



# Mainstreaming Disability Inclusion in JICA Projects

## Sector-Specific Guidance Note

### Governance

## Table of Contents

1. Basic Understanding of Persons with Disabilities and Governance .....	1
2. Significance of Disability Inclusion in Governance Sector .....	1
3. Challenges in the Governance Sector from a Disability Perspective .....	5
4. How to Mainstream Disability Inclusion in Projects: Steps for Implementation .....	8
Appendix 1: Barriers to Access and Participation for Persons with Disabilities in Governance Sector .....	18
Appendix 2: Examples of Good Practices in Mainstreaming Disability Inclusion in Governance Sector .....	22
References .....	25

**Sections [1](#), [2](#), [3](#) provide an overview for those seeking to understand the basics, while Section [4](#) offers specific steps for mainstreaming disability inclusion.**

### Main Target Areas Covered by this Guidance Note

In line with the Japan International Cooperation Agency (JICA) Global Agenda for Governance, this Guidance Note focuses on the two following areas.

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| 1. Ensuring the rule of law   | Development of laws and regulations, police, media, election management, business and human rights.  |
| 2. Strengthening the capacity of civil service and public human resources | Improvement of civil service system, development of public human resources, improvement of the capacity of local governments to formulate and implement plans, promotion of participation and improvement of transparency. |

## 1. Basic Understanding of Persons with Disabilities and Governance

- According to the United Nations (UN), good governance is characterized by eight major characteristics, one of which is equity and inclusiveness. Achieving equity and inclusiveness requires ensuring that “all members of society feel that they have a stake in it and do not feel excluded from the mainstream of society”. In particular, it is crucial that vulnerable population are provided with opportunities to improve or sustain their well-being [1].
- From this standpoint, addressing the existing condition that places persons with disabilities at risk of social exclusion, and promoting disability inclusion, are essential components to achieve good governance. These considerations are equally vital in the context of international cooperation related to governance.

## 2. Significance of Disability Inclusion in Governance Sector

### (1) Contribution to the Achievement of the Sustainable Development Goals (SDGs)

- Mainstreaming disability inclusion within governance is crucial to the achievement of the Sustainable Development Goals (SDGs). In particular, it plays a significant role in reducing inequality within and among countries (Goal 10) and in promoting peaceful and inclusive societies for sustainable development by ensuring access to justice for all, and strengthening effective, accountable, and inclusive institutions at every level (Goal 16).

<b>Target 10.2</b>	By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.
<b>Target 10.3</b>	Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.
<b>Target 16.3</b>	Promote the rule of law at the national and international levels and ensure equal access to justice for all.
<b>Target 16.6</b>	Develop effective, accountable and transparent institutions at all levels.
<b>Target 16.7</b>	Ensure responsive, inclusive, participatory and representative decision-making at all levels.

- Target 16.10** Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.
- Target 16.b** Promote and enforce non-discriminatory laws and policies for sustainable development.

## (2) Implementation of the Convention on the Rights of Persons with Disabilities (CRPD) [2]

- The Convention on the Rights of Persons with Disabilities (CRPD) seeks to ensure that persons with disabilities are able to enjoy human rights and fundamental freedoms on an equal basis with others, and it underscores the critical role of governance in realizing these rights.
- The following articles of the CRPD are particularly relevant to the field of governance:

**Article 4** Development and revision of laws and institutions to ensure and promote the realization of the rights of persons with disabilities.

**Article 5** Prohibition of discrimination on the basis of disability and assurance of equal legal protection.

**Article 8** Promotion of the social understanding of the rights and dignity of persons with disabilities, and encouragement of adequate portrayal of persons with disabilities by the media.

**Article 9** Ensuring accessibility of the physical environment, information and communications.

**Article 12** Recognition of the legal capacity of persons with disabilities and provision of support for the exercise of legal capacity.

**Article 13** Ensuring effective access to justice and promoting procedural accommodations and training for relevant actors.

**Article 14** Prohibition of deprivation of liberty on the basis of disability.

**Article 21** Provision of information and services in accessible format.

**Article 27** Obligation of promoting the employment of persons with disabilities in the public sector.

**Article 29** Ensuring participation in political life, including voting and standing for election.

**Article 33** Ensuring the involvement of persons with disabilities in the development, implementation, and monitoring of laws and policies for implementing the CRPD.

