 32</b>	A situation analysis on realising barrier-free access in BMZ-assisted construction measures will be conducted in selected partner countries on three continents; recommendations will be drawn up on the basis of the analysis.

Overall, we can conclude that the training of development personnel has been achieved only to a **low to moderate** degree. It is true that various measures have been conducted to raise the awareness of personnel and train them with regard to the rights of persons with disabilities. However, this has taken place on a sporadic rather than a systematic basis. At the AIZ, the initial efforts made by the BMZ and sector project for inclusion to integrate the topic into training courses have once again come to a standstill. At the BMZ, training and awareness-raising have been conducted sporadically. However, a systematic approach that does not require external prompting is guaranteed only in the training of economic cooperation officers. Of the relevant development education institutions, so far only the Centre for Rural Development has integrated inclusion into its education and training measures. This took place in conjunction with the institutional mainstreaming of inclusion at the Centre.

### 3.2.2 Knowledge management and research

For knowledge management and research, the Action Plan included the measures shown in Table 5.

The measures in this field of action should lead to needs-driven and informal engagement, and the dissemination of positive lessons learned in inclusive development cooperation. The following comments focus on the implementation of measures 30 and 31. This focus results from the fact that Measure 29 has not been implemented, and only some few products have been produced and disseminated for Measure

28.<sup>57</sup> Although the situation analysis mentioned in Measure 32 was carried out, there is no indication that the recommendations drawn up (Everding, 2013) have been applied (interviews 45 and 68). Although this measure was not explicitly worded in these terms, application of the recommendations must be seen as the yardstick of its successful implementation.

The two research projects (measures 30 and 31) were commissioned and implemented as planned. The findings and recommendations from the research project on the inclusion of persons with disabilities in national social security systems, which were based on case studies in Peru and Tanzania, were made available in May 2015 in an online toolbox in English, for use by GIZ staff members (in Germany and partner countries) and other interested individuals (GIZ, 2015b). There is no indication that the intensity with which this online toolbox is being used, and the positive effects which this might be bringing about, are being monitored. The findings and recommendations from the research project on inclusive education, which were based on case studies in Guatemala and Malawi (Artiles et al., 2015), have been used to a greater extent, because they were designed to be scaled up using a specially developed strategy. This strategy targets all actors in official German development cooperation who are involved with the education sector. Just how comprehensive this strategy for mainstreaming inclusive education was, is evident from the fact that it encompassed the following components: (1) integration into the philosophy of the organisation, (2) support for the formulation of policies on inclusive education,

<sup>57</sup> Here we should mention the following three products: (1) 'Every person counts – promoting the inclusion of persons with disabilities in the health sector in Cambodia' (GIZ, 2015a); (2) 'Pathways to inclusive development: How to make disability inclusive practice measurable?' in the series 'Discussion Papers on Social Protection' (Wissenbach, 2014), and (3) 'Disaster risk management for all – The inclusion of children, the elderly and persons with disabilities' [German only] (BMZ, 2013d).

(3) influence on core processes and procedures, (4) creation of competent structures, and (5) support of new commissions (Doc. 13). It would have gone beyond the scope of this evaluation to monitor more closely how this strategy with its five components had been implemented, and what had been achieved as a result with regard to the institutional mainstreaming of inclusive education.

In this field of action the intended results were achieved to a **low to moderate** degree only. This takes account of the fact that the research projects in the sectors 'social security' and 'education' at least created an enabling environment for needs-based and informed engagement, and the dissemination of positive lessons learned with inclusive development cooperation. However, there is too little specific evidence of this kind of engagement already having been prompted, or such effects having been generated.

To date, the results expected in conjunction with Sub-objective C have been achieved only to a **low to moderate** degree. There is too little evidence to date of any institutionalised learning processes, even though the aforementioned strategy would have created an enabling environment for this in the sector 'education'. So far, lessons learned, knowledge and best practice examples have been analysed and mainstreamed only sporadically rather than systematically. There is no indication that the BMZ has made any contribution towards scaling up scientific data on the inclusion of persons with disabilities at the international level.

### 3.3

#### Inclusion of persons with disabilities in measures in the partner countries of German development cooperation

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Presented below are the findings of the evaluation in relation to Evaluation Question 2.4: 'To what extent were persons with disabilities included more effectively in measures in the partner countries of German development cooperation (Sub-objective B)?' Our remarks here focus on the findings emerging from the case studies conducted in five projects of official bilateral development cooperation (see Section 1.2 for further information on the selection of the case studies and the methodology). Table 6 below provides an overview of these projects.



**Table 6: Key data on the projects in the case studies**

Data	Bangladesh	Guatemala	Indonesia	Malawi	Togo
<b>Title</b>	Promotion of Social and Environmental Standards in Industry	Education for Life and Work	Social Protection Programme	Social Protection for People in Extreme Poverty	Employment Promotion and Vocational Training
<b>Implementing organisation(s)</b>	GIZ	GIZ	GIZ	KfW and GIZ	GIZ and KfW <sup>58</sup>
<b>Term</b>	<ul style="list-style-type: none"> <li>• PSES<sup>59</sup> I – 11/2009 to 03/2015</li> <li>• PSES I – 04/2015 to 06/2017</li> </ul>	<ul style="list-style-type: none"> <li>• 2013 to 2017</li> </ul>	<ul style="list-style-type: none"> <li>• Phase II: 2 years – 01/2014 to 12/2015</li> <li>• Phase III: 3 years – planned from 01/2016 to 12/2018</li> </ul>	<ul style="list-style-type: none"> <li>• TC: 02/2015 to 06/2018</li> <li>• FC: 11/2011 to 12/2017</li> </ul>	02/2015 to 06/2018 (previous programme 11/12 to 10/14)
<b>Volume</b>	<ul style="list-style-type: none"> <li>• PSES I: EUR 9,660,000</li> <li>• PSES II: EUR 6,000,000</li> </ul>	<ul style="list-style-type: none"> <li>• EUR 6,250,000</li> </ul>	<ul style="list-style-type: none"> <li>• Phase II: EUR 3,900,000</li> <li>• Phase III: EUR 5,000,000</li> </ul>	<ul style="list-style-type: none"> <li>• TC: EUR 6,500,000</li> <li>• FC: EUR 34,000,000<sup>60</sup></li> </ul>	EUR 4,000,000
<b>Activities for persons with disabilities as target group</b>	<ul style="list-style-type: none"> <li>• Advice and training for textile workers and start-ups</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary school education for children and youth</li> </ul>	<ul style="list-style-type: none"> <li>• Social transfer programme, state accident insurance</li> <li>• Special needs school in Cibinong</li> </ul>	<ul style="list-style-type: none"> <li>• Public works (TC)</li> <li>• Social cash transfer (FC)</li> </ul>	<ul style="list-style-type: none"> <li>• Start-up training</li> <li>• Labour market counselling for jobseekers</li> </ul>

The analysis also includes further projects of official bilateral development cooperation that were explicitly mentioned in the Action Plan in fields of action 5 and 6 (see Section 1.2 concerning the methodology). An overview of these projects is shown in Table 7.

Measures 14 and 15 in Field of Action 5<sup>61</sup> were not included in the analysis, because both the case studies and the document-based analyses of projects (in some cases supplemented with interviews) were supposed to focus on official bilateral development cooperation.

Our analysis is based on the OECD-DAC evaluation criteria. In an additional section, the findings on Evaluation Question 2.6 are discussed: 'What factors enable and what factors constrain the achievement of objectives (sub-objectives A to C)?' The case studies include a special focus on identifying ways of improving development cooperation projects (formative role).

We focus on the findings of the case studies because these projects were studied much more closely than the other projects in fields of action 5 and 6. Each section concludes with a brief comparison of the findings of the case studies with the findings from the analysis of the other projects.

### 3.3.1 Relevance of the measures implemented

One angle from which the evaluation team examined the relevance is reference to the provisions of the CRPD (see Section 1.3). In a second step the relevance will be examined from the perspective of the lead partners, and the perspective of persons with disabilities and their representative organisations.

Overall, the projects studied refer explicitly to the CRPD only to a low degree. The programme proposals for the projects in Bangladesh, Indonesia and Malawi are linked to the CRPD in that they mention its ratification by the partner country concerned. Beyond that, the design of these projects makes no explicit reference to the CRPD or to specific articles (e.g. Article 24 [Education], Article 27 [Work and employment] or Article 28 [Adequate standard of living and social protection]) (CRPD, 2008). However, this should not be interpreted to mean that implementation of the projects does not comply with the relevant articles. The implementation of the project in Indonesia, for instance, displays clear links to Article 28 (Adequate standard of living and social protection).

<sup>58</sup> Implementation of the FC module only began in 2015, hence the case study was not yet able to include the results achieved.

<sup>59</sup> Promotion of Social and Environmental Standards in the Industry (a TC project).

<sup>60</sup> This funding breaks down as follows: Phase I: EUR 13 million, Phase II: EUR 11 million, Phase III: EUR 10 million

<sup>61</sup> Measure 14: BMZ will encourage the political participation of persons with disabilities in a minimum of three partner countries. Measure 15: BMZ will commission a project to strengthen disabled people's organisations in selected partner countries.

**Table 7: Overview of projects analysed on the basis of documents (in some cases supplemented by interviews)**

Project	Country	Sector	Term
Social Health Protection	Cambodia	Strengthening social protection systems	2011 to 2015 (since extended)
Identification of Poor Households (IDPoor)	Cambodia	Democracy, civil society and public administration	2012 to 2016
Strengthening Human Rights	Uganda	Democracy, civil society and public administration	2013 to 2016
Supporting Vocational Training	Afghanistan	Sustainable economic development, including vocational training	2010 to 2016
Vocational Education	Laos	Sustainable economic development, including vocational training	2012 to 2016 (since extended)
Promotion of Vocational Education and Training	Namibia	Sustainable economic development, including vocational training	2012 to 2017
Policy Advice for Social Protection	Viet Nam	Strengthening social protection systems	2012 to 2015

There is no direct reference to the general human rights principles<sup>62</sup> contained in the CRPD. However, we cannot therefore conclude that the general principles of the CRPD are not complied with. Though where 'participation' or 'equality of opportunity' were included, this was usually not linked directly to persons with disabilities. The project in Guatemala, for instance, incorporated the principles of equality of opportunity, and participation and inclusion, but only in relation to indigenous population groups and ethnic minorities, as well as gender issues. By contrast, the needs of children and youth with disabilities were addressed within the framework of a separate roadmap, which does not comply with the principle of inclusive development cooperation. The fact that the project cooperates with a non-inclusive special needs school is not compatible with the provisions of the CRPD concerning inclusive education systems (UN, 2016c). From a pragmatic perspective, however, the question arises as to whether it might make sense in contexts with a high degree of exclusion in the education sector to cooperate with special needs school initially, before transitioning to more inclusive approaches. The case study did not provide any indication that conscious considerations of this kind were part of the thinking when the project was commissioned (see case study synthesis document).

Generally speaking the lead partners were aware of the existence of the CRPD, and the fact that the governments of their countries had ratified it. However, they tended to be not

very familiar with the content of the CRPD – particularly the social model of disability and the requirements this entails concerning the design and implementation of measures to include persons with disabilities.

De facto, other conceptual points of reference took precedence in these projects. For the Promotion of Social and Environmental Standards in Industry (PSES) project in Bangladesh, for instance, Corporate Social Responsibility (CSR) was the key point of reference. However, a focus of this kind entails a risk that the companies in question – should it appear opportune in terms of business strategy – might turn to other CRS measures and focus their attention away from the inclusion of persons with disabilities. For the projects in Malawi and Indonesia the contribution made by social security to poverty reduction was the focus. The project in Guatemala focused on the context-specific significance of the exclusion of indigenous population groups in secondary school education, to which it responded with a broadened understanding of inclusion. The project in Togo set out to include and formally integrate persons with disabilities in vocational training measures. The key idea here, however, was to introduce a dual system based on the lessons learned in Germany. A further aim was to promote youth employment, including the employment of young persons with disabilities. However, although Togo has ratified the CRPD, this has not yet been reflected in the corresponding national policies.

<sup>62</sup> These are: respect for inherent dignity and individual autonomy; non-discrimination; full and effective participation and inclusion in society; respect for difference and acceptance of persons with disabilities as part of human diversity and humanity; equality of opportunity; accessibility; equality between men and women; respect for the evolving capacities of children with disabilities (see Article 3, CRPD).

These examples confirm the considerable deficits already identified in the implementation of the CRPD in national contexts. It is a positive development that the governments in question have concretised the CRPD through national laws or action plans.<sup>63</sup> On closer inspection, however, it emerges that the procedures and guidelines in question were approved rather slowly, and have been implemented even more slowly. Many of those interviewed in the countries concerned spoke of an 'implementation gap'. The national technical education and vocational training (TVET) policy in Bangladesh, for example, includes an obligatory 5% quota for persons with disabilities; however, there is a lack of political will to actually mainstream inclusive approaches and create the practical conditions needed for this (e.g. barrier-free access) (interviews 5 and 13 from the case study report on Bangladesh).

The findings of the case studies clearly demonstrate that the lead partners welcome and support the project (Doc. 7, 8, 9 & 10).

The relevance of the project studied was thus underlined by those responsible as pointing the way forward. Due to insufficient capacities and mechanisms, however, the scope for pushing forward national policies to implement the CRPD was in practice limited. This in turn reflected the fact that, given the scarcity of public resources, ultimately there was a lack of political will to make inclusion one of the set priorities.

If we assess the relevance of the projects from the perspective of persons with disabilities and their representative organisations, then we first of all need to take into account the fact that representative organisations as a whole were involved in the design and implementation of the projects only to a minor degree (see section 3.3.2). This reduces the relevance of the projects, as the CRPD attaches great weight to participation by representative organisations<sup>64</sup>. In the case study in Togo the umbrella organisation of representative organisations

(FETAPH) was involved in the design and implementation of the project. It described the activities conducted in the project as relevant. It also took the view, however, that the scope for including persons with disabilities in the project activities was not being fully utilised. In its opinion, too little account was taken for instance of the needs of persons with disabilities when selecting the five trades for piloting the dual vocational training system (case study synthesis document). In the case of Indonesia, the representative organisations surveyed rated as positive the relevance of the government programmes providing social security for persons with disabilities and insurance cover for accidents at work, which were supported by the GIZ project (Doc. 7).

For the social security project in Malawi, which – with the exception of a pilot measure in one of the supported districts – did not work directly with representative organisations, the persons with disabilities who benefited from the social security measures rated the relevance of the project as positive (case study synthesis document). In Guatemala too, no representatives of representative organisations were involved in planning or implementing the project. In focus group discussions, however, they did state that the activities of EUVIDA were relevant in that the teacher training was in harmony with the priorities identified by the representative organisations, and was therefore pursuing the right approach (case study synthesis document). Key factors emphasised were also awareness-raising and the removal of mental barriers (attitudes and stereotypes regarding persons/children/youth with disabilities). The project in Bangladesh in some cases worked directly with representative organisations<sup>65</sup>, although it worked chiefly with NGOs involved in inclusive development. The representatives of NGOs and persons with disabilities who were involved in specific measures – such as training courses or the inspection of factories and jobs – confirmed the relevance of this project (Doc. 8).

<sup>63</sup> In 2013 Bangladesh updated the rights guaranteed by the CRPD in its national legislation by passing two new laws, namely the Rights & Protection of Persons with Disabilities Act and the Disability Protection Trust Act. It also introduced corresponding regulations for their implementation. Guatemala created an enabling environment for implementing the CRPD through a law (Convención sobre los Derechos de las Personas con Discapacidad – CDPD – Decreto 59-2008). In Indonesia the new law on persons with disabilities passed in 2016 is underpinning a systematic and inter-ministerial implementation of the CRPD. The law describes 21 rights; these are implemented and monitored by an independent national commission for persons with disabilities. Malawi adopted corresponding legislation in 2012 – the Disability Act and Disability Trust Fund. This guarantees persons with disability a legal entitlement to state support, e.g. social transfers. In Togo a corresponding law on the rights of persons with disabilities has been in force since 2004 – the Loi nationale de protection des personnes handicapées. Since 2015 it has been undergoing revision. As of the date of this evaluation the amended version of the law had not yet been adopted.

<sup>64</sup> Article 4 Paragraph 3 of the CRPD reads: 'In the development and implementation of legislation and policies to implement the present Convention, and in other decision-making processes concerning issues relating to persons with disabilities, States Parties shall closely consult with and actively involve persons with disabilities, including children with disabilities, through their representative organisations'.

<sup>65</sup> Concrete proposals for cooperation with representative organisations were not drawn up until spring 2016, in cooperation with the CBM. Since the end of 2015, the project has been cooperating with one representative organisation, however. This organisation has conducted training courses for persons with disabilities on behalf of the PSES II.

When assessing relevance in the context of the CRPD provisions, it is also important to consider whether and to what extent the persons with disabilities who are being directly targeted by the services of a project were selected on a representative basis. This means they would be included on a proportionate basis that reflects the percentage of the total population in the target region which they account for, and that persons with different kinds of disabilities would have equal access. In all case studies, it was difficult to assess how representative the target groups were due to the lack of disaggregated information on the number, living conditions and needs of persons with disabilities. In the project in Malawi, for instance, this meant that although information was available on the extent to which persons with disabilities were benefiting from social services – and this information was also disaggregated by type of disability – it was not possible to relate this information to the numerical importance of persons with disabilities in a specific region of intervention (case study synthesis document). The problem of lack of representativity was also clearly evident in the project in Guatemala. On the micro level the group of persons with disabilities was not selected for the activities on a representative basis. The project was working with a special needs school that had arisen from a parents' initiative (*Escuela de Educación Especial y Centro de Rehabilitación Integral*), which was unable to accommodate children with visual impairment due to a lack of barrier-free access. For the measures on the macro and meso levels, only those children who actually attended the school could be assumed to have derived any indirect benefit; this was not always the case, particularly among poor children with disabilities (case study synthesis document).

Due to a lack of disaggregated data, and a target group analysis that was often inadequate from the point of view of inclusion, persons with disabilities were often seen as a homogeneous group in the project. In other words, inadequate account was taken of the diversity of disabilities. Generally speaking, it was not clear

- who had been selected as the target group, and by what criteria,

- whether certain groups of persons with disabilities, e.g. persons with multiple disabilities, were included or excluded, or
- whether women and men with disabilities had equal opportunities for participation.

A further factor here was that there was little indication that in-depth human rights-based analyses in line with the CRPD had been conducted during the design and planning of the various projects, and were being used. In the project in Indonesia, for example, a study on the life situation of persons with disabilities was conducted in a district in Central Java at the beginning of phase II (Doc. 7). Implementation of the project did not take this into account, however. And the data gathered on the project in Malawi indicated that persons with 'mental'<sup>66</sup> disabilities were at a disadvantage in gaining access to programme measures – in this case social cash transfers.

One positive item that warrants a mention is the conduct of a needs analysis in the project in Bangladesh. This captured both the consequences of accidents and impairments faced by textile workers, and their needs as textile workers with disabilities (Action Aid Bangladesh, 2013). A further positive example involves the project in Togo. In the first phase of the project (2012-13), which explored the extent to which persons with disabilities could be included in the measures to promote employment and vocational training, basic data were collected on artisans and young self-employed persons with disabilities in the three projects (case study synthesis document). Representative organisations were intensively involved in the selection of trainees with disabilities. Even so, de facto the selection was not representative. For certain project activities (training measures for entrepreneurs and start-ups) the project also set a quota of 10 per cent for persons with disabilities; overall, this target was achieved – and in some cases even surpassed (see Section 3.3.2).

Overall, the relevance of the projects included in the case studies is rated as **moderate**. The lead partners, and persons with disabilities and their representative organisations, did rate the studied projects as relevant. Nevertheless, the weak links to the CRPD and the extensive absence of disaggregated information did mean that the selection of persons with

<sup>66</sup> The quotation marks are designed to draw attention to the fact that, as the data were being collected, respondents did not use the customary term 'cognitive/intellectual impairment'.

disabilities as target groups was not representative, which limited the relevance of the projects studied.

If we compare this assessment with the findings of the document-based analyses of the projects (in some cases supplemented by interviews), we see many parallels. Explicit links to the CRPD were established in only two programme proposals. In some projects there was evidence that persons with disabilities benefited directly. There was also an extensive lack of disaggregated information on the situation of persons with disabilities. A large proportion of the projects had conducted preparatory studies explicitly on the inclusion of persons with disabilities, however. Here we should emphasise the cooperation between the two projects in Cambodia on social security and good governance. They aimed to support the Ministry of Planning in obtaining disaggregated data on disability when identifying poor households. This was designed to enable more persons with disabilities to gain access to national health insurance (GIZ and KfW, 2015; Doc. 13; Doc. 14; Interview 38). These activities were in accordance with the CRPD – particularly Article 25 (Health) and Article 31 (Statistics and data collection). As in the case of our remarks on the projects for which no case studies were carried out, we must remember here that it was not possible to include in the assessment of relevance the perspectives of either the lead partners, or those of persons with disabilities and their representative organisations.

### 3.3.2 Effectiveness of the measures implemented

Persons with disabilities benefited from the activities of the respective projects in various ways and to varying degrees. A key factor here was also the implementation status of the projects, which varied widely. We will now discuss the benefits of the various projects for persons with disabilities.

People saw major benefits in the activities carried out by the project in **Bangladesh**. Through training measures that improved their access to gainful employment, the project supported them (and in some cases their families) in improving their livelihoods. 292 persons with disabilities took part in training measures for micro-entrepreneurs.<sup>67</sup> As a result

of other training measures for work in the textile industry, 93 persons with disabilities found a suitable job, although no data are available on the permanence of their employment (Doc. 8). 260 persons with disabilities took advantage of the placement services offered by the Inclusive Job Centre, which provided approximately 15 per cent of them with a job in the textile industry. So far, the benefits for persons with disabilities have comprised chiefly the knowledge and skills transferred through the training and advisory services offered, and access to placement services. Fewer than half the persons with disabilities who were designated beneficiaries of the project activities have so far succeeded in actually finding a job and thus improving their income situation. Since there is no specific information on how many of the persons with disabilities who were trained as entrepreneurs have been able to apply their knowledge and skills in practice, it is not possible to draw any conclusions concerning the economic benefits in this respect.

In the project in **Malawi**, persons with social disabilities rated as positive the social cash transfers they received from the state. In 2015 a total of 26,371 persons with disabilities benefited from the transfer payments, which is equivalent to 8.4 per cent of the designated beneficiaries (313,784) (Doc. 21)<sup>68</sup>. They saw these payments as a contribution towards their basic social protection, and thus towards their livelihoods. Given the crisis situation in southern Africa (unfavourable precipitation leading to rising food prices), the persons with disabilities were forced to spend a substantial portion of the payments they received on food. Many of them also used a portion of the payments to enable children to attend primary school. However, respondents reported that the payments were too low to enable the beneficiaries to embark on self-sustaining income generating measures or enable their children to attend secondary school, which would lay the cornerstone for employment options and thus economic improvement. This points to the fact that additional support instruments would need to be used in order for instance to support income generating measures that would go beyond basic social protection. Corresponding approaches already exist, for instance involving micro-finance instruments (case study synthesis document). Persons with disabilities who took

<sup>67</sup> The rehabilitated workers from the Rana Plaza complex were initially the direct target group of the project. However, it soon emerged that many of them were so traumatised or damaged that they rejected reintegration into the textile factories and sought alternative employment. The project responded to this by offering the aforementioned training for micro-entrepreneurs.

<sup>68</sup> These figures do not include persons with disabilities who benefited from the public works pilot programme. For the two districts visited in the course of the data gathering activities for the case study, the figures are as follows: 4,245 (44,679) in Mchinji District and 3,829 (43,582) in Salima District.

part in the public works pilot programme in one of the districts in Malawi reported an improvement in their self-esteem, resulting from the opportunity they had to get actively involved in the public works for village development projects on an equal footing (case study synthesis document).

In the project in **Indonesia** we can speak of benefits in that since November 2016 persons with disabilities have been entitled to benefit from special transfer payments as part of the social security measures. This is only an anticipated benefit, however, as when the case study was conducted persons with disabilities were not yet able to claim these special payments. A benefit of this kind was identified, however, in connection with the national work and accident insurance programme BPJS II. This is designed for persons with disabilities who are living with an impairment as a result of an accident at work. As at September 2016 approximately 100 cases had been processed and the individuals concerned successfully reintegrated, i.e. all claimants were guaranteed an opportunity to return to their original jobs.<sup>69</sup> When the case study was conducted a further 255 cases were pending. All cases involved persons with physical disabilities (Doc. 7). Benefits were also generated for persons with disabilities at a special vocational school. Through the project, six new curricula were developed for the vocational school that were used for the first time in 2016. However, no information is available as to how successfully graduates could then be integrated into the labour market.<sup>70</sup> Furthermore, by the standards of the CRPD this training institution is problematic because it involves separate spaces.

