Stakeholders' Understanding and Monitoring of the Implementation of CRPD Article 32

White Paper

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Acronyms

CRPD Convention on the Rights of Persons with Disabilities

DPI   Disabled Persons International

DPOs Disabled Peoples Organizations

DRF   Disability Rights Fund

IDA   International Disability Alliance

IMMs International Monitoring Mechanisms

INGOs International Non-Government Organizations

LMICs Low-and Middle-Income Countries

LOIs   List of Issues

NGOs Non-Government Organizations

OHCHR Office of the High Commissioner of Human Rights

USAID U.S. Agency for International Development

USICD U.S. International Council on Disabilities

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1. Executive Summary

Adopted by the United Nations in 2006, the ***Convention on the Rights of Persons with Disabilities (CRPD)[1]*** is the first international treaty to address disability rights globally. The CRPD expressly recognizes the importance of ensuring that international development programs include persons with disabilities and thus supports ***disability-inclusive development*** processes. This inclusion is critical given that the vast majority, approximately 80 percent, of people with disabilities live in low-and-middle-income countries (LMICs).[2] CRPD Article 32 on International Cooperation is the first stand-alone provision requiring that international aid and humanitarian assistance is fully inclusive of and accessible to, people with disabilities.[3] The reasoning for having an article focused on international cooperation was that continuing to provide non-inclusive international cooperation "has the potential to lead to the inadvertent creation of long-term barriers for persons with disabilities."[4]

While several ***bilateral*** and ***multilateral*** donor agencies have developed policies to promote disability-inclusive development, there remains a disparity between policy and practice. For example, a 2015 study conducted by United States International Council on Disabilities (USICD) and other members of the InterAction Disability Working Group reviewed how disability language is used in solicitations for funding for the United States Agency for International Development (USAID). This study revealed that disability inclusion only occurs when there is specific, detailed language in the solicitation mandating inclusion. The findings of the study also showed that of the 85 solicitations reviewed, 48 percent did not mention disability within the scopes of work, and only 20 percent of ***solicitations*** reviewed required people with disabilities to be included and to participate in any meaningful way throughout the program. The other 32 percent only discussed disability briefly, or only included disability in some components of the program and not others.[5] The lack of accessible international cooperation activities due to discrimination, low expectations, or inadvertent barriers, results in further gaps for people with disabilities in accessing education, employment, healthcare services and civil society integration, among others.[6]

To address how international cooperation is being addressed, in 2016, USICD[7] launched a study to assess how Article 32 of the CRPD is being reported upon in official ***State Party***

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[1] When text is in boldface and italics, this indicates that a definition of the term is provided in the glossary at the end of this document.

[2] World Health Organization (2011) World Report on Disability. Retrieved from http://www.who.int/disabilities/world_report/2011/en/

[3] While other UN Conventions have briefly mentioned the concept of international cooperation, the CRPD is the first treaty to dedicate a specific article to the issue.

[4] Guernsey, K., Nicoli, M., and Ninio, A. (2007) Convention of the Rights of Persons with Disabilities: Its Implementation and Relevance for the World Bank. Retrieved from http://disabilityrightsfund.org/resources/convention-on-the-rights-of-persons-with-disabilities-its-implementation-and-relevance-for-the-world-bank/

[5] Hayes, A.M., Swift, E, Shettle, A., Waghorn, D., (2015) White Paper: Inclusion of Disability in USAID Solicitations for Funding. Retrieved from: http://usicd.org/doc/Inclusion-of-Disability-in-USAID-Solicitations-for-Funding.pdf

[6] Albert, Bill "In or Out of the Mainstream? Lessons from Research on Disability and International Cooperation" 2006

[7] USICD is a non-profit, membership, constituent-led organization committed to building bridges between American and international disability communities and cultures. Through a wide range of projects and programs, USICD promotes the

reports and ***alternative reports*** submitted by civil society and Independent Monitoring Mechanisms (IMMs). This study builds upon the 2015 study that reviewed USAID solicitations for funding by using a similar methodology to review both official State Party and alternative reports made public by the United Nations Office of the High Commissioner for Human Rights (OHCHR). Specifically, this study reviews how stakeholders understand, implement and report upon Article 32 of the CRPD. In particular, the study assesses whether both disability targeted programs, as well as disability-inclusive programs, were addressed in the different submitted reports. The study is comprised of four main components: 1) review and analysis of State Party reports on Article 32; 2) review and analysis of IMMs alternative reports on Article 32; 3) review and analysis of civil society alternative reports on Article 32; and 4) results of a DPO survey on their understanding and reporting on Article 32. A total of 96 official country reports, 192 shadow reports from civil society and 22 reports from IMMs were reviewed and analyzed as part of this study. Findings from this study are summarized in this White Paper.

Findings of this study show that there is a significant need for all stakeholders to improve understanding of Article 32 and inclusive international cooperation. This includes understanding the differences between programs that target people with disabilities as the primary beneficiary versus mainstream programs that take proactive steps to be disability inclusive. For example, although 94 percent of the available country reports addressed ***disability-specific programming***, only 30 percent of the reports also recognized mainstream development programs that are inclusive of persons with disabilities. The study also found a large variation in the quality and extent of reporting with only 14 percent of countries providing reports that significantly address all the aspects of Article 32 examined in this study. A concerning finding is that there were few publicly available reports from IMMs representing only 23 percent of the countries where the State Party has submitted the report. Of these, only one IMM reported on the implementation of Article 32. Similarly, of the alternative reports submitted by civil society, only 23 percent (46 out of 192 reports) address international cooperation. Also concerning was the high number of countries (approximately 42 percent) where there were no submitted alternative reports to balance the official government report.

The survey to DPOs highlighted that, although DPOs may be participating in the alternative report writing process, Article 32 is often not included in their report. Only 39 percent of DPOs reported having received training in the past on how to develop an alternative report with only 18 percent stating that they had received training on how to understand and monitor Article 32. As concerning, most DPOs in LMICs are not aware of international development agency policies and what these agencies have committed to doing in-country as it pertains to disability

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inclusion of disability perspectives in U.S. foreign policy and aid and provides opportunities for domestic disability rights organizations to interface with their international counterparts. USICD's major initiatives leverage a membership that spans organizations and individuals in more than 30 U.S. states and a number of foreign countries. USICD's Board of Directors includes leading experts in domestic and international disability issues. It is important to note that following adoption of the Convention on the Rights of Persons with Disabilities (CRPD) by the United Nations and the subsequent opening for national signatures in 2007, USICD launched a campaign for U.S. signature and ratification of the treaty.

inclusive programs. This lack of understanding of Article 32 impedes DPOs and others to monitor the implementation of Article 32 appropriately and ensure that international cooperation is inclusive within their countries.

2. Background

Adopted by the United Nations in 2006, the Convention on the Rights of Persons with Disabilities (CRPD) addresses the spectrum of human rights for persons with disabilities. While the Convention does not establish new human rights, it does set out greater obligations of States to promote, protect and ensure the rights of persons with disabilities. Notably, the CRPD embraces the social model for disability rights, marking an important shift from previous medical and charitable paradigms of disability. The treaty promotes equal rights and dignity for people with disabilities in all areas of life, including employment, education, access to politics and justice, and full inclusion in cultural events, leisure, and sports. Article 32 of the CRPD ensures that persons with disabilities are included in international development and humanitarian programs as beneficiaries. The article clearly states that all international development programs, including those not specifically focused on disability, should be inclusive of and accessible to persons with disabilities. The article also includes the need to support disability targeted programs such as research, training, and capacity building programs for persons with disabilities.The textbox below provides the full text of Article 32 as stated within the CRPD.

Article 32-International Cooperation

1. States Parties recognize the importance of international cooperation and its promotion, in support of national efforts for the realization of the purpose and objectives of the present Convention, and will undertake appropriate and effective measures in this regard, between and among States and, as appropriate, in partnership with relevant international and regional organizations and civil society, in particular organizations of persons with disabilities. Such measures could include, inter alia:

a) Ensuring that international cooperation, including international development programmes, is inclusive of and accessible to persons with disabilities;

b) Facilitating and supporting capacity-building, including through the exchange and sharing of information, experiences, training programmes and best practices;

c) Facilitating cooperation in research and access to scientific and technical knowledge;

d) Providing, as appropriate, technical and economic assistance, including by facilitating access to and sharing of accessible and assistive technologies, and through the transfer of technologies.

2. The provisions of this article are without prejudice to the obligations of each State Party to fulfill its obligations under the present Convention.