### **(3) Contribution to JICA Global Agenda**

- Mainstreaming disability inclusion plays a crucial role in achieving the objectives of the JICA Global Agenda.
- The “ensuring the rule of law” cluster seeks to foster a fair and transparent society through initiatives such as developing laws and regulations, the strengthening of institutions responsible for legal systems operations, improved access to justice, support for the media, capacity-building for police officers, and enhanced voter education, among other measures [3]. Supporting the formulation and implementation of domestic laws aligned with the CRPD and ensuring the participation of persons with disabilities in judicial and political processes contributes to the protection of the rights of persons with disabilities and broadens the reach of JICA’s activities. Furthermore, enhancing media accessibility and promoting appropriate portrayal of disability uphold the public’s right to know and facilitates disability inclusion, both of which are essential to achieving the objectives of the cluster.
- The “strengthening administrative functions” cluster aims to “build a central and local civil service systems and develop human resources capable of delivering appropriate and efficient administrative services based on universal values such as the rule of law, in collaboration with residents, and to strengthen capacities for planning and implementing projects necessary for service delivery to beneficiaries” [3]. By enhancing understanding of disability and human rights among officials at both central and local government levels, and by fostering environments that enable persons with disabilities to participate in policy- and plan-related decision-making, public service can be delivered in a manner that is both appropriate and efficient while responding to the needs of all people, including persons with disabilities. Consequently, mainstreaming disability inclusion directly contributes to the achievement of this cluster’s objectives.

### **(4) International Trends**

#### **1) Adoption of the Marrakesh Treaty (2013) [4]**

- The Marrakesh Treaty is an international agreement that establishes limitations and exceptions within national copyright laws to enable persons who are blind, persons with visual impairment, or persons who have difficulty reading printed materials to access and use copyrighted works. It plays a vital role in ensuring the right to information accessibility and in promoting the social participation of persons with disabilities.

- Under this Treaty, “authorized entities” in Contracting Parties, such as Braille libraries, are permitted to create and supply “accessible format copies” to users without obtaining authorization from copyright right holders. Furthermore, accessible format copies produced by authorized entities may be exchanged across national borders.

## **2) International Principles and Guidelines on Access to Justice for Persons with Disabilities (2020) [5]**

- These Principles and Guidelines establish standards to ensure that persons with disabilities can access justice on an equal basis with others.
- The main elements include recognizing and guaranteeing legal capacity; providing procedural accommodations; ensuring access to information; offering training for justice-sector professionals; facilitating free or low-cost legal assistance; and establishing effective and robust monitoring mechanisms.

## **3) Ten Areas of Action for Inclusive Police Services (2021) [6]**

- These Guidelines identify ten areas of action, along with specific initiatives under each, to ensure that persons with disabilities can access police services on an equal basis with others. The ten areas of action are: (1) awareness-raising, (2) access to information and communication, (3) free access to police premises, (4) interaction between persons with disabilities and police officers in the city or other human settlements, (5) crisis situations of persons with disabilities, (6) emergency situations, (7) law enforcement situations, (8) crimes, (9) border patrol services, and (10) educational role of the police within the institution and community.
- The concrete initiatives promoted include, among others: enhancing police officers’ understanding of human rights; eliminating all forms of discrimination against persons with disabilities in police interactions; developing accessibility strategies; consulting with organizations of persons with disabilities; promoting education and training; and providing frameworks for action, evaluation, and accountability.

### 3. Challenges in the Governance Sector from a Disability Perspective

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#### (1) Existence of laws and institutions that disadvantage persons with disabilities [7]

- In many countries, persons with disabilities face legal restrictions that limit their rights in areas such as marriage, property management, voting, and employment.
- Moreover, in some cases, laws mandating non-discrimination and reasonable accommodation—defined as appropriate modifications or adjustments in response to disability—have not been enacted, or, where they do exist, their implementation and effectiveness remain limited.
- As a result, persons with disabilities who experience discrimination often lack legal protection.

#### (2) Denial of legal capacity [8]

- “Legal capacity” refers to person’s ability under the law to make decisions and enter into contracts on their own behalf.
- In many countries, persons with disabilities may have their legal capacity limited by laws that establish guardianship regimes or permit forced treatment. This may result in restrictions on the following:
  - To assert one’s rights before a court
  - To move freely
  - To choose where to live and with whom
  - To marry and form a family
  - To consent to medical treatment
  - To vote or stand for election

#### (3) Restricted access to justice [5] [9]

- Persons with disabilities encounter multiple challenges in accessing justice. First, legal systems that restrict their legal capacity prevent them from participating in court proceedings on an equal basis and from asserting their rights, thereby obstructing their access to justice.
- In addition, access to necessary information on court procedures and legal rights may be impeded by the lack of accessible formats and communication.