In the project in **Togo**, persons with disabilities benefited from training in setting up a business, and from advice provided by employment agencies. Furthermore, some were also trained as start-up trainers (6 out of 40) or as counsellors for inclusive employment counselling (5 out of 49). A total of 27 young adults with disabilities were trained to start-up businesses (Doc. 9).<sup>71</sup> So far, however, the benefits have involved only the

training measures. In other words, there is as yet nothing to suggest that participants in start-up training measures have been able to apply their knowledge in practice and derive economic benefits from doing so. Since the aforementioned training measures were not implemented until 2016, when the case study was conducted (July 2016) it was not possible to expect knowledge and skills to have already been translated into economic benefits<sup>72</sup>. The same thing applies to the concrete benefits that persons with disabilities were expected to gain from inclusive counselling provided by the employment agencies.

For the project in **Guatemala** we can only speak of an indirect benefit for children with disabilities. The teacher training activities and other planned activities will not be able to deliver concrete benefits for the children that could be localised until 2018 at the earliest. There is no indication that children with disabilities were themselves involved in the design or implementation of the project activities (either as envisaged by the CRPD or in terms of participation as set forth in the UN Convention on the Rights of the Child [case study synthesis document]).

Compared to the other projects, the benefits for persons with disabilities in the project in Malawi were more far-reaching and reliable. This was due to the fact that the social security system is so well-developed that social transfers were based on binding criteria and were delivered reliably. In the project in Indonesia this point had not yet been reached. In the case of the project in Malawi we should remember that persons with disabilities were not explicitly designated as a target group.<sup>73</sup> For a certain percentage of the persons with disabilities targeted, the project in Bangladesh delivered a clear economic benefit, as they found employment – most of them in the textile industry. The majority of potential beneficiaries, however, have not yet derived any economic benefit from the training and counselling services offered. The project in Togo was at an even earlier point in the process. When the case

<sup>69</sup> Unfortunately it was not possible during the case study to ascertain how the beneficiaries with disabilities rated this.

<sup>70</sup> During the case study it was not possible either to visit this vocational school, or to obtain any assessment of the benefits of the training from the graduates, because the principal of the vocational school cancelled at short notice several appointments agreed with the case study team.

<sup>71</sup> This training measure was designed for young people with and without disabilities.

<sup>72</sup> This is to be seen in the context of considerable delays in the implementation of the specified activities. Internal organisational problems within the GIZ meant that the strategy development for start-up training took considerably longer than planned. We also need to bear in mind that a strategy for training start-ups launched in 2013 had proved unsuccessful. A further factor is that in 2015, institutional development for the dual system had priority for the project, which tied up relevant resources (case study synthesis document).

<sup>73</sup> In a similar DFID-funded project in Zambia, for instance, indicators were designed at the outset, in order to improve and guarantee access to social transfers for persons with disabilities (DFID, 2016).

study was conducted in Togo, there was not yet any evidence of economic benefit for any of the persons with disabilities who had received the training and counselling offered.<sup>74</sup> Compared to the other projects, the situation of the project in Guatemala was exceptional in that there had as yet been no tangible benefit whatsoever for children with disabilities. If we consider the aforementioned benefits gained by persons with disabilities in the human rights context (CRPD), we see that it was very much their practical interests rather than their strategic interests which were served (see Section 1.3).

When assessing effectiveness we should also consider the extent to which persons with disabilities and their representative organisations have played an active role in planning and implementing activities, as well as monitoring and evaluation. This corresponds to the provisions of the CRPD (Article 4, Paragraph 3), but is also advisable from a development point of view in order to foster ownership. In this evaluation we understand the term 'participation' as used in the CRPD as implying a contribution towards the empowerment of persons with disabilities, which means supporting persons with disabilities in pursuing their strategic interests (see Section 1.3). In the case study projects, participation by persons with disabilities understood in this sense was observed only to a minor degree overall.

In Indonesia, representative organisations were not integrated into the planning, implementation or monitoring of measures. From the project's perspective, responsibility for this rested with the lead partners at the national level, i.e. with the national planning authority and the ministry for social affairs. However, these lead partners do not possess suitable instruments for involving representative organisations in planning, implementation and monitoring (Doc. 7). The project in Malawi also did not include any participation by representative organisations – in this case the Federation of Disability Organizations in Malawi (FEDOMA) – at least as regards the programme for social cash transfers. In the public works pilot programme, on the other hand, such participation did take place. The Disability Forum in Dedza District was involved in designing and implementing the pilot programme. Specifically, this entailed the training of advisers and village leaders. Through its membership of the Technical Working

Group, FEDOMA was involved in designing the pilot programme, but not in implementing it (case study synthesis document). In the PSES project in Bangladesh people with disabilities were involved more indirectly in planning, via two major implementing partners/NGOs and dialogue with several representative organisations. They were not involved in working with the inclusive job centre, however, although this would have been possible. There were also opportunities for participation on the operational level, for instance as part of an inclusive group of textile factory employees (Doc. 8).

A positive counterpoint to this was provided by the project in Togo – through its very close cooperation with the umbrella organisation for persons with disabilities (FETAPH). In this context the project benefited from the long-term support of FETAPH by the CBM and the former German Development Service. FETAPH regularly took part in the annual planning of the project, and was intensively involved in implementing the activities for persons with disabilities. Furthermore, the organisation was also integrated into the annual planning activities of the project's two partner ministries (Doc. 9). This led to the concerns of persons with disabilities being taken into account more systematically in the respective planning processes.

Overall, however, the level of participation of persons with disabilities and their representative organisations in the planning and implementation of activities was low. Consequently, the projects made only a minor contribution towards developing their capacities, and thus towards empowering persons with disabilities (see Section 1.3). Capacity building measures target primarily duty bearers. Here we need to bear in mind that in projects of official German development cooperation the partner government – and hence duty bearers – naturally play an important role. However, this does not exclude the possibility of also pursuing – in consultation with the partner government – capacity development for rights holders.

In the projects in Indonesia and Malawi, persons with disabilities did benefit directly from the cash transfer programme. Above and beyond this subsidisation of their livelihoods, however, they did not receive any support to

<sup>74</sup> This does not include the trainers who were remunerated for conducting training courses for future start-ups.

develop their capacities for asserting their own rights. In the project in Bangladesh, participation in training courses did provide persons with disabilities – most of them women – with additional qualifications, thus equipping them directly for gainful employment opportunities. For those who did find employment, since 2016 the project (PSESI II) has been conducting training activities to enable self-help groups to actively claim their rights (Doc. 18). When the case study was carried out, however, it would have been premature to assess these activities in terms of their contribution to empowerment.

Bearing in mind their role as disseminators, in all projects it was predominantly duty bearers – civil servants, inspectors, managers and teachers – who received training to develop their capacities. In order to ensure the non-discrimination of persons with disabilities in the programme, in Malawi the staff of state structures for instance received training in data collection. However, no systematic monitoring was performed in order to ascertain whether they had actually applied the lessons they had learned in practice. It is therefore not possible to say whether these activities were appropriate capacity development measures to support the inclusion of persons with disabilities (case study synthesis document). In the project in Bangladesh these tasks were delegated to civil society implementing organisations (including the Centre for the Rehabilitation of the Paralysed, the Centre for Disability in Development and the CBM). Despite their limited human and financial resources, they worked hard on the ground to strengthen local NGOs and representative organisations (Doc. 8).

Overall we rate the effectiveness of the projects studied as **moderate**. It is true that – with the exception of Guatemala – persons with disabilities were able to derive benefit from the activities of all projects. Overall, however, the economic benefit – which is ultimately one of the key foundations for improving their life situation – is still too low to allow us to speak of a high effectiveness.<sup>75</sup> This assessment also takes into account the fact that in the case studies as a whole, cooperation with representative organisations was too low and too little priority was attached to capacity development for rights holders.

If we compare this assessment with the findings of the document-based project analyses (in some cases supplemented by interviews), a similar picture emerges. Persons with disabilities have benefited to varying degrees, depending on the project. In Uganda, for instance, this was the case only indirectly. The project supported institutional development of the Equal Opportunity Commission, but did not set any key themes itself. Since the commission is responsible for equal opportunities for various marginalised groups, we may assume that persons with disabilities have benefited from this indirectly, or will still do so. In the projects in Namibia (vocational training), Viet Nam (social security) and Cambodia (social security), persons with disabilities also benefited directly. The project in Namibia, for instance, provided an inclusive training course on textile processing, in which persons with disabilities also took part. Furthermore, the trainers also receive support in learning sign language. An indirect benefit also resulted from the fact that staff of the Namibia Training Authority also received training in the specific concerns of persons with disabilities. We should also emphasise the benefits for persons with disabilities generated by the health project in Cambodia. Their access to healthcare services was improved substantially. In this project representative organisations were also involved in implementing specific activities, and their capacity development was supported. Hence we can plausibly assume that this generated a benefit in terms of the empowerment of persons with disabilities. In one project (Afghanistan<sup>76</sup>), persons with disabilities did not derive any benefit at all.

As described above, all projects focused on the capacity development of duty bearers; the capacity development of rights holders (persons with disabilities and their representative organisations) was supported either to a lesser degree or not at all. In this context we should emphasise the positive efforts made by the project in Cambodia (social security) to cooperate with representative organisations and support their capacity development.

<sup>75</sup> We would not wish to disregard the non-monetary benefits, such as a boost in self-esteem on the part of rights holders. This is discussed further in Section 3.3.5.

<sup>76</sup> In this vocational training project, the project stopped targeting persons with disabilities through its activities early on, because general conditions were not conducive to this and the project was unable to influence the situation.



### 3.3.3 Enabling and constraining factors in the implementation of measures

We will now discuss first of all the factors that were conducive to the inclusion of persons with disabilities in the projects studied. We will then discuss the factors that constrained the inclusion of persons with disabilities.

#### Politico-legal framework and political will to implement the CRPD

Overall, in the five countries in which case studies were conducted, enabling political frameworks based on ratification of the CRPD are in place. In some cases (Bangladesh and Indonesia) this has also been translated into national action plans for the inclusion of persons with disabilities. In these cases there is a declared political will to implement the Convention. Almost always, however, the political and social priorities that have been set fall short of the aspirations articulated through the legal provisions. In Indonesia, for example, a raft of policies are in place at the national level to strengthen the rights of persons with disabilities and facilitate their participation and empowerment (Doc. 7). Implementation of these laws at the district and town levels is proceeding very slowly, however. A similar constellation can be observed in Togo, where the national strategy for the inclusion of person with disabilities is clearly formulated, but is encountering major deficits in implementation. Nonetheless the favourable politico-legal framework does provide a basis for the lobbying and advocacy work of civil society groups on the inclusion of persons with disabilities.

#### Capable representative organisations and capacity development for rights holders

In the countries where the case studies were carried out there are some strong NGOs and activists working in representative organisations that are capable of pioneering the inclusion of persons with disabilities. However, these organisations often have inadequate access to the financial and human resources that would give them a higher public profile, boost their powers of mobilisation and make them more effective.

In Bangladesh two strong NGOs (the Centre for the Rehabilitation of the Paralysed and the Centre for Disability in Development) have established themselves. They are pressing

ahead with the inclusive approach of the CRPD across the country, lobbying the government and shaping the inclusion agenda in important ways. The majority of NGOs and representative organisations in the districts, however, remain largely underdeveloped due to the lack of financial support, and weak structures (Doc. 8). The project in Togo has benefited from a sound umbrella organisation of persons with disabilities at the national level. This organisation was established with intensive support from the CBM, the former German Development Service and subsequently the GIZ. The active lobbying and advocacy work of FETAPH at the local and regional levels is well documented (case study synthesis document).

#### Networking and cooperation among the actors involved

Networking and cooperation among the various actors involved on the different levels has proved conducive to the inclusion of persons with disabilities. The project in Guatemala, for instance, has helped various stakeholder groups such as trade unions, universities responsible for teacher training and decision-makers on various levels to network and cooperate on inclusive education (case study synthesis document). Through the networking of key state, private and civil society actors, the project in Bangladesh has contributed towards workers being trained, and textile companies in some cases being willing to employ persons with disabilities and accommodate them with accessible workplaces (Doc. 8).

In addition to the general enabling factors that can be identified in the case studies overall, there were also specific factors in particular case studies. In the context of the project in Malawi, for instance, it was observed that some persons with disabilities were members of village development committees (case study synthesis document). Although the national council for persons with disabilities in Guatemala (*Consejo Nacional de Discapacidad*) does not have a mandate for self-representation, it also comprised persons with disabilities, which lent it a certain legitimacy (case study synthesis document).

A number of factors were observed, however, that made the inclusion of persons with disabilities more difficult in the projects studied.

### Social exclusion

Stigmas and prejudice lead to persons with disabilities being marginalised. Often these concern the causes of disability or the ability of persons with disabilities to participate in society as equals. They were observed in various manifestations in all five countries where case studies were conducted. In the context of the project in Togo, for instance, this led to a situation in which small artisanal enterprises and other businesses displayed only low willingness to employ persons with disabilities or accept them as apprentices. De facto this resulted in a barrier preventing young adults with disabilities from accessing the dual vocational training system (case study synthesis document). The social exclusion of persons with disabilities was also evident in Indonesia. Even in the smallest social unit, the family, members with disabilities are often discriminated against and sometimes are kept out of sight. This applies to children in particular (Doc. 7). In Guatemala it was noted that ignorance, prejudice and stereotypes sometimes lead to disabilities being interpreted as a consequence of witchcraft or divine punishment. They are also often made taboo, and entail discrimination (case study synthesis document). The tendency towards exclusion is also evident in the public statistics of the ministry of education. The percentage of children with disabilities in primary school is currently 0.66; the figure then sinks to 0.26 per cent in lower secondary schools and 0.13 per cent at the upper secondary level. In Malawi, prejudice and stereotypes concerning persons with a particular disability (albinos) lead to them being physically threatened, because people ascribe supernatural powers to them, and unscrupulous racketeers have no qualms about doing business with their body parts (Amnesty International, 2016). In this case study, discrimination against persons with cognitive impairments was also observed.

### Limited barrier-free access on various levels

A lack of barrier-free infrastructure that prevents people with physical, emotional, intellectual or sensory impairments from moving freely about their environment was seen to be a key factor constraining inclusion in most of the case study countries. In some cases efforts were made to fit schools and public buildings with ramps. Although this is a concrete obligation of the state, however, it has not yet become an established best practice. Beyond that, guidance and

accessibility aids were provided only reluctantly, either because of a lack of awareness or due to a shortage of financial resources. Furthermore, physical accessibility was not automatically linked to access to needs-based services. One example we could mention is the access of persons with disabilities to public health insurance in Indonesia. The health insurance scheme did not provide persons with disabilities with any kinds of devices whatsoever. Nor did persons with disabilities receive support to accommodate their individual needs from any other public providers (Doc. 7). In Guatemala the lack of accessible school materials was identified as a major constraint.

### Poor availability of data

A striking feature in all projects was the overall lack of adequate data on the life situation of persons with disabilities and their specific needs. As a rule there was also a lack of information on the support being provided and the relevant needs of relatives, to whom the task of caring for and supporting family members with disabilities usually falls. Since figures on the numbers of persons with disabilities, their socio-economic situation and the forms their impairments take had not been recorded systematically, these persons were not included in activities of German development cooperation on an equal basis.

### Weak organisational capacities and structures

Although the capacity development of duty bearers was supported through the project studied, representative organisations, particularly at the local level, often came across capacity and competence deficits among the recipients of that support, as a result of which inclusion processes were not systematically promoted. In Indonesia, particularly at district level there was a patent lack of relevant and high-quality inclusive services for persons with disabilities in the fields of education, health, rehabilitation, social services and transport (Doc. 7). In Bangladesh too, the lower levels of administration in particular complain that although they had been made responsible for the inclusion of persons with disabilities, they had not received the training or the capacity development support which they would need (Doc. 8). In Guatemala, the data gathering activities on all levels identified deficits in the implementation of inclusion, as well as a lack of sensitivity and

knowledge on the part of the teachers. This also applied to the activities of the representative organisations involved.

It is obvious that the constraining factors are having a stronger effect than the enabling ones. If we were to visualise the situation as one of competing forces, we would see that the enabling forces are not strong enough overall to bring about positive change involving the greater inclusion of persons with disabilities. However, this does not rule out the possibility that in certain project-specific constellations the constraining factors might be counteracted to such an extent that the project activities would then bring about positive change. This might be achieved for instance by working with stakeholder groups that interact with persons with disabilities in an open and respectful fashion. With regard to sustainability and impact, however, the constraining factors do entail considerable risks (see Section 3.3.4).

In the document-based project analyses (in some cases supplemented by interviews), factors were identified that deserve to be mentioned because there were not identified in the five case studies. A high degree of engagement and knowledge of inclusion on the part of individuals was identified as an enabling factor. It can be assumed that this enabling factor also came into play in the projects looked at in the case studies. A further constraining factor we should mention here is the shortened planning processes that adversely affected the sustainability and the context-specificity of the implemented measures<sup>77</sup>. This was observed in the projects in Afghanistan and Laos. Beyond that, there is nothing to indicate any significant differences between the projects looked at in the case studies and the other projects in fields of action 5 and 6.

### 3.3.4 Sustainability of the measures implemented

The likelihood of sustainability and the risks of unsustainability in the studied projects are discussed in further detail below. The likelihood of sustainability is also rated.

#### Moderate likelihood of sustainability

The social cash transfer programme in Malawi has emerged as a national programme that overall delivers social cash transfers on a regular and reliable basis. It can therefore be assumed that the payments it delivers will be sustainable in the medium term. Over the last three years significant improvements have been made here in the design of the system (improved targeting thanks to the introduction of a management information system), from which persons with disabilities have also been benefiting. The key donors have now committed to taking the next step towards standardised registration for various support programmes (case study synthesis document).<sup>78</sup> At the same time there is a risk to sustainability because the Malawian Government is only able to finance 10 per cent of the envisaged payments. This means that the contributions provided by the various donor organisations amount to 90 per cent of the funds delivered (Doc. 21). It remains an open question whether, and if so to what extent, the Malawian Government will be able to substantially increase its own contribution in the future (case study synthesis document).

There is evidence to suggest that the pilot project on public works in Dedza District in Malawi could be sustainable. One enabling factor here is the close link between the pilot programme and the countrywide public works (PW) programme. The positive experiences with PW gained by persons with disabilities could lead to them demanding that they participate in PW measures and possibly other support programmes in the future too.<sup>79</sup>

In Indonesia there is a positive likelihood of sustainability due to the fact that enhanced social cash transfers and occupational accident insurance for persons with disabilities have been integrated into the national five-year plan (Doc. 7). At the same time we need to remember that the specific social cash transfers for persons with disabilities have only been in place since November 2016. It would therefore be premature to assess the likelihood of sustainability. At the same time, frequent changes at ministerial level will create risks for sustainability. Since 2014, for instance, the national planning

<sup>77</sup> Shortened planning processes resulted from the fact that on the initiative of the BMZ, inclusion components were incorporated into projects (in Afghanistan and Laos) without having been planned with sufficient care. This led to a situation in which activities and measures could not be defined with sufficient specificity in relation to the context of intervention.

<sup>78</sup> This will involve creating a standard system for the registration and disbursement of different support payments to specific beneficiary groups.

<sup>79</sup> The external evaluation of this pilot programme planned for early 2017 will certainly deliver more nuanced conclusions on this. The findings of the evaluation are already available, but it was not possible to include them when preparing this report.

agency has been under three different ministers, which has led to delays in work (Doc. 7).

In Bangladesh, so far no exit strategy has been developed for the Promotion of Social and Environmental Standards in Industry (PSES) project. However, the project is working to ensure that the inclusive job centre is integrated into the national vocational training programmes (Industrial Skills Council; National Skills Development Council), once the factories and employers commit to inclusive employment measures. It remains to be seen, however, whether the textile industry will move beyond simply hiring workers with disabilities, and commit to providing them with further training, or whether the state will create corresponding support mechanisms for health and social protection (Doc. 8).

### Low likelihood of sustainability

For the project in Togo it is not yet possible to identify any positive signs of sustainability, particularly since there is a question mark over the continuation of the activities by the Togolese Government once the project has come to an end. For the time being, however, it is to be assumed that the project will be extended. The economic effectiveness of start-ups launched by persons with disabilities remains uncertain. This is due to the fact that so far none of the beneficiaries have successfully implemented start-up projects. In the beneficiaries' view, sustainability risks are created by the frequent lack of financial services, which prevents them from putting start-up training to productive use. At this point the fact that the GIZ is not offering any financial support is having an adverse effect.<sup>80</sup> Furthermore, the possible access of persons with disabilities to the dual vocational training system remains uncertain (case study synthesis document).

In Guatemala the strategy of a gradual withdrawal from activities is being pursued. When it began, for instance, the project was intensively involved in teacher training, since when it has gradually withdrawn from it. Processes are being documented so that they can be replicated at a later date. At the micro level a risk is created by changes in teaching personnel, because teachers who resign also take with them the knowledge they gained from training. There are no plans to

systematically train all newly hired teachers. At the macro level the lack of monitoring processes at the ministry of education is considered a risk for sustainability (case study synthesis document). At the overarching level the short planning horizon, which affected particularly the planning of the roadmap activities, and the point in time at which activities for the inclusion of persons with disabilities were commissioned (final phase of the project), call the sustainability into question. The lack of follow-on funding was also mentioned in the case study on various occasions (case study synthesis document).

To conclude, the likelihood of, and risks for, sustainability regarding the activities for the inclusion of persons with disabilities, varied across the five projects. Conditions are basically favourable for sustainability, as all five case study projects conform to the existing national policies to promote the inclusion of persons with disabilities. However, if we compare the likelihood with the risks, we cannot rate the likelihood of sustainability as high for any of the projects. For some of the projects the likelihood is rated as moderate, whereas for others it could only be rated as low. Since persons with disabilities were not involved in planning, implementing, monitoring or evaluating the measures to a sufficient overall degree, and thus had no opportunity to develop a sense of ownership, there is a risk that some of the public services supported by the project will not be accepted by the target group.

### 3.3.5 Impact

This section concerns the question of the extent to which the activities implemented in the studied projects helped improve the situation of persons with disabilities.<sup>81</sup> Overall, the implementation status in the projects is not yet so advanced that they could be expected to have generated any broad impact. The training measures conducted in the project in Togo, for example, have not yet reached the point at which persons with disabilities would have successfully launched start-up initiatives or gained access to employment opportunities as a result of counselling by the local employment agencies. In the projects in Guatemala and Indonesia the situation is even clearer. In Guatemala, children

<sup>80</sup> Even if the GIZ offered to provide such support, the question of how to ensure sustainability would arise at the same time.

