

Disability-inclusive Employment Promotion: Lessons learned from five GIZ projects



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FOREWORD



Victor Chudal-Linden

Dear readers,

The idea for this publication was first developed by Eco-Emploi, the Rwandan-German Development Cooperation programme that promotes economy and employment. For everyone who contributed to it, the main motivation to collect, evaluate and share our best practices in promoting employment for people with disabilities is the belief that there should be better practices in future. In the initial chapters, you will find different approaches that describe how to support job creation for entrepreneurs or employees who live with disabilities. The interventions are often initiated by the readiness to find and pick the right opportunities, such as an engaged entrepreneur or an open-minded TVET school. Opportunities are good, a strategy, which enables to work for an inclusive environment that creates many more opportunities, is better.

The concluding chapters following the case studies are written with the intention to build and set cornerstones for a disability-inclusive employment strategy and guidelines for GIZ supported programmes of German Development Cooperation. These chapters invite for joint discussions with partner organisations from public and private sector as well as representatives from the civil society: Discussions about the *If and How* to introduce quotas, the introduction of financing mechanisms and incentives or the use of ICT solutions for wider accessibility. As we would like to learn together, please let us be part of your experiences and new approaches for promoting employment for persons with disabilities.

To all the Rwandan colleagues and the GIZ *One-Mainstreaming* Team in Rwanda a very warm and special: Thank you. The same accounts for the colleagues in Bangladesh, Togo, Indonesia and Namibia – it is a pleasure to learn from you. This publication would have remained an idea without those who realised it - a big applause to Bettina Schmidt from the *Sector Project Inclusion of Persons with Disabilities* and Rudolf Czickl from the *Sector Department*.

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1. INTRODUCTION

1.1. LABOUR MARKET SITUATION OF PERSONS WITH DISABILITIES



Jobless, poorly paid or employed in the informal sector: the reality of most persons with disabilities in low-income countries.

According to the World Disability Report (WHO, 2011), about 15 per cent of the world's population have some form of disability, of which an estimated 80 per cent live in developing countries. Many persons with disabilities experience exclusion and discrimination in everyday life and face difficulties in accessing basic services, education and vocational skills development. Prejudices and negative attitudes often lead to an underestimation of their capacities and employability. Inaccessible public transport, training or education infrastructure, and workplaces further exclude them from the labour market. As a result, they are more likely to work in the informal sector or in low-paid jobs or be unemployed.¹ Gender inequalities put women with disabilities at an even further (labour market) disadvantage. Disability and poverty are closely interrelated, since both can be cause and consequence of the other: Disability limits access to employment, leading to economic and social exclusion. Poverty promotes living conditions which increase the risk of becoming disabled (e.g. because of malnutrition or injury).

SDG 8 on *Decent Work and Economic Growth* aims at full and productive employment and decent work for all women and men, including young persons and persons with disabilities, and equal pay for work of equal value (target 8.5). SDG 4 targets equal access to all levels of education and vocational training for persons with disabilities (target 4.5). These references underpin the importance of the participation of persons with disabilities in the labour market for sustainable economic growth.

1.3. DISABILITY IN GERMAN DEVELOPMENT COOPERATION

With the ratification of the UN CRPD in 2009, Germany committed to the inclusion of disability and persons with disabilities in its international development cooperation. In 2013, the German Federal Ministry for Labour and Social Affairs (BMAS) drafted the first National Plan of Action for the implementation of the UN CRPD (NAP 1.0). It was followed by the NAP 2.0 in 2016, which also includes measures for the implementation of Article 32 of the Convention: Cooperation with Disabled People's Organisations (DPOs) in partner countries, strengthening the German CRPD monitoring mechanism with regards to Article 32, strengthening donor coordination in support of disability inclusion and the development of a strategy by the Federal Ministry for Economic Cooperation and Development (BMZ) on the inclusion of persons with disabilities in German development cooperation (BMAS, 2016). This strategy replaces the BMZ's first "Action Plan for the Inclusion of Persons with Disabilities" from 2013. It specifies the implementation of the obligations under Article 32 of the UN CRPD across all sectors and includes for example the collection of disability disaggregated data; the participation of persons with disabilities in planning, implementation and evaluation of projects; and the promotion of disability inclusion in the private sector. Thereby, the BMZ advocates for the 'twin-track approach' (BMZ, 2011): One track focuses on mainstreaming disability and the needs of persons with disabilities in all stages of development cooperation (i.e. budgeting, planning, implementation, monitoring and evaluation). The second track involves targeted interventions to empower persons with disabilities and their organisations to participate in development cooperation activities.

UN CRPD - ARTICLE 27: WORK AND EMPLOYMENT

States Parties recognise the right of persons with disabilities to work, on an equal basis with others; this includes the right to the opportunity to gain a living by work freely chosen or accepted in a labour market and work environment that is open, inclusive and accessible to persons with disabilities.

(UN, 2006)

International instruments protect and promote the rights of persons with disabilities to employment and skills development

UNDERSTANDING DISABILITY

Persons with disabilities include those who have physical, mental, intellectual or sensory impairments, which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.