- Furthermore, procedural accommodations in justice proceedings—such as sign language interpretation, Braille materials, and plain-language explanations—are often insufficiently provided. In addition, limited understanding of disability and human rights among first responders, including police and other justice-sector personnel, further hinders access to justice for persons with disabilities.
- While the digitalization of court proceedings can help reduce physical barriers, it may also create new obstacles for individuals who face challenges in using information technology.

#### **(4) Issues regarding information accessibility and the portrayal of persons with disabilities [10] [11] [12] [13]**

- Persons with disabilities encounter numerous challenges in accessing information disseminated by the media. For instance, individuals who are blind or with visual impairment cannot access content provided solely in video or visual formats, while those who are deaf or hard of hearing cannot access information presented exclusively in audio formats. Consequently, their “right to know” is not adequately protected, leaving them unable to obtain the information necessary for informed decision-making.
- Regarding public authorities, information provided in accessible formats—such as Braille, audio data, plain language or easy-to-understand wording, and screen-reader-compatible digital documents—remains insufficient. Moreover, limited understanding and inappropriate responses from administrative staff further hinder persons with disabilities from effectively accessing public services.
- Furthermore, persons with disabilities face challenges in how they are represented in the media. News coverage often fails to reflect the diversity of disability, may focus disproportionately on certain impairments, or portrays persons with disabilities as “objects of protection,” relying on narratives grounded in the charity or the medical models of disability. Such prejudices and stereotypes perpetuate societal misunderstanding and hinder the full social participation of persons with disabilities.

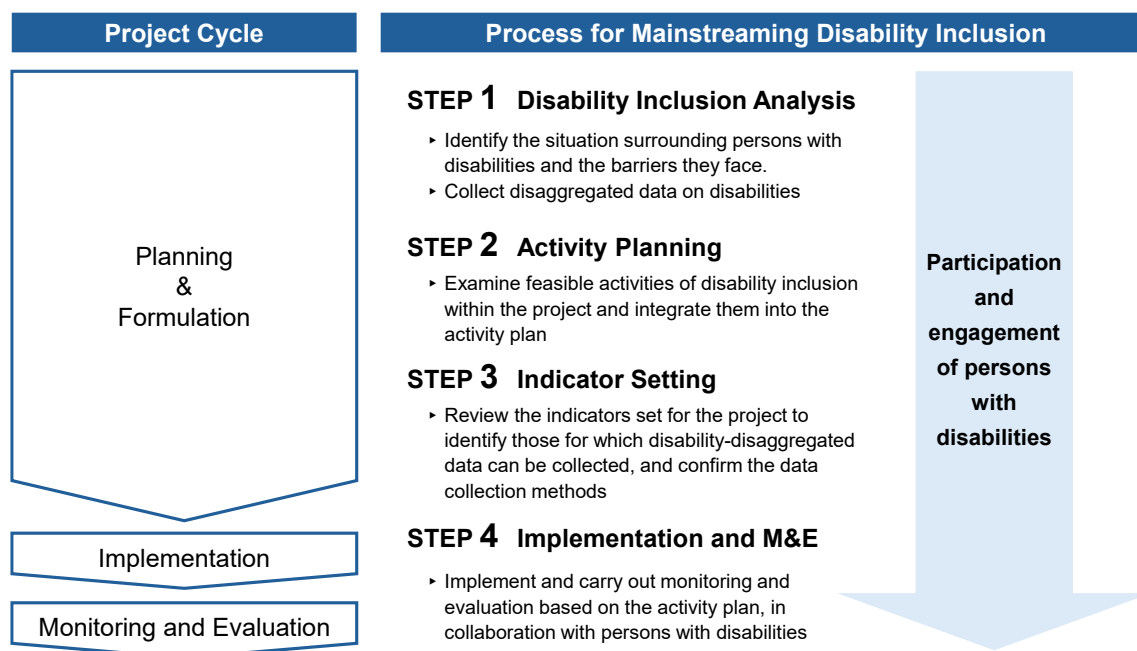
## **(5) Restrictions on participation in decision-making processes relating to policies and plans [14] [15] [16]**