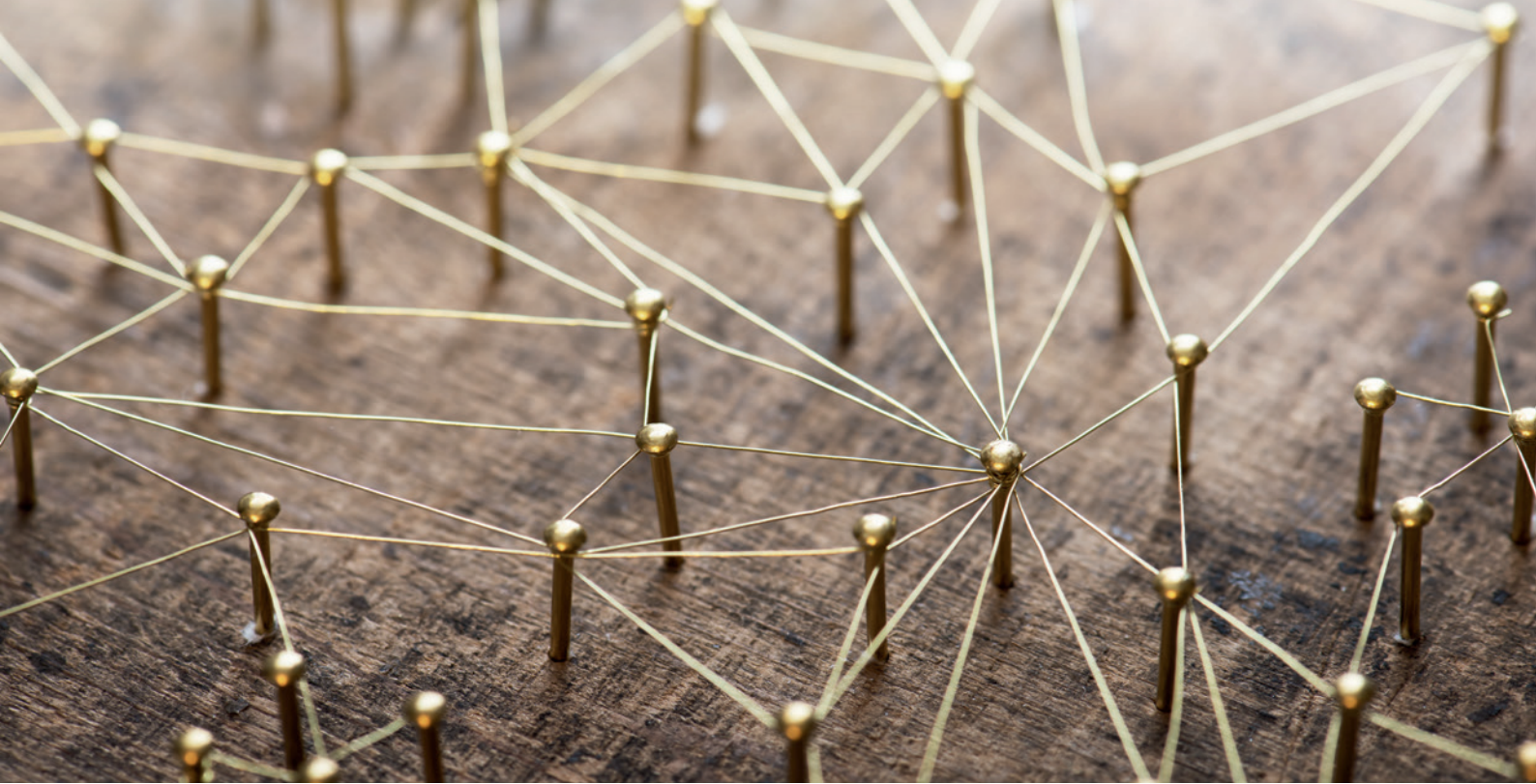
<sup>81</sup> See Evaluation Question 2.8: 'To what extent has strengthening the inclusion of persons with disabilities in the partner countries of German development cooperation helped improve the situation of persons with disabilities?'

with disabilities have not yet gained any benefits, and in the project in Indonesia persons with disabilities have been the designated beneficiaries of social security payments only since November 2016.<sup>82</sup>

In two projects, in Malawi and Bangladesh, evidence for an improvement in the life circumstances of persons with disabilities was identified in that respondents reported an improved income and an enhanced sense of self-esteem. In Bangladesh an income of one's own (even a relatively low income) does confirm an individual's ability to achieve things in the social setting of the family and village community (Doc. 8). Persons with disabilities in Malawi reported that their sense of self-esteem had improved first of all because the cash transfers meant they could afford the same things as persons without disabilities, and secondly because they were able to contribute to the village development project by working in the public works programme (case study synthesis document).

It is not possible to assess the impact of the other projects in fields of action 5 and 6 due to the limited availability of data. However, we can state that (to date) no impact has been generated in terms of an improvement in the life situation of persons with disabilities in the projects in Uganda, Afghanistan or Laos. It is not possible to draw any conclusions concerning the impact of the two projects in Cambodia or the projects in Namibia and Viet Nam.

<sup>82</sup> As a basic social protection programme, which is therefore of a charitable nature, it will make only a very limited contribution towards improving the life situation of persons with (severe) disabilities or strengthening their rights. This assessment results from the fact that persons with disabilities face very high costs for home help, aids, transport, health care etc. An annual allowance of 3.1 million rupiah (214 euros) is not enough to cover these costs. To put this into perspective, the minimum income in Jakarta is 3.1 million rupiah per month.



# 4.

THE BMZ'S USE OF AVENUES  
OF COOPERATION AT THE  
NATIONAL, REGIONAL AND  
INTERNATIONAL LEVELS

**Table 8: Measures in Strategic Objective 3 of the Action Plan**

Measure	Multilateral engagement and political dialogue	Measure	Cooperation with civil society and the private sector
33	Within the framework of the Associate Expert Programme, BMZ will provide for a post in an international organisation relating to the inclusion of persons with disabilities, to be advertised and filled before the end of 2013.	38	BMZ will commission Engagement Global to make its service package barrier-free.
34	As part of the preparatory work for bilateral government negotiations, information will be drawn up on the situation of persons with disabilities.	39	BMZ will incorporate the inclusion of persons with disabilities into its revised criteria for appraising the projects of private-sector German bodies in developing countries that are deemed important for development.
35	BMZ will specifically support United Nations initiatives, events and documents on the inclusion of persons with disabilities, especially within the scope of the High-level Meeting on Disability and Development in 2013.	40	BMZ will support the establishment and consolidation of orientation and training measures for managers and specialists of Engagement Global. By supporting the development of these human capacities BMZ will ensure that persons with disabilities are included in the programmes implemented by Engagement Global.
36	BMZ will actively stress and promote the issue of inclusive development and its importance for development policy when the development strategies of multilateral organisations are being produced.	41	BMZ will explicitly consider the inclusion of persons with disabilities as a bonus criterion when assessing project proposals within the scope of develoPPP.
37	BMZ will actively get the issue of inclusion onto the agenda of negotiations of United Nations conventions and resolutions, in particular in the General Assembly, ECOSOC and the Commission for Social Development.	42	Development cooperation scouts working as multipliers in industrial associations and chambers in partner countries and develoPPP.de project managers will be trained in issues relating to the inclusion of persons with disabilities and made aware of the economic potentials for relevant branches.

Strategic Objective 3 includes the two fields of action 'Multilateral engagement and political dialogue' and 'Cooperation with civil society and the private sector', to which a total of ten measures are assigned.

## 4.1 Multilateral engagement and political dialogue

In this section we will present and interpret the empirical findings with regard to Evaluation Question 3.2: 'To what extent has the BMZ used its position in cooperation with bilateral and multilateral actors to win the latter over for the cause of inclusion?' The measures (33 to 37) listed in Field of Action 9 are designed to boost Germany's efforts at the international level to make development cooperation inclusive (BMZ, 2013a). Here the BMZ intends to use its position in cooperation with bilateral and multilateral actors to win the

latter over for the cause of inclusion (expected result, BMZ, 2013a). The statements and assessments contained in this Section are based on the analysis of documents, as well as interviews and written surveys of key persons (see Section 1.2 regarding the methodology).

### 4.1.1 Supporting initiatives in the United Nations context

Regarding the implementation of measures 35 and 37, we should first of all note that the responsible BMZ division (302<sup>83</sup>) did not have the human resources to continuously stress the importance of inclusion as envisaged in the two measures.<sup>84</sup> This is why activities relating to these measures were to some extent delegated to the sector project for inclusion, and continue to be so.

<sup>83</sup> 'Human rights; gender equality; inclusion of persons with disabilities'.

<sup>84</sup> One staff member of the division (a desk officer) was assigned to address inclusion issues, and 80% of her working time was allocated for this purpose.

At forums, processes and negotiations within the UN system, BMZ Division 302 and the sector project for inclusion have continuously advocated taking the rights of persons with disabilities into account. Here we should mention the High Level Meeting on Disability and Development that took place in 2013<sup>85</sup>, to which Germany made a contribution, as well as side events held at the Conference of States Parties to the United Nations Convention on the Rights of Persons with Disabilities in 2013, 2014 and 2016 (interviews 47, 50 and 51; Doc. 3). These activities largely reflect Germany's engagement for inclusion in the international context, as far as the CRPD is concerned.

Regarding the Economic and Social Council (ECOSOC) and the Commission for Social Development of the United Nations, the BMZ division (304) responsible for health, population policy and social protection has made an active contribution, as has the GIZ sector project for social protection, which under certain conditions takes part in negotiations of the Commission for Social Development on the BMZ's behalf. With regard to ECOSOC resolutions on persons with disabilities, we were told that the BMZ had succeeded in placing inclusion on the agenda for the negotiations, and in getting the resolutions more closely aligned with the CRPD (Interview 50). It is not possible to verify the extent to which the comments made were accepted or what influence Germany actually had in this connection, because the negotiations in question were not always public. Hence in these cases we are unable to say whether the comments and proposals were actually raised during the negotiations.

Both measures are worded such as to imply the continuous conduct of certain activities, because (e.g. in relation to Measure 37) there will continue to be resolutions that can and should have inclusion on their agendas. It is therefore not possible to say what would mark the conclusion of either of these measures. This should be taken into account when, in the final analysis, the measures are seen to be still under implementation and therefore not yet completed.

#### 4.1.2 Inclusion in the 2030 Agenda process

The 2030 Agenda for Sustainable Development was adopted by the United Nations in New York in September 2015. It includes 17 Sustainable Development Goals (SDGs) and 169 targets (BMZ, 2015b). The process of designing indicators is not yet complete (see Section 1.3).

Since the 2030 Agenda process (as well as the process of designing a national sustainability strategy for Germany) were not yet under way when the Action Plan was drawn up, the Action Plan did not envisage making inclusion part of the 2030 Agenda. The members of the theme team saw this as an opportunity to be seized, however. The 2030 Agenda process was continuously monitored and facilitated by the responsible division (302), supported by the sector project for inclusion. They raised the topic of inclusion continuously through position papers and comments. This process also involved close exchange with civil society organisations that were involved in formulating positions on inclusive development issues.<sup>86</sup>

Interviewees saw Germany as playing a leading role in the negotiations on the 2030 Agenda, (interviews 46, 49, 50 and 62), though not with respect to inclusion. One important factor here was that the responsible division (300) tended to see its role as being to reconcile the various thematic concerns of other divisions, rather than to make a particular commitment to specific cross-cutting themes (Interview 62).<sup>87</sup> We understand this to mean that a large number of themes needed to be addressed with equal emphasis, and that the responsible division therefore endeavoured to pool and coordinate various concerns in order to achieve as much as possible across the board.

For obvious reasons the BMZ, supported by the sector project for inclusion, was involved in the process of revising German Sustainable Development Strategy (Bundesregierung, 2016).<sup>88</sup> This involved a general emphasis on the human rights-based approach in development cooperation, and in this context moving the inclusion of persons with disabilities higher up the

<sup>85</sup> Here we are referring to the High Level Meeting on Disability and Development (HLMDD) of the UN General Assembly, which took place on 23 September 2013. Germany co-signed the outcome document of the HLMDD. This document emphasises the importance of inclusion for the 2030 Agenda (UN General Assembly, 2013).

<sup>86</sup> The civil society organisations did of course also use other channels to perform their advocacy work in this connection.

<sup>87</sup> Negotiations on the SDGs in the Open Working Group were conducted by the Federal Foreign Office. Lead responsibility for the international 2030 Agenda process overall rested with the BMZ and the BMUB (Federal Ministry for the Environment, Nature Conservation and Nuclear Safety).

<sup>88</sup> 'One important milestone has been Germany's continuous effort to put the inclusion of persons with disabilities on the post-2015 agenda' (BMZ, 2015a, p. 22).



agenda, particularly in the fields of education and training, poverty reduction, access to water and sanitation, and access to decent employment and appropriate housing. It was also recommended that disability be incorporated explicitly in all the relevant indicators when disaggregating the data to be collected. This will also play a crucial role in monitoring the implementation of the 2030 Agenda.<sup>89</sup>

A United Nations Expert Group has drawn up proposals for indicators. Supported by the sector project for inclusion, the responsible BMZ division (302) has placed the inclusion-sensitive disaggregation of data on the agenda for the negotiations. Here the representative of the Federal Statistical Office – who is conducting the negotiations on Germany's behalf – also needed to be persuaded, because in his opinion such systematic disaggregation would involve unwarranted effort and expenditure (interviews 47, 49 and 50). It is not yet possible to say conclusively whether he was in fact finally convinced, because the process of developing indicators has not yet been concluded.

The 'leave no one behind' principle explicitly mentioned in the 2030 Agenda is opposed to discrimination against particularly disadvantaged groups, and draws attention to the fact that the weakest – who also include persons with disabilities – should enjoy particular protection and support from the Agenda. This is underlined by the fact that the targets for eight of the 17 SDGs refer to persons with disabilities (CBM, 2017). Interviewees rated this as a success (interviews 46, 49 and 50).

One positive aspect that should be expressly noted is that the opportunity was taken to make inclusion part of the 2030 Agenda. At the same time, however, we should note that Germany did not play a leading role in this (interviews 46, 49 and 50).

### 4.1.3 Other measures for multilateral engagement

#### Associate Expert at the ILO

Measure 33 was implemented as planned. For this measure a position for disability inclusion was provided at the International Labour Organization (ILO). The Associate Expert initially spent two years stationed at the ILO Headquarters in Geneva; in

2016 he was employed at the ILO Regional Office for Central America and the Caribbean in San José, Costa Rica. The establishment of posts for associate experts involved a compromise between the BMZ divisions requesting experts for their themes, the number of expert positions available and the organisations requesting experts for specific themes (interviews 47 and 54). Although the ILO is one of the leading UN organisations for the inclusion of persons with disabilities, it is not clear what the strategic thinking was with regard to what work at which international organisation might provide the strongest leverage for inclusion. This is also reflected by the fact that the Associate Expert was not requested to report on his work. Consequently, BMZ received only little feedback (which came via other channels) on how the inclusion of persons with disabilities was strengthened at the ILO (Interview 54).

The Associate Expert's experiences reflect typical problem constellations faced when mainstreaming inclusion: poor availability of human and financial resources, strong competition between cross-cutting themes without appropriate prioritisation, and the absence of a system to capture inclusion. However, they also bring to light areas where training, continuous technical consultancy and guidelines can make positive contributions towards mainstreaming (Interview 54).

#### Associate expert at the International Civil Aviation Organisation

A further post was filled with an Associate Expert at the International Civil Aviation Organization; this expert is working on the economic development of civil aviation in Montreal (BMZ, 2015a).

#### Production of development strategies by multilateral organisations

So far, the BMZ has promoted inclusion during the production of development strategies by multilateral organisations (as planned in Measure 36) only to a low extent. This is due to the fact that this measure was originally designed to make the UN division at the BMZ (404) more responsible for systematically addressing inclusion when cooperating with the UN organisations (Interview 50). It was not possible to incorporate

<sup>89</sup> The evaluation team have access to the relevant internal documents.

this into the Action Plan, however. Various activities were mentioned in the mid-term report.<sup>90</sup> However, there is no indication that these made any key contributions towards implementing this measure. The mid-term report also mentioned the advisory services provided to the African Union (AU), though this is a regional organisation, not a multilateral one.

The BMZ is supporting a regional project to advise the AU on implementing the Continental Plan of Action for the African Decade of Persons with Disabilities (African Union Commission, 2012). The project is being funded by the Ministry for Foreign Affairs of Finland<sup>91</sup>, and implemented by the GIZ sector project for inclusion in cooperation with the GIZ-AU Coordination Office in Ethiopia. It is linked to the Action Plan indirectly through the theme of inclusion. To implement the project, contracts were entered into with the GIZ locally (in Addis Ababa), which seconded a staff member to the AU Commission (interviews 47 and 50).

In 2016 the ABILIS Foundation, a Finish NGO that supports inclusive projects, conducted an evaluation of the project with a view to designing the second phase of the project on that basis. The evaluation findings included some points of criticism (interviews 47, 50 and 51), though these were not accepted either by the BMZ (Division 302) or by the GIZ (sector project for inclusion). Both organisations questioned the validity of the findings, due to what they saw as the unprofessional and inappropriate way in which the evaluator went about her work.<sup>92</sup> There are reasons to believe that the independence of the evaluator was compromised – the organisation which commissioned her considered itself a more appropriate implementing organisation for this project (interviews 50 and 51). So far, the desired results on the strategic and policy levels have not yet been demonstrated. Nonetheless, the sector project for inclusion does assume that processes have been set in motion which will lead to the assumption of greater responsibility for inclusion within the African Union, as well as at the level of some countries that

are involved in implementing the Continental Plan of Action (Interview 51)<sup>93</sup>.

### **Improved cooperation, exchange and networking in the field of multilateral engagement**

At the multilateral level there were further activities that cannot be linked directly to a measure, but can be interpreted as a contribution towards achieving the results expected for Field of Action 9.

Here we should mention the promotion of networking among various donor countries, to which the BMZ did contribute, albeit without having played a particularly active part in that. In this connection the Global Action on Disability Group (GLAD) was established in December 2015, with the aim of improving communication, coordination and the sharing of lessons learned among the member countries and organisations, in harmony with Article 32 of the CRPD.<sup>94</sup> Acting on the BMZ's behalf the GIZ became a founder member of GLAD; the BMZ has since also joined the group itself. Regular meetings are designed to facilitate improved processes of coordination and harmonisation, and a more intensive exchange of information (International Disability Alliance, 2017).

This international networking also resulted quite recently in the initiative launched in the early summer of 2016 by the UK (DFID) for an international inclusion marker, to be introduced on a mandatory basis for the OECD-DAC members. This initiative is also being supported chiefly by Finland, Germany and Australia. The process of discussion and negotiation is not expected to deliver quick results. According to various interviewees, Germany is making an active contribution. The sector project for inclusion believes that the German position has been communicated at the OECD-DAC level meetings, which are usually held in private (interviews 47, 50 and 51).

In this context we should also mention the dialogue with the EU, which aimed to advance implementation of the CRPD

<sup>90</sup> It mentions specifically the support provided to Botswana through the UNDG Human Rights Mainstreaming Multi Donor Trust Fund, and the mainstreaming of inclusion at the United Nations Population Fund (UNFPA).

<sup>91</sup> Funding is being provided to the tune of 1 million euros for a period of three years.

<sup>92</sup> The present evaluation team was not able to examine the findings of the evaluation in question.

<sup>93</sup> As of the date of this report, a follow-on phase for this regional project had been commissioned (AUDA II, 2017–2019) that will be jointly funded by the Ministry for Foreign Affairs of Finland and the BMZ, and implemented by the sector project for inclusion.

<sup>94</sup> The 17 founding organisations are: IDA, DFAT (Australia), DFID (UK), SIDA (Sweden), FORMIN (Finland), NORAD (Norway), USAID (USA), State Department (USA), GIZ (Germany), JICA (Japan), Irish Aid, (Ireland), World Bank, United Nations Representative, Business Disability International, Disability Rights Fund/Disability Rights Advocacy Fund, Abilis Foundation and Wellspring Advisors. As of January 2017 the number of members increased to 30.

through the EU Disability Strategy. This resulted in the European Commission enquiring whether Germany might coordinate implementation of the project 'Bridging the Gap: Inclusive policies and services for equal rights of persons with disabilities' (EU, 2014) in five pilot countries. This could have been an important contribution by the BMZ towards implementation of the EU Disability Strategy – all the more so given that the BMZ, supported by the sector project for inclusion, was involved in formulating the project. However, as the BMZ did not make the necessary funding of its own available, the project is now being coordinated by a Spanish-led consortium (Interview 50).

#### Overall assessment

Initially, Germany played a pioneering role solely due to the fact that it was one of the first countries that as well as having a national action plan for the inclusion of persons with disabilities, also drew up its own action plan for development cooperation. Various enquiries and invitations show that Germany is highly regarded as a competent partner for the 'inclusion of persons with disabilities' (interviews 47, 50):

- the invitation received from the United Nations Development Programme (UNDP) to participate in an internal study to ascertain how the inclusion of persons with disabilities can be systematically mainstreamed;
- the enquiry received from the European Commission regarding the coordination of a consortium of member states in implementing the project 'Bridging the Gap: Inclusive policies and services for equal rights of persons with disabilities';
- the enquiry received from the World Bank concerning the leadership of a working group to develop an instrument for mainstreaming the inclusion of persons with disabilities in policy reform processes.

The fact that BMZ did not respond positively to these enquiries and invitations had a negative impact on the pioneering role of German development cooperation in the field of inclusion. Another contributory factor is the fact that

in multilateral negotiations regarding the rights of persons with disabilities, Germany has tended not to take centre stage. It is true that along with Australia, the UK and the Nordic countries, Germany is seen as a competent and important player for the rights of persons with disabilities. However, since Germany takes less initiative and provides less funding for inclusion compared to the aforementioned countries, there is an element of doubt regarding this recognised position (interviews 46 and 49).

The opportunities for promoting inclusion at the international and multilateral level were not fully exploited, because responsibility for implementing the relevant measures in the Action Plan was not extended to the respective competent BMZ divisions (e.g. Division 404), and no binding mechanisms for integrating inclusion were agreed or implemented. Responsibility lay exclusively with the dedicated division for inclusion (302), which – as explained above – was only able to deploy limited human resources to address the theme. At multilateral negotiations, however, other BMZ divisions or other federal ministries assume the lead role in negotiating the German contribution.

To summarise, we conclude that the expected result ('Germany's commitment to realising inclusive development cooperation is increasingly recognised at international level') in Field of Action 9 ('Multilateral engagement and political dialogue') has been achieved only to a **moderate** degree. The envisaged objective ('BMZ uses its position in cooperation with bilateral and multilateral actors to win the latter over for the cause of inclusion') has been achieved only to a **low** degree. The BMZ's engagement has provided a boost for other bilateral and multilateral actors who are already committed to inclusion. However, there is no indication that the BMZ has succeeded through this engagement in winning over other actors for the cause of inclusion who have so far had little commitment to this theme.

## 4.2

### Use of avenues of cooperation with civil society and the private sector

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The comments made in this section relate to Evaluation Question 3.3: 'To what extent has the BMZ made use of avenues of cooperation with civil society and the private sector to achieve sustainable improvements to the situation of persons with disabilities?' This evaluation question is to be understood as reflecting the results expected in Field of Action 10 ('Cooperation with civil society and the private sector'), which are defined in the Action Plan as follows: 'The engagement of civil society helps improve the inclusion of persons with disabilities in developing countries' and 'Private-sector actors increasingly recognise the potential offered by including persons with disabilities'. In other words, in this field of action the BMZ had undertaken 'to [make use of] avenues of cooperation with civil society and the private sector to achieve sustainable improvements to the situation of persons with disabilities' (BMZ, 2013a, p. 19).

The field of action encompasses five measures (38 to 42), of which measures 38 to 40 relate to cooperation with civil society and measures 41 and 42 to cooperation with the private sector. When assessing the achievement of objectives, we need to bear in mind that the measures are not worded such that they could help bring about sustainable improvements in the life situation of persons with disabilities, either individually or jointly. The link to disability is too indirect for this. We can illustrate this with reference to Measure 39. Its implementation is designed merely to create the preconditions for non-governmental organisations and their projects to help improve the life situation of persons with disabilities in developing countries. In the case of measures 38 and 40 the link is even less direct.

In the following two sections we will present and assess the implementation status of measures 38 to 40 (civil society) first of all, followed by measures 41 and 42 (private sector). Finally, we will identify the extent to which the expected results were achieved.

#### 4.2.1 Cooperation with civil society

To implement Measure 38, Engagement Global – on the BMZ's behalf – has made its website barrier-free, in line with the Equal Opportunities for Persons with Disabilities Act (BITV, 2.0). This involved not only introducing plain language, large typeface and higher contrast, and replacing foreign words; it also included the uploading of a video presenting the key content of Engagement Global's website in sign language. Furthermore, in May 2016 on the BMZ's behalf a sign language telephone was set up. Persons with disabilities can use it to get in touch with Engagement Global using sign language. Despite various publicity measures, however, this offering was not taken up. Other channels of communications such as email or Facebook are being used to a greater extent (interviews 31 and 58).

The websites of individual programmes of Engagement Global have now also been made barrier-free, or steps have been taken in this direction. The *weltwärts* coordination desk has made its own programme website barrier-free. The key information is provided in plain language and in sign language. Furthermore, the websites for the programmes 'Education meets Development' and 'CHAT der WELTEN' (chat of the worlds), and the Service Agency 'Communities in One World', have also been made more accessible to persons with disabilities.