Article 1, UN Convention on the Rights of Persons with Disabilities

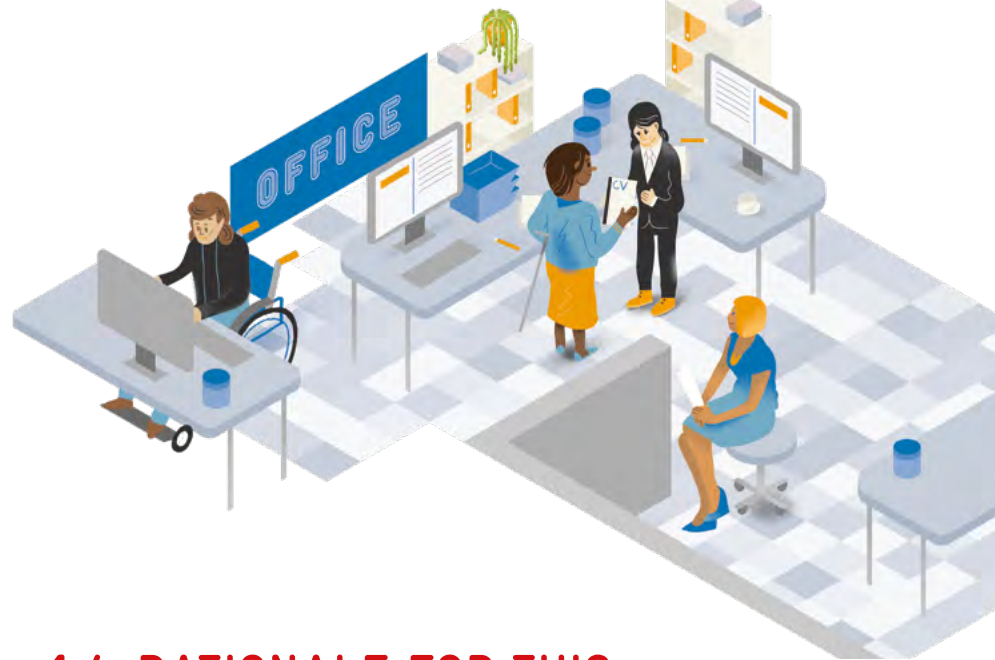
1.2. GLOBAL FRAMEWORK

The UN Convention on the Rights of Persons with Disabilities (UN CRPD) (UN, 2006) came into force in 2008 to promote and protect the rights of persons with disabilities. As of November 2018, a total of 177 countries ratified the Convention. The UN CRPD marks the paradigm shift from charitable or medical approaches to disability to one that is firmly rooted in human rights and equality. It recognises the importance of international cooperation for the realisation of the objectives of the Convention: Article 32 highlights disability as an important development issue and requires States Parties to ensure that international development programming is inclusive of and accessible for persons with disabilities and their needs. Article 27 on *Work and Employment* calls for the recognition of the right of persons with disabilities to work. This includes access to the open labour market, equal opportunities, adequate working conditions, technical and vocational guidance and training and professional rehabilitation.

In 2012, the UN General Assembly recognised the inclusion of persons with disabilities as a major challenge of today's society (UN General Assembly, 2012). The Agenda 2030 with its principle *Leave no one behind* presents an unprecedented opportunity to bring about related change for persons with disabilities. Unlike its predecessor, the Millennium Development Goals, the Agenda 2030 and its 17 Sustainable Development Goals (SDGs) explicitly include and reference disability and persons with disabilities in a variety of areas, including employment.²

¹ Data from more than 50 countries in the World Report on Disability showed employment rates among persons with disabilities to be over 10 percentage points lower than among persons without disabilities (WHO, 2011).

² Seven targets across five of the 17 SDGs have an explicit reference to persons with disabilities.



1.4. RATIONALE FOR THIS PUBLICATION

German development cooperation already has proven procedures for the successful inclusion of persons with disabilities in employment promotion.

International frameworks and instruments such as the UN CRPD and the SDGs as well as national instruments like Germany's NAP and relevant plans and strategies in our partner countries stipulate the inclusion of persons with disabilities. However, the translation of these commitments into the practice of development cooperation is still in its infancy. This also applies to the work of the BMZ and the GIZ: The number of disability-inclusive projects is still limited, particularly in the area of employment promotion, and a wide range of barriers still prevent persons with disabilities from equal access to work. Disability is still an emerging cross-cutting issue in development cooperation and in the absence of methodological approaches to inclusion guiding documents mainly refer to stand-alone examples. Yet, more and more practitioners recognise the importance of mainstreaming persons with disabilities in the employment sector. They require tools and guidance on the approach of German development cooperation to the inclusion of persons with disabilities in the planning, implementation and evaluation of employment promotion projects.

This publication shares the experiences of five disability-inclusive employment promotion projects commissioned by the BMZ. They use different strategic approaches and measures, depending on the national context, culture, environment, societal characteristics etc. Therefore, they are no blueprints and replication without adaptation to the respective context is not recommended. Instead, these examples provide GIZ programmes and development practitioners orientation for disability-inclusive project design and implementation. They highlight aspects that require consideration when conceptualising disability-inclusive projects in the economy and employment sector, such as:

- Which contextual factors determined the projects' strategies and objectives?
- Which methodological approaches are used to promote employment for persons with disabilities and disability-inclusive employment promotion?
- Which measures were implemented and what is their impact?
- How has financial sustainability been tackled by the programme?
- What are success factors for disability-inclusive employment promotion?

OVERVIEW OF THE FIVE CASE STUDIES

CASE 1

The project in **Bangladesh** implements a multi-faceted approach to promote vocational training and employment of persons with disabilities in the Ready Made Garment industry. An Inclusive Job Centre matches labour demand and supply.

CASE 2

In **Togo**, the project focuses on a dual vocational training system. It supports persons with disabilities to take up economic activities through micro-entrepreneurship. The Togolese employment agency provides relevant disability-inclusive services.

CASE 3

The project in **Indonesia** works in strong cooperation with the governments' rehabilitation centres for persons with disabilities. This way, it supports vocational training for persons with disabilities in accordance with the demands of the labour market.

CASE 4

The project in **Rwanda** adopts an internal and external mainstreaming approach to support the GIZ and partners in strengthening the inclusion of persons with disabilities in the employment sector.

CASE 5

The project in **Namibia** implemented a vocational education system that meets the demands of the public and private sector and ensured accessibility for persons with disabilities.



2. CASE STUDIES



2.1. BANGLADESH: PROMOTION OF SOCIAL AND ENVIRONMENTAL STANDARDS IN THE INDUSTRY *PSES (2010-2020)*

CONTEXT

Bangladesh ratified the UN CRPD in 2007 and signed the Optional Protocol in 2008. The current policy framework requires all governmental and private vocational training institutions to fill at least 5 per cent of the training places with persons with disabilities.

