

Global Disability Summit 2025

Amman-Berlin Declaration on Global Disability Inclusion

- TECHNICAL NOTE (DRAFT)-

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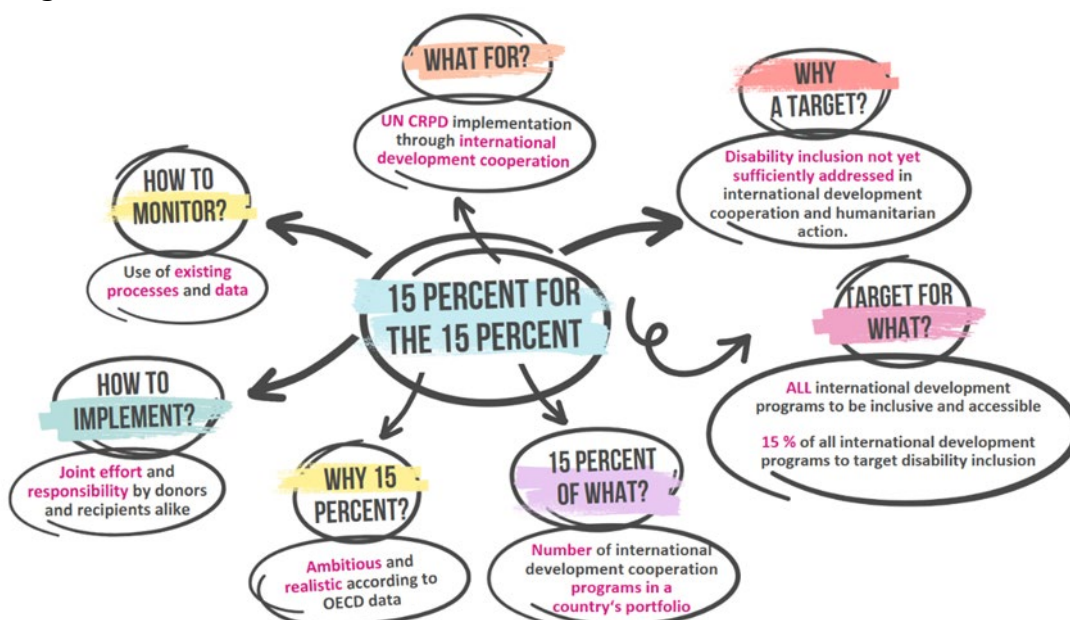
This document provides technical and methodological information with regard to the Amman-Berlin Declaration on Global Disability Inclusion, particularly paragraphs **1 and 2**:

1. *We will strive for all our international development programs to be inclusive of and accessible to persons with disabilities, by actively making a positive contribution to inclusive and full equality and to non-discrimination and by doing no harm.*
2. *We will strive to ensure that **at least 15 percent** of international development programs being implemented **at the country level** pursue disability inclusion as an **objective** (“15 percent for the 15 percent”).*

*The 15 percent target requires **joint action** to increase **efforts** by focusing current resources on disability inclusion and dedicating more **resources** to this purpose.*

*We will strive to achieve this target **by 2028**, the year in which the fourth and next Global Disability Summit is to be held.*

At a glance:





In detail:

1. PURPOSE

The purpose of the Amman-Berlin Declaration is to **foster the implementation of the UN Convention on the Rights of Persons with Disabilities (CRPD), especially in the realm of international cooperation, particularly international development cooperation and humanitarian action.** **Article 32 of the CRPD** stipulates that 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 [...] Convention*” and “*will undertake appropriate and effective measures in this regard*”. Notably, it tasks “*international development programs*” to be “***inclusive of and accessible to persons with disabilities***”. **Article 11 of the CRPD** lays down the obligation that “*States Parties shall take [...] all necessary measures to ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters.*”

2. WHY TARGETS?

Disability inclusion is still **not in the focus** of international cooperation, namely international development cooperation and humanitarian action. The Declaration responds to this by spelling out, under paragraphs 1-9, a number of commitments for greater disability inclusion in these fields. The first two – 1) all programs being inclusive of and accessible to persons with disabilities and 2) 15 percent for the 15 percent – are **specific targets for international development cooperation**. They are the catalysts that are needed in order to promote concrete and measurable change.

3. TARGETS FOR WHAT?

The Declaration contains two concrete targets for international development cooperation, which reflect the basic principles of the well-established **twin-track approach** to disability inclusion.

a) Inclusion and accessibility in all international development programs (paragraph 1)





The Amman-Berlin Declaration is **based on the CRPD's** article 32 understanding that “international cooperation, including international development programs, are inclusive of and accessible to persons with disabilities”. As per this first target, actors who endorse the Declaration pledge to strive to make an active and positive contribution to inclusive and full equality¹ and to non-discrimination and to do no harm. It refers to the rights of persons with disabilities being systematically addressed in the design, implementation, monitoring and evaluation of development cooperation programs. Contributions to this target can include:

- to systematically consult with and foster meaningful participation of organizations of persons with disabilities (OPDs)² and/or
- to strive to ensure that programs undertaken and information shared are accessible to persons with disabilities (e.g. as part of a universal design) and/or
- to improve accessibility without influencing the objectives of a program as a whole (e. g. accessible entries to program sites) and/or
- to conduct disability analyses.