To implement Measure 40 the BMZ prompted the establishment of orientation and training measures at Engagement Global. According to our interviewees (Interview 63), the organisation itself was also committed to advancing the inclusion agenda (and remains so). This is manifested, for instance, in the fact that an 'expert group on inclusion' was set up in which staff members from various departments meet to share ideas and experiences. During the period defined for this evaluation, however, no training measures had yet taken place. This was linked to bottlenecks in Engagement Global's human resources department, which is responsible for training measures. Various training measures are now scheduled to take place in 2017 that could not be included in this evaluation. These training measures will place the 'inclusion of persons with disabilities' in a broader human-rights context.

Measure 39 has not yet been implemented, even though the criteria for appraising development projects of non-governmental German institutions were revised as planned in 2015 (interviews 47 and 50; BMZ, 2016). The key factor here was that VENRO (the umbrella organisation of development non-governmental organisations in Germany) had decided to focus on voluntary activities (interviews 49 and 50). This decision reflected the apprehension that the obligatory integration of inclusion for smaller non-governmental institutions would have meant an insurmountable obstacle. It also emerged in the interviews, however, that the responsible division at the BMZ had not taken any initiative to incorporate inclusion into the revision of the appraisal criteria (interviews 47, 50 and 63). In other words, although inclusion has not been structurally integrated into the criteria for the appraisal of projects implemented by non-governmental institutions, interviewees report that it is being applied in some particular cases. This applies both to appraisals conducted by Engagement Global, and to those for which the competent BMZ division (110) is responsible (interviews 47, 50 and 63).

#### 4.2.2 Cooperation with the private sector

With respect to Measure 41, we note that inclusion has not yet been incorporated into the support instrument develoPPP.de as an explicit bonus criterion for assessing project proposals – even though the responsible BMZ division (302), supported by the sector project for inclusion, had advocated doing so (interviews 47, 50, 51, 52 and 59). Consequently, inclusion continues to be incorporated only implicitly as a bonus criterion.<sup>95</sup>

DeveloPPP.de staff have at times made vigorous attempts to promote projects to improve the situation of persons with disabilities. They have held discussions with representatives of a number of firms (mainly in the orthopaedic sector), though with only one exception (Otto Bock Health Care GmbH) these were not followed up, because the companies in question did not meet the general criteria for support.

Measure 42 has been only partially implemented, and what activity did take place tended to be of a one-off nature. In February 2014, all new development cooperation scouts<sup>96</sup>

received one-off training in the inclusion of persons with disabilities from the BMZ human rights division and the sector project for inclusion, supported by a trainer. The GIZ division responsible for development cooperation scouts did not continue these training activities in the years that followed. What few new development cooperation scouts there were, received the training documents for self-study. Having said that, the training measure conducted in 2014 was not primarily about the inclusion of persons with disabilities in developing countries and emerging economies, but about inclusion in organisations in Germany. Development cooperation scouts have no mandate in this area. For example, they have no say in whether persons with disabilities will be hired (Interview 67).

Nor does any systematic awareness-raising or training of develoPPP.de project managers on the topic of inclusion take place. Training has taken place only sporadically. The topic has also been raised at the regular meeting of project managers (interviews 50 and 59).

#### Overall assessment

The second expected result ('The engagement of civil society helps improve the inclusion of persons with disabilities in developing countries') has so far been achieved only to a **low** extent. It is true that Engagement Global has improved the accessibility of its website considerably. However, this does not mean that the services it provides as a whole are barrier-free. For this to be the case, the implementation of all advisory measures would need to be designed on an inclusive basis. This assessment also takes account of the fact that during the evaluation period, no orientation or training measures were conducted on the 'inclusion of persons with disabilities'. Furthermore, inclusion was not successfully integrated as a criterion for appraising development projects of non-governmental institutions.

The third expected result in Field of Action 10 of the Action Plan ('Private-sector actors increasingly recognise the potential offered by including persons with disabilities') was likewise achieved so far only to a **low** degree. Inclusion is not yet an explicit bonus criterion in applications for funding submitted to the develoPPP.de programme. Moreover, the

<sup>95</sup> The corresponding bonus criterion is worded as follows: 'The target groups comprise disadvantaged groups (e.g. women, the informal sector, minorities)' (DEG, 2016).

<sup>96</sup> The development cooperation scouts work on behalf of the BMZ at trade associations, regional associations, chambers of commerce and industry, and chambers of crafts. They act as points of contact for development cooperation issues, and advise on corresponding support and funding mechanisms.

one-off training of development cooperation scouts was not continued. Additionally, the latter do not possess the mandate that they would require in order to act as effective disseminators. No systematic training of developPPP.de project managers has taken place as yet.



5.

## MANAGING IMPLEMENTATION OF THE ACTION PLAN

## 5.1

### Management mechanisms and structures

This section will discuss the findings regarding the following evaluation questions:

Evaluation Question 4.1: ‘Which management mechanisms and structures (including the role of the various stakeholder groups in the management process) determined the development and implementation of the Action Plan?’

Evaluation Question 4.2: ‘To what extent did the management structure prove effective for the development and implementation of the Action Plan?’

The Action Plan does not say anything about the management structure. Only at one point does the Action Plan state that ‘the measures laid out in this action plan are to be implemented by various units within BMZ’ (BMZ, 2013a, p. 19). Beyond that, three elements that will support implementation are mentioned (BMZ, 2013a):

- the GIZ sector project for inclusion as a ‘team of experts’
- the theme team as an ‘advisory body’
- the round table as an ‘open dialogue forum with representatives of the realms of politics, business and civil society’.

Implementation of the Action Plan had to be managed exclusively by the responsible officer in the competent division (302). A dedicated management structure, for instance in the form of a task force or a BMZ in-house steering committee<sup>97</sup>, did not exist. The human resources made available within the BMZ for performing these management tasks appropriately were thus insufficient (see also Section 3.1.2). This unfavourable constellation remained in place during implementation of the Action Plan, as no other divisions at the BMZ assumed responsibility for this beyond making contributions to the implementation of specific measures. Although logically speaking the BMZ, given its political responsibility for this Action Plan, also needed to assume responsibility for managing its implementation, in this constellation with limited in-house

human resources, sub-tasks were largely delegated to the sector project for inclusion. Given its role as a ‘team of experts’, however, the sector project for inclusion was not able to take on any management duties. Moreover, the sector project for inclusion had – and still has – designated duties arising from its mandate that only partially overlap with the fields of action and measures of the Action Plan for Inclusion. It is not responsible for the fields of action and measures in Strategic Objective 1, for instance. At the same time the sector project for inclusion does for instance perform advisory tasks for specific bilateral Technical Cooperation projects for which there are no corresponding measures in the Action Plan.

Managing implementation of the Action Plan effectively and efficiently presupposes regular monitoring of its implementation status, in order to be able to intervene and regulate the process on the basis of this information. The monitoring envisaged in the Action Plan (BMZ, 2013a), however, was confined to capturing the mid-term status in autumn 2014. A final review was also planned, though ultimately this was not completed (see Section 5.2).<sup>98</sup> Continuous, systematic monitoring of implementation overall was not envisaged. For certain measures of the Action Plan, the sector project for inclusion did play a monitoring role. The inadequate management capacities also led to a situation in which fields of action and measures were not systematically interlinked. The lack of management and monitoring meant there was no continuous overview that could have been used to coordinate the contributions made by the measures towards achieving the objectives. There was also a lack of in-depth analysis of causal relationships at the level of the fields of action, and at the level of objectives (sub-objectives and strategic objectives). This concerns for instance the possible links and synergy effects between the strategic objectives. It was not possible to make any readjustments – which would have been an obvious course of action given inconsistencies in the hierarchy of objectives. From the point of view of efficiency, this finding must also be considered problematic.

According to the Action Plan (BMZ, 2013a, p. 19), the theme team was to operate as an ‘advisory body’ to ‘support and

<sup>97</sup> The BMZ does have an internal task force to address ‘values, religion and development’, for instance. The DFID created an in-house team structure to advance the inclusion agenda in British development cooperation. The BMZ might follow this example.

<sup>98</sup> A baseline survey of the status quo ante was conducted, but de facto this was of no significance for monitoring implementation of the Action Plan. Furthermore, the document was not completed.



advise BMZ on the implementation of inclusive development policy'. The Memorandum of Understanding emphasises its role as a forum for discussion: 'The theme team [...] is a body for expert discussion and a forum for like-minded individuals from governmental and non-governmental organisations. It aims to support and promote the inclusion of persons with disabilities in German development cooperation' (Doc. 4). The theme team were supposed to meet twice a year.

Both the interviews and the analysis of documents indicated that the theme team performed its role as a forum for discussion and networking as envisaged, and effectively so. According to theme team members from civil society the team did not perform its advisory role to a sufficient degree, largely due to the fact that the meetings took place too irregularly<sup>99</sup> and there was insufficient continuity in terms of who actually attended. Some interviewees also expressed criticism of the fact that the continuity of topics discussed was limited, and that it was not always possible to guarantee a continuous sharing of information<sup>100</sup> (interviews 32, 33 and 49). This also indicates that the civil society members in particular would have liked to see the theme team playing a stronger role in supporting implementation of the Action Plan (interviews 32, 33 and 49). This would also have created a more enabling environment for the members of the theme team to commit comprehensively to implementation of the Action Plan, and assume full ownership of this process.

According to the Action Plan the purpose of the round table was to serve as '...a continued open dialogue forum with representatives of the realms of politics, business and civil society to foster an exchange of experience among actors' (BMZ, 2013a, p. 19). This refers to the fact that a round table was already performing a similar role when the Action Plan was being drawn up. With hindsight, this was even more important than during implementation. This is evident from the fact during the period from 2013 to 2016 only one round table was held (in November 2014), whereas four meetings were convened during the emergence of the Action Plan. This

sole round table during implementation did, however, play an important role with regard to the positioning of the BMZ leadership on the 'inclusion of persons with disabilities' (interviews 1 and 49). This position was articulated in a speech by Federal Minister Gerd Müller, in which he emphasised the importance of promoting inclusion in German development cooperation while at the same time underlining the fact that an external evaluation of the Action Plan's implementation would be necessary. Here we should also mention that in November 2016 an international dialogue event involving the BMZ and VENRO was held to mark the tenth anniversary of the adoption of the CRPD. At this event the BMZ reaffirmed the pledge it had also made in the NAP 2.0 to produce a strategy for operationalising inclusion in development cooperation.

Since no dedicated management mechanisms or structures were established, the question of whether or not these were effective does not arise. This evaluation proceeds on the assumption that the theme team was de facto not part of the management structure. Nor was any internal management structure established within the BMZ. Management was confined to the tasks performed by the human rights division (302) within the scope of its sectoral competence.

## 5.2

### Extent to which the measures were implemented as planned

Assessing the extent to which the individual measures were implemented as planned is made more difficult by the fact that the Action Plan did not include any specific time frames for this. It included only the general provision that the 42 measures were to be implemented within a three-year period. We rated the implementation status of the individual measures as captured in autumn 2014, which was published as a BMZ strategy paper in spring 2015 (BMZ, 2015a), using a traffic light system<sup>101</sup>. Of the 42 planned measures, 12 were rated green, 22 amber and 8 red. Table 9 shows how these ratings were distributed across the various objectives specified in the Action Plan.

<sup>99</sup> After the kick-off meeting in July 2013 the second meeting did not take place until April 2014. The third meeting took place in October 2014 and the fourth in July 2015. Relatively shortly thereafter – in September 2015 – a special meeting was held at which participants discussed chiefly the possible extension of the Action Plan's lifespan. The regular meeting of the theme team on 23 February 2016 was the final one. If the agreed rhythm of meeting at six-monthly intervals had been adhered to, this final meeting would already have been the seventh.

<sup>100</sup> This led e.g. to a situation in which a key event for implementation of the Action Plan – the international forum on the participation of persons with disabilities in German development cooperation – took place in March 2015 without the theme team having discussed it in detail beforehand.

<sup>101</sup> Green = implementation of measures is quantifiable; amber = implementation of the measure has been commenced explicitly and purposefully – and responsibility has been assumed; red = implementation not yet commenced or not possible.

**Table 9: Rating of implementation status (mid-term report)**

Objectives / rating	Green	Amber	Red
SO 1	0	5	2
SO 2 A	2	3	1
SO 2 B	5	6	0
SO 2 C	3	2	3
SO 3	2	6	2
<b>Total</b>	<b>12</b>	<b>22</b>	<b>8</b>

The BMZ considered the implementation status identified in the mid-term report as unsatisfactory, particularly since a considerable proportion of the measures rated green involved commissions only (e.g. commissions for research projects). This meant that tangible results as envisaged in the objectives of the Action Plan had not yet been achieved. Moreover, the mid-term report focused on the implementation status of the individual measures. It did not enquire whether there were sound reasons to assume that the measures also contributed towards the achievement of objectives through their interactions within fields of action, sub-objectives and strategic objectives.

De facto, publication of the mid-term report marked a planning adjustment because it included complementary measures. First of all this involved an announcement by State Secretary Kitschelt that the implementation of several special initiatives<sup>102</sup> would be made sensitive to the inclusion of persons with disabilities (BMZ, 2015a). Secondly, a continuous effort was to be made to put inclusion on the post-2015 agenda. These planning adjustments were not reflected in the formulation of additional measures in the Action Plan itself, however. This did not take place until 2016, after the BMZ had decided – in consultation with the theme team – that the period for implementing the Action Plan was to be extended

by two years, i.e. to 31 December 2017. In February 2016 five additional measures were then defined<sup>103</sup> that are to be implemented within the remaining term of the Action Plan. These measures were therefore not included in the present evaluation. The measures partially overlap with the BMZ's obligations arising from the NAP 2.0 (BMAS, 2016).<sup>104</sup> They are compatible with the objectives of the Action Plan.<sup>105</sup>

The Action Plan provided for a final review of the implementation status – to be conducted after a period of three years. This was commissioned in April 2016. An external service provider conducted a survey of the BMZ divisions responsible for implementation. The rate of response was so low, however, that it was not possible to produce a status report. This is why it is not possible to perform any final assessment of the extent to which the Action Plan has been implemented as planned, based on a comparison of the mid-term and final reports. Given the purpose of this evaluation, we considered it inexpedient to determine the implementation status measure by measure and systematically (see Section 1.2). Having said that, on the basis of the information we gathered it is possible to draw conclusions concerning the current implementation status of almost all the measures. The measures planned in 2012, for instance, were too ambitious to have been implemented in the planned three-year period,

<sup>102</sup>(1) 'ONE WORLD – No Hunger'; (2) 'Tackling the root causes of displacement, reintegrating refugees' and (3) 'Stabilisation and development in the Middle East and North Africa'.

<sup>103</sup>Field of Action 3: 'The BMZ will increase its support for cooperation with the monitoring desk at the German Institute for Human Rights and the monitoring of inclusion in German development cooperation's partner countries.'

Field of Action 4: 'Additional support for the participation and empowerment of representative organisations in partner countries.'

Field of Action 6: 'Application and dissemination of the GIZ toolkit "Inclusion grows" (produced by the Centre for Rural Development [SLE Berlin] – taking the vocational training and transport sectors as an example) – in selected projects of official German development cooperation.'

Field of Action 9: 'In the process for developing the SDG indicators, the BMZ will place particular emphasis on advocating the collection of data that are disaggregated by type of disability.'

Field of Action 9: 'The BMZ will support the inclusion of persons with disabilities in cooperation with multilateral organisations.'

<sup>104</sup>With respect to Article 32, the BMZ has undertaken here to design a strategy to operationalise inclusion in development cooperation, to operationalise inclusion in the BMZ's special initiatives and to boost donor cooperation on the inclusion of persons with disabilities, including in the context of the 2030 Agenda.

<sup>105</sup>To this end, a corresponding assumption had been formulated in the results logic: 'Measures newly assigned to the Action Plan after its implementation will cohere with the strategic objectives.' This assumption proved accurate.

given the fact that the human and financial resources available were insufficient overall. The extension of the Action Plan by a further two years therefore obviously made sense, although no additional human resources were made available to manage implementation during this extension.

### 5.3 Allocation of financial resources for implementing the Action Plan

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The Action Plan was not backed up with the allocation of additional funds that could have been used to implement bilateral projects. Calls for additional funding made by civil society when the Action Plan was being drawn up went unheeded (interviews 1 and 32). This meant that the official bilateral development cooperation projects explicitly mentioned in the Action Plan (fields of action 5 and 6) faced the challenge of incorporating inclusion-related activities in conjunction with mainstreaming into an ongoing project, without being able to draw on additional funds. For both these projects and others, this significantly reduced their willingness to systematically address inclusion (interviews 21, 25 and 26). Given the benefit of hindsight, if bilateral projects that were

supposed to incorporate more inclusion-related activities in conjunction with mainstreaming had been able to apply for additional funds, this would have given the Action Plan a boost with regard to the objectives in fields of action 5 and 6.

Funding that was used to implement the Action Plan involved first of all the commissioning of research projects (measures 30 and 31), and secondly financial contributions for implementing measures 14<sup>106</sup> and 15<sup>107</sup>. Furthermore, particular constellations arose – such as the Rana Plaza disaster in Bangladesh in April 2013 – for which additional funds were then provided (see the case study on Bangladesh in Section 3.3). Moreover, in sporadic cases amounts were made available from the Study and Expert Funds, and human resources were provided (development workers and integrated experts). We should also mention the fact that the incorporation of inclusion into the BMZ's special initiatives, which was announced in the mid-term report, had practical consequences. In the special initiative 'Tackling the root causes of displacement, reintegrating refugees', funds were made available for inclusion-related measures in refugee camps in the Middle East (see the discussion of the portfolio analysis in Section 1.3.4).

<sup>106</sup> 'BMZ will encourage the political participation of persons with disabilities in a minimum of three partner countries.'

<sup>107</sup> 'BMZ will commission a project to strengthen disabled people's organisations in selected partner countries.'



6.

BREADTH OF IMPACT AND  
LEVERAGE OF THE ACTION  
PLAN AS A GOVERNANCE  
INSTRUMENT

This section will present and discuss the findings of the evaluation regarding Evaluation Question 5: ‘How should we rate the benefits of the Action Plan for Inclusion in terms of its breadth of impact and leverage as a governance instrument?’ First of all we need to state clearly that the Action Plan itself does not have anything to say about this. In other words, it does not explicitly mention either breadth of impact or leverage. Consequently, there are no points of reference with which to compare aspiration and reality in relation to this evaluation question. In an action plan and strategy paper, however, we may assume that the impact will be generated by the measures contained therein. The question as to the breadth of impact also arises from the evaluation criteria, which are based on the OECD-DAC criteria (BMZ, 2006) – to be specific, the criterion ‘impact’. The reference group were also concerned to address this evaluation question.

It proved difficult to unequivocally ascribe results to the Action Plan that we could describe as broad impact or leverage. The remarks below are therefore to be understood as implying that it is highly plausible that the Action Plan made a significant contribution in each case.

Since the 2030 Agenda process – as well as the process of designing a national sustainability strategy for Germany – were only just emerging when the Action Plan was drawn up, the Action Plan did not envisage making inclusion part of the 2030 Agenda. The members of the theme team saw this as an opportunity to be seized, however (see Section 4.1). We can therefore speak of the Action Plan having broad impact in the sense that the pooling of engagement for inclusion which it entailed facilitated Germany’s active efforts to make inclusion part of the 2030 Agenda process. It is certainly true that even without the Action Plan, key stakeholders would have worked to help make the SDGs as inclusive as possible. However, we can assume with a high degree of probability that this would not have succeeded to the same extent had it not been for the Action Plan, and the networking and coordination of engaged individuals and groups which this facilitated. We can speak of leverage to the extent that the mainstreaming of inclusion in at least eight of the 17 SDGs (see Section 1.3) will mean that

stronger emphasis will need to be placed on inclusion than hitherto when implementing the 2030 Agenda in the context of German development cooperation. For instance, Germany has pledged to report regularly to the High Level Political Forum on Sustainable Development (HLPF) concerning the German contribution towards implementation of the 2030 Agenda. This will also include reporting on the extent to which persons with disabilities have been included – at least with regard to the eight SDGs that refer to inclusion. Here it will be absolutely essential to obtain disaggregated data. It therefore seems plausible that implementation of the 2030 Agenda will provide an additional boost for inclusion.

We can also list the mainstreaming of inclusion as a cross-cutting theme in the special initiatives as a further example of the link between broad impact and leverage. The BMZ took the publication of the mid-term report (BMZ, 2015a) as an opportunity to announce that inclusion would be incorporated into the BMZ’s special initiatives on a cross-cutting basis. This declaration of intent was reaffirmed by the fact that the BMZ pledged to do this once again in the National Action Plan 2.0.<sup>108</sup> So far, however, this broad impact has been manifested only in relation to the special initiative ‘Tackling the root causes of displacement, reintegrating refugees’. Inclusion has yet to be mainstreamed in the other special initiatives. With regard to the special initiative ‘ONE WORLD – No Hunger’, we can assume that the Action Plan will provide leverage, as there has so far been little mainstreaming of inclusion in the ‘green sectors’.

Concerning the breadth of impact we should also mention the Global Action on Disability Group (GLAD), which was established in December 2015 with the aim of improving communication, coordination and the sharing of lessons learned among the member countries and organisations, in harmony with Article 32 of the CRPD. The GLAD network provides an international forum for scaling up lessons learned in implementing the Action Plan. It would be too early to speak of leverage, however, as the BMZ decided only recently to join the network.<sup>109</sup>

<sup>108</sup>The special initiatives of the BMZ incorporate the inclusion of persons with disabilities as a cross-cutting theme; within this framework, they also ensure that persons with disabilities and their representative organisations participate in the planning, implementation and evaluation of the measures of the initiatives’ (BMAS, 2016, p. 204).

<sup>109</sup>So far, Germany has been represented in the Global Action on Disability Group (GLAD) by the GIZ. However, the BMZ hosted the network’s third meeting (in March 2017), which evidently led to it joining the group.

If we also consider the Action Plan a public statement of commitment by the BMZ, then given the parliamentary questions raised in 2014 and 2015 (Deutscher Bundestag, 2015a, 2015b), we can certainly speak of leverage – perhaps unintended – as manifested by the response to this public statement of commitment in the parliamentary sphere.

With regard to broad impact, we should also mention here that as a result of both the initiative taken by the sector project for inclusion, and enquiries directed by official German development cooperation projects to the sector project for inclusion, further projects<sup>110</sup> – in addition to those specified in the Action Plan/the mid-term report – have got involved in implementing inclusion-related activities. However, it is not possible to draw any conclusions here regarding what results these projects generated concerning the inclusion of persons with disabilities. This is also due to the fact that the bulk of these projects are still at an early stage of implementation.

Due to the lack of defined targets, it is only possible to a certain extent to assess the overall impact and leverage generated by implementation of the Action Plan. We also need to bear in mind the current implementation status. This is not yet so advanced (see Section 5.2) that broad impact could already have occurred to a substantial extent. In the course of implementation, however, opportunities to generate broad impact and leverage were taken, by linking the Action Plan to the 2030 Agenda process and to implementation of the special initiatives.

<sup>110</sup> For more precise information on this project, please refer to the portfolio analysis in Section 1.3.



# 7.

## CONCLUSIONS AND RECOMMENDATIONS

The purpose of this evaluation is to help improve mainstreaming of the inclusion of persons with disabilities in German development cooperation, in line with the overarching objective of the Action Plan for Inclusion. Accordingly, the conclusions and recommendations formulated below aim to further develop the strategic positioning of the BMZ regarding the inclusion of persons with disabilities, and to prompt change processes in the structures and practices of German development cooperation. As part of Germany's National Action Plan (NAP) the BMZ already pledged to draw up a strategy for the implementation of inclusion in development cooperation. Drawing up this strategy was designed to seize the opportunity to develop a clearer strategic position based on existing lessons learned, which include the findings of this evaluation. This is supported by the findings of the evaluation, which characterise the Action Plan as a measure-based plan that lacks sufficient strategic foundation. The future strategy should define the systematic implementation of obligations arising from the CRPD in German development cooperation as a long-term objective. This would also help meet Germany's obligations under international law and satisfy normative human rights arguments, for instance by taking account of the diversity of disabilities and the heterogeneity of persons with disabilities. Not least the 2030 Agenda provides considerable momentum for inclusive development cooperation, as persons with disabilities are mentioned in eight of the 17 SDGs.