One of the largest branches of Bangladesh's industry is the textile sector. There are more than four million people working in around 5,000 textile and garment factories. The proportion of women in these factories is about 80 per cent. The horrific accident in 2013 reached worldwide attention and gave the impulse in the political sphere to improve safety and other social standards for this sector. As a consequence, people who had an accident at work but also people with congenital or differently acquired disabilities are now gradually considered in the fields of social security, rehabilitation, and qualification. This was an opportune moment for the GIZ to get involved and support the government in the implementation of a disability-inclusive vocational training policy.

THE PROJECT AND ITS OBJECTIVES

The project supports Bangladesh's garment textile and leather sectors to increase compliance with national and international labour and environmental laws and standards. The Inclusive Skills Development component focuses on the garment industry as a potential working sector for persons with disabilities. Given the high number of women in this industry, this component pays particular attention to women with disabilities.

The project combines different measures that target different levels and stakeholders: It addressed attitudinal access barriers, provided vocational training, offered personalised job retention support, and set up an inclusive job centre to promote employment of persons with disabilities in the textile industry. The methodology can be considered an integrated approach and involved the development of a shared understanding of disability inclusion and its added value at the beginning of the project: All stakeholders received relevant technical and organisational advice. Beyond that, the project cooperates with the government to develop guidelines for the inclusion of persons with disabilities.

METHODOLOGICAL APPROACH – DESCRIPTION OF MAIN MEASURES

Partnership

The project follows a multi-stakeholder approach. It established a strong cooperation with the Ministry of Women and Children Affairs, private garment companies, associations within the garment sector, and DPOs. The systematic inclusion of representative organisations of persons with disabilities is a particularly important element of the project. Their participation ensured expertise regarding the needs of persons with disabilities and the requirements of disability-inclusive strategies in this regard.

Vocational rehabilitation

As a first intervention in response to the accident in 2013, the project offered survivors who did not want to return to

their former jobs needs-oriented vocational rehabilitation. Traumatized victims also received medical treatment and psychological support.

Entrepreneurship support

After the vocational rehabilitation, participants attended a short-term technical training to become micro-entrepreneurs. In addition to knowledge transfer and support in the development of business plans, participants received seed funds for their start-ups. This way, survivors were empowered to earn an income through self-employment.

Awareness-raising

In order to also address persons with disabilities who have not yet had the chance to work, the project approached companies to promote general employment of persons with disabilities in the private sector. An awareness-raising campaign was launched to sensitise factory owners and employees in the garment sector and encourage them to employ persons with disabilities. The campaign presented audio-visual testimonials of textile workers with disabilities and presented disability-inclusive companies (*Champions of Inclusion*). 72 garment factories launched the 'Inclusion Matters' initiative to highlight their commitment to the recruitment of persons with disabilities.

Inclusive vocational training centre & training-of-trainers

The public garment training centre of the Department of Women Affairs, learning material and the curriculum were adapted in order to improve the accessibility for per-

sons with disabilities. The trainers were capacitated on the subject of disability and inclusive vocational training. The training centres reached a quota of 10 per cent seamstresses with disabilities. With a high demand for skilled workers in the industry, the placement rate of the more than 350 trained women with disabilities was almost 100 per cent. Sensitisation of companies combined with the provision of demand-oriented inclusive vocational training made it possible to fill many open job vacancies.

Inclusive Job Centre

The *Inclusive Job Centre* was opened to connect persons with disabilities to vocational training and support them in finding employment in the garment industry. A panel of government, garment associations, and civil society organisations provided advice during the development of the centre.

In order to know more about the labour needs of the private sector, the *Inclusive Job Centre* consulted 200 factories. Additionally, the centre advised garment companies on workplace accommodations (e.g. infrastructure) to enable persons with disabilities to perform the tasks. To ensure a successful transition to work, the job centre offers assistance for new employees with disabilities during this phase, including support in resolving problems, such as technological adjustments at the workplace, or mediating conflicts with colleagues or supervisors. This led to a close cooperation between the job centre and the factories, which are now forwarding job offers directly to the centre.





2.2. TOGO: PROMOTING VOCATIONAL TRAINING AND YOUTH EMPLOYMENT (2012 TO 2018)

CONTEXT

Togo's youth represent 60 per cent of the population (according to the latest census in 2010), but many of them face unemployment and precarious jobs. A national fund was launched to establish an ongoing funding mechanism for the implementation of the National Strategic Plan for Youth Employment that includes youth with disabilities. The fund finances entrepreneurial development training, coaching, and microcredits. Approximately 34 per cent of the Togolese population is illiterate; women and persons with disabilities are overrepresented in this group.

Togo ratified the UN CRPD in 2011, and the country has since taken steps to align the national legislation accordingly. In most Togolese cities, persons with disabilities are well organised: The national umbrella organisation *Fédération des Associations de Personnes Togolaise Handicapées (FETAPH)* unites a large network of 37 DPOs.

THE PROJECT AND ITS OBJECTIVES

The aim of the project was to improve employment and self-employment of young women and men. The project followed a mainstreaming approach and disability inclusion was considered a key cross-cutting topic in all processes of GIZ and its partners, for example in the implementation of Technical and Vocational Training and Education (TVET). As the traditional vocational training system was not aligned with the needs of the country's economy, the project introduced a dual vocational training system in cooperation with the private sector that is adapted to the

The involvement of the Togolese umbrella organisation for persons with disabilities (FETAPH) in the design and implementation of the project increased the relevance of the project activities.

Togolese labour market needs. Literacy formation, professional orientation, and entrepreneurship trainings complement the vocational training to improve access to vocational training also for less educated youth with and without disabilities.

METHODOLOGICAL APPROACH - DESCRIPTION OF MAIN MEASURES

Policy counselling

GIZ Togo is a member of the Monitoring Committee on the implementation of the UN CRPD in Togo, which exists since 2016. Besides its monitoring role, the committee serves as a coordinating body on disability inclusion for international partners and coordinates the activities of the International Day of Persons with Disabilities.