The Declaration offers no specific mechanism to monitor the implementation of this target. It therefore lies within the responsibility of governments, international and multilateral institutions and development agencies to assess in how far this target is being met.

b) 15 percent targeted international development programs (paragraph 2)

The CRPD (article 32), as stated above, tasks international development programs to be “*inclusive of and accessible to persons with disabilities*”, without explicitly defining criteria for these programs.

The Amman-Berlin Declaration defines targeted programs under the 15 percent target as those that **address disability inclusion as an objective and that are implemented in a recipient country and monitored from a recipient country perspective**. According to the

¹ “Full” equality stems in particular from human rights language with regard to judicial proceedings; “inclusive” equality has been coined to take into account individual and structural as well as intersectional discrimination and power relations and is elaborated on in the CRPD Committee’s General Comment No. 6 on equality and non-discrimination, section III., para. 11. It reads as follows: “Inclusive equality is a new model of equality developed throughout the Convention. It embraces a substantive model of equality and extends and elaborates on the content of equality in: (a) a fair redistributive dimension to address socioeconomic disadvantages; (b) a recognition dimension to combat stigma, stereotyping, prejudice and violence and to recognize the dignity of human beings and their intersectionality; (c) a participative dimension to reaffirm the social nature of people as members of social groups and the full recognition of humanity through inclusion in society; and (d) an accommodating dimension to make space for difference as a matter of human dignity. The Convention is based on inclusive equality.”

² The particular role of organizations of persons with disabilities as opposed to organizations “for” persons with disabilities and civil society organizations more generally is explained in General comment No. 7, Sections B.13-14, by the Committee on the Rights of Persons with Disabilities.



definition of the OECD DAC policy marker on the inclusion and empowerment of persons with disabilities (henceforth: disability inclusion marker), targeted measures are those with a score 1 (significant objective) as well as score 2 (principal objective).³ Hence, a program that explicitly defines its positive contribution to inclusion and empowerment as its objective is considered as being targeted in the context of the Declaration.

With regard to establishing both its baseline and the target itself, the 15 percent target was formulated based on the OECD DAC database as the most readily available and most representative database. The 15 percent target refers to the share of programs marked as disability-inclusive according to the disability inclusion marker. All donors are invited to endorse the Declaration and use a mechanism to assess and monitor their contribution to disability inclusion at country level (be it the disability inclusion marker or a mechanism of their own design). Details as regards the 15 percent target are explained in the following section.

Programs reported on by OECD DAC members using the disability inclusion marker are counted as “targeted” for the 15 percent when they are scored 1 or 2. Programs reported on by other donors need to be marked in a way that allows the monitoring of the 15 percent target, i. e. that assesses targeted programs as defined above. Please refer to section 7 for details on monitoring.

4. 15 PERCENT OF WHAT?

Paragraph 2 (15 percent) refers to

a. the **number of programs**

The OECD DAC **disability inclusion marker** reports on activities (*“An activity is a data point reported to the CRS database. It could describe a program, a project or part of a program or project”*; DAC handbook). In this text ‘activities’ are referred to as ‘programs’. This definition is likewise relevant for partners not using the disability inclusion marker.

It comprises ODA grants as well as loans.

The question arose as to whether to use the number of programs or the allocated budget as a reference for the 15 percent target. The number of programs was chosen as it is a solid parameter that can more easily be searched for and tracked in relevant OECD data bases

³ The OECD DAC handbook contains two main references to what constitutes a “targeted” program. The methodology chapter suggests that a targeted program, as opposed to a not-targeted program with score 0, can be a program with disability inclusion as either the principal (score 2) or a significant objective (score 1) (table 5 on page 13 and figure 1 on page 14). The chapter on recommended practices, when describing the twin-track approach, refers to targeted disability inclusion interventions as “typically” [having] the score “principal” (page 15).



than the allocated budget. It produces more reliable results, as, with regard to the budget, some extreme outliers (programs with very high budgets) can sometimes be observed that strongly influence the result. Ongoing pilot studies confirm the reliability of program-based data.

b. implementation at the **country level (regional level optional)**

The 15 percent target is measured through the share of disability inclusion programs in the overall ODA-financed activities carried out at the country level (from all donors jointly). The 15 percent target does therefore not relate to a donor's share of disability inclusion programs in their respective overall ODA.