## 7.1

### We will set a good example in our own organisation (BMZ)

To lend credibility to its efforts to achieve greater inclusion in German development cooperation, and set a good example for others, in the first strategic objective of the Action Plan the BMZ aspires to establish inclusive structures and practices in its own organisation. In the fields of action 'inclusive human resources policy' and 'barrier-free access', the achievement of Strategic Objective 1 can be rated as **moderate to high**. The BMZ is making good progress towards achieving its objective of establishing exemplary structures and practices. A large proportion of staff members with disabilities perceive the climate at the BMZ to be positive and inclusion-friendly, and feel integrated, accepted and supported by their colleagues.

Nonetheless there is potential for improvement, particularly with respect to barriers that are dependent on personal attitudes, but also with respect to institutional and physical barriers. Here the evaluation findings indicate a particular need to raise awareness and sensitise staff within the institution (as detailed in Article 8 of the CRPD). Although both aspects are mentioned expressly in the BMZ's integration agreement, neither has so far been implemented systematically. In human resources policy several changes have been made to improve the inclusion of persons with disabilities, including revision of the integration agreement. Some BMZ staff members with disabilities feel they have experienced inequality in their career development opportunities, hence there is potential for improvement here. Furthermore, the fact that despite current efforts the BMZ only just meets the legally prescribed quota of persons with disabilities among the workforce (6 per cent pursuant to Article 159 of SGB IX), limits the extent to which we can say it is setting a good example in terms of its human resources policy. A similar picture emerges with regard to physical barrier-free access. Staff members with disabilities receive individualised support that would be described as 'reasonable accommodation'. Beyond this individualised support, general barrier-free access has also been improved in recent years. Nevertheless it still needs to be improved in a number of areas. In particular there is a lack of automatic door openers, orientation aids for persons with visual impairment and lifts (at the Bonn office).

Staff members with disabilities do see the BMZ administrative staff as helpful and as possessing 'good will', which creates a positive setting for change towards greater inclusiveness at the BMZ. Scope for improvement becomes evident, however, in what staff members with disabilities see as the strong onus on them to proactively articulate their needs. This means that changes designed to bring about improved accessibility at the individual level, and improved barrier-free access at the general level, need to be actively driven by staff members. This contrasts with the obligation of the BMZ as an employer to proactively guarantee the rights of staff members with disabilities that are enshrined in the CRPD and other legal frameworks, without the staff members themselves having to take any action in this regard.



There is also scope for moving closer to the postulate of ‘setting a good example’ with regard to the CRPD principle of involving persons with disabilities in matters that concern them. Article 98 of SGB IX stipulates that an officer should be appointed who is responsible for representing the BMZ on matters pertaining to persons with disabilities, and that ‘where possible’ this officer should be a disabled person themselves. So far, the tasks involved have meant that this position has been filled by an appointee from the human resources division, regardless of whether they were disabled or not.

Steps to improve inclusion have been taken in the *weltwärts* programme and in the SLE graduate programme. In the *weltwärts* programme the number of participants with disabilities has since increased. To include more persons with disabilities in junior staff development programmes and volunteer services (Measure 2), and ensure in the long term that these individuals take up active posts in German development cooperation, inclusion should also be established and promoted in other programmes. The steps taken in the *weltwärts* programme can help push things in the right direction.

Based on the results logic, we note that no causal relationships between Strategic Objective 1 and the other two strategic objectives were identified explicitly. Hence the potential of these links was not fully utilised. In other words, it remains unclear to what extent synergies might have emerged between institutional mainstreaming at the BMZ (Strategic Objective 1) and operational mainstreaming (Strategic Objective 2 in particular). Various causal mechanisms are conceivable, although the evaluation was able to find at best only sporadic evidence of this. First of all, it is conceivable that setting a good example within the BMZ might serve either implicitly or explicitly as an argument to increase the credibility of pro-inclusion positions (e.g. when dealing with partner governments). Secondly, the recruitment of staff with disabilities at the BMZ might also be conducive to inclusion and barrier-free access in partner countries, for instance because these individuals might act as particularly engaged advocates of these issues. However, we should qualify this by noting that not all staff members wish to disclose their disability. Furthermore, not all persons with disabilities wish or

are able to act as advocates for the rights of persons with disabilities, either in Germany or in partner countries. We should also bear in mind that institutional mainstreaming would pack more punch if it were also to include the GIZ and KfW. Since the BMZ is unable to issue any directives concerning their human resources policies, it would be helpful if the future strategy for improving inclusion in development cooperation were to broaden the mainstreaming process by incorporating voluntary commitments.

### Recommendations

1. The BMZ should step up its in-house activities to raise awareness on inclusion and disability. This should include continuous and systematic awareness-raising, particularly amongst line managers.
2. The BMZ, and particularly the disabled persons’ representatives and possibly the appointee at the new focal point for the inclusion of persons with disabilities (see Recommendation 20) should inform staff members with disabilities of their rights, proactively guarantee the realisation of these rights and create spaces in which concerns relating to these rights can be articulated easily (see Recommendation 3).
3. The BMZ should establish a continuous dialogue between staff members with disabilities, the BMZ officer for disability, the disabled persons’ representatives and the administration. This dialogue platform might be initiated by the disabled persons’ representatives in consultation with the BMZ officer for disability. The dialogue should cover all issues affecting staff members with disabilities. In so doing the BMZ would not only meet their wishes, but also satisfy the stipulation contained in the CRPD (Article 4, Paragraph 3) concerning the involvement of persons with disabilities in decision-making processes relating to them. Furthermore, a dialogue of this kind would help achieve what from the perspective of persons with disabilities would be an improved balance between proactivity on the part of the BMZ, and what they perceive to be the onus on them to first of all articulate their own needs. The workshops held for staff with disabilities in conjunction with the evaluation could provide the basis for the concrete design of this dialogue.

4. In its capacity as an employer, the BMZ should take steps to ensure that staff members with disabilities are actively involved and their needs taken account of in all new builds and retrofits, in changes to internal information and communication technologies (e.g. the intranet), in procurements and in all human resources processes and strategies. Responsibility for this should rest with the competent divisions. The importance of this should be underlined by the BMZ leadership. The continuous dialogue referred to in Recommendation 3 will be conducive to this, as it will help make clear the needs of persons with disabilities.
5. When selecting a responsible officer to represent it on matters concerning persons with disabilities (Art. 98 SGB IX), the BMZ should follow the recommendation made in SGB IX and make appointment to this position conditional upon the presence of a disability. This would correspond more closely to the CRPD principle 'Nothing about us without us!'
6. The BMZ should perform or have performed an objective analysis of the equality of career opportunity for staff members with disabilities compared to staff members without disabilities. Any inequalities or obstacles to equal opportunity that might be identified should be eradicated, insofar as the BMZ is able to influence this. Insofar as other federal ministries or institutions are able to influence such inequalities or obstacles, the BMZ should prompt the responsible agency to address these issues.

## 7.2

### We will foster the inclusion of persons with disabilities in our partner countries

Strategic Objective 2 was designed to strengthen the inclusion of persons with disabilities in the partner countries of German development cooperation. Overall, achievement of this objective was **low to moderate**. This judgement is based on our assessment of the achievement of the three sub-objectives A to C.

Regarding the mainstreaming of inclusion in the planning, implementation and evaluation of German development

cooperation (Sub-objective A), the evaluation was barely able to detect any significant progress in terms of mainstreaming in processes and procedures resulting from implementation of the Action Plan. We therefore conclude that the results<sup>111</sup> envisaged for Sub-objective A were achieved only to a **low** degree. Overall, the degree to which the inclusion of persons with disabilities was systematically incorporated into planning and management processes in the organisations of official German development cooperation, and systematically monitored, remained low. Persons with disabilities are mentioned in several sector strategies, for instance. However, this is thanks largely to the engagement of particular individuals. In some cases measures were initiated, but not completed. Hence they are not (yet) making any contribution towards the achievement of objectives. Thus the development of an approach for the inclusive design of projects as envisaged in the Action Plan is not yet complete, which means that it cannot help make inclusion more binding. Furthermore, the measures were not worded such that they would have been sufficient to achieve the results expected for Sub-objective A even if they had been fully implemented. The Action Plan does explicitly mention directives and guidelines that would lay out how human rights issues are to be incorporated. However, the evaluation findings suggest that further mechanisms to ensure de facto that inclusion is integrated into the planning, implementation and evaluation of projects would have been important. In the course of our data gathering activities, the introduction of an inclusion marker as a possible mechanism was the subject of controversial debate. While respondents identified the advantages of such a mechanism as being mandatory engagement with inclusion and the greater ease of recording inclusive development measures, some saw it as a drawback that the mechanism would be of little service to the inclusion agenda if addressing inclusion were then to become an obligatory exercise. Hence we can conclude from the evaluation findings that, particularly for the operational level, a marker as a sole mechanism would not be suitable for guaranteeing inclusion in German development cooperation, and that preference should be given to other mechanisms. These conclusions are reflected in various measures included in the recommendations.

<sup>111</sup> According to the Action Plan the expected results for Sub-objective A are: (1) 'Inclusive development cooperation is an integral part of BMZ's political directives.' (2) 'An increasing percentage of development measures draw on the expertise of disabled people's organisations in the planning, implementation and evaluation of measures.' (3) 'The inclusive design of development measures is followed up.' (BMZ, 2013a, p. 13)

We also need to remember that Sub-objective A was about achieving not only the aforementioned mainstreaming in the planning, implementation and evaluation of German development cooperation, but also greater integration of the expertise of the representative organisations of persons with disabilities. In partner countries, involving representative organisations is important primarily in the context of concrete projects, i.e. as part of Sub-objective B. Based on the results logic of this evaluation, it also remains unclear what contribution the theme team and the round table were supposed to make towards mainstreaming inclusion in the planning, implementation and evaluation of German development cooperation. These two measures are therefore dealt with in the context of management of the Action Plan (see Section 5).

Our assessment of the achievement of Strategic Objective 2 is also based on our assessment of Sub-objective B, which involves the promotion of concrete development measures in partner countries of German development cooperation. The projects specified in the Action Plan succeeded in improving the inclusion of persons with disabilities to a **moderate** degree. The lead partners and persons with disabilities and their representative organisations did rate the projects studied as relevant. Overall, however, these projects were linked to the CRPD only to a low degree. Furthermore, they were largely not in possession of disaggregated information on the situation of persons with disabilities in the respective countries, which meant that the selection of the latter as target group (e.g. with respect to types of disability) was not representative. Overall, the evaluation identified a moderate benefit for persons with disabilities. In view of the implementation status of the various projects, it is not yet possible to assess the long-term benefits. In all the projects studied, persons with disabilities and their representative organisations were involved in planning and implementation only to a low degree. This was also partially explained by a lack of capacities on the part of the representative organisations. This makes it all the more problematic that the studied projects focused largely on capacity development for the duty bearers, while attaching little importance – with the exception of the projects in Togo and Cambodia – to the capacity deficits of persons with disabilities, i.e. the rights holders. Generally speaking, the lack

of disaggregated data on the life situation of persons with disabilities constituted an important constraining factor. In some cases this was redressed by data surveys conducted by the projects themselves, as was the case for instance in the social protection project in Cambodia.

Ultimately, this assessment is also affected by the degree to which Sub-objective C (building capacities and expertise) was achieved. The improvement of the capacities and expertise of specialised staff and other actors in German development cooperation was **low to moderate** only. This is because the transfer of inclusion-related knowledge has so far been integrated into training curricula only to a certain extent. Concerning the scaling up of lessons learned and the institutionalisation of learning processes, we also note that lessons learned, knowledge and good practice examples for inclusive projects have so far been analysed and disseminated only sporadically rather than systematically. Hence potential for learning has not been exploited.

The Action Plan has led to important first steps to promote inclusion in cooperation with partner countries. In all areas relevant to the mainstreaming of inclusion, measures have either been launched or implemented. However, these steps are not sufficient for broad and systematic mainstreaming of the inclusion of persons with disabilities in German development cooperation. The combination of individual measures corresponds to Assumption 3 of the results logic – i.e. the overarching assumption that the Action Plan will involve linking operational mainstreaming with the promotion of the inclusion of persons with disabilities in concrete projects. Moreover, the two components ‘building capacity and expertise for inclusion’ and ‘knowledge management’ also proved important. Thus four components have emerged that are important for mainstreaming inclusion and that correspond either to sub-objectives or fields of action in the Action Plan:

- The mainstreaming of inclusion in processes and structures (operational mainstreaming)
- The promotion of specific projects in partner countries, which can be subdivided as follows along the lines of the twin-track approach:
  - specific projects to empower persons with disabilities
  - projects to mainstream the inclusion of persons with disabilities
- Capacity development support for inclusion
- Knowledge management for lessons learned in projects linked to inclusion.

The findings of the evaluation demonstrated that each of these components has been recognised as necessary, both individually and in terms of their potential synergy, as envisaged in the results logic. The potential synergy between individual measures assigned to these components was not fully exploited during implementation of the Action Plan, however.

Although the achievement of objectives in the promotion of inclusion in partner countries is not yet satisfactory, with regard to the overall approach of the Action Plan we can conclude that the combination of the four aforementioned components is expedient. The following recommendations therefore focus on the scope for consistently maintaining the course already embarked on, and harnessing synergies between the individual components more systematically. One particular focus will be on introducing reliable mechanisms to bring about a transition from mere intentionality to rules that are actually binding. Based on the evaluation findings, we conclude that such mechanisms are absolutely essential for operationalising inclusion in projects. In harmony with the pragmatic approach pursued so far, we will propose an approach based on short-, medium- and long-term objectives. With regard to the operationalisation of inclusion in development cooperation, one constraining factor at both the strategic and operational levels is the strong competition between cross-cutting themes to which inclusion is exposed. The recommendations below also take this challenge into account.

## Recommendations

7. The pragmatic approach to the inclusive design of development cooperation projects pursued in the context of the Action Plan proved appropriate. The BMZ should build on this insight when designing and implementing the new inclusion strategy (see Recommendation 18). In cooperation with partner countries, short-, medium- and long-term objectives should be set based on the following principles:
  - Identify and harness positive momentum for inclusion, by grasping the low hanging fruits.
  - Identify and address existing gaps in inclusion.
  - Reflect on and harness potential for inclusion that has not yet been exploited, e.g. in sectors perceived to be unrelated to inclusion.
8. At bilateral government negotiations with partner countries the BMZ, and particularly the regional divisions and economic cooperation officers, should systematically and consistently introduce information on the human rights situation (e.g. from human rights status reports), including the situation of the rights of persons with disabilities, and ensure that these issues are addressed.
9. The evaluation team recommends that the BMZ and the implementing organisations conduct human rights-based target-group analyses systematically when planning projects. This recommendation applies to all Technical and Financial Cooperation projects that are being newly commissioned or are being commissioned to implement a follow-on phase. The BMZ, and particularly the responsible regional divisions, should follow up on the implementation of these analyses and the recommendations that emerge from them. In accordance with the BMZ's human rights guidelines the target-group analyses should meet the following criteria for inclusion:
  - The interests and needs of rights holders – including persons with disabilities – should be highlighted on the basis of existing data or (if there is a lack of available data) specially collected data. The potentials and risks that might arise in conjunction with planned German development cooperation projects should also be taken into account. In this connection, planners should also review what capacities are available within the partner institutions for

collecting and analysing disability-related data that are also disaggregated by type of disability. Furthermore, recommendations should be made as to how the development of these capacities can be supported in the context of German development cooperation.

- The bodies representing the various relevant population groups, including the representative organisations of persons with disabilities, should be involved in the necessary data gathering activities.
  - In accordance with the leave no one behind principle, the target group analysis should take appropriate account of the diversity and heterogeneity of population and target groups. This includes taking account of intersectionality (including multiple and multidimensional discrimination, for instance on the basis of disability and gender), as well as the heterogeneity associated with different disabilities and multiple disabilities. This degree of differentiation should also apply to the involvement of the representative organisations of different groups in the target-group analyses. The target group analysis should also provide the basis for identifying, making transparent and reflecting critically upon the limitations for implementing the leave no one behind principle.
  - The target group analysis should be conducted by individuals who possess human rights expertise. Context-specific cultural perspectives should also be taken into account.
  - The results of the target-group analyses should be made an integral component of programme proposals for both TC and FC.
  - The target-group analyses should include recommendations concerning how the results can be implemented in the project concerned. This includes recommendations concerning the integration of the rights of persons with disabilities at the indicator and activity levels. There should be a particular focus on activities that promote participation by civil society in partner countries – including the representative organisations of persons with disabilities. Care should always be taken to ensure that a mainstreaming approach is pursued, while avoiding the creation of duplicate structures for persons with disabilities.
- a) The evaluation team recommends that the BMZ draw up corresponding directives for the implementing organisations for the conduct of target-group analyses, and adjust existing directives in line with the above.
  - b) The evaluation team recommends that the implementing organisation examine whether and to what extent the aforementioned criteria can be met by enhancing existing instruments (e.g. the target-group and stakeholder analysis at the KfW or the Human Rights Safeguard at the GIZ).
  - c) The evaluation team recommends that the BMZ should have the quality of its instruments for disaggregated target group analysis, and their contribution towards realising the rights of persons with disabilities, externally evaluated within three years. It should also involve the German Institute for Human Rights in the evaluation process. With a view to enabling realistic budget planning for projects, the evaluation should include an assessment of the costs that will be incurred in the course of the analyses.
10. Reference projects provide important examples of how programmes in partner countries can be made inclusive. The BMZ, and particularly the regional divisions, should systematically analyse and scale up for practitioners the lessons learned on the inclusion of persons with disabilities during implementation. Continuous knowledge management on inclusive development measures should be pursued on a long-term basis. This applies above all to projects with strong links to inclusion that are seen by relevant groups of actors (e.g. inclusion experts on the theme team) as reference projects. Responsibility for generating and managing this knowledge should rest not just with the projects themselves, but also with the responsible officers at the implementing organisations.
  11. Sensitisation to human rights issues and the transfer of corresponding practical knowledge – including knowledge on the successful inclusion of persons with disabilities in development cooperation projects – should be systematically mainstreamed in training provided by the BMZ and the implementing organisations. When inducting new staff and when staff switch positions between Germany and the field, this should always involve the transfer of general and job-specific human rights expertise (including inclusion expertise). The BMZ should ensure that specialised staff of German development cooperation

are obliged to participate in training to develop their capacities for human rights and inclusion. It should provide specific, earmarked funds for this purpose.

12. The evaluation team recommends that the BMZ finish developing the approach inherent in the Action Plan for capturing inclusion in projects and programmes, and operationalise it. The evaluation team thus supports the recommendations made by the UN Committee on the Rights of Persons with Disabilities in Germany in the context of the State Party reporting procedure. Implementation of the 2030 Agenda makes a system of this kind all the more relevant. The increase in international comparability might step up the pressure on the German Government to ensure the inclusion of persons with disabilities in international cooperation, and to provide accountability on this. The approach for measuring the inclusiveness of projects should go hand in hand with the elaboration of criteria for inclusive TC and FC projects. This process should take into account the consultations at the OECD-DAC level concerning the introduction of an inclusion marker, and be made to cohere with the outcome of those consultations. Should there be any delays in the consultation process the BMZ should nevertheless press ahead with developing a measurement system for German development cooperation.

### 7.3 Cooperation with other actors at the national, regional and international levels

According to the findings of the evaluation, Strategic Objective 3 was achieved to a **low to moderate** degree. At the multilateral level the Action Plan has been moderately effective. However, it did not prove possible to consolidate the pioneering role which BMZ initially occupied at the international level. Furthermore, success in winning over new actors for the cause of inclusion has been **low**. With regard to the promotion of civil society engagement and cooperation with the private sector, the effectiveness of the Action Plan can only be described as low.

At the international level, the Action Plan has led to an increasing recognition of Germany's commitment to realising inclusive development cooperation. Overall, this has occurred

to a **moderate** degree. Germany did work to advance the inclusion agenda in the context of the United Nations (at the High Level Meeting 2013, and during the negotiation of conventions and resolutions). At the same time, however, Germany has not yet succeeded in introducing the theme of 'inclusive development' into the development strategies elaborated by multilateral organisations. Only to a **low** extent did the BMZ succeed in using its position in cooperation with bi- and multilateral actors to win these over for the cause of inclusion. Although the BMZ's engagement in this regard did generate positive momentum, there is nothing to suggest that actors who were not previously committed were then – as envisaged – won over for the cause of inclusion.

Initially, Germany played a pioneering role solely due to the fact that it was one of the first countries that as well as having its National Action Plan for the inclusion of persons with disabilities, also drew up its own Action Plan for German development cooperation. Various enquiries and invitations (from UNDP, the European Commission and the World Bank) show that Germany is appreciated as a competent partner for the 'inclusion of persons with disabilities'. The fact that BMZ has not responded positively to these enquiries and invitations is one reason why the pioneering role of German development cooperation in the field of inclusion was weakened. Another factor is that in multilateral negotiations regarding the rights of persons with disabilities, Germany has tended not to take centre stage. It is true that along with Australia, the UK and the Nordic countries, Germany is seen as a competent and important player for the rights of persons with disabilities. However, since Germany takes less initiative and provides less funding for inclusion compared to the aforementioned countries, there is an element of doubt regarding this recognised position.

It was not always possible to take the opportunities available to introduce the topic of inclusion at the international or multilateral level. This is because responsibility for implementing the corresponding measures in the Action Plan was not transferred to the competent BMZ divisions, e.g. the division responsible for the United Nations. Furthermore, no binding mechanisms for integrating inclusion were agreed or implemented. Responsibility lay exclusively with the dedicated

division for inclusion (302), which was only able to deploy very limited human resources to address the theme. At multilateral negotiations, however, other BMZ divisions or other federal ministries assume the lead role in negotiating the German contribution. Their lack of commitment to inclusion also contributed to the fact that the success of efforts to introduce inclusion into the development strategies elaborated by multilateral organisations to date has been low. Thus it was so far not possible to also use Germany's financial contributions to the United Nations organisations to leverage the potential for promoting inclusion in their work.

For the future orientation of the BMZ's multilateral engagement, its obligation (entered into in Germany's National Action Plan 2.0) to strengthen donor cooperation for the inclusion of persons with disabilities, inter alia in the context of the 2030 Agenda, will be very important. 'Germany will be proactively involved in coordinating and harmonising the initiatives and activities of different donors for the inclusion of persons with disabilities, and will strengthen cooperation for the development of implementation standards and strategies, particularly with European donors and UN organisations' (BMAS, 2016, p. 204). In this connection it is also significant that the Global Action on Disability Group (GLAD) was established in December 2015, with the aim of improving communication, coordination and the sharing of lessons learned among the member countries and organisations, in harmony with Article 32 of the CRPD. By organising the Group's third meeting (in March 2017), the BMZ made clear that it considers its work very important.

The engagement of civil society to improve inclusion was strengthened only to a **low** degree. It is true that Engagement Global has improved the accessibility of its website considerably. However, the implementation of its programmes is only rudimentarily inclusive. This is due to the fact that it was not yet possible to create the necessary enabling environment by implementing in-house orientation and training measures. Furthermore – not least due to a lack of consensus within civil society – it has not yet been possible to incorporate inclusion into the funding guidelines as a criterion for appraising development-related projects of non-governmental institutions. With regard to the mainstreaming of inclusion in the

programmes implemented or supported by Engagement Global, the level of overall effectiveness of the Action Plan has so far remained low.

And to date, private-sector actors have increased the extent to which they harness potential for the inclusions of persons with disabilities only to a **low** degree. Inclusion is not yet an explicit bonus criterion in applications for funding submitted to the develoPPP.de programme. No training of develoPPP.de project managers has taken place as yet. Furthermore, the training of development cooperation scouts on the topic of inclusion, which took place on a single occasion, has not been followed up. Moreover, these development cooperation scouts do not possess the mandate they would require in order to act as effective disseminators. Hence there is nothing to indicate that the Action Plan has been effective in mainstreaming inclusion among private-sector actors so far.

### Recommendations

13. In line with the obligation laid down in the NAP 2.0, the BMZ should attach high priority to German engagement in the coordination and harmonisation of initiatives and activities of different donors for the inclusion of persons with disabilities. This should be reflected for instance by the BMZ leadership and the responsible divisions actively advocating the rights of persons with disabilities in international negotiation processes, and being represented at a high level at international conferences. The strategy for operationalising inclusion in development cooperation, which the BMZ also pledged to draw up in the NAP 2.0, should make appropriate provision for this engagement at the international level.
14. At the international level the BMZ should continue to work for the incorporation of inclusion into the strategies of multilateral organisations, and into the implementation of the projects and programmes co-financed by the BMZ. This should include both the UN organisations and the development banks. To create an enabling environment for the future strategy to operationalise inclusion in development cooperation, the divisions responsible for multilateral development cooperation should assume more responsibility from the outset.