State Parties are obligated under Article 32 to ensure that development and humanitarian programs are inclusive of people with disabilities. Both *donor* and *recipient countries* have a responsibility to ensure that the article is being implemented appropriately. For countries that provide financial support for development and humanitarian aid (donor countries), this signifies that all donor-supported programs are inclusive of persons with disabilities. For countries that receive donor funds (recipient countries), this implies ensuring that donors adhere to Article 32 within their country. As most development and humanitarian aid are carried out by bilateral and multilateral agencies, this commitment to implementing Article 32 arguably carries an implicit obligation to monitor the bilateral and multilateral agencies to assess whether their programs are adequately disability-inclusive. Monitoring and documenting possible non-compliance is an essential first step toward resolving and promoting future compliance. Sharing the relevant documents with a public audience grants the public one more avenue for learning about these challenges so they can help advocate for change.

State Parties are required to submit a report to the **CRPD Committee** two years after ratification and then every subsequent four years.[8] Civil society, in particular disabled persons organizations (DPOs), is also encouraged to submit alternative reports (sometimes referred to as shadow reports or parallel reports) to the CRPD Committee as a way of verifying or addressing gaps within the official submitted government report. Also unique to the CRPD is the designation of an official Independent Monitoring Mechanism*.* Article 32.2 states that:

> "State Parties, shall, in accordance with their legal and administrative systems, maintain, strengthen, designate or establish within the State Party, a framework, including one or more independent mechanisms, as appropriate, to promote, protect and monitor implementation of the present Convention. When designating or establishing such a mechanism, States Parties shall take into account the principles relating to the status and functioning of national institutions for protection and promotion of human rights."[9]

These IMMs, which are often represented by National Human Rights Institutions or the Office of the Disability Ombudsman, are also encouraged to submit their alternative reports to the CRPD Committee.

Several organizations, including the OHCHR and the International Disability Alliance (IDA), have provided advice to State Parties, IMMs and civil society on how to develop an official State reports or alternative reports. This guidance typically recommends that reports cover and provide information on the implementation of all CRPD articles including Article 32. This guidance, however, does not provide details on Article 32 on how it can be monitored by the different stakeholders. Given the knowledge that persons with disabilities are often not included in traditional international cooperation activities and the fact that Article 32 is an unprecedented stand-alone article, it is important to assess how different stakeholders are reporting upon this article to the CRPD Committee. This information can then highlight how the

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[8] Article 34, UN Convention on the Rights of Persons with Disabilities.
[9] Article 33, UN Convention on the Rights of Persons with Disabilities.

various stakeholders understand Article 32 and if additional guidance, training or support is needed to improve reporting. It is important to capture data on this important topic.

Monitoring the compliance and implementation of the CRPD, and in particular Article 32, should be the responsibility of several different stakeholders. State Party and alternative reports serve as an effective monitoring tool. Different stakeholders can use these reports to indicate the extent to which the bilateral and multilateral donor agencies are disability-inclusive, and what steps their government is taking to ensure donor funds are fully inclusive. Being closer to the "ground," recipient countries are frequently in a better position to identify gaps between an agency's policies and the practices they implement in the field. Recipient countries and their CRPD reports could be helpful in highlighting gaps and poor practices that donor countries may have missed in their reporting. Civil society organizations in recipient countries—particularly DPOs—may be best positioned to see, not only the gaps between policy and practice, but also the nuances of how this gap impacts the daily lives of people with disabilities in their country. Likewise, publicly available alternative reports can encourage advocacy organizations within donor countries to put more pressure on their government to do better.

3. Methodology

Several different steps were taken to obtain data for this study. The research team obtained government, IMM and civil society reports through the OHCHR website.[10] These reports were then categorized and analyzed to find trends in how the different stakeholders reported on Article 32. Although the vast majority of the reports were available online in English, there were a few instances where a report was available only in the countries' primary language.[11] In these cases, Google Translate was used to review the information on Article 32.

For all reports, the following core questions were asked:

1) Does the report provide information on how Article 32 is being implemented within the country?
2) If there is information on Article 32 within the report:
   - is disability-specific programming discussed?
   - is disability-inclusive programming discussed?
   - are donor activities related to disability discussed?

Due to the large variance in reporting quality found in the government and alternative reports, a classification system was developed. Figure 1 demonstrates the categorization of the reporting as it relates to Article 32.

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[10] The OHCHR website used to obtain information is: http://www.ohchr.org/EN/HRBodies/CRPD/Pages/CRPDIndex.aspx
[11] There were 8 instances where country reports were not yet available in English. These include Cuba, Djibouti, Iraq, Kuwait, Oman, Russia, Saudi Arabia, Senegal and Venezuela

Figure 1: Classification Categories used for Review of Article 32 Reporting in CRPD Reports.

Category	Definition/Description
No language	The CRPD report does not mention Article 32 or report upon the article
Minimal Reporting	Although the report might provide a few examples of how Article 32 is implemented, reporting is uneven, unclear, or lacking in many or most areas. The report does not include content on all three indicators. For example, the report might include examples of disability-specific activities, but it might lack information about disability-inclusive programming or donor activities. The report does not clearly demonstrate an understanding of what Article 32 is meant to cover.
Moderate Reporting	Although the report provides some examples or details about how Article 32 is implemented, reporting may be adequate in some areas but uneven or lacking in others. May include content on only two out of the three indicators. For example, it might report disability-specific programming and activities by donor agencies but might not have information about the integration of disability issues into mainstream programming. OR, the report may have content on all three indicators, but leaves some issues unclear or has inadequate detail.
Significant Reporting	The report provides robust information on both disability-specific and disability-inclusive programming and also discusses donor agency activities implemented by, or within, the country. The reporting on Article 32 demonstrates a firm understanding of the general principles of the article, as well as the difference between disability-specific and disability-inclusive programming and provides information accordingly.

Independently, a USICD staff member and an independent consultant analyzed and placed the reports into the different categories. The study team compiled data with any discrepancies in classification discussed in detail until there was full consensus on the data classification. As part of this study, the research team reviewed a total of 96 official country reports, 192 alternative reports from civil society and 22 reports from IMMs.

In addition to reviewing submitted CRPD reports, USICD developed and sent a survey on CRPD reporting and monitoring to more than 200 DPOs worldwide. DPOs selection was prioritized for countries whose governments are known to have submitted a report to the CRPD committee and thus be more likely to be familiar with the CRPD reporting process. Similarly, on the assumption that national level, cross-disability organizations are more likely to be familiar with the CRPD and its reporting process, and more likely to have the resources to engage in the alternative reporting process, these groups were also prioritized. USICD identified its "sister" national assembly member organizations within Disabled People's International (DPI) and consulted their websites to find email addresses for appropriate

contacts.[12] More than 50 DPOs responded to the survey. Annex A provides the questions that were sent to DPOs.

5. Study Limitations

There were a few limitations associated with the study. For example, the study was limited to reviewing reports available on the OHCHR website as of mid-2016 to May 2018 that were submitted to and published by the CRPD Committee. It is the assumption that this website is maintained and regularly updated with new information as it becomes available. The alternative reports by civil society and IMM were listed together on the OHCHR website with no differentiation between the different types of reports. In some cases, it was relatively clear which organizations were from IMMs (such as reports from Ombudsman or National Human Rights Institutes). But there is no official list of the official IMM per country, so this information was usually inferred by the research team. When the IMM was not evident from the name of the organizations listed on the OHCHR website, additional research on the groups that submitted alternative reports was conducted to ascertain if they were from civil society or the designated IMM. However, even with additional research, it was not always clear which organizations were submitting alternative reports as civil society and which organizations were submitting as the designated IMM.

The OHCHR website also does not differentiate between reports developed by domestic groups and international civil society reporting. Although we did not attempt to analyze international group reports separately from national or local group reports, we did count how many of the reports we estimated were written by international civil society organizations versus domestic civil society organizations. In some cases, international level versus national or local level domestic organizations was inferred from the organization name (for instance, organizations containing the word "international" in their name versus organizations containing the word "national" or the name of the country in their name). If the name of the organization left it unclear, we attempted to research the organization to make this determination.

