Global Disability Summit 2025

Amman-Berlin Declaration on Global Disability Inclusion

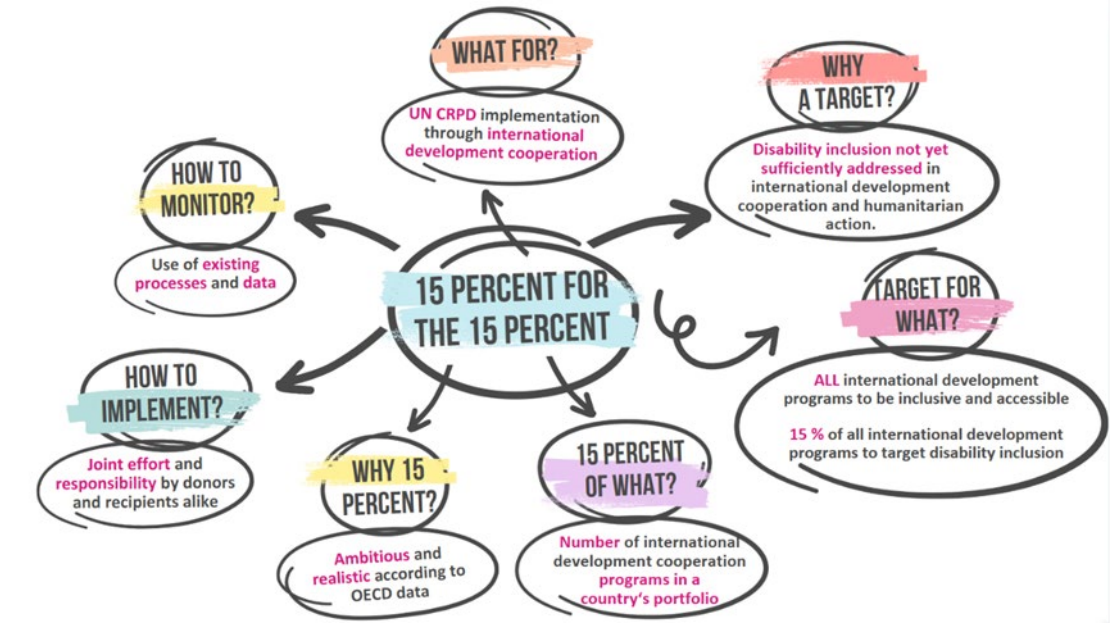
- TECHNICAL NOTE -

(version as of 12/2025)

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, is 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 equality[1] 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 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 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**. While different donors and agencies may use different tools to monitor disability inclusion in their programs, the OECD DAC policy marker on the inclusion and empowerment of persons with disabilities (henceforth: disability inclusion marker) is the most widely used mechanism. As a result, the OECD DAC database, which is derived from the disability inclusion marker, is the most

[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.

representative and readily available database. It was therefore used to establish the 15 percent target and its baseline.

According to the definition of the disability inclusion marker, targeted measures are those with score 1 (significant objective) or score 2 (principal objective).[3] Hence, a program that explicitly defines its positive contribution to the inclusion and empowerment of persons with disabilities as its objective is considered as being targeted in the context of the Declaration.

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 by using the disability inclusion marker or a mechanism of their own design). Programs reported on using mechanisms other than the disability inclusion marker need to be scored in a way that allows the monitoring of the 15 percent target, i.e. that assesses targeted programs as defined above, including across donors at country level. 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 Official Development Assistance (ODA) grants as well as loans.

The question arose as to whether to use the number of ODA-funded programs or the allocated ODA flow as a reference for the 15 percent target. While both approaches have strengths and weaknesses, the program count was chosen as the experience of pilot countries and cross-country data analysis (OECD DAC 2022 + 2023) indicated that it better reflects the intentionality among a wide range of donors with different levels of investment in different countries. While measuring by allocated budget is the approach commonly used for global estimates of disability-inclusive ODA, it can be problematic when it comes to tracking progress toward the 15 percent target at country level. This is because figures in some countries are skewed by a small number of outlier activities with very large allocations – such as

[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).

major infrastructure loans – which can overshadow smaller but relevant investments and undermine comparability between countries.