15. The BMZ should seek to ensure that inclusion is mainstreamed more rigorously and implemented consistently in the programmes of Engagement Global.
16. The BMZ should continue its efforts to ensure that inclusion is systematically integrated into the projects of NGOs. To this end Engagement Global and benGo should incorporate inclusion into their advisory services for NGOs, and make inclusion a criterion for the appraisal of project proposals. At the same time, further agreements on mainstreaming inclusion in NGO projects should be reached in dialogue with civil society.
17. The future strategy for operationalising inclusion in development cooperation should emphasise the mainstreaming of inclusion both *in cooperation with* the private sector and *in the promotion of* the private sector. In this context, concrete steps should be taken to explore how inclusion can be systematically incorporated into the various instruments of support. This should include a particular focus on development partnerships with the private sector (e.g. develoPPP.de).

## 7.4 Systematic mainstreaming of inclusion in German development cooperation

The overarching aim of implementing the Action Plan was to ensure the systematic mainstreaming of the inclusion of persons with disabilities in German development cooperation. With the benefit of hindsight, this wording proved to have been too ambitious, above all in view of the three-year period for implementation of the Action Plan originally envisaged, and the inadequate overall provision of financial and human resources. The evaluation therefore concluded that achievement of the aforementioned overarching objective of the Action Plan has so far been **low to moderate** only.

This evaluation views the Action plan as a policy strategy for the systematic mainstreaming of inclusion in German development cooperation – in the form of a package of 42 planned measures whose implementation – across various levels of objectives (field of action, sub-objective, strategic

objective) – is designed to ensure achievement of a joint overarching objective. The Action Plan is not, however, a systematically and rigorously structured strategy in which intermediate-level conceptualised objectives and activities are derived logically from overarching objectives. Although it is geared to a system of supraordinate objectives in the expected results and overarching objectives, it was nevertheless also heavily influenced by a realistic assessment of the current potential for the inclusion of persons with disabilities in German development cooperation. This was reflected in the formulation of concrete measures, some of which were linked to activities that were already ongoing. The Action Plan thus appears to be the product of a balancing act – between what was considered necessary in order to advance the inclusion of persons with disabilities in German development cooperation, and what appeared politically feasible when the Action Plan was actually developed. As the evaluation team sees it, this approach was based on the intention of incorporating into the implementation of the Action Plan the engagement of those who were driving existing initiatives and approaches at the time, and possessed relevant experience. Although it was not possible to verify at reasonable cost to what extent the corresponding assumption<sup>112</sup> was accurate, we can assume with a high degree of probability that the converse is true, i.e. that measures which do not build on lessons learned and existing engagement are less likely to be as effective as those that do. Furthermore, the personal commitment of individuals to inclusion proved to be one of the success factors for making projects inclusive.

This pragmatic approach enabled individuals committed to inclusion to use the Action Plan as a basis for developing arguments in support of the agenda for inclusion of persons with disabilities. The Action Plan thus provided a boost and sent a single regarding engagement with the requirements of the CRPD in German development cooperation. On the other hand, another consequence of this pragmatic approach was a lack of consistency in the wording of objectives of measures, and in the allocation of measures to fields of action.<sup>113</sup> This can be illustrated with reference to the example of Field of Action 4 ('Experts with disabilities are to be increasingly involved in

<sup>112</sup> When the evaluation team drew up the results logic the assumption was worded as follows: 'Measures that build on lessons learned and existing engagement will be more effective.'

<sup>113</sup> These comments are based on a review of Assumption 1 ('The outputs generated by the measures will lead to the expected results') in the results logic.



development cooperation'). Even if the three measures assigned to this field of action had been fully implemented<sup>114</sup>, it would not have been possible to achieve the set objective. Furthermore, when the measures were defined, the involvement of experts with disabilities in the design, planning and evaluation of inclusive development measures was barely touched on.

However, the Action Plan's focus on specific measures entailed the problem that, due to the low level of managerial capacities available, the links between the various levels of objectives and the potential synergies between the objectives and sub-objectives were not addressed systematically. Monitoring focused largely on implementation of the individual measures, which became particularly clear when the mid-term report was drawn up. The report deals exclusively with the extent to which, for the 42 measures, the 'traffic light' was already amber ('implementation of the measure has been commenced explicitly and purposefully – and responsibility has been assumed'), already green ('implementation of measures is quantifiable') or still on red ('implementation not yet commenced or not possible'). The analysis of wider issues, such as the question of whether strategic objectives were achieved or whether the combination of measures was at all suited to achieving strategic objectives, took second place to this focus. In other words, the Action Plan is essentially a conglomerate of specific inclusion-related measures. This also led to a situation in which the need to make adjustments retrospectively due to inconsistencies in the hierarchy of objectives was not acted upon.

The provision of dedicated human resources for implementation of the Action Plan was confined to a single position in the BMZ Division for 'Human rights, gender equality; inclusion of persons with disabilities', and the sector project for inclusion team – referred to in the Action Plan as the 'team of experts'. This led to a situation in which all tasks associated with management and implementation of the Action Plan at the BMZ had to be dealt with through a single desk officer's

position. With hindsight, the resources allocated must be considered insufficient, because this meant that the management tasks could not be performed adequately. As no other divisions at the BMZ assumed responsibility for implementing the Action Plan – beyond making contributions to the implementation of specific measures – this unfavourable constellation remained in place throughout implementation.<sup>115</sup>

The BMZ did not make any additional funds available for implementation of the Action Plan. This became particularly evident when studying the specific projects in fields of action 5 and 6, and in the measures to support the capacity development of specialised staff in German development cooperation. The lack of additional resources significantly reduced the willingness of projects to systematically address the topic 'inclusion of persons with disabilities'. With regard to the fields of action 5 and 6, the Action Plan would have been given more of a boost if bilateral projects that were supposed to incorporate more inclusion-related activities in conjunction with mainstreaming had been able to apply for additional funds. The Action Plan would then also have been more effective with respect to its second strategic objective ('We will foster the inclusion of persons with disabilities in our partner countries'). Nor were any earmarked funds made available to support capacity development for inclusion among specialised staff of German development cooperation. Given the aforementioned competition between themes, it is probable that training priorities have to be set differently, for instance by project managers, when inclusion-specific capacity development has to be financed from project funds. This is also clearly shown by the relevant evaluation findings concerning the uptake of human rights training provided by the AIZ.

The role of the theme team as a platform for exchange and networking proved successful. However, due to the fact that it did not meet regularly enough, and the lack of continuity in terms of the individuals who actually took part, it was not able to perform its advisory role to a sufficient degree. Had the theme team been given a stronger role in supporting

<sup>114</sup> Measure 11: BMZ will establish a theme team to advise on the inclusion of persons with disabilities in development cooperation; the team will have the support of (male and female) experts with disabilities.

Measure 12: BMZ will continue a dialogue forum on the inclusion of persons with disabilities, which is to encourage an exchange of views and experience between development organisations and with German disabled people's organisations.

Measure 13: BMZ will encourage the networking of German development cooperation projects and programmes with disabled people's organisations in partner countries.

<sup>115</sup> One positive development worthy of note is that the human resources of the responsible division (302) have since been supplemented by an additional Director-General, who will focus on the inclusion of persons with disabilities.

implementation of the Action Plan, this would have created a more enabling environment for the members to fully commit to implementing it, and to assume ownership of the implementation process.

Implementation of the Action Plan did generate broad impact in that it facilitated the pooling of Germany's active efforts to make inclusion part of the 2030 Agenda process.<sup>116</sup> This made a contribution towards the mainstreaming of inclusion in the SDGs. It is certainly true that even without the Action Plan, key stakeholders would have worked to help make the SDGs as inclusive as possible. However, we can assume that this would not have succeeded to the same extent had it not been for the Action Plan, and the networking and coordination of engaged individuals and groups which it facilitated. The fact that inclusion is mainstreamed in no less than eight of the 17 SDGs makes it likely that stronger emphasis will need to be placed on inclusion than hitherto when implementing the 2030 Agenda in the context of German development cooperation. Hence we can also say that the Action Plan generated leverage. For instance, Germany has pledged to report regularly to the High Level Political Forum on Sustainable Development (HLPF) concerning the German contribution towards implementation of the 2030 Agenda. This also includes reporting on the extent to which persons with disabilities were taken into account in the eight inclusion-related SDGs. To this end it will be absolutely essential to obtain disaggregated data. Hence it can be assumed that implementation of the 2030 Agenda will provide an additional boost for inclusion. This link also clearly demonstrates the potential for synergy effects between multilateral political dialogue and the operationalisation of inclusion in projects.

## Recommendations

18. As part of NAP 2.0 the BMZ already pledged to draw up a strategy to operationalise inclusion in development cooperation. This strategy should be based on the lessons learned when implementing the Action Plan. It should include an implementation plan which, unlike the existing Action Plan, should not be geared to concrete measures to the same extent, but should focus on medium- and long-term change processes for structures and procedures of

development cooperation. At the same time, this implementation plan should clearly specify who will be responsible for what in the implementation process. The strategy should also incorporate the following points, among others:

- The strategy should define the systematic implementation of obligations arising from the CRPD as a long-term objective.
  - The strategy should address the diversity of persons with disabilities and the heterogeneity of disabilities, and in this context refer to the human rights-based target group analysis.
  - The process of drawing up the strategy should be participatory, in order to foster engagement and ownership of implementation of the strategy among all relevant stakeholders.
  - The strategic orientation, including the short-, medium- and long-term objectives, should be based on existing momentum for inclusion (see also Recommendation 7).
  - Special importance should be attached to promoting opportunities for participation by persons with disabilities and their representative organisations in the context of development cooperation projects.
  - To systematically mainstream the inclusion of persons with disabilities in German development cooperation, more systematic use should be made of the knowledge and experience of experts in inclusive development, and the knowledge and experience of civil society actors.
  - The two major implementing organisations (GIZ and KfW) should make corresponding voluntary commitments, in order to harness the synergy effects resulting from the good example set by the BMZ in its structures as an employer for staff members with disabilities.
19. To create an enabling environment for implementation of the strategy to be developed, a management structure should be created within BMZ which, in line with the focal areas defined in the strategy, makes other divisions co-responsible in addition to the lead division. In this connection the lessons learned by the BMZ Task Force on Values, Religion and Development should be utilised. In conjunction with the establishment of a management structure, based on the lessons already learned in the UK (DFID) a focal point should be set up at the top level

<sup>116</sup> This also confirms the corresponding assumption made regarding the results logic of the Action Plan: 'The Action Plan will generate broad impact and leverage beyond the measures included in it.'

(Director-General) for mainstreaming the concerns of persons with disabilities (Recommendation 20). The GIZ and KfW should also create focal point positions.

20. To guarantee participation of the key stakeholders (civil society organisations including representative organisations, implementing organisations and specialised human rights organisations) in implementation of the future strategy for inclusion, the evaluation team recommends using the tried and tested structure of the theme team. At the same time, the role and position of the theme team should be upgraded to one that involves providing continuous support and facilitation.
21. The BMZ should make additional funds available to implement the future strategy for operationalising inclusion in development cooperation. Here it should follow the corresponding recommendation of the UN Committee on the Rights of Persons with Disabilities. Additional funds should be structured so as to create incentives, and should therefore be used primarily for mainstreaming the inclusion of persons with disabilities in projects and programmes of German development cooperation. However, they should also be used to support capacity development for inclusion among specialised staff of German development cooperation (see Recommendation 11). This should also be backed up with funding from the Study and Expert Funds, particularly in order to make ongoing projects more inclusive.



# 8.

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9.

ANNEX

## 9.1

### The Action Plan for Inclusion – overview of strategic objectives, sub-objectives, expected results, fields of action and measures

<b>Strategic Objective 1: We will set a good example in our own organisation.</b>	
<b>Expected results</b>	<ul style="list-style-type: none"> <li>• BMZ is exemplary in establishing inclusive structures and practices.</li> <li>• Persons with disabilities play an active part in the fields of action of German development cooperation.</li> </ul>
<b>Field of Action 1: Inclusive human resources policy</b>	<b>BMZ becomes an even more attractive employer for persons with disabilities. Inclusive employment policy focuses on the potentials offered by individuals with disabilities.</b>
<b>Measure 1</b>	BMZ will draw up and systematically follow an inclusive human resources strategy, and revise pertinent agreements.
<b>Measure 2</b>	More individuals with disabilities will be included in BMZ management trainee programmes and volunteer services. To encourage these individuals to take up overseas postings, BMZ will assume additional costs arising as a result of their disability.
<b>Measure 3</b>	BMZ will take part in the 'behindertenfreundlicher Arbeitgeber' (Employers for Disabled Individuals) competition organised by the Landschaftsverbandes Rheinland (LVR).
<b>Field of Action 2: Barrier-free access</b>	<b>BMZ is barrier-free for visitors and interested members of the general public.</b>
<b>Measure 4</b>	BMZ will ensure barrier-free access when planning and executing construction measures on the properties of German development cooperation organisations.
<b>Measure 5</b>	BMZ publications for the purposes of development education and PR work, including the website, will be barrier-free.
<b>Measure 6</b>	BMZ will produce guidelines for the planning and implementation of barrier-free events.
<b>Measure 7</b>	BMZ will make its public events as barrier-free as possible and will provide sign language interpreters if required.
<b>Strategic Objective 2: We will foster the inclusion of persons with disabilities in our partner countries.</b>	
<b>Sub-objective A: Mainstreaming in planning, implementation and evaluation</b>	
<b>Expected results</b>	<ul style="list-style-type: none"> <li>• Inclusive development cooperation is an integral part of BMZ's political directives.</li> <li>• An increasing percentage of development measures draw on the expertise of disabled people's organisations in the planning, implementation and evaluation of measures.</li> <li>• The inclusive design of development measures is followed up.</li> </ul>
<b>Field of Action 3: Strategic directives, monitoring and evaluation</b>	<b>Strategies, concepts and guidelines lay out how to realise and follow up the inclusion of persons with disabilities in development policy and development cooperation.</b>
<b>Measure 8</b>	BMZ will systematically take into account the inclusion of persons with disabilities when producing and revising sector strategies.
<b>Measure 9</b>	BMZ will draw up directives and guidelines that lay out how human rights, including the inclusion of persons with disabilities, are to be taken into account in the elaboration of country strategies, programme proposals and evaluations.
<b>Measure 10</b>	BMZ will devise an approach to record the inclusive design of development measures.
<b>Field of Action 4: Involving experts with disabilities</b>	<b>Experts with disabilities are to be increasingly involved in development cooperation.</b>
<b>Measure 11</b>	BMZ will establish a theme team to advise on the inclusion of persons with disabilities in development cooperation; the team will have the support of (male and female) experts with disabilities.
<b>Measure 12</b>	BMZ will continue a dialogue forum on the inclusion of persons with disabilities, which is to encourage an exchange of views and experience between development organisations and with German disabled people's organisations.
<b>Measure 13</b>	BMZ will encourage the networking of German development cooperation projects and programmes with disabled people's organisations in partner countries.

<b>Sub-objective B: Promotion of concrete measures in our partner countries</b>	
<b>Expected results</b>	<ul style="list-style-type: none"> <li>• Experience in the inclusive design of development measures will be systematically extended.</li> <li>• Persons with disabilities will increasingly be involved in German development cooperation measures.</li> </ul>
<b>Field of Action 5: Promotion of measures specifically designed to benefit persons with disabilities</b>	<b>The promotion of specific measures will improve the situation of persons with disabilities in partner countries.</b>
<b>Measure 14</b>	BMZ will encourage the political participation of persons with disabilities in a minimum of three partner countries.
<b>Measure 15</b>	BMZ will commission a project to strengthen disabled people's organisations in selected partner countries.
<b>Measure 16</b>	BMZ will support a minimum of two partner governments in their efforts to implement the provisions of the United Nations Convention on the Rights of Persons with Disabilities.
<b>Measure 17</b>	BMZ will support the Uganda Equal Opportunity Commission in its efforts to ensure equal opportunities for disadvantaged groups including persons with disabilities.
<b>Measure 18</b>	BMZ will promote a project of an international NGO umbrella organisation in Liberia to promote integrated sexual and reproductive health (SRH) services as well as HIV-related services for at-risk girls and persons with disabilities.
<b>Measure 19</b>	BMZ will support maternal and child health care services in Tanzania, with a special focus on prevention, early diagnosis and early childhood support for children with disabilities.
<b>Field of Action 6: Inclusive design of development measures in a number of priority areas</b>	<b>The gradual inclusive design of German development cooperation projects and programmes will foster the inclusion of persons with disabilities in partner countries.</b>
<b>Measure 20</b>	In German development cooperation with Cambodia and Tanzania the inclusion of persons with disabilities will be systematically ensured in the priority area 'health'.
<b>Measure 21</b>	In German development cooperation with Guatemala and Malawi the inclusion of persons with disabilities will be systematically ensured in the priority area 'education'.
<b>Measure 22</b>	In German development cooperation with Cambodia and Bangladesh the inclusion of persons with disabilities will be systematically explored in the priority area 'democracy, civil society and public administration', and initial measures will be implemented.
<b>Measure 23</b>	In German development cooperation with Indonesia, Viet Nam and Malawi the inclusion of persons with disabilities will be systematically ensured in projects and programmes to strengthen social security systems.
<b>Measure 24</b>	In German development cooperation with Afghanistan, Laos and Namibia, greater access to vocational training for persons with disabilities will be ensured in the priority area 'sustainable economic development'. In the course of consolidating the priority area 'vocational training' in Togo, options for the inclusion of persons with disabilities will be explored.
<b>Sub-objective C: Building capacities and expertise</b>	
<b>Expected results</b>	<ul style="list-style-type: none"> <li>• Institutionalised learning processes foster an exchange of knowledge and practical lessons learned on the design of inclusive development cooperation.</li> <li>• Experience, knowledge and examples of best practices are systematically analysed and made available to BMZ staff.</li> <li>• BMZ helps expand the scientifically collated data on the inclusion of persons with disabilities at international level.</li> </ul>
<b>Field of Action 7: Training courses for German development cooperation managers and specialists</b>	<b>Development personnel are trained to ensure that the concerns of persons with disabilities are included in the planning of development measures.</b>
<b>Measure 25</b>	BMZ will support the establishment of orientation and training measures for managers and specialists working in German development cooperation, and will conduct targeted awareness measures for staff on the inclusion of persons with disabilities and on this action plan.
<b>Measure 26</b>	BMZ will reach agreement with development training facilities on the incorporation into their curricula of subject matter relating to the inclusion of persons with disabilities.
<b>Measure 27</b>	BMZ will commission the development of a method of systematically including persons with disabilities in a priority area of German development cooperation, including the elaboration of a training of trainers manual.

<b>Field of Action 8: Knowledge management and research</b>	<b>Orientation guidelines, the documentation of experience and the provision of scientifically collated data will facilitate needs-driven and informed engagement, and allow us to disseminate examples of positive lessons learned in inclusive development cooperation.</b>
<b>Measure 28</b>	BMZ will draw up technical orientation aids for the inclusion of persons with disabilities in various sectors.
<b>Measure 29</b>	BMZ will award the Walter Scheel Prize to innovative entries which foster the inclusion of persons with disabilities in developing countries.
<b>Measure 30</b>	BMZ will commission an applied research project on the inclusion of persons with disabilities in national social security systems.
<b>Measure 31</b>	BMZ will commission an applied research project on inclusive education.
<b>Measure 32</b>	A situation analysis on realising barrier-free access in BMZ-assisted construction measures will be conducted in selected partner countries on three continents; recommendations will be drawn up on the basis of the analysis.
<b>Strategic Objective 3: We will cooperate with other actors.</b>	
<b>Expected results</b>	<ul style="list-style-type: none"> <li>• Germany's commitment to realising inclusive development cooperation is increasingly recognised at international level.</li> <li>• The engagement of civil society helps improve the inclusion of persons with disabilities in developing countries.</li> <li>• Private-sector actors increasingly recognise the potential offered by including persons with disabilities.</li> </ul>
<b>Field of Action 9: Multilateral engagement and political dialogue</b>	<b>BMZ uses its position in cooperation with bilateral and multilateral actors to win the latter over for the cause of inclusion.</b>
<b>Measure 33</b>	Within the framework of the Associate Expert Programme, BMZ will provide for a post in an international organisation relating to the inclusion of persons with disabilities, to be advertised and filled before the end of 2013.
<b>Measure 34</b>	As part of the preparatory work for bilateral government negotiations, information will be drawn up on the situation of persons with disabilities.
<b>Measure 35</b>	BMZ will specifically support United Nations initiatives, events and documents on the inclusion of persons with disabilities, especially within the scope of the High-level Meeting on Disability and Development in 2013.
<b>Measure 36</b>	BMZ will actively stress and promote the issue of inclusive development and its importance for development policy when the development strategies of multilateral organisations are being produced.
<b>Measure 37</b>	BMZ will actively get the issue of inclusion onto the agenda of negotiations of United Nations conventions and resolutions, in particular in the General Assembly, ECOSOC and the Commission for Social Development.
<b>Field of Action 10: Cooperation with civil society and the private sector</b>	<b>BMZ will make use of avenues of cooperation with civil society and the private sector to achieve sustainable improvements to the situation of persons with disabilities.</b>
<b>Measure 38</b>	BMZ will commission Engagement Global to make its service package barrier-free.
<b>Measure 39</b>	BMZ will incorporate the inclusion of persons with disabilities into its revised criteria for appraising the projects of private-sector German bodies in developing countries that are deemed important for development.
<b>Measure 40</b>	BMZ will support the establishment and consolidation of orientation and training measures for managers and specialists of Engagement Global. By supporting the development of these human capacities BMZ will ensure that persons with disabilities are included in the programmes implemented by Engagement Global.
<b>Measure 41</b>	BMZ will explicitly consider the inclusion of persons with disabilities as a bonus criterion when assessing project proposals within the scope of develoPPP.
<b>Measure 42</b>	Development cooperation scouts working as multipliers in industrial associations and chambers in partner countries and develoPPP.de project managers will be trained in issues relating to the inclusion of persons with disabilities and made aware of the economic potentials for relevant branches.