There were also some limitations related to the survey process for DPOs. Relying on email as the primary means of reaching out to DPOs meant that DPOs without an email address were excluded. Using the web as a means to locate additional DPOs inherently excluded DPOs that did not have websites, except those listed as DPI national assembly members on either of DPI's websites and possessing an email address. Although many of the 55 DPOs participating in the survey were from LMICs[13], the fact that they had email addresses and were able to

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[12] One complication is that, due to a political split within DPI's board of directors, DPI currently has two competing websites with overlapping but different lists of national assembly members. USICD harvested email addresses for any organization listed as a national assembly member on either DPI website regardless of whether that organization was listed on both websites or only one.

[13] Although we do not have a tally of all the exact countries represented in the survey but represent diverse geographic representation. If we assume that most of the countries representing the European and Central Asian region in the survey are high income countries, and most of the other countries are low-or middle-income countries, then this suggests about three-quarters of the participants may be from LMICs. An informal review of the names of organizations participating (some

access email on a sufficiently regular basis to complete the survey within a reasonable timeframe suggests that they may be relatively privileged, at least in terms of Internet access and basic IT skills, compared to other DPOs in the same country. Although it is difficult to know to what extent the responses of participating DPOs might differ from responses of DPOs in the same country who don't have easily findable email addresses, one could speculate that their relative privilege in IT access might be accompanied by relative privilege in other areas such as CRPD training as well.

6. Study Results
There are four main components of this study:

1) Review and analysis of State Party reports on Article 32;
2) Review and analysis of IMM alternative reports on Article 32;
3) Review and analysis of *civil society* alternative reports on Article 32; and
4) Results of a *DPO survey* on their understanding and reporting upon Article 32.

For the review of the reports, reports were assessed on whether they provided information on disability-specific programs for international cooperation, disability-inclusive programs (programs that are intended to support a larger population in which persons with disabilities is one of many beneficiary groups), and information on donor activities. The findings for these different areas of the study are described below.

6.1 State Parties Reporting on Article 32
Of the 177 countries that have ratified the CRPD,[14] 96 had submitted reports to the CRPD Committee that were publicly available on the OHCHR website as of mid-2016. The vast majority of these reports, or 99 percent, reviewed include information on how Article 32 is being implemented by their respective country. Only one country, Greece, did not provide any information at all on the article. While many countries, 94 percent of the country reports (representing 90 total reports), understood that disability-specific programming is a core component of international cooperation, only 30 percent of the reports (29 total reports) also recognized that all international cooperation programs should be inclusive of persons with disabilities. In 3 percent of the reports (3 total reports), countries recognized that making general international cooperation programming inclusive is important but reported that they have yet to undertake initiatives to ensure implementation of this concept. The importance of donors in the role of international cooperation appears to be better understood by State Parties as 74 percent of reports (72 total reports) mentioned donor-related activities. Figure 2 shows a comparison of how official State Parties reports include the various components of Article 32.

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of which contain the name of the country), as well as comments written in response to open-ended questions, seems consistent with this imprecisely derived estimate.
[14]14 Ratifications as of June 6, 2018

While many countries reported on either disability-specific programming, disability-inclusive programming or donor activities, only 29 percent of the reports (28 total reports) reviewed reported on all three criteria within Article 32.

**Figure 2: Comparative Information from State Party Reports on Article 32**
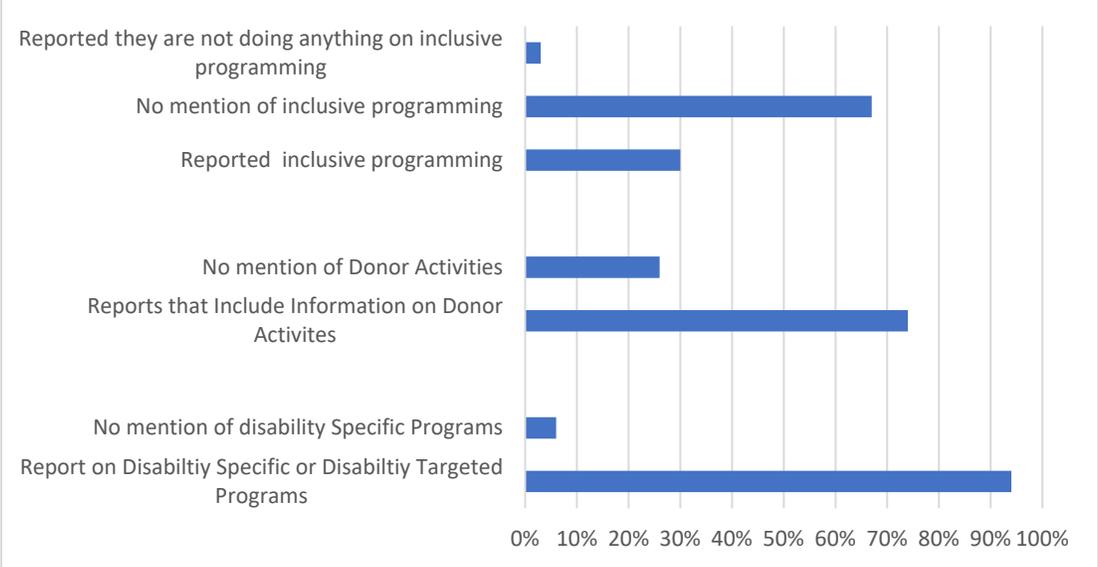
Upon reviewing these reports, it became clear that there is a large variation in the quality and extent of reporting. Figure 3 demonstrates the reporting according to the different categories. While some countries, 14 percent of reports reviewed (14 reports), provided extensive reporting on the article and demonstrated a clear understanding of the article, other countries, 41 percent of the reports (39 reports) provided very minimal information and often did not give any examples or provide any specific information. Of those countries classified as "significant," it is important to note that these represent both State Parties from high-, middle- and low-income countries. For example, reports classified as "significant reporting" include not only those from high-income countries like Australia and France but also from low-income countries like Ethiopia or Uganda, and from middle-income countries like India. Conversely, those with minimal reporting also represent both high-and middle-income countries. For example, reports classified as "minimal reporting" included not only those from lower-middle income countries like Armenia and El Salvador, but also from high-income countries like Portugal, Spain, and Switzerland. In summary, there is little to no correlation found between the income level of the country and the quality of their CRPD reporting.

Most countries, 44 percent of the reports reviewed (43 reports), were categorized as having moderate levels of reporting for Article 32. In these cases, the report may demonstrate an understanding of certain aspects of Article 32 but not all of the different components. Or, it might attempt to address all three aspects reviewed in this study but is vaguely written or lacking in concrete detail. As one example, Bolivia's report on its implementation of Article 32 mostly talks about disability-specific donor activities. Its only hint at disability inclusion in mainstream programming is a vague mention of a network "dedicated to full inclusion" without any concrete detail about what the network does. It is not clear whether "full inclusion" is meant

to refer to integration into international development programming or whether it might simply mean, general inclusion in society at wide. As another example, the Nepal official report states that the government requires international non-government organizations (INGOs) to be disability inclusive and has created a working group among them to ensure that inclusion takes place in development programs. However, Nepal does not list concrete examples of either disability-specific or disability-inclusive programming or any other indication of whether the requirement to be inclusive is being carried out in practice.

Figure 3: Categories of reporting for State Party Reports
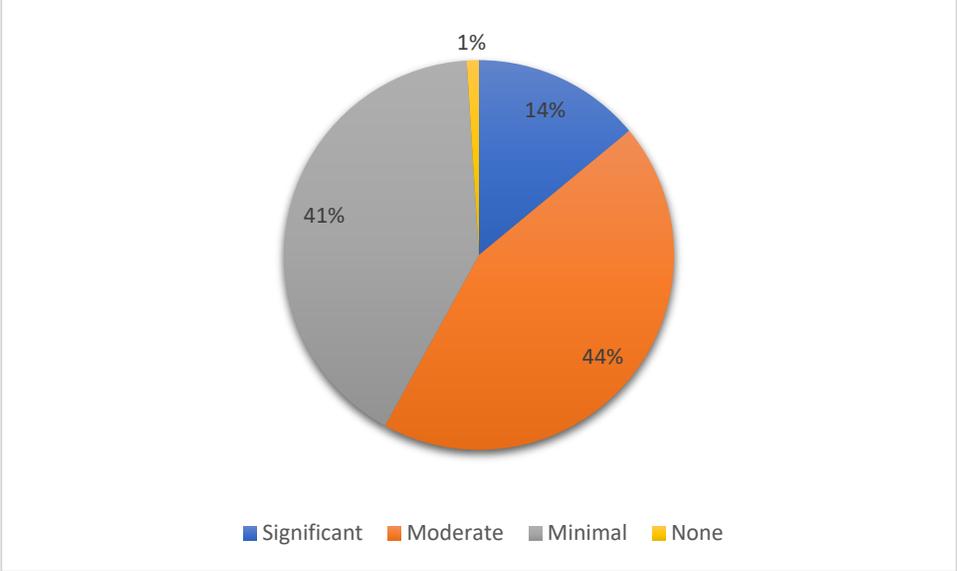
Though the CRPD represents a paradigm shift to a human rights model, some of the reporting on Article 32 still demonstrated a limited medical model approach to disability or presents programming that supports segregation. Also, other reports highlighted programming being supported by donors that is not fully aligned with the principles of the CRPD yet failed to point out that donors should not support this type of programming. In one example, the Czech Republic's report conflates discussion of programming meant to assist people with disabilities with a discussion of health care activities not clearly related to disability. In another example, although El Salvador's report refers to a training program on "inclusive education," it also provides examples of activities supporting segregated "special education" programs.