Partnerships

A close cooperation with the Togolese DPO umbrella organisation FETAPH facilitated access to a nationwide network of DPOs for the project. They act as local focal points for inclusion and facilitate the implementation of activities, like awareness-raising. Through the long-standing cooperation with the GIZ Togo, FETAPH has significantly increased its visibility on national level: The umbrella organisation is now recognised by governmental partners as a strong civil society partner. FETAPH is involved in all disability-related planning processes on local and national level. This led to a greater acceptance and participation of persons with disabilities and offered them new spaces to make their voices heard. The representatives of FETAPH act as experts on their own behalf, presenting also a role model for young persons with disabilities. Another important partnership is that with the National Employment Agency. The project provides training for the staff of the employment agency in order to enable them to better respond to the needs of persons with disabilities and to offer inclusive job orientation and assessment services.

Focal person

The cooperation between GIZ and the DPO umbrella organisation is further strengthened by placing a development advisor as a focal person for inclusion within FETAPH. The development advisor also acts as a focal point for disability inclusion for all projects of the GIZ in Togo.



Advisory service

GIZ supported FETAPH in the development of disability-inclusive occupation orientation strategies and the mobilisation of persons with disabilities to participate in the project activities (e.g. in the entrepreneurship training). FETAPH capacitates the staff of the National Employment Agency to better respond to the needs of persons with disabilities in their job orientation services. The aim is that the job counsellors multiply their newly acquired knowledge within their own peer group. The cooperation between FETAPH and the National Employment Agency is essential for sustainable employment promotion for persons with disabilities.

Training-of-trainers

The project supports the training of tutors for functional literacy classes to open up for illiterate persons with disabilities. Responding to the high illiteracy rate was a key aspect of the project to further facilitate access to vocational training for multiple disadvantaged groups, such as illiterate persons with disabilities.

Micro-entrepreneurship training

The project offered young persons with disabilities entrepreneurship trainings to support self-employment. The DPO umbrella organisation FETAPH was involved in the development of the training curricula. The national fund for the promotion of economic activities of young people financed these customised trainings for youth with disabilities.

Disability inclusion at the GIZ office

Practising disability inclusion within the GIZ structures and office itself became increasingly important. The job advertisements of GIZ Togo encourage qualified persons with disabilities to apply. Most of the GIZ buildings were equipped with ramps and ground-floor meeting venues. There are regular workshops for GIZ staff and partners which provide knowledge about disability rights and inclusion. They receive practical advice on how to conduct and plan measures in planned or ongoing projects in a way that is accessible for and inclusive of persons with disabilities.



2.3. INDONESIA: SOCIAL PROTECTION PROGRAMME *SPP* (2016 – 2018)



CONTEXT

Indonesia ratified the UN CRPD in 2011. The public rehabilitation centres in the country provide an important entry point for the inclusion of persons with disabilities into the economy and employment sector in Indonesia. These centres provide rehabilitation services to persons with disabilities, including, among others, daily living skills, medical treatment, and vocational training. Still, job opportunities for persons with disabilities are very limited and on average only 20 per cent of those who completed training find jobs. In 2015, the Social Security Employment Institution with the support of the social protection programme developed and implemented a policy for rehabilitation and reintegration. Key to this policy is the disability case management, which facilitates the workplace reintegration of persons with decreased working capacity due to an occupational accident or non-occupational disease.

THE PROJECT AND ITS OBJECTIVES

German support for the reform of the Indonesian social-protection system was initiated back in 2011. Aligned with the Indonesian Government's National Medium-Term Development Plan 2015 – 2019, Social Protection Programme provides technical expertise, capacity development, process facilitation and opportunities for South-South dialogue within the

following areas of intervention: (a) Social Health Insurance; (b) Inclusion of Persons with Disabilities; (c) Social Assistance; and – within the framework of social protection – (d) Financial Inclusion for Poor and Vulnerable Groups. The project used various strategies on three different levels to support the inclusion of persons with disabilities within the framework of social protection: Firstly, individual capacities are developed through vocational training. Secondly, institutional capacities of all stakeholders about implementation of inclusive social security reforms are strengthened. Lastly, advocacy for the rights of persons with disabilities and their inclusion aimed at improving the social and political framework.

METHODOLOGICAL APPROACH – DESCRIPTION OF MAIN MEASURES

Advocacy

The project promotes the rights of persons with disabilities through policy counselling and the enforcement of disability-inclusive laws. The disability law No. 8/2016 marked the paradigm shift from charity to a rights-based approach to disability. It requires all ministries to include persons with disabilities in their respective programmes. A National Action Plan for Human Rights – including persons with disabilities was adopted as a presidential decree and addresses various policy areas. An accompanying handbook provides relevant ministries with concrete instructions in their fields of action

and guidance on disability-inclusive budgeting. The new law together with the national human rights action plan brought about already concrete actions under the overall coordination of the National Development Planning Agency (BAPPENAS).

Partnerships

The main partner is the National Development Planning Agency (BAPPENAS) with the Ministry of Social Affairs and the Social Security Employment Institution being co-signatories. The partnership with the Ministry of Social Affairs (MoSA) which is particularly engaged with the Social Rehabilitation Directorate facilitated the project's support for the rehabilitation centres under the management of the MoSA.

Rehabilitation centres

The rehabilitation centres offer training and rehabilitation services for persons with various disabilities aged 18 to 35 years, including physiotherapy, life skills, and technical vocational training in various subjects (e.g. sewing, graphic design, massage). The project supported the rehabilitation centres to align the vocational training with the demands of the labour market and the capacities of persons with disabilities. The project also supported the organisational development of the rehabilitation centres to strengthen their capacities to foster a paradigm shift to-

wards inclusion and cooperate with the private sector to organise internships for persons with disabilities as a form of work transition programme.

Internships

The 24-month training in the rehabilitation centres includes a two-month internship at one of the partner companies of the centres. Besides the curriculum review, sensitisation and training were conducted with the private sector, involving management staff and trainers as well as representatives from local companies.