## 9.2

## Evaluation matrix

Evaluation questions	Evaluation criteria (EC)	Focus of the analysis	Methods	OECD–DAC criterion
<b>Evaluation Question 1: To what extent does the BMZ set a good example in its own organisation with regard to the inclusion of persons with disabilities?</b>				
1.1 To what extent do the selected fields of action and measures correspond to the provisions of the CRPD?	EC 1.1.1 Fields of action and measures correspond to the provisions of the CRPD.	Provisions of the CRPD, chiefly Articles 32 and 27	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons</li> </ul>	Relevance
1.2 To what extent is BMZ succeeding in establishing inclusive structures and practices?	EC 1.2.1 Human resources policy is more inclusive.	Design and implementation of an inclusive HR strategy, including the revision of existing agreements	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons,</li> <li>• workshops,</li> <li>• standardised survey (online),</li> <li>• in-depth interviews</li> </ul>	Effectiveness
	EC 1.2.2 Barrier-free access is realised.	Barrier-free access is realised in new construction measures (see also Measure 32), the production of BMZ publications and the holding of public events: production and use of the guidelines.		
1.3 To what extent has the Action Plan for Inclusion encouraged persons with disabilities to play an active part in the fields of action of German development cooperation?	EC 1.3.1 Persons with disabilities play an active part in the fields of action of German development cooperation.	More persons with disabilities are included in BMZ junior staff development programmes and volunteer services.	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons,</li> <li>• workshops,</li> <li>• in-depth interviews</li> </ul>	Impact
1.4 What factors enable and what factors constrain the achievement of objectives?	Exploratory	Analysis of the enabling and constraining factors in the implementation of the various measures, including synergy effects; → consequences for sustainability	<ul style="list-style-type: none"> <li>• interviews with key persons,</li> <li>• workshops,</li> <li>• in-depth interviews</li> </ul>	Effectiveness
1.5 How are the opportunities and risks for the sustainability of the changes achieved to be rated?	Exploratory	Rating of the opportunities for positive sustainability outcomes; assessment of the risks for negative sustainability outcomes; comparative weighting of opportunities and risks.	<ul style="list-style-type: none"> <li>• Interviews with key persons</li> <li>• workshops,</li> <li>• in-depth interviews</li> </ul>	Sustainability
<b>Evaluation Question 2: To what extent does the Action Plan for inclusion strengthen the inclusion of persons with disabilities in the partner countries of German development cooperation?</b>				
2.1 To what extent do the selected fields of action and measures correspond to the provisions of the CRPD?	EC 2.1.1 Fields of action and measures correspond to the provisions of the CRPD.	Provisions of the CRPD, chiefly Article 32	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons</li> </ul>	Relevance
2.2 To what extent has the inclusion of persons with disabilities been successfully mainstreamed in planning, implementation and evaluation (Sub-objective A)?	EC 2.2.1. Strategies, concepts and guidelines lay out how to realise and follow up the inclusion of persons with disabilities in development policy and development cooperation.	Systematic incorporation of inclusion into the drafting and revision of new sector strategies; incorporation of inclusion into country strategies, programme proposals and evaluations	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons,</li> <li>• workshops,</li> <li>• in-depth interviews</li> </ul>	Effectiveness
	EC 2.2.2 Experts with disabilities are increasingly involved in development cooperation.	Analysis and assessment of the work of the theme team; analysis and assessment of the dialogue forum (Round Table)	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews</li> </ul>	

Evaluation questions	Evaluation criteria (EC)	Focus of the analysis	Methods	OECD–DAC criterion
<p><b>2.3</b> To what extent were persons with disabilities included more effectively in measures in the partner countries of German development cooperation (Sub-objective B)?</p>	<p><b>EC 2.3.1</b> The promotion of specific measures improves the situation of persons with disabilities in partner countries.</p>	<p>Strengthening of disabled persons' representative organisations; support for partner governments in implementing the CRPD; support of measures in Uganda and Tanzania</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• Interviews</li> </ul>	Effectiveness
	<p><b>EC 2.3.2</b> The gradual inclusive design of German development cooperation projects and programmes fosters the inclusion of persons with disabilities in partner countries.</p>	<p>Analysis and assessment of the gradual inclusive design of selected projects by means of case studies in partner countries; 'light' incorporation of other selected projects</p>	<ul style="list-style-type: none"> <li>• Analysis of documents, analysis of secondary data,</li> <li>• case studies</li> <li>• workshops,</li> <li>• semi-structured interviews,</li> <li>• participatory survey methods (both qualitative and quantitative)</li> </ul>	
<p><b>2.4</b> To what extent were the capacities and expertise of specialised personnel and other actors in German development cooperation developed (Sub-objective C)?</p>	<p><b>EC 2.4.1</b> Development personnel trained to ensure that the concerns of persons with disabilities are included in the planning of development measures.</p>	<p>Inclusion capacities of specialised personnel of German development cooperation (including BMZ) are developed; content on inclusion is incorporated and taught at development training institutions.</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• Interviews</li> </ul>	Effectiveness
	<p><b>EC 2.4.2</b> Documented positive lessons learned and findings of research projects facilitate institutional learning processes.</p>	<p>Use of expert guidelines; use of research findings</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews</li> </ul>	
<p><b>2.5</b> What factors enable and what factors constrain the achievement of objectives (Sub-objectives A – C)?</p>	Exploratory	<p>Analysis of the enabling and constraining factors in the implementation of the various measures, including synergy effects; → consequences for sustainability (see 2.6)</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews,</li> <li>• case studies</li> </ul>	Effectiveness
<p><b>2.6</b> How are the opportunities and risks for the sustainability of the changes achieved to be rated?</p>	Exploratory	<p>Rating of the opportunities for positive sustainability outcomes; assessment of the risks for negative sustainability outcomes; comparative weighting of opportunities and risks.</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews</li> </ul>	Sustainability
<p><b>2.7</b> To what extent has strengthening the inclusion of persons with disabilities in the partner countries of German development cooperation helped improve the situation of persons with disabilities?</p>	<p><b>EC 2.7.1.</b> Support delivered through specific measures has improved the life situation of rights holders.</p>	<p>Strengthening of disabled persons' representative organisations; support for partner governments in implementing the CRPD; support of measures in Uganda and Tanzania</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews</li> </ul>	Impact
	<p><b>EC 2.7.2</b> The inclusive design of German development cooperation projects has improved the life situation of rights holders.</p>	<p>Analysis and assessment of the gradual inclusive design of selected projects by means of case studies in partner countries.</p>	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews,</li> <li>• case studies</li> </ul>	

Evaluation questions	Evaluation criteria (EC)	Focus of the analysis	Methods	OECD–DAC criterion
<b>Evaluation Question 3: To what extent does the BMZ act at the national, regional and international levels as an advocate and partner for the rights of persons with disabilities in development cooperation?</b>				
<b>3.1</b> To what extent do the selected fields of action and measures correspond to the provisions of the CRPD?	<b>EC 3.1.1</b> Fields of action and measures correspond to the provisions of the CRPD.	Provisions of the CRPD, chiefly Article 32		Relevance
<b>3.2</b> To what extent has the BMZ used its position in cooperation with bilateral and multilateral actors to win the latter over for the cause of inclusion?	<b>EC 3.2.1.</b> The BMZ has used its position in cooperation with bilateral and multilateral actors to win the latter over for the cause of inclusion.	Status and momentum of various initiatives by the BMZ at the international level (see measures 33–37).	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	Effectiveness
	<b>EC 3.2.2</b> EC 3.2.2 Germany's commitment to realising inclusive development cooperation is increasingly recognised at international level.	Status and momentum of various initiatives by the BMZ at the international level (see measures 33–37).	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	
<b>3.3</b> To what extent has the BMZ succeeded in winning over bilateral and multilateral actors for the cause of inclusion?	<b>EC 3.3.1</b> Bilateral actors are actively committed to the cause of inclusion.	Initiatives of bilateral actors prompted by the BMZ: status and momentum.	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	Effectiveness
	<b>EC 3.3.2</b> Multilateral actors are actively committed to the cause of inclusion.	Initiatives of multilateral actors prompted by the BMZ: status and momentum.	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	
<b>3.4</b> To what extent has the BMZ used avenues of cooperation with civil society and the private sector to sustainably improve the situation of persons with disabilities?	<b>EC 3.4.1</b> The BMZ has used avenues of cooperation with civil society to sustainably improve the situation of persons with disabilities.	Elimination of barriers and capacity development for inclusion at Engagement Global: incorporation of inclusion into revised criteria for appraising projects of non-governmental organisations	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	
	<b>EC 3.4.2</b> The BMZ has used avenues of cooperation with the private sector to sustainably improve the situation of persons with disabilities.	Incorporation of inclusion as a bonus criterion for develoPPP.de; use of development cooperation scouts as multipliers	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	
<b>3.5</b> How are the opportunities and risks for the sustainability of the changes achieved to be rated??	Exploratory	Rating of the opportunities for positive sustainability outcomes; assessment of the risks for negative sustainability outcomes; comparative weighting of opportunities and risks.	<ul style="list-style-type: none"> <li>• Analysis of documents, interviews with key persons</li> </ul>	Sustainability
<b>Evaluation Question 4: How was the development and implementation of the Action Plan for Inclusion managed?</b>				
<b>4.1</b> Which management mechanisms and structures (including the roles of the various stakeholder groups in the management process) determined the development and implementation of the Action Plan?	Exploratory	Steering structures and mechanisms; responsibilities for managing implementation of the Action Plan for Inclusion; role of the theme team, role of the sector project; discrepancies between development and implementation with respect to the above points	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons</li> </ul>	Effectiveness



Evaluation questions	Evaluation criteria (EC)	Focus of the analysis	Methods	OECD–DAC criterion
4.2 To what extent did the management structure prove effective for development and implementation of the Action Plan?	Exploratory	Enabling and constraining factors for management; discrepancies between the development and implementation phases; response to management challenges ; good practice examples for management	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons,</li> <li>• workshop</li> </ul>	Effectiveness
4.3 To what extent were the measures implemented as planned?	EC 4.3.1 The measures were implemented largely as planned.	Comparison between the measures as planned and current implementation status; significance of adjustments to plans, e.g. in conjunction with the mid-term report	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons,</li> <li>• workshop</li> </ul>	Efficiency
	EC 4.3.2 The monitoring of implementation led to planning adjustments			
4.4 To what extent were financial resources earmarked for the measures of the Action Plan?	EC 4.4.1. Sufficient financial resources were allocated for implementing the measures of the Action Plan.	Additional financial resources resulting from the Action Plan for Inclusion; comparison of funding requirement and financial resources actually employed	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons,</li> <li>• workshop</li> </ul>	Relevance Efficiency
4.5 To what extent did the processes of designing, implementing and managing the Action Plan satisfy the provisions of the CRPD?	EC 4.5.1 The processes of designing, implementing and managing the Action Plan satisfy the provisions of the CRPD.	Provisions of the CRPD, chiefly Article 32	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons</li> </ul>	Relevance

**Evaluation Question 5: How should we rate the Action Plan for Inclusion in terms of its breadth of impact and leverage as a governance instrument?**

5.1 To what extent did the Action Plan generate broad impact?	Exploratory	Broad spillover effects; broad impacts demonstrated by initiatives to strengthen inclusion and institutionalise learning processes	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons</li> </ul>	Impact
5.2 To what overall extent did the Action Plan as a governance instrument create leverage?	Exploratory	Evidence of leverage (e.g. SDG process); enabling and constraining factors for achieving leverage; link between leverage and broad impact	<ul style="list-style-type: none"> <li>• Analysis of documents,</li> <li>• interviews with key persons</li> </ul>	Impact

## 9.3

### Design for case studies

*This document was prepared in English so that the national evaluators could be involved from the outset. It describes a typical, hypothetical case, and was adapted in each case study to suit the specific context of the project selected.*

#### Objectives and guiding questions

Conducting project case studies is key in responding to the second major evaluation question of the evaluation of the BMZ Action Plan for the Inclusion of Persons with Disabilities: ‘To what extent does the Action Plan for inclusion help boost the inclusion of persons with disabilities in the partner countries of German development cooperation?’ In the context of this evaluation, case studies will focus on bilateral German development cooperation in order to assess how projects were able to contribute, in concrete terms, to strengthening the inclusion of persons with disabilities. A criteria-based sampling procedure has resulted in five project case studies covering four different priority areas: democracy, civil society and public administration; social security and employment promotion / technical education. The case studies will be conducted in the following countries: Bangladesh, Guatemala, Indonesia, Malawi and Togo. They will cover projects of bilateral German development cooperation that are explicitly mentioned in the Action Plan within Field of Action 6 (‘Inclusive design of development measures in a number of priority areas’).

Through the case studies, the case study teams intend to gather evidence concerning the following questions<sup>117,118</sup>:

2.1 To what extent do the activities of each project that focus on the inclusion of persons with disabilities correspond to the requirements of the Convention on the Rights of Persons with Disabilities (CRPD)?

- To what extent are the general principles<sup>119</sup> of the CRPD, i.e. Article 3 of the CRPD, and respective human rights, e.g. Article 24 for education, reflected in various processes related to these activities (design, planning, implementation, monitoring and evaluation (M&E))?
- To what extent do these activities address duty bearers as well as rights holders, and enhance the capacities of both<sup>120</sup>?
- To what extent were persons with disabilities and/or their DPO(s) (disabled people’s organisation(s))<sup>121</sup> in a position to participate in planning, implementation and M&E?
- How familiar are the partner organisations (lead partner, implementing partner(s))<sup>122</sup> with the CRPD?
- To what extent were human rights-based analyses, with a special emphasis on disability, conducted during the project design and planning phase?

2.2 How relevant are the respective project activities that focus on the inclusion of persons with disabilities?

- How does the lead partner assess the relevance of the project in the context of national policies for strengthening the inclusion of persons with disabilities?
- How do DPOs in the partner country that are involved in project implementation assess the relevance of the project for the inclusion of persons with disabilities?
- To what extent is the target group representative of people with disabilities<sup>123</sup>? If not, what are the reasons (inherent to the project or context-specific) for selecting a particular target group?

2.3 To what extent were persons with disabilities included in measures in the respective partner country of German development cooperation?

<sup>117</sup> The numbering of these questions corresponds to the numbering of evaluation questions in the evaluation matrix.

<sup>118</sup> The questions shaded light grey were also addresses during the desk-based analysis of projects, and form the basis for this part of the evaluation.

<sup>119</sup> The principles as set out in the CRPD are:

- a. Respect for inherent dignity, individual autonomy including the freedom to make one’s own choices, and independence of persons;
- b. Non-discrimination;
- c. Full and effective participation and inclusion in society;
- d. Respect for difference and acceptance of persons with disabilities as part of human diversity and humanity;
- e. Equality of opportunity;
- f. Accessibility;
- g. Equality between men and women;
- h. Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.

<sup>120</sup> Capacities of duty bearers: to promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities (Art.1); capacities of right holders: to promote the realization of their own human rights (knowledge, awareness, resources, empowerment)

<sup>121</sup> The term ‘disabled people’s organisation (DPO)’ used in this document corresponds to the term ‘representative organisation’ as defined in the Glossary.

<sup>122</sup> The term ‘partner organisations’ always encompasses both categories of partner organisation mentioned in brackets.

<sup>123</sup> In terms of types of disability, age, gender, ethnicity, rural/urban divide, and religion.

- To what extent have persons with disabilities benefitted from activities implemented by the respective project regarding the inclusion of persons with disabilities?
- How do persons with disabilities assess the usefulness of these activities in terms of strengthening their inclusion?

#### 2.5 What are the enabling and the constraining factors?

- What are the key factors that enable the inclusion of persons with disabilities?<sup>124</sup>
- What are the key factors that constrain the inclusion of persons with disabilities?

#### 2.6 What are the opportunities and risks for sustainability regarding the project activities that focus on the inclusion of persons with disabilities?

- What are the indications that these activities can be sustained? To what extent have persons with disabilities and/or their representative organisations taken ownership of these activities?
- To what extent have sustainability risks been assessed and how have these risks been addressed by the project?

#### 2.7 To what extent did the respective project help improve the living conditions of rights holders (persons with disabilities)?

- To what extent have the living conditions of rights holders improved in terms of subjective indicators of wellbeing (own perception of increased empowerment, inclusion, mobility, autonomy; see principles of CRPD as a reference, allowing for an explorative account, open to unexpected responses)?
- To what extent have the living conditions of rights holders improved in terms of objective indicators (dimensions of human development or poverty reduction, specified according to priority areas/sectors)?
- What does participation in project-related activities mean for rights holders (e.g. less isolation)?
- What was/is intended in terms of horizontal and vertical scaling up and what has been achieved?

### Preparation of the case study

Preparing the case studies encompasses the following tasks:

- Context analysis of disability in the partner country and mapping of relevant stakeholders, especially DPOs? E.g. are there state/alternative ('shadow') CRPD reports available for the case study countries?
- Elaboration of specific case study design, including specific questions as well as tools and methods, including guidelines in relation to the application of tools and methods (inception report). This implies considering and addressing possible barriers to participation by persons with disabilities, e.g. interpreters for people with hearing impairment.
- Elaboration of the schedule for the case study in close collaboration with the project teams in the case study country.
- Logistical preparation of the case study.
- Interviews (telephone or face to face) with respective country/project managers at GIZ / KfW.
- Identification of possible claims made by stakeholders (in Germany and in case study country) regarding the realisation of the case study. It should be made transparent to stakeholders that after the debriefing workshop each case study team will elaborate an internal working document (in German) which will feed into the case study synthesis document. This synthesis document will be part of the final evaluation report. The internal working documents on each individual project case study will not be part of the evaluation report.

### Process of the project case study (in-country visit)

#### 1. Start-up workshop of the case study team

The case study team will need to take sufficient time for team-building (DEval evaluators and national evaluators) and to reach a common understanding on how to conduct the case study. This includes methodological issues like 'how to conduct and document an interview' or 'how to facilitate a focus group discussion'. The team will need some time to agree on the itinerary of the case study, especially if they are to split up temporarily during the data collection phase. Practical arrangements including logistical matters will also need to be addressed.

<sup>124</sup>Key factors might be related to political will/clout, financial resources, knowledge, cultural norms.

## 2. Introductory meetings

A number of indispensable meetings need to take place at an early stage of the in-country visit. In some cases, depending on the respective person/interviewee, the purpose of these meetings can be to meet formal requirements rather than being important with regard to data collection:

- Embassy: the responsible officer(s) for economic cooperation and development
- GIZ: the country director
- Head of lead partner organisation: depending on the size of the lead partner organisation, participants in the start-up workshop will probably not include leaders from the top.

## 3. Start-up workshop

In this workshop the members of the project team (GIZ + partner organisations) should participate; if possible, other stakeholders involved in the implementation of the project should be included, e.g. representatives of DPO(s) already collaborating with the project. The minimal agenda for this start-up workshop should be as follows:

- **Why are we here to conduct a case study?** It is important to appropriately set the stage for the case study by explaining its rationale and how it serves the overall purpose of the evaluation. It should be clearly outlined what the case study can provide in terms of benefits for the project and its specific stakeholder groups, i.e. which expectations might or might not be met.
- **How do project staff see their work?** The project team should be given the opportunity to present its approach and its activities concerning disability inclusion. This will provide an important indication of the team's understanding of disability inclusion and how it should be incorporated into project implementation.
- **What are the practical arrangements for conducting the case study, including debriefing?** The itinerary of the case study should be finalised. Possibly, arrangements need to be made on how to get in touch with different stakeholders during the implementation of the case study. Ideally, arrangements for contacting stakeholders, i.e. duty bearers and rights holders, will have been made prior to the in-country visit. The debriefing workshop should be scheduled

and a tentative agenda as well a list of participants should be agreed on.

If possible, the start-up workshop should already provide an opportunity to address some general questions with regard to the project context. Questions could be:

- What is your understanding of disability inclusion?
- What is your understanding of disabilities (in the country context)?

## 4. Data gathering with collaborators in partner organisations and selected DPOs

This step will provide an opportunity to gain a deeper understanding of how the partner organisations, with support from the project, are implementing, as duty bearers, their approach to inclusion and their activities to strengthen it. Data collection will focus on the responsible staff members, depending on the particular structure and set-up of the partner organisations. Different methods can be applied at this stage, such as interviews, workshops and focus group discussions.

At the same time representative organisations should be contacted, with preference being given to those that are already collaborating partners of the project. It is useful to rely on the national evaluator's assessment of the DPO landscape for possibly getting in touch with other DPOs. Preference should also be given to meeting DPOs individually rather than bringing them together in a workshop.

This step will also serve to analyse monitoring data provided by the project team. It is assumed that the project will not be in a position to present disaggregated data. Possibly, the project team will provide additional documents which need to be analysed.

## 5. Data gathering with rights holders (in the capital or in the field (districts))

This step will be at the centre of the case study. It will provide opportunities to elicit the rights holders' perspective on and assessment of the usefulness of the project activities in terms of strengthening disability inclusion. Depending on the particular set-up within a case study there will be considerable variations

depending on the groups of persons with disabilities involved. This will also relate to the role of DPOs, i.e. to what extent these organisations actually do represent specific groups of persons with disabilities or possibly, as a federation, all different groups of persons with disabilities. Depending on the particular activities of the project, data collection will take place in urban or in rural areas in order to also include rights holders who are difficult to reach. While meeting rights holders at different levels it is important to talk to the corresponding duty bearers, e.g. responsible staff for a cash transfer project at district level.

A repertoire of methods is at the disposal of the case study teams at this stage, including individual interviews, workshops/ focus group discussions and participant observation (see toolbox below). The appropriate methods need to be selected according to the particular features of the rights holders in a particular setting. However, different methods should be made use of so as to allow for triangulation. The utilisation of methods should also be properly sequenced. For this phase, preference should be given to searching for exploratory depth rather than representativity.

Bearing in mind the HRBA (Human Rights-Based Approach) orientation of this evaluation, it is crucial to continuously consider its concrete implications for the data gathering process, e.g. the barriers and accessibility requirements which need to be addressed in relation to the application of certain methods (see UNEG (2011) 'Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidelines'). This requires sustained monitoring and process reflection efforts within each case study team.

#### 6. Assessment within the case study team

The case study team will need a day to compile and interpret the data that have been gathered. This should lead to conclusions being drawn concerning the evidence of disability inclusion being strengthened as a result of implementation of the project's activities. This will allow for elaborating the input for the validation and debriefing workshop.

#### 7. Validation and debriefing

At the final stage of the case study, preliminary results will be presented to the project team, including staff of partner

organisations, GIZ staff and representatives of DPOs. The power point presentation should be done in a way that the workshop will provide an opportunity for validation of these preliminary results as well as the conclusions being presented. The case study team should refrain from formulating recommendations. This is because each case study is not an evaluation of the project as a whole but specifically of the activities of the project that focus on the inclusion of persons with disabilities within the project as part of the evaluation of the Action Plan. If necessary, informal recommendations based on the impressions collected by evaluators might be communicated orally during the discussion. If – during the debriefing workshop – corrections or additions to the power point presentation appear to be necessary, the case study team will integrate them and subsequently circulate the final corrected version of the power point presentation among the project team members.

For the validation and debriefing workshop it is realistic to plan for half a day. Ideally, it will take longer especially if the context allows for involving a broader range of DPOs at this stage. This has to be coordinated closely with project management in order to assess whether a wider involvement of DPOs is considered useful and unproblematic in the particular context.

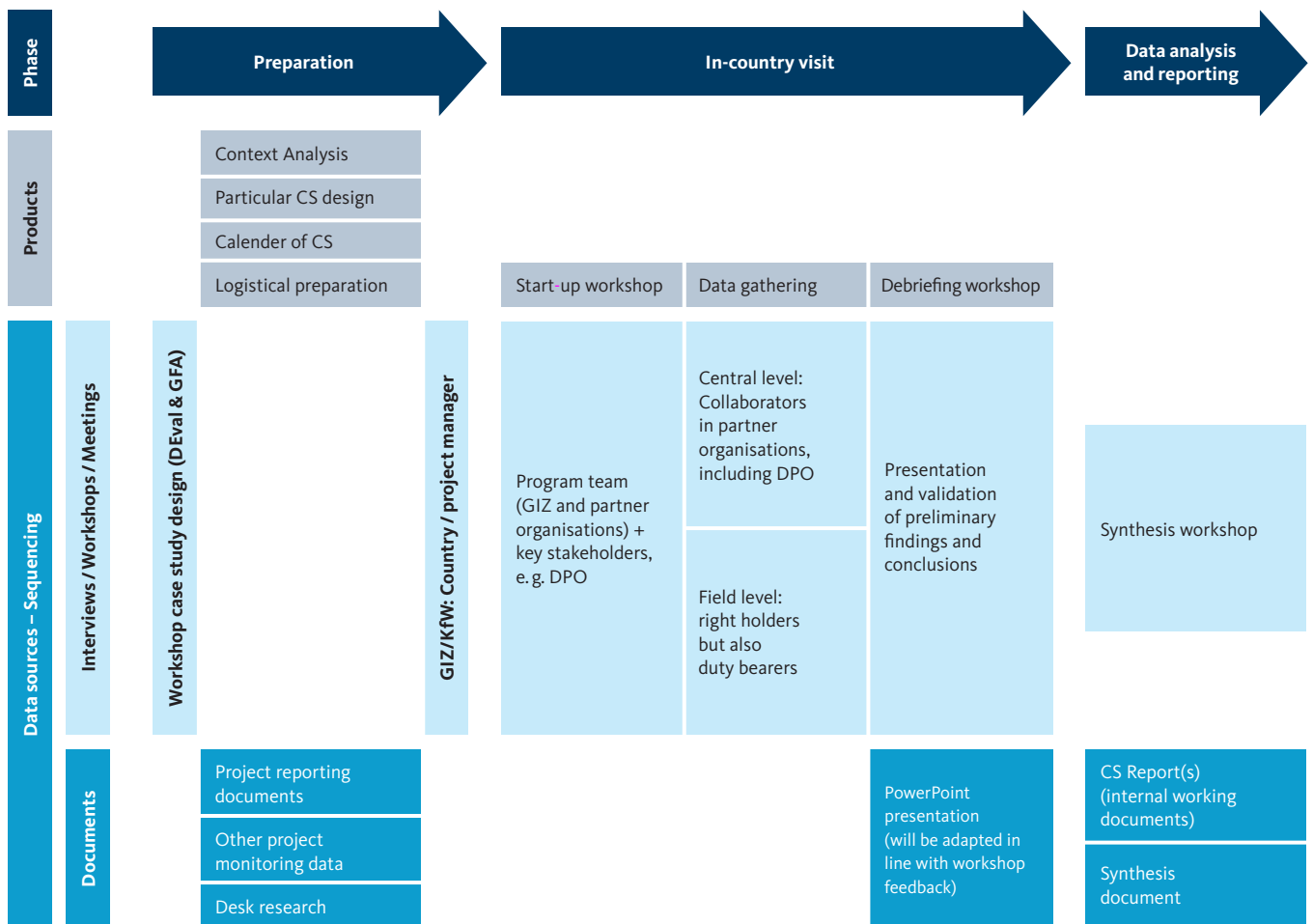
An outlook should be given on the further process of data analysis and report writing. It should be made transparent to the participants of the debriefing workshop that the respective case study teams will elaborate their case study reports as internal working documents (in German) which will feed into the case study synthesis document (in German). There will be no feedback loop with the respective project teams regarding the draft case study reports, as these reports are for internal use only within the respective case study teams. It needs to be stressed that each case study report will focus on disability inclusion in the specific project selected for the case study. There will be a case study synthesis document that will then be part of the final overall evaluation report, the draft version of which will be circulated among reference group members for comments.