6.2 Independent Monitoring Mechanisms Reporting on Article 32

Article 32.2 of the CRPD requires State Parties to designate an IMM that is responsible for officially monitoring the government's implementation of the CRPD. The *Guidance for Developing Human Rights Institute's Parallel Monitoring Report for the Convention on the Rights of Persons with Disabilities* explains that it typically takes a year after a State Party

report is submitted before it is reviewed by the CRPD Committee.[15] This guidance also recommends that written submissions and alternative reports are submitted to the Committee at least two months before the Committee meets to review the State Party report for the same country. While all IMMs are encouraged to develop alternative reports in collaboration with DPOs, in reality, the study found that there are very few IMM reports publicly available.[16] In fact, only 23 percent of the countries with State Parties reports also had reports from IMMs. This lack of reporting represents a lost opportunity to receive the input on the accuracy of the State Party report from the entity officially responsible for monitoring the CRPD implementation. Even more surprising that is of these reports, only one report from *Red Equalidad* in Bolivia, or 5 percent of the total IMM reports, included information on Article 32. The lack of reporting of Article 32 was consistent across high-, middle- and low-income countries. This lack of reporting from IMM is concerning for many reasons. Though it is possible that IMMs are still working to develop their reports (within the two-month period before the CRPD Committee reviews the State Report), it is more likely that this shows a surprisingly low level of reporting from IMMs.

The lack of reporting from IMMs may require further investigation to learn why so few of them write alternate reports on the CRPD and to identify appropriate solutions to improve future reporting. For example, might IMMs be experiencing challenges in funding, staffing, and overall capacity for writing alternate reports? If so, this might need to be addressed via appropriate levels of funding from appropriate sources. This further investigation would help clarify possible IMM constraints related monitoring and reporting upon the CRPD. The lack of reporting on Article 32 also demonstrates the need to educate IMMs on the importance of the article as well as potentially how IMMs can monitor the article in the future.

6.3 Civil Society Reporting on Article 32
In more than 40 countries whose governments have submitted an official CRPD report to the Committee, no civil society organization submitted any alternative report at all. This figure signifies that almost half, or 42 percent of countries with official State Reports do not have corresponding alternative reports submitted by civil society. Despite this large gap, there was still a significant number of alternative reports—192—submitted by civil society organizations in more than 50 countries with many countries having multiple alternative reports from different civil society groups. However, of these alternative reports, only 23 percent of (46 out of 192 reports), include any information on Article 32.

Within the reports that provide information on Article 32, additional analysis was conducted to see how many of the civil society groups reported on disability-specific programs, disability-inclusive programs, and donor activities. Similar to the State Party reports, most civil society

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[15] United Nations Office of the High Commissioner for Human Rights (2010) *Monitoring the Convention on the Rights of Persons with Disabilities: Guidance for Human Rights Monitors.* Retrieved from http://www.ohchr.org/Documents/Publications/Disabilities_training_17EN.pdf
[16] As stated in the limitation section, it was challenging to know what alternative reports were submitted by IMMs versus civil society as the there is no centralized resource to show the official designated IMM for the CRPD for each country.

groups, 74 percent (34 reports out of the 46 that address Article 32), include information on disability-specific programming related to international cooperation. There was significantly less reporting on disability-inclusive programming as only 41 percent (19 reports out of 46) of the reports from civil society provided this information. Reports mentioned donor activities in 59 percent of the reports with content on Article 32 (27 out of 46 reports). Figure 4 shows the comparison in the different topics covered within civil society alternative reports that provide information on Article 32.

Figure 4: Comparative Information from Civil Society Reports on Article 32
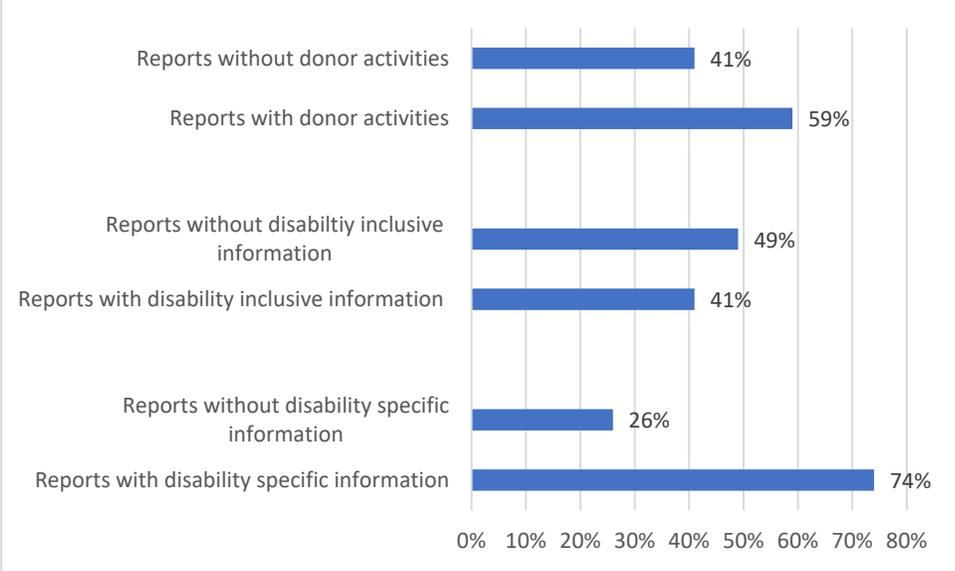
Another important finding is that although most of the alternative reports from civil society were from domestic DPOs and other domestic organizations, more than 25 percent of the reports were developed by international organizations. Although international organizations can offer some strength in their ability to compare trends and patterns across multiple countries, they cannot provide the nuance and texture of the country's context that domestic organizations can provide. It is also the national and local-level organizations who have the closest contact with the individual citizens of the country meant to benefit from international development programming. National and local organizations are accordingly in the best position to gather feedback directly from intended beneficiaries on the degree to which they are included in and assisted by development programming. International organizations cannot replace domestic organizations for in-depth insight into the complex daily lived experiences of people with disabilities in a given country.

Fortunately, in most cases, countries with at least one alternative report from an international organization also have alternative reports from at least one domestic organization. Thus, the trend is that the international perspective supplements domestic reporting without replacing it. A few exceptions exist: Cyprus, Iran, and Qatar have reports from at least one international organization but none from domestic civil society organizations in their countries. Reporting from an "outsider" international organization may be better than having no alternative reporting at all—which is the situation in more than 40 countries whose government have submitted an

official CRPD report to the Committee. But advocates working to foster local disability community talent in writing alternative domestic reports should prioritize these countries as they would the more than 40 countries that lack any alternative reporting at all. It is worth noting that a few international organizations reported on multiple countries, while others reported on just one. The most prolific reporting is represented by the Global Initiative to End All Corporal Punishment for Children (with 18 alternative reports), followed closely by the Disability Council International (15 alternative report). Further behind is Autistic Minority International, which wrote alternative reports for seven countries. The World Federation of the Deaf (WFD) wrote three alternative reports—one of which it wrote on its own, the other two of which the organization wrote together with the World Association of Sign Language Interpreters (WASLI). Further assorted international organizations only reported on one country each.

6.4 DPO Survey on Article 32

The survey was completed by 55 organizations with a diverse geographic representation working in a wide range of sectors. Annex B provides additional information on the organizations that responded to the survey. The survey showed that while DPOs may be participating in the alternative report writing process, Article 32 is often not included in their reports. There is also a concerning overall poor understanding of donor activities within their respective countries.

