# review of the development of australia’s first Disability-inclusive development strategy

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Executive summary

This review comprised analysis of background documents and interviews with selected individuals considered to have with authoritative perspectives on and/or direct involvement with the *Development for All* strategy.

The *Development for All, towards a disability-inclusive Australian aid program 2009 – 2014* (DFA) was launched on 25 November 2008. It was Australia’s first dedicated strategy focused on ensuring people with disability are included in and benefit from the Australian aid program.

The DFA was borne out of a pre-election commitment in 2007 by the Federal Labor party to eliminate avoidable blindness within a broader policy of mainstreaming disability considerations into the aid program.[[1]](#footnote-1) The origins do however, stretch back to advocacy by civil society and people with disability, culminating most notably in the signing by the Australian Government of the Convention on the Rights of Persons with Disabilities in March 2007.

It was developed at a time when donor activity in disability inclusion, including that of Australia, was characterised as small scale, ad hoc and lacking in people with disability playing real and tangible role in their development

The DFA was informed by in-depth analysis of other donor activity in the disability-inclusive development space, and a comprehensive consultation process. This took place within a unique enabling environment, with committed political and senior executive leadership within AusAID. This provided an opportunity for the AusAID Disability Taskforce established in 2008 to undertake wide-ranging consultation across 20 countries, focused on talking directly to people with disability.

This review found that:

* The *Development for All* was innovative amongst donors, representing a strategic approach and prioritising a direct role for people with disability themselves.
* It was developed out of a unique enabling environment, characterised by strong leadership and commitment from Government and AusAID senior executive.
* Drawing on existing internal capability and bringing in experts, in particular people with disability strengthened both the process and final strategy.
* The Disability Taskforce used the consultation to build a cohort of people within Australia and in the region who understood and were committed to disability-inclusive development.
* The *Development for All* strategy marked the start of Australia’s leadership on disability-inclusive development with international donors and stakeholders.
* There is close alignment between the approach in the strategy and the Convention on the Rights of Persons with Disabilities.

In summary, the work undertaken by AusAID’s Disability Taskforce maximised the opportunity that had been provided by the political mandate. They prioritised consultation with people with disability in developing countries and used the strategy development process to build greater awareness and understanding of the benefits of disability-inclusive development across AusAID. This resulted in an innovative and strategic approach that added credibility to the leadership role Australia was carving out for itself.

Review methodology

The review comprised analysis of background documents and interviews with selected individuals. Background documents consulted included the summaries from consultation, working drafts of the strategy and internal memos/minutes. Additional information was also sourced via web searches to confirm statements from key informants and build a broader picture of how the strategy was perceived by the international community.

Key informant interviews were conducted with five individuals selected based on their direct involvement in the development of the DFA (either at the Government or AusAID executive level) and the senior and influential roles they had within disability internationally (affording them a unique and authoritative perspective). Interviews focused on what other donors were doing at the time, what led to the development of the strategy, the process for developing it (focusing on consultation) and Australia’s leadership on disability-inclusive development at the time.

Context: disability-inclusive development prior to the Development for All strategy

Donors did not see disability as a priority for development

Prior to the development of the *Development for All* Strategy (DFA), donor activity in disability-inclusive development was largely small scale, ad hoc and lacking in people with disability playing real and tangible role in their development.

While there were nine Organisation for Economic Co-operation and Development, Development Assistance Committee donors that had some form of commitment to disability-inclusive development, there was mixed experience across resourcing, policies, programming and reporting.

For example, donors such as the Asian Development Bank, European Commission, German Technical Cooperation Agency, Japanese International Cooperation Agency, New Zealand Agency for International Development Assistance (NZAID), Norwegian Agency for Development Cooperation, Swedish Agency for International Development, United Kingdom Department for International Development, World Bank and the World Health Organisation often had some form of guidelines or discussion documents. Funded initiatives, while covering both disability-specific and disability mainstreaming (known as the twin-track approach), were often small and did not provide a strategic approach to disability-inclusive development. [[2]](#footnote-2)

While initial discussions with donors to inform the DFA were helpful in broadening AusAID’s understanding of disability and development, it was found that some donors (including multilateral agencies and Non-Government Organisations, NGO) stated that disability was simply not seen a priority amongst other development issues. For those that were more open, their interest was at times perceived as coming from a charitable and less genuine perspective.