Disability case manager

Disability case management is a tailored technical assistance that coordinates individual cases. In line with the individual's needs and interests, the case manager coordinates (potential) employers, hospitals, and rehabilitation services. In 2015, the first disability case manager training was conducted for Certified Disability Management Professionals. The German Social Accident Insurance (DGUV) supported the internship of 2 disability managers within the framework of the MoU with BPJS Ketenagakerjaan (Employees Social Security System) and supported by the project. In early 2017, the GIZ Social Protection Programme supported the rehabilitation centres in the assessment of entrepreneurship development for persons with disabilities in collaboration with DPOs.



The economic empowerment of women and persons with disabilities are a cross-cutting effort in all activities of the Eco-Emploi project.

METHODOLOGICAL APPROACH – DESCRIPTION OF MAIN MEASURES

One Mainstreaming

The One Mainstreaming task team can be seen as an “In-house Competence Centrum” that supports the mainstreaming efforts and visibility of the issues within GIZ and the partner organisations. The One Mainstreaming strategy follows a two-pronged approach: Internal mainstreaming focuses on equal opportunities for men, women, persons with disabilities, and people living with HIV within the GIZ work environment. For instance, Eco-Emploi initiated affirmative actions that lead to greater gender balance and diversity within the GIZ Rwanda programme because of targeted efforts to improve internship and employment opportunities for persons with disabilities. Adjustments to the infrastructure of GIZ offices ensure barrier-free access. The external mainstreaming approach supports GIZ projects and partners in strengthening gender equality, and the inclusion of persons with disabilities and HIV, and considering the risks and impact of population dynamics.

Focal persons and peer educators

At the GIZ Rwanda a support structure consisting of the One Mainstreaming task team, focal persons, and peer educators has been established. While the peer educators promote internal mainstreaming, focal persons are also present in partner organisations and support internal and external mainstreaming. Eco-Emploi integrated these ideas into its own approach to increase the inclusion of persons with disabilities: The project added the training of disability focal persons to the curriculum for TVET trainers to qualify senior and master trainers as well as in-company trainers in disability inclusion in TVET. It also supports the inclusion of disability in the development of certification standards and certification processes with and for the Workforce Development Authority (WDA) of Rwanda, a close partner of Eco-Emploi.

Checklist

Eco-Emploi developed a disability inclusion checklist for the preparation and implementation of training measures. The checklist was an outcome of the lessons learnt of a CEFE training with persons with disabilities. The inclusion of persons with disabilities was also added as a criterion in the Eco-Emploi partner selection checklist, for instance to assess potential TVET schools.

Disability-inclusive TVET

Despite the actions taken by the Rwandan government, persons with disabilities still face barriers to access regular programmes such as TVET courses and instead, rely on specialised workshops (depending of the impairment and field of work). The only specialised carpentry workshop has been set up at the Center URUGWIRO, currently training 22 persons with disabilities (aged 16 – 42 years). URUGWIRO is home to more than 180 children and youth with disabilities and offers non-formal training in a safe environment. Eco-Emploi supports URUGWIRO to improve the quality and recognition of its training and link their trainees with the labour market. The support scheme shall serve as a sample contributing to the further development of a systematic approach towards the inclusion of persons with disabilities in TVET and the labour market.

Availability of information

Reliable data on the labour market situation of persons with disabilities were not available in Rwanda. Eco-Emploi supported the National Institute of Statistics Rwanda (NISR) to include a chapter on workers with disabilities in the national labour force survey using the Washington Group Short Set of Questions. The importance of reliable statistical information cannot be stressed enough: They are the basis for evidence-based decision-making and planning to improve employment promotion for persons with disability and support the performance monitoring.

Disability-inclusive labour market interventions

Eco-Emploi supported the mainstreaming of disability in the national Employment Service Centres. Related measures included for example the utilisation of special IT equipment and the organisation of training courses to empower unemployed persons with disabilities who have business ideas and entrepreneurial skills to start their own businesses.



2.4. RWANDA: PROMOTION OF ECONOMY AND EMPLOYMENT *ECO-EMPLOI* (2016 – 2019)

CONTEXT

Rwanda ratified the CRPD and its Optional Protocol in 2008. On the policy level, Rwanda is one of the most progressive countries in Africa in terms of promoting the rights of persons with disabilities, including labour market policies. National development programmes such as the Ubudehe Programme and Vision 2020 Umurenge Programme (VUP) specifically include persons with disabilities.

The Rwandan government recognises employment for all members of society as the most important part in order to achieve the SDGs. According to the Labour Force Survey of February 2017, only about a quarter (24.5 per cent) of the working age persons with disabilities were labour force participants (NISR, 2017).

THE PROJECT AND ITS OBJECTIVES

Eco-Emploi is a Rwandan-German Development Cooperation project supported by GIZ that aims at promoting the economy and sustainably increasing employment in the country, using the integrated employment promotion approach. The project is committed to disability inclusion and considers persons with disabilities a key target group.

GIZ Rwanda adopted the One Mainstreaming strategy to mainstream the cross-cutting issues gender, HIV, population dynamics, and disability in order to increase the effectiveness, quality, and sustainability of GIZ's interventions in Rwanda. The One Mainstreaming team provides the Eco-Emploi project with important knowledge on ways to include persons with disabilities in the project activities.



2.5. NAMIBIA: PROMOTION OF VOCATIONAL EDUCATION AND TRAINING (2012 – 2017)

CONTEXT

Namibia ratified the UN CRPD and its Optional Protocol in 2007. High rates of youth unemployment (43 per cent) and an HIV epidemic with an adult population prevalence of 14 per cent (Namibia Statistics Agency, 2013) are serious challenges in Namibia. A National Training Fund (NTF) has been established to serve as a sustainable source of funding for vocational education and skills training, which also covers inclusive vocational training. The NTF requires Namibian employers with a payroll over N\$1 million (approximately US\$70,000) to contribute 1 per cent of their payroll costs to training. The Namibia Training Authority (NTA) regulates vocational education and training, including the administration of the NTF. The aim of the NTA is to contribute to the establishment of an effective and sustainable system of skills development aligned with the needs of the labour market.