Respondent organizations are nearly split between those indicating that they have been involved with the CRPD alternative report writing process in their country (52 percent) and those who reported they were not engaged in the process to date (47 percent), with another 2 percent indicating they are unsure.[17] Figure 5 shows the full results of organization participation in alternative reports. Some of the organizations not engaged in the alternative report writing process indicated that this was because their country had not yet ratified the CRPD. Others indicated that their abstention from the reporting process was due to the lack of funding support. One indicated that they had "not been consulted by the State and relevant stakeholders," and another indicated that "we don't see a need to do so." Other organizations indicated that they had participated in the alternative report writing process but decided to not focus on Article 32. For example, when asked if the organization had or would focus on the article in their report, 45 percent indicated they would not, 15 percent stated they were unsure, and only 40 percent answered that they would. The written responses showed interest in this area with the need for additional training and knowledge on how to monitor Article 32 implementation. For example, while one organization stated that planned to participate in their country's alternative report writing process and include content on Article 32 to "observe that

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[17] These do not total to 100 percent due to rounding off numbers. It should be noted that organizations participating in the alternative reporting process are likely very over-represented due to deliberately reaching out to some of the organizations known to have written alternative reports, and to cross-disability federation organizations which are more likely to have the resources needed for gathering data and writing an alternate report.

"international cooperation does not cover interests of persons with intellectual disabilities" another organization stated, "we are waiting to know how to do this."

Figure 5: Civil Society Organizations Participating in Alternative Reports Writing Process

Legend: ■ Yes, involved in alternative reports ■ No, not involved in alternative report ■ Unsure
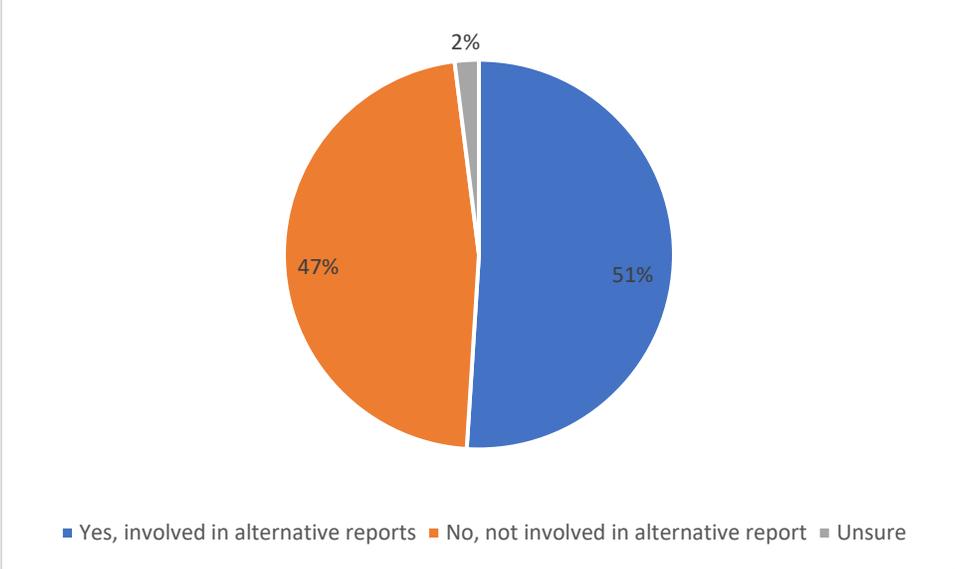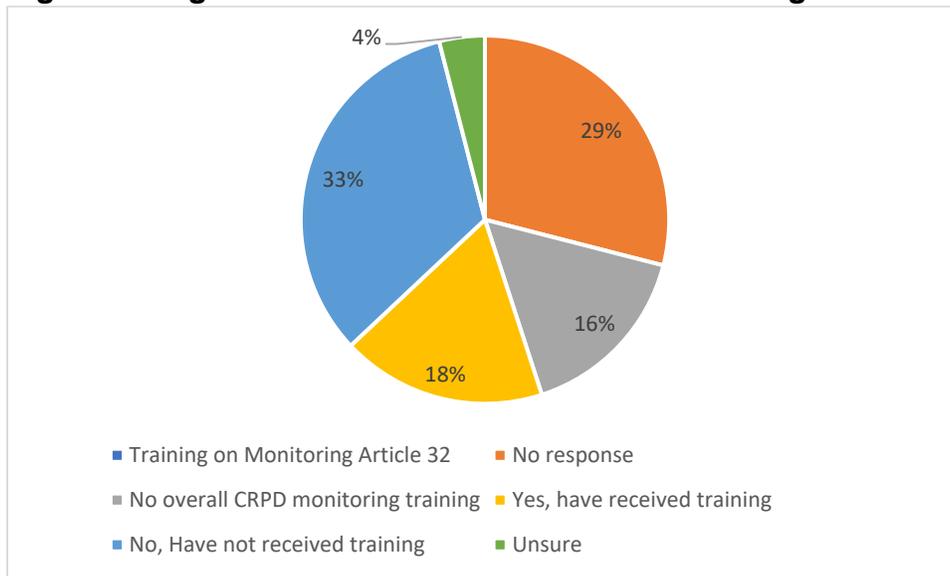
Only 39 percent of respondents said they had participated in CRPD implementation training versus 60 percent who said they had not and 2 percent who indicated they were "unsure."[18] [19] Comments indicating the contents of their CRPD training included references to preparation of reports; effective monitoring of CRPD implementation; monitoring human rights; harmonizing CRPD into domestic legislation and policies; the use of monitoring instruments; validation of an implementation tool for the CRPD; legislative review, inclusive budgeting; inclusive design; and the issues of monitoring designs and procedures. Respondents reported that only 18 percent of the organizations had received training on how to monitor Article 32 on international cooperation. Figure 6 provides the full responses to the question.

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[18] Totals to more than 100 percent due to rounding

[19] Twenty respondents provided written comments in response to a question about the content of any CRPD implementation training they had received. In some cases, they simply indicated where or from whom they received training, listing various organizations such as UN ESCAP, DPI, disabled people's organizations in Japan, the New Zealand Ombudsan, RIADIS, European Disability Forum, International Disability Alliance, and others. One respondent explained their involvement with writing a CRPD alternative report in coordination with other disabled people's organizations and with funding support from the Open Society Foundation.

Figure 6: Organizations That Have Received Training on Monitoring Article 32

4%
29%
33%
16%
18%

- Training on Monitoring Article 32
- No response
- No overall CRPD monitoring training
- Yes, have received training
- No, Have not received training
- Unsure

Awareness levels of donor activities varied significantly among organizations. Many organizations stated they were familiar with the United Nations Children's Fund (UNICEF), the United Nations Development Program (UNDP) and the United States Agency for International Development (USAID) but less familiar with other agencies. As many as 27 to 44 percent of the respondents indicated they were unsure of what agencies were implementing what activities in their country (See Annex B).[20] Respondents were asked if they had ever received training on how to monitor donor agencies working in their country, such as the agencies listed in an earlier question in the survey about which donor agencies supported disability projects in their country. The vast majority, 84 percent, indicated that they had not received such training on how to monitor activities of donors, 9 percent were "unsure," and only 7 percent responded that they had received training.

Respondents were asked what type of support would be helpful to their organization in learning how to monitor CRPD Article 32 and the work of donor agencies in their country. The most popular choices were "In-person training on international cooperation and understanding donor policies on disability-inclusive development" (83 percent), a "guidance document on international cooperation and understanding donor policies on disability-inclusive development" (75 percent). Figure 7 provides the full information on the different types of supports that organization would like to receive related to international cooperation and monitoring donor activities and programs.

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[20] It should be noted that, in addition to some respondents marking themselves "unsure" about an organization's activity, other respondents marked responses for only some of the organizations while skipping some altogether—meaning they left that organization blank. This may be another indicator that the respondent might be unfamiliar with the organizations they chose to skip.