Regional contributions may also be included (optional). Further, it is possible to count in programs which are part of South-South cooperation as well as triangular cooperation. [*The validation of the possibility to include these data is subject to the outcome of ongoing pilot studies.*]

c. **ODA flows contributing to the 15 percent target**

[is based on OECD DAC definition, but will be specified in light of the outcome of ongoing pilot studies]

In contrast to the rest of the text, paragraphs 1, 2 and 5 of the Amman-Berlin Declaration do **not relate to humanitarian action**. It is consensus that development cooperation and humanitarian action are closely intertwined and need to seek synergies ("nexus") and that both have to be disability-inclusive and have to meet CRPD standards. However, their respective guiding principles are not completely identical. According to humanitarian principles, humanitarian action must be carried out on the basis of need alone, making no distinction on the basis of gender, disability or any other criteria. General quantitative targets for specific groups (e. g. "15 out of 100 humanitarian activities need to target persons with disabilities") would not be consistent with core principles of humanitarian action. The obligations for humanitarian action according to Article 11 of the CRPD are referred to in paragraph 6 of the Declaration in detail.

5. WHY 15 PERCENT?

Available OECD DAC data show that the current baseline for the share of targeted programs – applying the criteria outlined above – is at about **6-7 percent (2023)** for recipient portfolios. This baseline was calculated based on all allocable ODA (all donors; mean of country values). In **14 out of 165 portfolios (8 percent)** more than 15 percent of international development cooperation programs target disability inclusion. It is important to note that more than 60





percent of programs are not screened, i.e. recipient countries do not know to what extent these programs contribute to disability inclusion.

Based on the data available so far, the 15 percent target seems to be both

- **realistic** (because a significant number of country portfolios already meet this target) and
- **ambitious** (because most do not meet it yet).

6. HOW TO IMPLEMENT?

The targets spelt out in paragraph 1 and 2 of the Amman-Berlin Declaration can be tackled without creating new, additional structures for exchange. The intention is to use **existing communication and coordination mechanisms** (such as sector dialogues, planning mechanisms) and to systematically engage OPDs in the implementation of the Declaration and these targets in particular.

A starting point will probably be in most countries a **situation analysis** that assesses the status quo as well as options how to direct more development cooperation programs towards disability inclusion.

In some countries, such an exercise may require **technical and/or financial support and resources**. Domestic capacities as well as support offered by bilateral and multilateral development actors will be important in this context in order to effectively support the implementation of this aspect of the Amman-Berlin Declaration. The UN system, and the UN Global Disability Fund in particular, could possibly play a supporting role *[Concrete support options will be added after further discussions]*.

The success in setting disability inclusion as a priority for international development cooperation will depend to a significant extent on the **political will, prioritization and ownership of all countries**, recipient and donor countries alike, **and international cooperation actors. Joint efforts** are required in order to assess the status quo of disability inclusion portfolios and to define ways to reach the targets. These efforts could include:

- Providing and supporting data on disability inclusion,
- Reporting on the number of programs on disability inclusion, preferably by applying the disability inclusion marker,
- Capacity building for OPDs,
- Cooperation and consultation with OPDs,
- Exchange on preparation, implementation, and monitoring.



7. HOW TO MONITOR?

The OECD DAC disability inclusion marker offers a suitable monitoring mechanism to measure implementation of the 15 percent target, and the GLAD Network⁴ offers a potential forum for information exchange and discussions for medium to long-term follow-up.

Actors endorsing the Declaration that are **not** using the disability inclusion **marker or similar mechanisms** yet are invited to report on disability inclusion in their programs (see paragraph number 8 of the Declaration) **and use a monitoring mechanism that they deem appropriate**. This also applies to non-OECD DAC members of the Global South that are active in South-South or triangular cooperation. This is a **prerequisite** for countries to be able to monitor their development cooperation portfolio. The UN Women Disability Marker could in addition be of help to track the support for women with disabilities. We further suggest initiating a discussion on a more standardized interpretation and use of the OECD DAC disability inclusion marker.

The intention is to monitor progress towards the twin-track targets established by the Declaration in the context of **existing monitoring structures** – with the meaningful participation of OPDs. Those institutions that monitor the implementation of the CRPD at a national level are invited to include the monitoring of the Amman-Berlin Declaration in their programs.

The Co-Hosts of the 3rd GDS also invite the hosts of **future Global Disability Summits** to systematically monitor, reexamine and possibly adjust the targets for a disability-inclusive international development cooperation as well as ambitions for humanitarian action, as spelt out in the Amman-Berlin Declaration.

8. WHO IS INVITED TO ENDORSE?

Actors who are invited to endorse the Declaration are governments and international and multilateral organizations as well as international financial institutions / multilateral development banks that are active in or support international cooperation as well as in humanitarian action.

⁴ The Global Action on Disability Network is a coordination body of bilateral and multilateral donors and agencies, public and private foundations as well as key coalitions of the disability movement with a common interest in achieving inclusive international development and humanitarian action. <https://gladnetwork.net/>