- Persons with disabilities often encounter restrictions in participating in decision-making processes related to policies and plans. Although political participation is a fundamental human right protected under international law, many countries continue to face the following challenges.
  - ▶ Information on policy development is often not provided in accessible formats.
  - ▶ Accessible transportation and barrier-free facilities are frequently lacking at locations where political participation occurs, such as public comment venues, voter registration sites, and polling stations.
  - ▶ Opportunities for organizations of persons with disabilities to take part in decision-making are limited, and the necessary preconditions for participation—such as reasonable accommodation and provision of information—are often insufficient.
  - ▶ Consequently, the needs of persons with disabilities are not sufficiently reflected in policies and plans, and challenges in accessing public services and infrastructure persist. Examples include measures that are limited to one-time assistance and public infrastructure developed without accessibility considerations. These issues largely result from insufficient participation of persons with disabilities during the planning stage.

## 4. How to Mainstream Disability Inclusion in Projects: Steps for Implementation

- Mainstreaming disability inclusion in projects means incorporating and implementing a disability perspective at all stages of project planning, implementation, monitoring, and evaluation. This Guidance Note introduces methods for mainstreaming disability inclusion across the four steps shown in the figure below.
- STEPs 1-3 correspond to the project formulation stage of the project cycle, and STEP 4 corresponds to the implementation and post-completion stage. While keeping all STEPs through project completion in mind, it is particularly important to work on disability inclusion during **the project formulation stage**.
- Specifically, at the stage of obtaining the Official Request Letter from the partner government, it is important to consult with counterparts and the JICA local office to ensure that efforts for disability inclusion are included and that there is no risk of excluding persons with disabilities.

**Figure: Process for Mainstreaming Disability Inclusion in Projects**



- The table below shows when each STEP applies within the project cycles for technical cooperation, ODA loans, and grant aid.

Scheme	Project Cycle	STEP
Technical Cooperation	At the time of preparing the Terms of Reference (TOR) for the data collection survey, and the detailed/basic planning survey.	STEP 1 (Analysis)
	At the time of drafting Main Point Discussed in the Record of Discussion (R/D) for activities related to disability inclusion, the project design matrix (PDM), and Ex-ante Evaluation document.	STEP 2 (Activity Planning) STEP 3 (Indicator Setting)
	At the time of preparing the TOR of the project, implementing the project, and reviewing a monitoring sheet	STEP 4 (Implementation, Monitoring & Evaluation)
ODA Loans	At the time of preparing the TOR for the data collection survey and preparatory survey, and drafting Project Planning Document (1)	STEP 1 (Analysis)
	At the time of preparing the Minutes of Discussion (M/D), Project Planning Document (2) and (3), the appraisal document, and drafting Ex-ante Evaluation document.	STEP 2 (Activity Planning) STEP 3 (Indicator Setting)
	At the time of supervising the project and reviewing the Project Status Report.	STEP 4 (Implementation, Monitoring & Evaluation)
Grant Aid	At the time of preparing the TOR for the data collection survey and preparatory survey, and drafting Project Planning Document (1).	STEP 1 (Analysis)
	At the time of preparing the Minutes of Discussion (M/D), Project Planning Document (2) and (3), the appraisal document, and drafting Ex-ante Evaluation document.	STEP 2 (Activity Planning) STEP 3 (Indicator Setting)
	At the time of supervising the project and reviewing the Project Status Report.	STEP 4 (Implementation, Monitoring & Evaluation)

## STEP 1 Disability Inclusion Analysis

- During project planning and formulation, conduct a disability inclusion analysis to assess the situation of persons with disabilities within the sector and identify the barriers they face. Additionally, collect disability-disaggregated data regarding target groups.
- Use the disability inclusion analysis to ensure that the project design does not pose any risk of excluding persons with disabilities, or create disadvantages or negative impacts for them. Carefully review and confirm these aspects throughout the planning process.

[JICA Country-Specific Disability-Related Information](#) (currently available in Japanese language only) contains disability-related information for each of the 55 countries where JICA implements projects. If information exists for the target country, it is recommended to check it first.

As an English-language information source, the [World Bank Group's Disability Data Hub](#) provides country-specific data.

### 1) Reflect: The relationship between the project and disability

- Clearly define how disability intersects with the project. Identify the components of the project that have the strongest relevance to persons with disabilities.