## Toolbox for case studies

Method	Description	Purpose	Comments	Application
<b>Focus Group Discussion</b>	<p>A focus group discussion (FGD) is an appropriate way to bring together people from similar backgrounds or experiences to discuss specific topics. The group of participants is guided by a moderator (or group facilitator) who introduces topics and questions for discussion and supports the group in expressing and sharing their viewpoints.</p> <p>FGDs could be conducted with:</p> <ul style="list-style-type: none"> <li>• <b>Rights holders</b></li> <li>• <b>Staff of partner organisations</b></li> <li>• <b>Staff of DPOs or members of different DPOs</b></li> </ul>	<ul style="list-style-type: none"> <li>• Searching for evidence with regard to evaluation questions 2.1 – 2.3, 2.5 – 2.7</li> <li>• Setting the stage for conducting semi-structured interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Check on barriers affecting FGD participants who need to get to the FGD venue</li> <li>• Define criteria for composition of FGD: homogeneity vs. heterogeneity</li> </ul>	Binding
<b>Workshop</b>	<p>Workshops can be used for larger and more diverse participant groups than FGDs. Workshops require a more structured outline and concept than FGDs. The role of the moderator consists in ensuring that all participants are enabled and empowered to participate, by choosing appropriate tools and adapting them flexibly, and by intervening accordingly to guide discussions.</p> <p>Workshops could be conducted with:</p> <ul style="list-style-type: none"> <li>• <b>Rights holders</b></li> <li>• <b>Project staff</b></li> <li>• <b>Staff of partner organisations</b></li> <li>• <b>Staff of DPOs or members of different DPOs</b></li> </ul>	<ul style="list-style-type: none"> <li>• Finding answers to specific questions</li> <li>• Validating information</li> <li>• Workshops can include explorative elements but less so than FGDs</li> </ul>		Opportunity-driven
<b>Semi-structured interviews</b>	<p>A semi-structured interview (SSI) is a qualitative method of inquiry combining a set of pre-determined, open questions (questions that trigger discussion and reflection) with the opportunity for the interviewer to explore particular topics or responses further.</p> <p>SSI could be conducted with:</p> <ul style="list-style-type: none"> <li>• <b>Rights holders</b></li> <li>• <b>Duty bearers</b></li> <li>• <b>Staff of partner organisations</b></li> <li>• <b>Staff of DPOs or members of different DPOs</b></li> </ul>	<ul style="list-style-type: none"> <li>• Searching for evidence with regard to evaluation questions 2.1 – 2.3, 2.5 – 2.7</li> <li>• In-depth follow up to FGD</li> <li>• Exploring the subjective perspective</li> </ul>	<ul style="list-style-type: none"> <li>• Define criteria for systematic selection of interviewees</li> <li>• Check on the right balance in elaborating guidelines for SSI</li> </ul>	Binding
<b>Interviews with key informants (resource persons)</b>	<p>These are qualitative, in-depth interviews of people selected for their first-hand knowledge on a topic of interest. The interviews are loosely structured, relying on a list of issues to be discussed. Key informant interviews resemble a conversation among acquaintances allowing a free flow of ideas and information.</p> <p>Key informants could be interviewed on different levels. National evaluators should support identification of key informants.</p>	<ul style="list-style-type: none"> <li>• Searching for evidence with regard to evaluation questions 2.5 – 2.7</li> <li>• Obtaining an informed critical outside perspective</li> </ul>	In relation to particular topics and settings within each case study, the potential for involving key informants need to be defined	Opportunity-driven
<b>Participant observation</b>	<p>In participant observation the observer participates in ongoing activities and records observations. Participant observation extends beyond naturalistic observation because the observer is a 'player' in the action. The technique is used in many studies in anthropology and sociology. The researcher actually may take on the role being studied.</p>	Providing additional evidence to complement FGDs and SSIs (triangulation!)	Participant observation is also an ongoing activity that is conducted more or less intuitively.	Binding

Method	Description	Purpose	Comments	Application
<b>Analysis of secondary data</b>	<p>Possible sources:</p> <ul style="list-style-type: none"> <li>• <b>Monitoring data of the project</b></li> <li>• <b>Other secondary data available, e. g. surveys conducted by DPOs or by government agencies mandated to deal with inclusion issues</b></li> <li>• <b>Data provided by statistical offices in partner countries</b></li> <li>• <b>CRPD reporting of partner countries</b></li> </ul>	<p>Providing additional evidence with regard to evaluation questions 2.1 and 2.2</p>		Binding
<b>Participatory Statistics</b>	<p>Participatory statistics open up opportunities for local people to generate their own figures. The statistics that result are useful for them and can possibly influence decision-making on higher levels. Since the early 1990s quite some experience has been gained in generating statistics using participatory methods. Development practitioners support and facilitate participatory statistics from community-level planning right up to sector and national-level policy processes.</p>	<ul style="list-style-type: none"> <li>• Generating quantitative data on a limited scale through participation by rights holders</li> <li>• Generating participatory statistics could be combined with FGDs</li> </ul>	<p>In relation to particular topics and settings within each case study, the potential for using participatory statistics needs to be defined.</p>	Opportunity-driven

Case Study: Process Overview





## 9.4 The Action Plan in the context of the lessons learned by other bilateral donors

International experiences with the inclusion of persons with disabilities form an important point of reference when it comes to assessing the Action Plan both as a strategy and as an instrument for implementing the CRPD. Despite the fact that the degree of systematisation of approaches to inclusion in international cooperation remains low (Weigt, 2015), we do note that as early as 2010 most donors were taking disability into account in strategic directives, or at least in individual projects (Lord et al., 2010). According to a survey conducted by the United Nations Human Rights Council, however, donors continue to see themselves as facing various challenges. These comprise amongst other things a continued strong focus on specific measures for persons with disabilities as opposed to mainstreaming across all measures, inconsistencies between international cooperation and the provisions of the CRPD (e.g. regarding the involvement of representative organisations and the promotion of non-inclusive education programmes), and inadequate attention to the diversity of persons with disabilities (UN, 2010). All in all we can say that none of the strategies studied here displayed any systematic responses to these challenges, although the evaluation team did note some sporadic ones.

In terms of focus, scope and binding nature, the extent to which we can compare the strategic directives of different donors concerning inclusion in development cooperation is limited. The evaluation team therefore compared the Action Plan to three strategies that were most comparable with it: Sida's work plan 'Human Rights for Persons with Disabilities' (Sida, 2009), the DFAT strategy 'Development for All 2015–2020' (DFID, 2015) and the DFID's 'Disability Framework – One Year On Leaving No One behind' (DFID, 2015). Occasional reference is also made to the 'USAID Disability Policy Paper' (USAID, 1997). It is already evident from the various titles of the strategy papers that comparing them is likely to be difficult. Comparability is also further limited by the fact that unlike the

Action Plan, the strategies of the DFAT and DFID were already able to build on prior strategies. Since both strategies date back to 2015, on a more general level they were both able to draw on a greater number of lessons learned (including those learned internationally). The GIZ sector project for inclusion, for instance, has working links with both donors (Doc. 14).

In the context of the evaluation it was noted that the BMZ Action Plan possesses characteristics of both a policy strategy and a plan of measures. It is therefore to be positioned between the strategies of the DFAT and DFID on the one hand, and the work programme of Sida on the other. Unlike the Action Plan, in their documents the DFAT and DFID list barely any explicitly formulated measures or projects. Instead, they refer to areas of work. The fact that they clearly present links between the areas of work or subgoals and the overarching objective, along the lines of a coherent results logic, means they bear a closer resemblance to policy strategies. Sida's plan of work, on the other hand, formulates clear measures for its duration that include indicators, deadlines and specific responsibilities. Similar to the Action Plan the measures are subject to strategic objectives<sup>125</sup>, which they should help achieve. Sida, however, specifies time frames for implementation, indicators and operational responsibilities more clearly than the BMZ Action Plan. Moreover, responsibilities are distributed across various groups of actors<sup>126</sup>, which is also a distinctive feature.

Similar to the strategies of Sida and DFID, the wording of the Action Plan is characterised by a normative approach to human rights that refers explicitly to the CRPD, particularly Article 32. Sida places human rights arguments to the fore – a fact that is already clearly reflected in the title 'Human Rights for Persons with Disabilities' (Sida 2009). However, neither Sida nor the Action Plan refers to the CRPD in its concrete measures; they refer to it only in the more general introductory sections. This is telling, particularly in light of the aforementioned challenge presented by the inconsistencies between international cooperation, and the provisions of the CRPD. DFID orients its approach towards the overarching

<sup>125</sup> Here is an excerpt from Sida's plan of work: 'The overall aim of the plan is for the human rights of women, men, girls and boys with disabilities to be respected and for there to be better opportunities and scope for improving their living conditions in the countries where Sweden carries out development cooperation. Subgoal 1 is for human rights and conditions for women, men and children with disabilities to be included and taken into consideration in Sida's various work and decision processes (analysis, cooperation strategies, programmes and dialogue) to a greater extent. Subgoal 2 is to increase understanding and knowledge on the part of Sida's personnel and some strategic implementers: a) for the human rights situation and living conditions of women, men and children with disabilities and, b) of how these rights and conditions affect Sida's work in improving the living conditions of poor people.' (Sida, 2009, p.10)

<sup>126</sup> If we look at Sida's current organisation chart, we see that all eight departments are mentioned in the plan of work: HR and Communication, Management Support, Operational Support, Partnerships and Innovations, and International Organisations and Policy Support. The three regional departments are mentioned indirectly through the country teams.

principle of the SDGs – ‘leave no one behind’ – which also more closely resembles a set of arguments centred on human rights. The DFID articulates its strategic vision as follows:

‘Our vision is a world where no one is left behind. [...] A world where people with disabilities have a voice, choice and control over the decisions that affect them. Where they participate in and benefit equitably from everyday life, everywhere.’ (DFID, 2015, p. 3)

All three strategies differ in this basic orientation from the DFAT strategy, which, although it emphasises the rights of persons with disabilities, also argues on a more instrumental level by emphasising the benefits delivered by inclusion in terms of achieving other development goals. This is illustrated by the following example:

‘Disability-inclusive development promotes effective development by recognising that, like all members of a population, people with disabilities are both beneficiaries and agents of development. An inclusive approach seeks to identify and address barriers that prevent people with disabilities from participating in and benefiting from development. The explicit inclusion of people with disabilities as active participants in development processes leads to broader benefits for families and communities, reduces the impacts of poverty, and positively contributes to a country’s economic growth.’ (DFAT, 2015, p. 7)

Instrumental arguments entail the risk that the realisation of human rights, such as the rights of persons with disabilities, is then made subject in the first instance to the burden of proof that it also delivers benefits in terms of achieving other development goals. If these benefits are not delivered, or if human rights objectives compete with other development goals, there is a risk that they will need to take second place after the realisation of other goals (Wagner, 2017). On the other hand, the evaluation did occasionally see strategic benefits of efficiency-based arguments, as also recognised for instance by organisations such as the CBM (CBM, 2016). Finally, the CRPD also contains elements based on such efficiency-oriented arguments, as the following excerpt shows:

‘... *Recognizing* the valued existing and potential contributions made by persons with disabilities to the overall well-being and diversity of their communities, and that the promotion of the full enjoyment by persons with disabilities of their human rights and fundamental freedoms and of full participation by persons with disabilities will result in their enhanced sense of belonging and **in significant advances in the human, social and economic development of society and the eradication of poverty, ...**’ (CRPD, Preamble, Letter m).

A further common element is the link between the individual strategies and the twin-track approach, which has since become established as an effective way of realising the rights of persons with disabilities in development cooperation. Accordingly, it was not yet included in USAID’s previous strategy. Although the latter does emphasise the importance of mainstreaming disability, it does not mention the second ‘track’ of specific measures. The more recent strategies of the DFAT and DFID, and the Action Plan, all build on this approach, however. Of the three strategies on which we are focusing here – DFAT, DFID and Sida – only Sida does not mention the twin-track approach. In the BMZ Action Plan, on the other hand, political dialogue is dealt with in a separate field of action. In this evaluation it is conceptualised as the third track of a triple-track approach – a concept also found in Finnish development cooperation, albeit in the more specific context of the education sector there (Nielson, 2015). Similar links to bi- and multilateral political dialogue in the strategies studied are found in Sida’s work plan. The inclusion of persons with disabilities in strategies for cooperation with partner countries is a measure in its own right, for instance, as is pushing for inclusion in dialogue with multilateral actors (Sida, 2009).

With regard to cross-cutting themes and sectors, all strategies set different priorities. Generally speaking, the DFAT and DFID specify these priorities with significantly greater clarity, and make them explicit. Although the BMZ focuses on five priority sectors (see Section 1.2), it does not specify these explicitly. They rather become apparent from the projects specified in the Action Plan. The DFAT strategy mentions four areas: supporting governance for equality through implementation

of the CRPD; infrastructure and accessible water, sanitation and hygiene (WASH); inclusive education; and building resilience – inclusive humanitarian assistance, disaster risk reduction and social protection. DFID lists 12 ‘policy areas’, and also focuses on<sup>127</sup> three cross-cutting areas, namely (1) economic empowerment, (2) mental health, intellectual and psychosocial disabilities, and (3) overcoming stigma and discrimination against persons with disabilities. Thus unlike the Action Plan, both these strategies clearly define their strategic priorities. As mentioned above, Sida’s work plan is somewhat different in that it comes down clearly on the side of planned measures. Logically, this means it is the most specific. Sub-goal 2 of the work plan in particular also points to a strong degree of prioritisation.

One thing all four strategies have in common is the emphasis they place on the participation of persons with disabilities and their representative organisations as active stakeholders in the development process. Both the Action Plan and the strategies of the DFID and DFAT also quote the demand articulated by the disability rights movement – ‘Nothing about us without us!’ For the DFAT, participation by persons with disabilities and their representative organisations is also a criterion for evaluating programmes. Participation by persons with disabilities also plays an important role beyond these four strategies. USAID, for instance, already specifies the consultation of persons with disabilities or persons who represent them as one of its four ‘operational procedures’ (USAID, 1997).

Another important aspect is statistics and data collection on the situation of the rights of persons with disabilities, to which the CRPD devotes a separate article (Article 31). The BMZ Action Plan does devote some highly specific measures to disability research, albeit measures of limited scope. Unlike other strategies (DFID and DFAT), however, it does not make data collection a cross-cutting issue.

In light of the aforementioned fact that inadequate attention is paid to the diversity of persons with disabilities (Challenge 3), and bearing in mind Articles 6 and 7 (concerning women and children with disabilities), it is important to mention the varying degrees to which intersectionality issues are addressed.

With regard to data collection, DFAT does take intersectional links between gender and disability into account. To do so it disaggregates data both by gender and by disability. At a general level, the strategies of the DFID and DFAT mention interactions between gender and disability at prominent points, whereas the BMZ Action Plan mentions ‘women and girls with disabilities’ only in the introductory sections, and does not mention ‘gender’ at all. One special case is the work plan of Sida, the overall aim of which already reflects the diversity of persons with disabilities, based on other dimensions of identity such as age and gender: ‘The overall aim of the plan is for the human rights of women, men, girls and boys with disabilities to be respected and for there to be better opportunities and scope for improving their living conditions in the countries where Sweden carries out development cooperation’ (Sida, 2009, p. 10).

Compared to the other two strategies, one distinctive feature of the BMZ Action Plan emerges in conjunction with Strategic Objective 1, which deals with the inclusion of persons with disabilities in Germany. This group is identified as including a section of the BMZ workforce, but also to some extent interested members of the general public, as well as potential participants of junior staff development programmes and volunteer services. The Action Plan does not, however, address possible synergies between an inclusive human resources policy and the inclusion of persons with disabilities in German development cooperation projects. Beyond that, only the DFID strategy targets its own staff members with disabilities. The DFID emphasises that staff members with disabilities are not the actual target group of the strategy, but nevertheless draws attention to meaningful human resources approaches and objectives<sup>128</sup>, and emphasises the positive example that it might set for partners. The DFAT has a dedicated strategy for inclusion within its own organisation – the ‘Disability Action Strategy 2017–2020’ (DFAT, 2016). The Sida work plan also does not address the inclusion of persons with disabilities as staff members of its own organisation. Nor are members of the national general public with an interest in development cooperation (who are designated beneficiaries of the BMZ’s barrier-free publications and events) mentioned in any of the other strategies.

<sup>127</sup> The specified ‘policy areas’ of the DFID strategy are: 1. Education, 2. Disability data, 3. Humanitarian assistance, 4. Social protection, 5. WASH, 6. Climate and environment, 7. Infrastructure, 8. Violence against women and girls, 9. Health, 10. Disability research and evidence, 11. Girls and women, 12. DFID staff with disabilities (including the principle of reasonable accommodation).

<sup>128</sup> These objectives comprise improving the proportion of staff with disabilities providing information on whether they have a disability or not, focusing on mental health and the stigmatisation of sufferers in the workplace, and introducing a new service for reasonable accommodation (DFID, 2015, p. 12).

One key finding of the present evaluation is the low level of financial resources available for the individual measures of the Action Plan, and the low level of human resources provided for managing implementation. With respect to financial resources, the Action Plan is comparable to the other three strategies because they also do not mention this issue.<sup>129</sup> Regarding the human resources, at least DFID and Sida are more specific than the Action Plan, and allocate responsibility for mainstreaming inclusion more broadly across their respective structures. In the DFID strategy this is explained under the heading 'Organisational capacity'. According to this explanation, the DFID deploys 15 Internal Disability Expert Advisers plus a Disability Team (which is best compared to the sector project for inclusion). A 'Director level managerial champion' has also been appointed. Sida links the individual measures of the work plan with responsibilities, and in so doing specifies the human resources to be provided for inclusion.

Finally, we should note that the wording of the Action Plan displays commonalities with other strategies. These involve the link to the twin-track approach, the importance of participation by persons with disabilities and the human rights orientation. However the low degree of systematisation, and the unclear position between policy strategy and package of measures, mean that the strategic priorities remain wholly unspecific, while the links between measures, sub-objectives and overarching objectives remain less specific than is the case in other strategies. Furthermore, with regard to statistics and data collection the Action Plan remains unspecific, and displays few intersectional links – including such to multi-dimensional discrimination and inequality. In this respect it falls short of the strategies of other donors. One positive feature to highlight is the fact that, unlike the other strategies, the Action Plan emphasises the obligations of the BMZ as a primary duty bearer towards staff members with disabilities through a dedicated strategic objective. Furthermore, the fact that a separate field of action is dedicated to political dialogue in the context of a triple-track approach gives this area more weight than is the case in the other donors' strategies. We should also always bear in mind that, unlike the Action Plan, the strategies of DFAT and DFID were able to benefit from prior strategies and lessons learned. And we should remember that the Sida work plan is only partially comparable with the Action Plan because it is not designed to perform the role of a policy strategy in addition to its role as a package of measures.

<sup>129</sup> One exception is the reference made by DFAT to cooperation with the private sector for the purpose of mobilising resources (DFAT, 2015, p. 14).

## 9.5

## Timeline of the evaluation

		<b>Preparatory phase and definition of the object of the evaluation</b>
Design phase	09/2015	Preliminary meeting with the BMZ and the Sector Project for Inclusion
	01/2016	Meeting with the BMZ and the Sector Project for Inclusion
	02/2016	First meeting of the reference group
	02–03/2016	Evaluation concept drafted
	03/2016	Evaluation concept forwarded to the reference group
		<b>Drafting of the inception report</b>
Inception phase	03–04/2016	Inception report drafted
	04/2016	Inception report forwarded to the reference group
	04/2016	First invitation to tender for case study consultants
	04/2016	Revised draft of the inception report forwarded to reference group (selection of case studies amended due to lack of bids from consultants)
	05/2016	Reference group to discuss the inception report
	05–06/2016	Second invitation to tender for case study consultants
	06/2016	Inception report revised after comments by reference group
	06/2016	Final version of inception report forwarded to reference group
		<b>Data collection</b>
Data collection phase	06–07/2016	Data gathering tools developed Logistical preparation of the case studies
	06/2016	First workshop with BMZ staff members with disabilities
	07/2016	Conduct of case study in Togo on the project 'Employment Promotion and Vocational Training' (GIZ and KfW)
	08/2016	Conduct of case study in Guatemala on the project 'Education for Life and Work' (GIZ)
	08–09/2016	Conduct of case study in Bangladesh on the project 'Promotion of Social and Environmental Standards in Industry' (GIZ)
	08–09/2016	Conduct of case study in Malawi on the project 'Social Protection for People in Extreme Poverty' (GIZ and KfW)
	09/2016	Conduct of case study in Indonesia on the project 'Social Protection Programme' (GIZ)
	06–11/2016	Interviews with staff members of the BMZ, GIZ, KfW, Engagement Global and civil society organisations
	07–09/2016	In-depth interviews with BMZ staff members with disabilities
	09–10/2016	Online survey of entire BMZ workforce
	11/2016	Second workshop with BMZ staff members with disabilities
	12/2016	BMZ in-house workshop to contextualise the results for Strategic Objective 1

Synthesis phase	<b>Data analysis</b>	
	10–11/2016	Analysis of case study results
	10–11/2016	Analysis of online survey results
	06–12/2016	Analysis of interview results
	06–12/2016	Analysis of data and documents
	10–12/2016	Triangulation of the results
01/2017	Reference group meeting to discuss preliminary findings of the evaluation	
Reporting	<b>Production of the evaluation report</b>	
	01–04/2017	Final draft of the evaluation report produced
	04/2017	Final draft forwarded to members of the reference group
	04/2017	Reference group meeting to discuss the final draft of the evaluation report
	05–06/2017	Evaluation report revised Schedule of comments and responses prepared
	07/2017	Final edit of evaluation report
	08/2017	Layout of the evaluation report
	09/2017	Publication of the evaluation report
08–10/2017	English translation of the evaluation report	
Implementation phase	<b>Dissemination and implementation of the evaluation findings</b>	
	09/2017 onwards	Dissemination: communication of the evaluation finding through publications, presentations and workshops
	10/2017 onwards	Planning of implementation

## 9.6

## Team members

## Evaluation team

## Core team

Dr. Thomas Schwedersky	Team leader
Heike Steckhan	Evaluator
Lena Ahrens	Evaluator
Dr. Martin Bruder	Head of Department
Caroline Orth	Project administrator

Team members	Role and field of activity
Ilse Worm	Sectoral advisor
Sarah Klier	Internal peer reviewer at DEval and evaluator for the case study in Guatemala
Myrielle Gonscho	Undergraduate, research assistant
Dr. Beate Scherrer	GfA team leader and evaluator for the case study in Bangladesh
Alexander Hauschild	GfA team member and evaluator for the case study in Indonesia
Lena Jedamzik	GfA coordinator
Bhabatosh Nath	National consultant for the case study in Bangladesh
Nataly Salas	National consultant for the case study in Guatemala
William Cajas	National consultant for the case study in Guatemala
Faisal Djalal	National consultant for the case study in Indonesia
Bonface Massah	National consultant for the case study in Malawi
Dr. Vincent Agbovi	National consultant for the case study in Togo
Barbara Jilg	External evaluator for data collection on Strategic Objective 3 and Field of Activity 7





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