“There was no evidence others were doing anything really…. just individual projects” - Bob McMullan

“A lot of the bilateral donors weren’t organised or focused in that space. We felt like we were pushing against an open door, and wouldn’t be stepping on talking on people’s toes” - Laurie Dunn

Australia’s experience with disability-inclusive development was also limited

The lack of understanding of disability as an important development issue, and absence of a strategic approach was also true of Australia’s earlier efforts and leadership on disability-inclusive development.

While AusAID had supported a number of disability related activities prior to the development of the DFA, it was not considered to have been extensive and had “not followed a coordinated model of, or policy approach toward, disability-inclusive development”.[[3]](#footnote-3)

At the time, the 2006 AusAID White Paper guided the aid program. Disability was not referenced in this paper and received only cursory mentions in other policies or strategies. For example, while the health and education policies recognised the inequity and lack of opportunity that children and adults with disabilities faced, they did not include any specific strategies or actions to address this.

Focused activities were largely supported through the Mine Action Strategy 2005 – 2010 (which included rehabilitation for survivors and livelihoods support), country and regional programs (e.g. construction of a school building and vocational training for children with physical and intellectual disabilities in India and community based rehabilitation in the Pacific), Australian NGO Cooperation Program (ANCP) and Australian volunteer programs. Funding for disability-focused projects through ANCP represented 20% of the total program budget in 2007/08 (AUD7.5million), although many focused on a medical approach to disability (such as surgery or treatment). [[4]](#footnote-4)

The lack of a more formal approach to disability-inclusive development was not due to any absence of consideration, but rather a view that it was not necessary, nor feasible for AusAID to open up another area of policy work.

Advocacy by people with disability laid the ground work for the strategy

Advocacy by civil society and people with disability culminated most notably in the Australian Government’s signing and subsequent ratification of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) in March 2007 and July 2008 respectively.[[5]](#footnote-5) While this history may seem distant, it can be seen to have played a role:

“After years you think nothing is going to happen – but then it happens really quickly”- Ron McCallum

Their efforts also informed[[6]](#footnote-6) the Federal Labor Party’s pre-election 2007 commitment to develop an Australian National Disability Strategy[[7]](#footnote-7) and eliminate avoidable blindness (in the Pacific and South-East Asia) within a broader policy of mainstreaming disability considerations into the aid program.[[8]](#footnote-8)

The Government was also perceived as wanting to enhance Australia’s reputation at the United Nations, and action on disability-inclusive development could be useful tool in this respect. In addition, the opportunity to understand how vision impairment impacts on developing countries shone a light on the relationship between disability and poverty more generally:

“Once you start looking at the consequences of blindness, you see that people with disability are the poorest of the poor” - Bob McMullan

The process: how the strategy was developed

A dedicated team and a comprehensive approach to consultation

Work on the DFA commenced proper when the Disability Taskforce was established in early 2008. Headed by a Director and team with experience in disability, rehabilitation and human rights, they were also supported by two consultants with knowledge of consultation, design, disability and development.[[9]](#footnote-9)

One of the first challenges the Taskforce had to address was the timeframe and process for developing the strategy. Originally conceived as a quick, in-house activity with limited conversations with some stakeholders, it became a longer and more comprehensive process with developing country and international consultations. This change was supported at the highest levels, with the Parliamentary Secretary noting that a delay would afford a better product, and the Director General of AusAID viewed as wanting to prioritise something of substance.

A consultation paper helped guide discussions and feedback

A Consultation Paper, which defined key terms and concepts in disability-inclusive development, was prepared with the support of other donors and partners (e.g. Pacific Disability Forum and NZAID). Given the inherent complexity in understanding disability as a dynamic concept, and a vexed history with old-fashioned medical and charitable models, the paper helped provided a solid foundation for consultation. The inclusion of an active role for people with disabilities and recognising human rights as proposed guiding principles also helped to set the scene that this strategy was going to be something different. The paper provided commentary and posed a number of questions on issues such as mainstreaming, disability-specific initiatives, as well as how disability and development should be understood and success could be measured.