THE PROJECT AND ITS OBJECTIVES

The project's objective is for the vocational education system to meet the demand of the public and private sectors in selected sectors. In order to mainstream cross-cutting issues like disability, HIV, and gender, the project interacts with all levels of the vocational training system. Measures to promote the accessibility of the vocational education system for persons with disabilities included the development of standards and national regulations (e.g. for training facilities or licenses of vocational training instructors), awareness-raising and training as well as advocacy.

METHODOLOGICAL APPROACH – DESCRIPTION OF MAIN MEASURES

Partnership and cooperation

The project is a joint initiative of the GIZ Namibia and the NTA. Close cooperation with DPOs has been established in order to improve the responsiveness of the vocational education system to the needs of persons with disabilities. Furthermore, the cooperation with a research team from Germany provided valuable input and recommendations for the disability mainstreaming work. In cooperation with the research team a toolkit for disability mainstreaming for development planners, practitioners and partners of German Development Cooperation was developed.

Advice

The project and the NTA jointly developed training standards, qualification training, assessment materials, and quality assurance for vocational training programmes. Particular attention was paid to the development of job-specific content and necessary competences for career advancement. Other activities include advice for the vocational training system, support for the NTF and the introduction of inclusive trainings.

Disability focal person

A disability focal person was appointed at the management level of the NTA to strengthen the cooperation with the project and to systematically mainstream disability and persons with disabilities across all NTA programmes.



Inclusive vocational training

The project supported a six-month inclusive National Vocational Certificate-Training in the clothing production for twenty male and female trainees, including five women with hearing disabilities, which were identified by the Namibian Association of the Deaf. The training was supported by a sign language interpreter who was financed by the project.

Sign language training

In order to improve accessibility of a training workshop for panel beating for persons who are deaf or hard of hearing, 55 trainers attended a 6-month sign language training at a vocational training centre. Inclusive training on Construction of Solar Collectors: A short course was conducted with a mix group, 6 deaf and 6 non-deaf trainees on how to build solar collectors. This was done in an effort to show that it is possible to train both deaf and non-deaf in the same technical setting with good results.

Awareness-raising

Disability awareness-raising sessions were implemented as part of the teacher training and for the staff of the NTA. In order to improve access to vocational training for persons with disabilities, the project also supported exchange between the NTA and the National Disability Council.

Design of new workshops

The project implements a Training Hub, which is an initiative to improve provision of training with a regional approach, comprised of 3 Vocational Training Centres in northern Namibia and funded by the European Union. The Training Hub has set up construction plans for new training workshops, and these designs make provision for persons with disabilities by ensuring there is a ramp, a wheelchair lift and other disability-friendly measures.

Study trips

The project conducted several study trips to visit best practice examples of inclusive training for specific sectors (e.g. spray painting) in South Africa and Botswana.



3. KEY FACTORS FOR SUCCESS

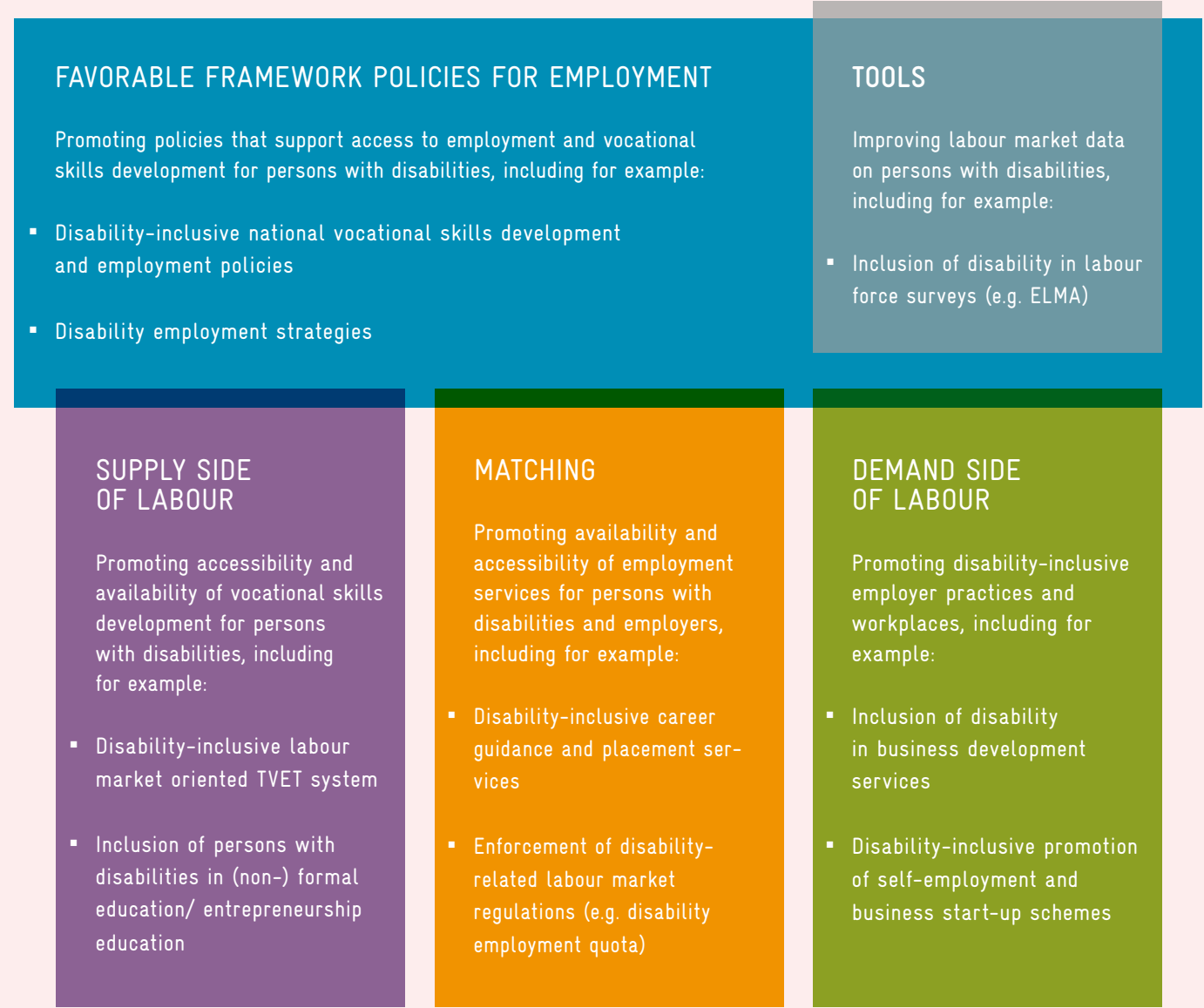
The five examples offer valuable insights into opportunities, success factors and challenges that provide orientation in the planning and implementation of inclusive employment promotion