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

The 15 percent target is measured through the share of ODA-financed disability inclusion development programs carried out at the country level (from all donors jointly). It therefore does not relate to each individual donor's share of disability inclusion programs in their respective global or country-specific ODA portfolio.

Regional contributions may also be included (optional). Further, it is possible to count programs which are part of South-South cooperation as well as triangular cooperation. Any insights and learnings from the implementation process of the Amman-Berlin Declaration regarding the integration of this data will be used to update the present Technical Note accordingly.

c. ODA contributing to the 15 percent target

Not all ODA can be counted towards the 15 percent target. Rather, only **ODA allocable** to specific sectors is included in this second target.
According to the OECD, allocable aid includes the following modalities:

- *A02 - Sector budget support*
- *B01 - Core support to NGOs, other private bodies, PPPs and research institutes*
- *B03 - Contributions to specific-purpose programs and funds managed by implementing partners*[4]
- *B04 - Basket funds/pooled funding*
- *C01 - Project-type interventions*
- *D01 - Donor country personnel*
- *D02 - Other technical assistance*
- *E01 - Scholarships/training in donor country*

Administrative costs not included elsewhere (G01), Debt relief (F01) and other in-donor expenditures (including costs relating to refugees and asylum-seekers (H02-H06) and *Development awareness (H01)*) are not considered to be allocable ODA. *General budget support (A01), Core contributions to multilateral institutions and global funds (B02)* and *Imputed student costs (E02)* are also excluded.

In contrast to the rest of the text, paragraphs 1, 2 and 5 of the Amman-Berlin Declaration do **not relate to 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. Specifically,

[4] This includes *Contributions to multi-donor/multi-entity funding mechanisms (B031)*, *Contributions to multi-donor/single-entity funding mechanisms (B032)*, *Contributions to single-donor funding mechanisms and contributions earmarked for a specific funding window or geographical location (B033)*.

therefore, the data used to establish the 15 percent target excludes ODA with the following purpose codes:

- 72010 - Material Relief Assistance and Service
- 72040 - Emergency Food Assistance
- 73010 - Immediate Post-Emergency Reconstruction and Rehabilitation

The reason for not relating the 15 percent target to humanitarian action is as follows: 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.

5. WHY 15 PERCENT?

Available OECD DAC data shows that the current baseline for the share of targeted programs – applying the criteria outlined above – is about **6-7 percent (2023)** for recipient portfolios. This baseline was calculated based on all allocable ODA (all donors; mean/average 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, in recipient countries, the average percentage of ODA-funded programs that are not scored using the OECD DAC disability marker stands at around 60 percent, i.e. recipient countries do not know to what extent these programs contribute to disability inclusion. The 15 percent target therefore requires an effort from donors to enhance reporting on disability inclusion across their portfolio.

Based on the data publicly 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 in most countries will probably be an **analysis of ODA-funded programs that target disability inclusion and of ODA monitoring mechanisms** that assesses the status quo as well as options for how to:

- better monitor the level of disability inclusiveness of ODA-funded programs in the country; and
- increase the share of development cooperation programs that target disability inclusion (significantly or fully).

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.

In order to support implementation, **a Joint Helpdesk has been established as a follow-up to the Global Disability Summit**. It will serve as a **knowledge and advisory hub** consisting of experts from the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ, the German agency for international cooperation), the UN Children's Fund (UNICEF) and the UN Global Disability Fund (UNGDF) with technical expertise in disability inclusion and data. The International Disability Alliance (IDA) will take the lead on the engagement with and capacity-building of OPDs. The Joint Helpdesk aims to **kick-start implementation** of the Amman-Berlin Declaration by providing standardized training plus advisory services where requested, and to **develop and sustain national capacities** on disability inclusion in international development programs. Joint Helpdesk operations were officially launched in September 2025.

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 Network[5] 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.
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 Global Disability Summit 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 engaged in international cooperation as well as in humanitarian action.

[5] 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/

The list of endorsements is available at www.globaldisabilitysummit.org. Further endorsements are welcome.