Consultation focused on people with disability in developing countries

A significant amount of research and analysis went into the development of the strategy. This included understanding other donor activity, with a priority on those activities in the Pacific and Asia, as well as mapping existing AusAID work on disability-inclusive development. The Companion Volume to the DFA provides an excellent and in-depth summary of this analysis.

A priority for the development of the strategy, was however consultation with people with disability in developing countries. While there was some consultation in Australia (Melbourne and Sydney), the focus was on those in developing countries, 20 in total. This was due to a commitment to learn from other policy development processes:

“Many policies are developed differently – often due to a lack of time and forethought, admittedly, but in the broad absence of consultation, and most especially, without listening to those who have the most at stake.”[[10]](#footnote-10)

The consultation increased understanding of disability within AusAID

As many AusAID staff had limited experience of engaging with the disability community, the Disability Taskforce provided support and advice to ensure the consultations were successful. This included advice on how to run an inclusive and accessible meeting and templates for recording feedback.

While this approach was to some extent informed by the limited capacity of the core Disability Taskforce Team, it also provided an opportunity for staff to learn how to work directly with people with disability (which was considered key to ensuring a longer-term and sustainable approach to disability-inclusive development within AusAID). Cabling country consultations and key developments also helped boost the profile of the strategy within AusAID.

“Most people came away feeling far more confident about spending time with people with disability. In addition, most could immediately see opportunities for including people with disability in AusAID’s programme”.[[11]](#footnote-11)

AusAID was open, transparent and flexible throughout consultation

The consultation approach was framed by a willingness by AusAID to be open about what they did not know, to speak directly to people with disability and being transparent on different iterations of the strategy. They were explicit with stakeholders that the development of a strategy was ultimately a political process, and that while they would listen, they could not guarantee that all ideas would make it into the final document. This helped to break down cynicism within the disability community who felt that their advocacy had been ignored and AusAID’s doors had been closed to them. The consultation quickly took on a feeling of optimism and “unbridled excitement”[[12]](#footnote-12).

While the approach to the consultation was considered and structured, the Disability Taskforce remained flexible to emerging opportunities. For example, they supported consultation in Fiji led by the Pacific Islands Forum Secretariat, Pacific Disability Forum, Fiji National Council of Disabled Persons and the Fiji Disabled Peoples’ Assembly, which was subsequently considered one of the most inclusive and useful parts of the consultation.[[13]](#footnote-13)

Recognition of Australia’s leadership on disability grew during consultation

During the development of the strategy, a discernible change was noted in the level of interest of donors, including some using the process itself as way of getting traction within their own agencies. The support of disability-inclusive development by the Parliamentary Secretary and others added gravitas to the issue:

“The championing at the political level remains unprecedented” - Key informant

“The change in engagement among donors happened pretty early… they saw that Australia was serious…. there was a stepping up in momentum amongst the donor group”- Key informant

Feedback and strategic areas where gains could be made informed the strategy

Over 500 written submissions were received from individuals and organisations during consultation.[[14]](#footnote-14) This was in addition to the feedback gathered from consultation in developing countries, Australia, and from discussions with international partners.

Key points of feedback from consultation included:

* Supporting a social model and taking a human rights based approach
* Starting in a focused way and scaling up
* Adopting a twin-track approach
* Focusing on education and the built environment
* Supporting people with disability and building the capacity of DPOs
* Building the evidence base through research.[[15]](#footnote-15)

Analysis of the feedback was an enormous task given the both broad and detailed nature of ideas and suggestions. For example, feedback from Cambodia country consultations covered the need to support the development of a national strategy, improving data, access to information and mainstream programs (such as health and education), capacity building for people with disability themselves, early intervention and support, development of new services that were non-existent (in particular those for people with psychosocial and intellectual impairments) and the provision of adequate financial and human resources.

The feedback was cut in ways to enable AusAID to understand the issues from different angles, for example, what was most important from the perspective of Disabled People’s Organisations (DPO), suggestions from donors and across different themes such as education and capacity development for DPOs.