Figure 7: Type of Support Requested by Organizations Related to International Cooperation
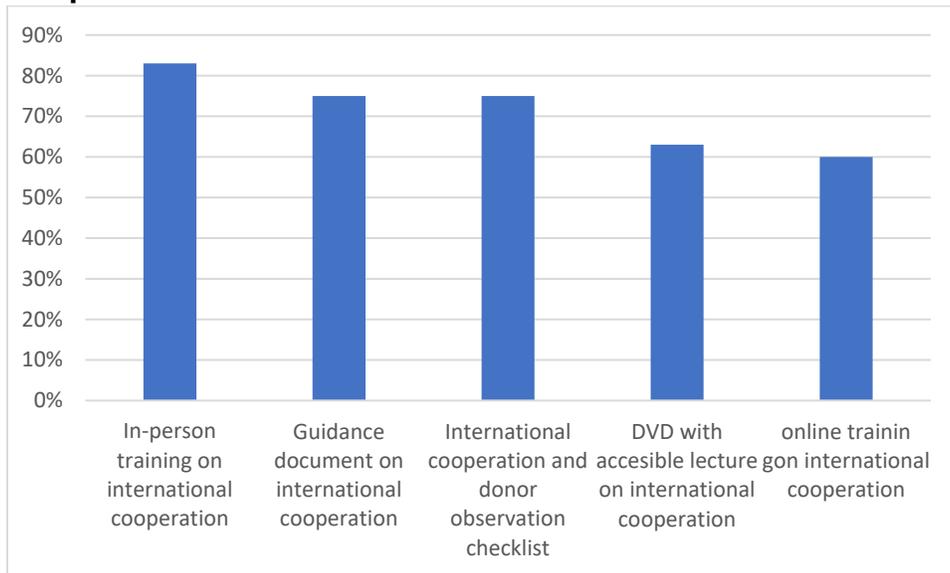
7. Recommendations

Based on the findings of this research, there are several recommendations on how monitoring the implementation of international cooperation could be strengthened. These recommendations are as follows:

1) ***Provide training for the different stakeholders on understanding and monitoring Article 32.*** The study highlights the need to train all stakeholders on international cooperation. It is especially important to train DPOs on the alternative reporting process and provide content specifically on monitoring Article 32. Additional training for IMMs is also needed on how to monitor and submit CRPD alternate reports. This increased training will hopefully increase future altnerative reports submissions. This training should include the importance of Article 32 and international cooperation as well as how to research donor policies, programs, and activities on inclusive development to improve monitoring and reporting on in-country activities. This training should include an explanation of differences between programs that target people with disabilities as the primary beneficiary and programs that are designed to be disability inclusive from the onset.

2) ***Provide guidance documents on CRPD Article 32 for different stakeholders***. Additional guidance and tools are needed for governments, IMMs, and civil society that clarify international cooperation and the implementation of Article 32. This guidance note can include specifics on how to include information on Article 32 in both official State Party and alternative reports. Especially important would be an amplification of the

difference between disability-specific and disability-inclusive programming and the need for a "twin track" approach to disability in programming

3) **_Increase funding for DPOs to support the work of monitoring the CRPD and Article 32._** In addition to receiving training, many DPOs simply lack the funds and personnel to write a comprehensive alternate report that addresses every key article of the CRPD. Some funders, such as the Disability Rights Fund (DRF), have provided funding support enabling more DPOs to engage in the CRPD alternate reporting process or otherwise engage in dialogue the CRPD Committee but additional support is also needed from other donors to reach DPOs in other countries. It is important for governments, foundations, and other funding sources to address this issue and fill this needed gap to ensure that the CRPD is implemented appropriately.

4) **_Encourage increased outreach, engagement, and communication between the different stakeholders._** There is an overall need for improved coordination and communication across stakeholders. While donors should routinely to reach out to DPOs and educate them on their programs, DPOs also need to assume responsibility for reaching out to donors to learn more about what is happening in their country. Likewise, IMMs need to be a part of this discussion to effectively serve in their role of monitoring the implementation of the CRPD. On option to increase this coordination is to hold regular meetings between the stakeholders including government, in-country donors, IMMs and DPOs to discuss current and planned disability targeted and disability inclusive initiatives and activities.

5) **_Improve access to information related to international cooperation._** To facilitate the monitoring of Article 32, it is important that guidance documents, as well as information on donor activities, is easily accessible for DPOs and IMMs. For example, an appropriate international organization could develop a regularly updated table clearly indicating which agencies work in which countries. The same international organization could also develop a regularly updated list of web links that can help organizations and researchers quickly find publicly available information on the newest projects supported or implemented by these agencies. Some DPOs might also wish for advice on reaching out to, and building a relationship with, agencies and IMMs. This advice might be particularly helpful in situations where agencies or IMMs are initially hesitant to engage with DPOs and might need additional education about the importance of disability inclusion.

8. Conclusions
Several conclusions can be made from the findings of this study. Governments, IMMs, and civil society need to improve their understanding of Article 32 and inclusive international cooperation. This includes understanding the differences between programs that target people with disabilities as the primary beneficiary and other donor-funded programs that take

proactive steps to make their programs inclusive. DPOs are also not aware of what donors are doing about disability-inclusive development within their respective countries. This lack of knowledge significantly limits their ability to monitor donors and assess if inclusive programming is actually taking place. The lack of an effective in-country monitoring system can impact donor accountability and, in turn, can potentially result in less inclusive programming.

The study found that there is strong evidence supporting the need for increased training for all of the stakeholders related to inclusive international cooperation as very few DPOs have received such training. The overwhelming lack of reporting and discrepancy in the quality of reporting by State Parties and IMMs also demonstrate the need to expand this training to a wider audience. While Article 32 is one of the more ground-breaking articles within the CRPD, it is also possibly one of the most misunderstood articles. If the various stakeholders— governments, IMMs, and civil society—continue to under-report this article, it may be rendered less effective. Governments and donors need to more comprehensively understand and implement the article appropriately, and adequately trained IMMs and civil society organizations are urgently needed to monitor implementation and keep governments accountable. Only then can the full power of inclusive international cooperation be unleashed to transform the lives of millions of people with disabilities.

Glossary of Terminology

"Alternative" report (also known as "**Shadow report**" or "**Parallel Report**"). When a country government submits its CRPD report, non-governmental organizations (NGOs) may write an "alternative" report to supplement or critique the government report. The alternative report can make recommendations for questions the NGOs think the Committee should ask the government in its *List of Issues (LOI).* When the government submits its response to the LOIs, the NGOs can follow up to supplement the response with more information or to raise suggestions for what they think the Committee should include in its concluding observations.

Bilateral agency. A bilateral agency is a federal government agency, usually in a high-income country, that funds or coordinates international development projects in developing countries. Examples of bilateral donor agencies include the U.S. Agency for International Development (USAID), the Japan International Cooperation Agency (JICA), the Department for International Development (DFID) in the United Kingdom, and others.

Convention on the Rights of Persons with Disabilities (CRPD). An international human rights treaty upholding the human rights of people with disabilities. The CRPD has been ratified by more than 170 countries. Ratification of an international treaty signifies the country's commitment to revising their laws as needed to be consistent with the treaty.

CRPD Committee. A committee with representatives from countries that have ratified the CRPD. This committee reviews reports from governments and alternative reports from IMMs and civil society organizations on how each ratifying country is implementing the CRPD. The committee normally meets two times a year in Geneva.

Disability-specific programming. In this report, the term "disability-specific" is used to refer to programs that are focused on the specific needs of people with disabilities. An example of a "disability-specific" program would be, a program that disseminates wheelchairs or hearing aids to people with disabilities, or a program meant to train special education teachers on how to meet the needs of students with disabilities.

Disability-inclusive programming. In this report, the term "disability-inclusive" is used to refer to mainstream programs that integrate disability as a cross-cutting issue and ensures that they are accessible to people with disabilities. An example of a "disability-inclusive" program would be, an HIV/AIDS education outreach program for the general public that offers sign language interpreters on request for in-person training if a signing deaf person wishes to attend and can provide printed training materials in alternate format for people who cannot read print.

Donor country. For the purposes of the report, this term refers to a country that gives more funding support for its international development programs than they contribute for other countries. Most typically, these are high-income countries supporting international

development programs in other countries via its bilateral donor agency and via various multilateral donor agencies.

List of Issues (LOI). In the CRPD reporting process, after a government submits its report to the CRPD Committee, the CRPD Committee then responds with a List of Issues (LOI). This consists of questions to the government requesting clarification or elaboration on certain issues in their CRPD report. The government then provides a response to the LOI. After this, the CRPD Committee writes its concluding observations on the country's report.

Multilateral international development agency. This is an organization that receives its funds from many different country governments rather than just one. The funds are used to support international development projects in developing countries. Although high-income countries are usually the primary funders, some low- and middle-income countries may make contributions as well. Examples of multilateral donor agencies include the World Bank, the World Health Organization (WHO), the African Development Bank, the United Nations (UN), and others.