All five projects in Bangladesh, Togo, Indonesia, Rwanda and Namibia tackle priority needs. They show different ways how employment promotion projects can include persons with disabilities, depending on and responding to the context of the respective partner country such as the national legal and normative frameworks, the capacities of systems related to economy and labour market and the socio-cultural environment. Accordingly, the intended impact and results vary and range from improving access to vocational skills development to mainstreaming disability-inclusive employment promotion in labour market interventions.

The inclusion of persons with disabilities is a cross-cutting issue in all sectors of international cooperation (as opposed to specialised interventions for persons with disabilities in the context of the twin-track approach).

3.1. USING THE INTEGRATED APPROACH TO EMPLOYMENT PROMOTION

Our understanding of employment promotion is based on the „integrated approach to employment promotion“. Employment results from the interaction of demand and supply. Therefore, the GIZ approach combines i) measures to create jobs (**demand**) with ii) measures to promote employability (**supply**) and iii) **matching-mechanisms** such as placement services. In addition, increasing supply and demand for labor also requires iv) employment-oriented economical and socio-political frameworks:



Persons with disabilities are often confronted with multiple challenges on the labour market. Therefore, the integrated approach to employment promotion is of particular importance due to its holistic concept. All of the presented projects addressed at least one of its components. However, the majority didn't cover all components and their interdependency (e.g. TVET programmes and improvement and protection of jobs) and it is not always clear how or if they plan to connect impact and results under individual components. This may hamper the effectiveness of the interventions: For example, improved access to TVET will not necessarily translate into an increased employment rate of persons with disabilities if no appropriate effort is made on the employer side to become more inclusive. Planning along the logic of a labour market will assure connectivity of the results a project achieved to ensuing projects.

Figure 1 Integrated Approach to Employment Promotion



3.2. INVOLVING MULTIPLE STAKEHOLDERS, ESPECIALLY PERSONS WITH DISABILITIES AND DPOS

Setting a disability-inclusive project goes beyond routine but is not rocket science. Our project experience has shown that it requires the involvement of **all** relevant stakeholders in the planning and implementation of the project's strategy, objectives and interventions. An important prerequisite is thereby the inclusion of disability in any stakeholder and target group analysis. Of particular importance for a disability-inclusive project design is the involvement of persons with disabilities and their DPOs, in line with the disability rights movement's slogan *"nothing about us without us"*. Likewise, the CRPD places their participation in decision-making which affects them at the heart of the convention. Consultation and participation of DPOs was part of all projects and the experience highlighted the significance and value of their contribution to the design. Overall the projects seemed to limit the spectrum of stakeholders for dialogue and participation, choosing primarily those who are relevant for achieving immediate objectives.

Engaging multiple stakeholders across national, regional, and local levels is crucial in order to create a broad basis of support and ownership for the promotion of employment of persons with disabilities and their inclusion in related interventions.

However, the inclusion of persons with disabilities in employment promotion is still an emerging issue which in most contexts still has to gain broad support across all relevant stakeholder groups. Therefore, engaging stakeholders even beyond the immediate project context is vital in order to create comprehensive ownership for the employment of persons with disabilities and their inclusion in employment promotion and ensure sustainability of the project results.

3.3. APPLYING THE HUMAN-RIGHTS BASED APPROACH

The CRPD *"is intended as a human rights instrument with an explicit, social development dimension. It adopts a broad categorization of persons with disabilities and reaffirms that all persons with all types of disabilities must enjoy all human rights and fundamental freedoms. It clarifies and qualifies how all categories of rights apply to persons with disabilities and identifies areas where adaptations have to be made for persons with disabilities to effectively exercise their rights and areas where their rights have been violated, and where protection of rights must be reinforced"* (UN, 2018).

"Disability is a human rights issue! I repeat: disability is a human rights issue."

Bengt Lindqvist, former UN Special Rapporteur on Disability

All five projects have taken up this human rights based approach to disability and the employment of persons with disabilities. They offer in particular a variety of examples on how to adjust attitudes and perceptions about disability and persons with disabilities and their employability through sensitisation, advocacy and awareness-raising. In order to promote employment of persons with disabilities and their inclusion in employment promotion in a sustainable manner, it is important to reach out to and address stakeholders outside the immediate project context. Referring to international and national frameworks such as the CRPD is as important as the involvement of persons with disabilities and DPOs as advocates. Giving advocacy a more diverse face can also have a catalytic effect: Representatives from private sector, public sector, governments or celebrities promoting the inclusion of persons with disabilities has proven very effective in changing perception and attitude towards persons with disabilities.



3.4. ASSESSING THE LOCAL CONTEXT FOR DISABILITY INCLUSION

A look at the policy and legislative framework of the partner country and related developments, and the way how disability is understood in society give already some indication on where a country stands in terms of the inclusion of persons with disabilities.

A thorough analysis of the local context promotes interventions that are needs-driven, relevant and responsive to the employment situation of persons with disabilities. The involvement of DPOs is imperative to validate and interpret the information.

A thorough situation analysis is important to get a realistic picture on the employment situation of persons with disabilities and related barriers and needs. The involvement of DPOs in this exercise for example through focus group discussions is imperative to validate and interpret the information. A situation analysis helps designing interventions that are needs-driven, relevant and responsive to the employment situation of persons with disabilities. This may also include the mapping of other ongoing or planned projects that promote the employment or vocational skills development for persons with disabilities: Synergies with projects that address other gaps in a labour market system such as career guidance or business and financial development systems may offer important support for the employment of persons with disabilities.