Determining what went into the strategy was informed by the interventions that were considered to make the most difference to people with disability, incorporating both disability-specific and mainstreaming elements and building an understanding of disability and development within AusAID. There was also a keen focus on prioritising areas where there was already an emerging openness within AusAID for disability-inclusion and where the amount of investment was high (such as infrastructure). The language and terms used were also considered carefully. While ‘mainstreaming’ was an approach that was widely supported, the use of the term itself was discarded for fear that it would cause confusion. [[16]](#footnote-16)

“If everything is mainstreamed, then it can become invisible….that’s why we chose some specific sectors to focus in, while also wanting to build the capacity of DPOs”- Laurie Dunn

There was strong political commitment during the development of the strategy

Direct interaction between key individuals such as Charlotte Mclain-Nhalpo from the World Bank and Setareki Macanawai from the Pacific Disability Forum, and the Parliamentary Secretary for International Development Assistance Bob McMullan also took place twice during the consultation. These discussions were noted as providing assurance that AusAID was on the right track with the consultation and that the strategy was shaping up to be a ground-breaking document.

Throughout the development of the strategy, AusAID kept the Parliamentary Secretary informed on progress, enabling him to provide direction and make decisions on key issues as they arose. This process also ensured the Minister of Foreign Affairs Stephen Smith and the Government more broadly were kept informed. Other Executive Government members, such as then Parliamentary Secretary for Disabilities and Children’s Services Bill Shorten were also considered to be supportive of the strategy.

The development of the strategy also took place out of the budget cycle. For officials, this provided an environment where they could consider priorities carefully without the added pressure of developing initiatives prior to having an agreed framework. There was however, political reassurance that funding would be made available for implementation.

The final strategy had areas of focus within a broader approach

Following peer review and Government approval from the Parliamentary Secretary, the first draft strategy was presented at the international conference, Disability, Disadvantage and Development in the Pacific and Asia in Canberra in September 2008. Changes were made to the strategy following this consultation, and the final version was launched on 25 November 2008.

The final strategy had:

* Three core outcomes:
  1. Improved quality of life for people with disability (including two focus countries, targeted sectoral focus areas in education and infrastructure and capacity building for DPOs).
  2. Reduced preventable impairments (avoidable blindness and road safety).
  3. Effective leadership on disability and development
* Two enabling outcomes:
  1. AusAID skilled and confident in disability-inclusive development
  2. Improved understanding of disability and development
* Six guiding principles:
  1. Active central role by people with disability
  2. Recognise and respect rights
  3. Respect and understand diversity
  4. Take into account the interaction of gender and disability
  5. Focus on children
  6. Support people-people links and promote partnerships

The emphasis during consultation to take a prioritised approach to implement was cemented in the final version with an explicit statement to taking a sequenced approach. The significant feedback on the twin-track approach (disability-specific and mainstreaming) was represented through Core Outcome 1, which included support for national governments and DPOs, as well as the sectoral focus areas.

The majority of the guiding principles are largely the same as those in the original Consultation Paper. The two on diversity and children replaced an earlier focus on prevention and service provision and understanding country differences.

Analysis and findings

The DFA was innovative amongst donors; representing a strategic approach and prioritising a direct role for people with disability themselves

When compared to other donors at the time, it is clear that by simply having a strategy AusAID had become a leader on disability-inclusive development. Furthermore, the strategy’s explicit commitment to the rights of people with disability, the active and central role they should play in implementation, and prioritised areas of focus, made the content of the strategy innovative as well. This stood in contrast to other donors, where support was mostly through ad hoc projects or use of guidelines. The DFA was seen by donors as providing the strategic framework and a solid foundation from which to build a disability-inclusive aid program.

The DFA developed out of a unique enabling environment, characterised by strong leadership and commitment at the political and senior executive levels

It is not possible to point to a single point as the key origin of the DFA. Rather, it was the product of a confluence of events, often referred to during interviews as the stars or planets aligning. While the Federal Labor Party had an expressed pre-election commitment to disability-inclusion, this had been supported by Australia’s signing of the CRPD and the long-term advocacy by the disability community in Australia and abroad. The leadership and commitment by the then Parliamentary Secretary, and the senior executive within AusAID, did however, played a crucial role in providing an enabling environment for a high quality strategy to be developed.