Recipient country. A country that receives more funding support for its international development programs than they contribute for other countries. These typically include LMICs receiving support for their international development programs from bilateral and multilateral donor agencies.

Solicitation. Some major funders, such as the U.S. Agency on International Development (USAID), solicit funding grant proposals by circulating a document describing the project they wish for a partner organization to coordinate and implement. Organizations then respond to this solicitation with proposals describing their process for how they would implement the project and explaining why they would be the right partner organization to receive the grant to implement it.

State Party. A country that has ratified the Convention on the Rights of Persons with Disabilities (CRPD)

State Party Report. When a country ratifies the Convention on the Rights of Persons with Disabilities (CRPD), they are required to submit their first report on progress toward implementing the CRPD to the Committee on the Rights of Persons with Disabilities within two years. They then will be expected to submit a followup report every four years thereafter. The government's CRPD report is meant to report on the status of CRPD implementation in their country. The Committee reviews the report and responds to the country government with a "List of Issues" (LOI) with questions related to the report. The government is then expected to submit a response to the LOI. The Committee ends the process with its concluding observations and recommendations.

Annex A
Survey on International Cooperation
(CRPD Article 32)

Dear Sir/Madam,

We are reaching out to you for your assistance with a short but important survey to help promote disability rights, **due by April 10, 2017**. We request that only one completed survey is provided per organization.

Through this survey, we hope to learn from you, or another representative of your organization,

- How much familiarity you may have with the Convention on the Rights of Persons with Disabilities (CRPD)
- Whether this familiarity includes an understanding of Article 32 in the CRPD, on International Cooperation
- How much familiarity you may have with how organizations like yours can engage with writing "shadow", "alternate", or "parallel" reports on your country's implementation of the CRPD
- How much familiarity you may have with major donor agencies that might work in your country and whether any of their projects in your country are disability-specific or disability-inclusive

This survey is being conducted by the U.S. International Council on Disabilities (USICD), a disabled person's organization (DPO) which bridges the U.S. disability community to the global disability rights movement. We will not share results from your individual survey publicly. But, we will aggregate your responses with responses from other organizations, and we will share only the compiled data with others.

The information you share through this survey will help us understand whether organizations promoting disability rights might benefit from more training about the CRPD, particularly Article 32 on International Cooperation. Your individual organization may not necessarily benefit from the results of this survey. But we hope to use the aggregate data from this survey to promote the need for more CRPD training for organizations promoting disability rights.

Please complete the survey by April 10, 2017, at this link:
http://www.surveygizmo.com/s3/3426391/Survey-on-International-Cooperation-CRPD-Article-32

Or if you have poor Internet connectivity and cannot use the web-based survey, then you may instead complete the survey in this Word file and send it by file attachment to seminseo@usicd.org (you may put ashettle@usicd.org in the cc line.)

Thank you for your participation!

Andrea Shettle, Program Manager
Semin Seo, USICD Intern

Disabled Persons Organization (DPO) Survey on International Cooperation

Background:

1. Please check the box that best describes your organization?
   - ☐ Association of the Blind/Low Vision
   - ☐ Association of the Deaf/Hard of Hearing
   - ☐ Association of Persons with Physical Disabilities
   - ☐ Association of Persons with Intellectual Disabilities
   - ☐ Association of Persons with Psychosocial Disabilities
   - ☐ Parents of Children with Disabilities
   - ☐ Federation/National Association of Persons with Disabilities
   - ☐ A human rights institute or other mainstream organization that promotes disability rights
   - ☐ Other: _____

2. What region is your organization located in?
   - ☐ Sub-Saharan Africa
   - ☐ East Asia and Pacific
   - ☐ South Asia
   - ☐ Europe and Central Asia
   - ☐ Latin America and the Caribbean
   - ☐ Middle East and Northern Africa
   - ☐ North America

3. What type of work does your organization currently engage in? (check all boxes that apply)
   - ☐ Accessible Infrastructure and Transportation
   - ☐ Accessible Information and Communications
   - ☐ Economic Growth and Job Development
   - ☐ Education
   - ☐ Elections, Democracy and Governance
   - ☐ Emergency Planning and Disaster Response
   - ☐ Health
   - ☐ Public Policy Strengthening
   - ☐ Women with Disabilities
   - ☐ Children and Youth with Disabilities
   - ☐ Indigenous Populations
   - ☐ Other:_____
   - ☐ Other:_____

International Cooperation

4. Has your org been involved with developing a shadow/alternative report on your country's implementation of the United Nations Convention on the Rights of Persons with Disabilities (CRPD)?
   - ☐ Yes

☐ No
☐ Unsure

4.1 Please explain:

4.2 If yes, has your organization reported, or are they planning to report upon, activities related to CRPD Article 32 on International Cooperation?

☐ Yes
☐ No
☐ Unsure

Please explain:

5. Which, if any, of the following donor agencies are currently working in your country and what type of projects are they funding/supporting?

- "**Disability Targeted Projects**" means, projects that are focused only on people with disabilities. For example, a project to disseminate wheelchairs, prosthetics or hearing aids, or a project to train special education teachers.
- "**Disability-Inclusive Projects**" means, mainstream projects designed for the general public that integrate people with disabilities into their activities. For example, an HIV/AIDS prevention program that includes all community members, with and without disabilities, and ensures that all materials and training sessions are accessible.

Donor Agency	Supporting Disability Targeted Projects in my country	Supporting Disability Inclusive Projects in my country	Not supporting any disability projects in my country	Not working in my country at all	Unsure
Australian Department of Foreign Affairs and Trade	☐	☐	☐	☐	☐
Canadian International Development Agency (CIDA)	☐	☐	☐	☐	☐

Department for International Development for the UK (DFID)	☐	☐	☐	☐	☐
European Commission	☐	☐	☐	☐	☐
Finland Ministry for Foreign Affairs	☐	☐	☐	☐	☐
German Federal Ministry of Economic Cooperation and Development (GIZ)	☐	☐	☐	☐	☐
International Labor Organization (ILO)	☐	☐	☐	☐	☐
Irish AID	☐	☐	☐	☐	☐
Japan International Cooperation Agency (JICA)	☐	☐	☐	☐	☐
Norwegian Agency for International Development (NORAD)	☐	☐	☐	☐	☐
Swedish International Development Agency (SIDA)	☐	☐	☐	☐	☐
United Nations Children's Fund (UNICEF)	☐	☐	☐	☐	☐
United Nations Development Programme (UNDP)	☐	☐	☐	☐	☐
United Nations High Commissioner for Refugees (UNHCR)	☐	☐	☐	☐	☐
United States Agency for International Development (USAID)	☐	☐	☐	☐	☐
World Bank	☐	☐	☐	☐	☐
World Health Organization (WHO)	☐	☐	☐	☐	☐
Other (specify): _____ _____ _____	☐	☐	☐	☐	☐
Other(specify): _____ _____ _____	☐	☐	☐	☐	☐

6. Have you ever received training on how to monitor the implementation of the CRPD in your country?
   ☐ Yes
   ☐ No
   ☐ Unsure
   If yes, please describe what was included in the training:

6.1 If yes, did the training cover how to monitor and address Article 32 in the CRPD on International Cooperation?

- ☐ Yes
- ☐ No
- ☐ Unsure

If yes, please describe what was included in the training:

7. Have you ever received training on how to monitor the work of donor agencies in your country, such as the agencies listed in question 5 above?