3.5. EMPOWERMENT AND CAPACITY DEVELOPMENT

Empowerment and capacity development are vital in order to enable stakeholders to fulfil their roles in the employment promotion for persons with disabilities. Often, related measures focus on DPOs in order to enable them to participate in planning and decision making processes. Yet, there is a range of other stakeholders at different levels (from national policy –making to sub-national implementation level) who play a role in the employment promotion of persons with disabilities. They all have different (support) needs in terms of disability-inclusive employment promotion: Government actors need to be equipped to enforce, revise or develop relevant laws, policies and programmes. Employers need to be enabled to improve recruitment and retention of persons with disabilities. Vocational skills development providers need to be willing and able to include persons with disabilities. DPOs need to have the opportunity, resources and capacities to engage in and contribute to relevant processes. Employment service providers need to be capacitated to offer services that are accessible for persons with disabilities and respond to their needs.

For disability inclusion to sustainably gain ground in the labour market requires the commitment of all stakeholders across the supply and the demand side. Continuous coaching should be rendered to those that are open to and support the inclusion of persons with disabilities, expert technical advice is indispensable as well as sharing success stories and challenges. Although the literature (manuals, tools etc.) is rich of technical advice, validation of theory by practice is not in all cases profound. Yet, the sustainability of empowerment and capacity development depends to a great extent on the presence of financing mechanisms (e.g. quota-levy systems, specialised funds, tax incentives to insurance coverages).

A range of stakeholders at different levels (from national policy –making to subnational implementation level) play a role in the employment promotion of persons with disabilities. They all have different (support) needs in terms of disability-inclusive employment promotion that need to be addressed.

Projects that promote the inclusion of persons with disabilities benefit from sharing their vision and experiences. Continuous exchange and discussion between practitioners and external experts inspire the further development of approaches and innovation and require networking with DPOs, NGOs, implementing agencies and others involved in inclusion on national and international level.

4. RECOMMENDATIONS: WHERE TO START?

There is a strong basis for the inclusion of persons with disabilities in German technical cooperation: Germany and most of its partner countries ratified the CRPD. The BMZ has a strategy to promote disability inclusion in Germany's international cooperation and the GIZ is committed to the inclusion of persons with disabilities.

The following set of questions is intended to provide orientation for the analysis of the employment situation of persons with disabilities in a partner country, the identification of (priority) areas of intervention and the definition of activities. Although the questions may suggest that they could be answered through research and desk studies only, the consultation of all stakeholders, including DPOs is of utmost importance here.

✓ FRAMEWORKS

Which legal or policy instruments, financing mechanisms and strategies are available in the country to support access to vocational skills development and the labour market / employment for persons with disabilities? How effective are they? How is the status of their implementation?

✓ DATA & DATA COLLECTION TOOLS

Which information and statistics are available on the employment situation of persons with disabilities, gender differences, related barriers and facilitators? What are key findings? How disability-inclusive are national tools and data collection to measure employment and analyse the labour market?

✓ STAKEHOLDERS

Which actors play (possibly) a role in the employment promotion of women and men with disabilities (government, TVET institutions, private sector, DPOs, trade unions, etc.)? What are the attitudes towards persons with disabilities and their employability on the supply side and in society?

✓ SUPPLY SIDE

How accessible and responsive are mainstream employment promotion and vocational skills development programmes and services for women and men with disabilities and their respective needs? Which targeted support services and social protection measures exist to improve the employability of women and men with disabilities?

✓ MATCHING & PLACEMENT

How inclusive are services and mechanisms for labour market matching (e.g. quotas) and career guidance of women and with disabilities and their needs? Are there specific matching and job guidance services for persons with disabilities?

✓ DEMAND SIDE

Which measures are taken to accommodate and retain women and men with disabilities (public and private sector) and how effective are they? How do endeavours for the improvement and protection of jobs respond to the needs of employers of persons with disabilities? How aware is the private and public sector about persons with disabilities' right to equal employment opportunities, related legal provisions and necessary or available support measures?



Most probably, shortcomings or needs will be identified for every module of the integrated approach to employment promotion. At the same time, it is very unlikely that projects tackle all gaps at once, as the challenges and competencies required are extremely diverse. It is therefore recommended to prioritise interventions in order to increase the project's effectiveness. A guiding principle in this process is to avoid or eliminate any exclusionary and discriminatory practices, legislation and policies. Yet, without a profound and open dialogue with all stakeholders in the labour market, such (strategic) prioritisation is difficult. As persons with disabilities' access to the labour market may be rudimentary and therefore they might not be seen as stakeholders, particular effort is again required to mobilise their participation in the prioritisation process.

With the priority field(s) of intervention identified, the integrated approach to employment promotion with its interdependent modules also guides the project design. In order

to avoid short-lived outcomes and results, any planning has to respect and consider these interdependencies. A narrow focus on one module (e.g. only TVET or only introducing a quota for employment of persons with disabilities) will yield only punctual results and limited sustainability. In general, planners and implementers should aim at improving the employment of persons with disabilities instead of e.g. having a limited focus on improving access to TVET for persons with disabilities for example. The overall aim of promoting employment is three dimensional and that should be looked at from the start: increasing employability, promoting inclusive labour market policies and improve employment opportunities. While interventions ideally target all components, some of the modules may not exist or are not sufficiently developed in a given setting.

ABBREVIATIONS

BAPPENAS	National Development Planning Agency
BMAS	German Federal Ministry of Labour and Social Affairs
BMZ	German Federal Ministry for Economic Cooperation and Development
CRPD	Convention on the Rights of Persons with Disabilities
DPO	Disabled People's Organisation
FETAPH	Fédération des Associations de Personnes Togolaise Handicapées
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
NAP	National Action Plan
NISR	National Institute of Statistics of Rwanda
NTA	Namibia Training Authority
NTA	National Training Fund
PWD	Person with Disabilities
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training
UN	United Nations
WDA	Workforce Development Authority
WHO	World Health Organisation

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