This ensured that officials had both the time and the resources to embark on a comprehensive consultation process. The process by which it was developed was also innovative, prioritising hearing directly from people with disability themselves. Their input, the emphasis on learning from others and being strategic in the choice of themes and issues to address, helped AusAID make good decisions on what to focus on and how.

Drawing on existing internal capability and bringing in experts, in particular people with disability, strengthened both the process and final strategy

The capability of the Disability Taskforce in being able to draw on experience of disability-inclusive development was also a key factor in the success of the DFA. While the team was small, and at times overloaded, they focused on working with and through others, empowering posts to get directly involved in the consultations.

Bringing in experts with experience in disability-inclusive development to guide the process and content, most notably people with disability themselves, was critical in ensuring the strategy was consistent with the CRPD and sustainable development. They also helped the Parliamentary Secretary, and AusAID’s Senior Executive, get a better understanding of the impact of discrimination people with disability faced and the impact this has on development more generally.

The disability taskforce used the consultation to build a cohort of people who understood and were committed to disability-inclusive development

The ability of the Disability Taskforce to get the work done during the consultation process, while at the same time building a cohort of supporters was no doubt challenging at times, but also wise.

Those involved in the development of the strategy felt there were a number of senior staff who were considered to be either disengaged or reticent at the beginning of the process. However for many, the engagement they had with people with disability at posts, or through discussions with external experts, helped change their position. This was often referred to as having a ‘light-bulb’ moment on the connection between disability and poverty. For others, the visible and continued political and senior executive commitment to the strategy was a game-changer.

The increased confidence and ability of AusAID staff, in particular at posts, to take action towards disability-inclusive development was also positive.

The DFA enhanced Australia’s leadership on disability-inclusive development with international donors and stakeholders

The decision to have a strategy provided Australia with a valuable international leadership opportunity, with few donors active and little evidence of a strategic approach for those who were. The process with which the strategy was developed and the concurrent engagement from both political and senior executive levels with international partners enhanced this opportunity. By the time the strategy was launched, and in a relatively short period of time, other donors saw Australia as a prominent and credible player.

There is close alignment between the approach in the strategy and the convention on the rights of persons with disabilities

The DFA is considered to be well aligned to the CRPD. This started during consultation with the focus on talking directly to people with disability and ensuring consultation was accessible – this is key in meeting obligations under Article 4 (General Obligations) of the CRPD (…. closely consult with and actively involve persons with disabilities…. in the development… of legislation and policies to implement the Convention). This continued through to the principles of the final strategy, which mirror many of those in CRPD, such as respect for difference, and equality between men and women.

The one area of the DFA that is not well aligned to the CRPD is the Core Outcome on Reduced preventable impairments. The CRPD does not discuss primary prevention of health conditions that may lead to impairments, other than to promote health services that aim to minimize and prevent further disabilities.

Conclusion

The political commitment to disability-inclusive development provided a unique mandate and operating environment. This was then maximised by strategic decisions by the Disability Taskforce to use the consultation process to develop a high quality strategy and build greater awareness and understanding of the benefits of disability-inclusive development across AusAID. It was innovative in that it was not just different to what other donors were doing, but it was an excellent example of how a strategy for official development assistance could be developed.

The leadership opportunity this afforded Australia was also not taken lightly, with both officials and the Parliamentary Secretary speaking regularly at international forums on how the strategy was being developed and what they were learning in the process. This resulted in a change in the way donors were considering disability and brought credibility to the emerging leadership role Australia was carving out for itself.

Key informants were asked if there was anything they think could have been done differently. They noted that it would’ve been good to have more time, to have talked to more people. These are considered to be fairly standard responses for a strategy development process, and are not necessarily things that could’ve been built in from the beginning given the parameters and operating context.

Those interviewed for this review, who had senior and influential roles within the Australian Government and internationally at the time, could not speak highly enough of both the process and the strategy itself. This is a testament to the work of the Disability Taskforce.