- ☐ Yes
- ☐ No
- ☐ Unsure

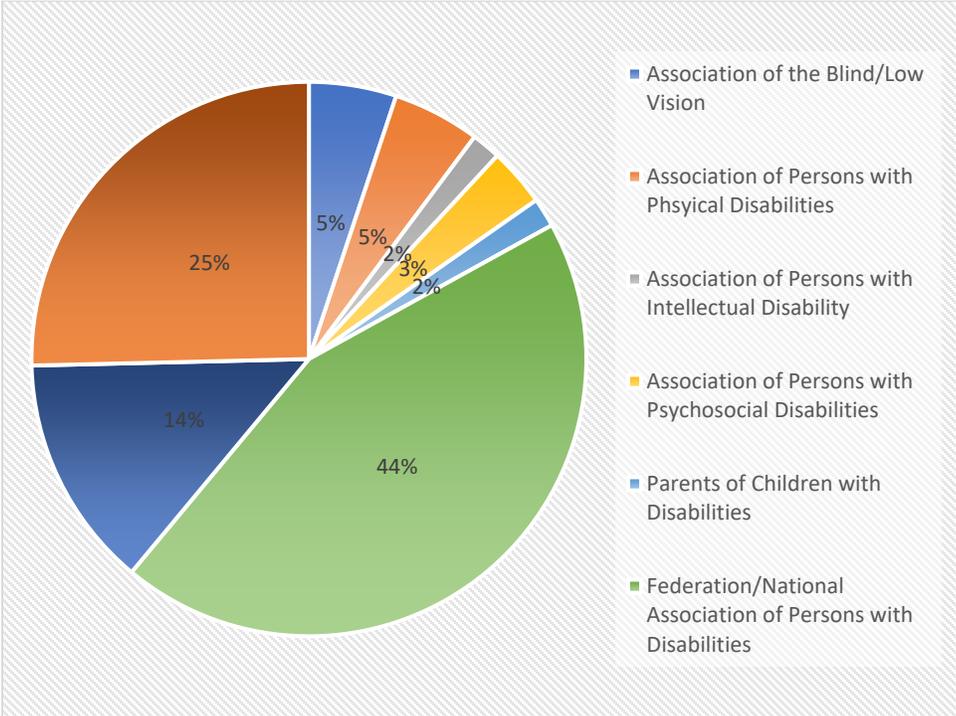**If yes, please describe what was included in the training:**

8. What type of support would be helpful to your organization in learning how to monitor CRPD Article 32 and the work of donor agencies in your country? (Please check all that apply)

- ☐ **In-person training** on international cooperation and understanding donor policies on disability inclusive development
- ☐ **Online training** on international cooperation and understanding donor policies on disability inclusive development
- ☐ **Guidance document** on international cooperation and understanding donor policies on disability inclusive development
- ☐ International cooperation and donor observation **checklist**
- ☐ **DVD with an accessible videotaped training lecture** on international cooperation and understanding donor policies on disability inclusive development
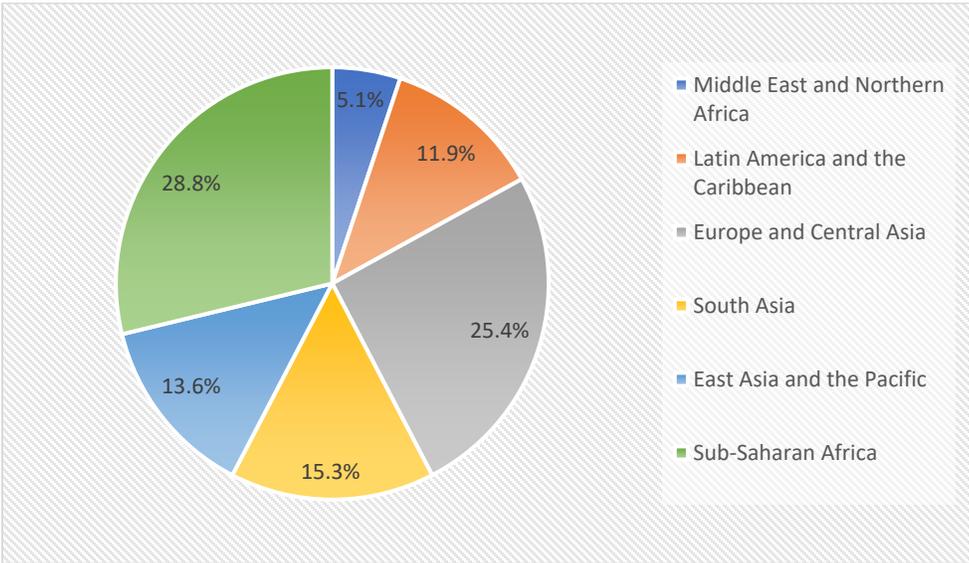- ☐ **Other:** _____
- ☐ **Other:**_____

9. Other comments on international cooperation and donor support within your country?

Annex B: Information on Civil Society Organization that Responded to the Survey

Type of Organization

Legend:
- Association of the Blind/Low Vision
- Association of Persons with Phsyical Disabilities
- Association of Persons with Intellectual Disability
- Association of Persons with Psychosocial Disabilities
- Parents of Children with Disabilities
- Federation/National Association of Persons with Disabilities

Values shown: 5%, 5%, 2%, 3%, 2%, 25%, 14%, 44%

Geographic Distribution

Legend:
- Middle East and Northern Africa
- Latin America and the Caribbean
- Europe and Central Asia
- South Asia
- East Asia and the Pacific
- Sub-Saharan Africa

Values shown: 5.1%, 11.9%, 28.8%, 25.4%, 13.6%, 15.3%

Type of Work the Organization in Engaged In
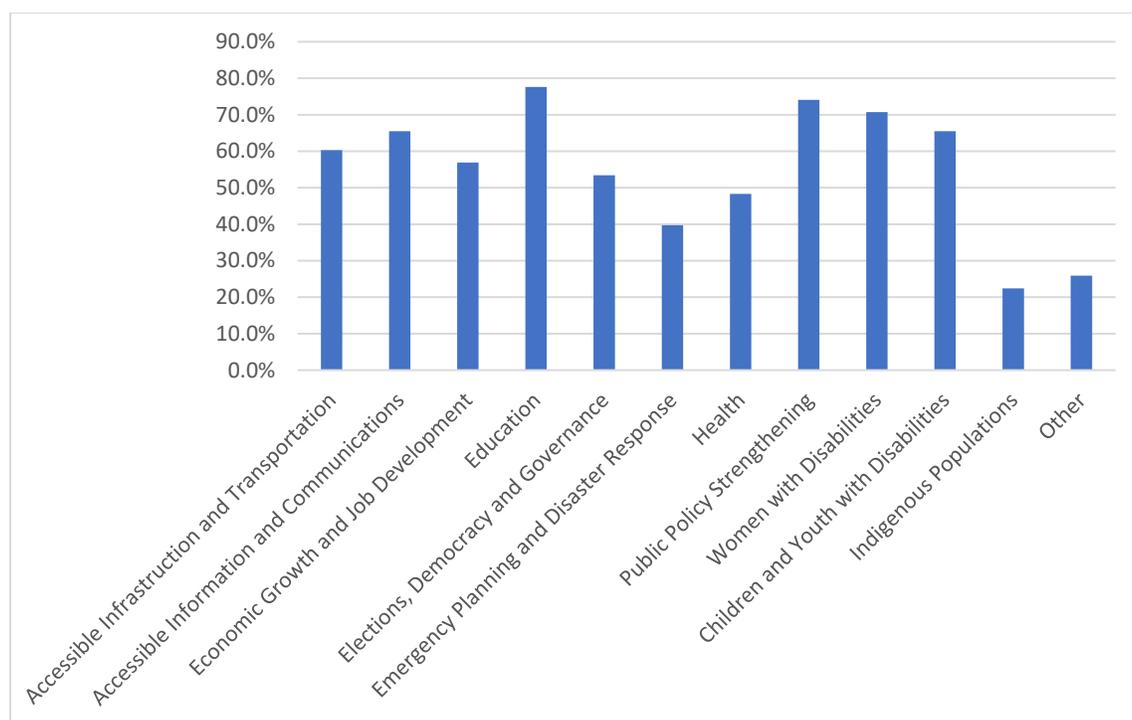
Which Donors are Working in Your Country and What Type of Projects are They Funding/Supporting

Donor	Disability Targeted Projects	Disability Inclusive Projects	Not Supporting Disability Projects	Not Working in My Country	Unsure
Australian Department of Foreign Affairs and Trade (DFAT)	10	11	4	15	16
Canadian International Development Agency (CIDA)	2	1	6	11	24
Department for International Development for the UK (DFID)	4	7	5	9	21
European Commission	14	15	3	2	17
Finland Ministry for Foreign Affairs	6	7	2	22	21

German Federal Ministry of Economic Cooperation and Development (GIZ)	9	6	4	7	18
International Labor Organization (ILO)	5	8	5	4	20
Irish AID	0	3	5	18	19
Japan International Cooperation Agency (JICA)	11	7	9	3	20
Norwegian Agency for International Development (NORAD)	2	1	4	13	23
Swedish International Development Agency (SIDA)	5	4	3	13	18
United Nations Children's Fund (UNICEF)	17	25	3	1	12
United Nations Development Programme (UNDP)	11	25	4	3	11
United Nations High Commissioner for Refugees (UNHCR)	1	6	10	3	20
United State Agency for International Development (USAID)	12	21	3	3	15
World Bank	9	7	8	5	16
World Health Organization (WHO)	8	5	0	1	6