In addition to AusAID receiving lots of positive feedback at the time[[17]](#footnote-17), the DFA and Australia’s leadership has since been recognised in different ways. For example, when the British House of Commons International Development Committee oversaw an inquiry in 2014 into disability and development, Australia’s experience was a focus of panel discussions. [[18]](#footnote-18) The World Report on Disability includes the DFA as an example of inclusive development cooperation,[[19]](#footnote-19) and it is noted as the most detailed of any donor in an Organisation of Economic Co-operation and Development Assistance Committee peer review of Australia.[[20]](#footnote-20)

Perhaps the highest commendation about the DFA came from the United Nations Committee on the Rights of Persons with Disabilities, who in their Concluding Observations on Australia’s implementation of the CRPD noted:

*“*The Committee commends the State party for its international cooperation programmes supporting disability-inclusive development, which increases access to education, employment, health services, and law and justice.”

***Key informants***

* Bob McMullan, former Parliamentary Secretary International Development
* Laurie Dunn, former Assistant Director General, AusAID
* Kristen Pratt, former Director Disability Taskforce, AusAID
* Charlotte McClain-Nhlapo, Global Disability Advisor, World Bank
* Emeritus Professor Ron McCallum AO, former Chair Committee on the Rights of Persons with Disabilities

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* Various internal meeting minutes, memos and draft versions of the strategy.
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* Disability, Disadvantage and Development in Asia and the Pacific, Development Bulletin, Special Issue, No. 73, April 2009, Pamela Thomas and Michael Legge Editors.
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* World Health Organisation, World Bank, World Report on Disability, 2011

***List of acronyms***

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| --- | --- |
| AusAID | Australian Agency for International Development, now Department of Foreign Affairs and Trade |
| ANCP | Australian NGO Cooperation Program |
| CRPD | Convention on the Rights of Persons with Disabilities |
| DFA | *Development for All* |
| DPO | Disabled People’s Organisation |
| NGO | Non-Government Organisation |
| NZAID | New Zealand Agency for International Development, now Ministry of Foreign Affairs and Trade |

1. Federal Labor’s Plan to Eliminate Avoidable Blindness in Our Region, p.1 (PDF document, no longer available online). [↑](#footnote-ref-1)
2. Australian Agency for International Development, *Companion Volume, Development for All, towards a disability-inclusive Australian aid program 2009 - 2014, supporting analysis*, 2008, pages 36 - 62 [↑](#footnote-ref-2)
3. Ibid, p.123. [↑](#footnote-ref-3)
4. AusAID, Companion volume, pp. 123-128 [↑](#footnote-ref-4)
5. United Nations Office of the High Commissioner of Human Rights, Reporting Status for Australia. Available from: <http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Countries.aspx?CountryCode=AUS&Lang=EN>. Accessed 23 March 2017. [↑](#footnote-ref-5)
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8. Federal Labor’s Plan to Eliminate Avoidable Blindness in Our Region, p.1. (PDF document, no longer available online). [↑](#footnote-ref-8)
9. Kristen Pratt, AusAID Inclusive Development: A new era in consultation, in *Disability, Disadvantage and Development in Asia and the Pacific, Development Bulletin*, Special Issue, No. 73, April 2009, Pamela Thomas and Michael Legge Editors, p.23 [↑](#footnote-ref-9)
10. Ibid, p. 22. [↑](#footnote-ref-10)
11. Ibid, p. 24. [↑](#footnote-ref-11)
12. Key informant interview. [↑](#footnote-ref-12)
13. Kristen Pratt, Development Bulletin, April 2009, p. 25. [↑](#footnote-ref-13)
14. AusAID, Companion Volume, 2008, p. 4 [↑](#footnote-ref-14)
15. AusAID, Companion Volume, 2008, pp.27-34. [↑](#footnote-ref-15)
16. Kristen Pratt, Development Bulletin, April 2009, p. 25. [↑](#footnote-ref-16)
17. Key informant interview. [↑](#footnote-ref-17)
18. United Kingdom Parliament, Commons Select Committee, MPs question key stakeholders on disability and development, <http://www.parliament.uk/business/committees/committees-a-z/commons-select/international-development-committee/news/disability-and-development-1st-ev-session/>. [↑](#footnote-ref-18)
19. World Health Organisation, World Bank, World Report on Disability, 2011, p. 264. [↑](#footnote-ref-19)
20. Organisation of Economic Co-operation and Development, Development Co-operation Peer Review of Australia 2013, 2014, p. 45. [↑](#footnote-ref-20)