### 2) Ask: Consult persons with disabilities or their representative organizations to understand the barriers they encounter

- Engage and consult with persons with disabilities and/or their representative organizations about the barriers they encounter that prevent them accessing and participating in the project's target areas (e.g., access to justice, administrative service delivery, etc.). Make sure to seek input from a wide range of individuals, including persons with diverse types of disabilities and women with disabilities.
- Then, request their participation in STEPs 2-4 described in the following sections.  
**It is crucial to involve persons with disabilities at all stages.**

## CHECK

Including methods for engaging organizations of persons with disabilities, the **Guidance Note for Across All Thematic Areas** introduces the following under “Section 4: Specific Approaches for Mainstreaming Disability Inclusion.”

- Methods for Engaging with Persons with Disabilities
- Forms of Participation of Persons with Disabilities
- General Accessibility Measures and Reasonable Accommodations
- Information and Communication Accessibility
- Inclusive Events (Meetings, Seminars, Training, etc.)

- Below are sample questions. Additionally, please refer to Appendix 1 for examples of barriers.

Barriers	Example Questions
Institutional Barriers	<ul style="list-style-type: none"> <li>• What barriers exist in the current program implementation and service delivery systems that prevent participation of persons with disabilities? (For example, the existence of discriminatory laws and regulations, such as those that deny the legal capacity of persons with disabilities; the absence of effective legislation that prohibits discrimination and requires reasonable accommodation; the lack of procedural accommodations; eligibility requirements that prevent persons with disabilities from applying to jobs; etc.)</li> <li>• Whether persons with disabilities are able to participate in a meaningful and effective way in policy and planning decision-making processes; and, if they are not, what barriers prevent their participation.</li> </ul>
Physical Barriers	<ul style="list-style-type: none"> <li>• What barriers prevent access to related facilities*?</li> <li>• What physical barriers exist within the buildings of related facilities*?</li> </ul> <p>* Related facilities: justice-related facilities such as police stations, courts, and detention facilities; facilities of institutions providing administrative services, such as city halls and community centers; and venues for political participation, such as polling stations, public comment venues, national and local assemblies, and facilities of political parties.</p>
Communication Barriers	<ul style="list-style-type: none"> <li>• What barriers exist when individuals cannot access necessary information from public institutions (especially those regarding judicial procedures, administrative procedures, elections, and policy-making processes) or from the media?</li> </ul>

	<ul style="list-style-type: none"> <li>• What barriers exist during procedures? For example, persons with disabilities may be denied the presence of someone who supports their communication.</li> </ul>
Attitudinal Barriers	<ul style="list-style-type: none"> <li>• What attitudes and awareness of counter staff or family members prevent program participation and service access, such as benefiting from judicial or administrative services, or participation in decision-making processes?</li> </ul>

### 3) Check: Collection of disability-disaggregated data<sup>1</sup>

Data	Information Sources
<ul style="list-style-type: none"> <li>• Proportion of persons with disabilities among project beneficiaries. (For example, the percentage of persons with disabilities among those who secured access to free legal aid; the percentage of participants with disabilities in local government planning workshops)</li> <li>• Disability-disaggregated data of target groups in project target areas.</li> <li>• Data on groups marginalized from target areas services and programs (women with disabilities, specific ethnicities, children with disabilities, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>• Government statistics</li> <li>• Reports from ministries and agencies related to persons with disabilities, etc.</li> <li>• Interviews with persons with disabilities and their representative organizations</li> </ul>

### 4) Explore: Situation of persons with disabilities within the sector

Key Information to Identify	Information Sources
<ul style="list-style-type: none"> <li>• Existence of content addressing persons with disabilities or disability inclusion perspectives in governance-related laws, policies, strategies, action plans, etc.</li> <li>• Existence of a monitoring framework for the implementation of the CRPD as stated in Article 33 of the CRPD, and the extent to which persons with disabilities participate in the monitoring process.</li> </ul>	<ul style="list-style-type: none"> <li>• Government documents</li> <li>• Interviews with persons with disabilities and their representative organizations</li> </ul>
<ul style="list-style-type: none"> <li>• Descriptions related to Articles 1 to 4, 5, 8, 9, 12, 13, 14, 21, 27, 28 and 33 in CRPD Concluding Observations</li> </ul>	<ul style="list-style-type: none"> <li>• CRPD Concluding Observations</li> </ul> <p>* On the <a href="#">search page</a> of the CRPD (States Parties Reporting), specify the country and the type of document.</p>

<sup>1</sup> Data disaggregated by disability status and type of functional limitation, comparable to sex- and age-disaggregated data.

Key Information to Identify	Information Sources
<p><b>Stakeholders: Resources and Partners for Implementation</b></p> <ul style="list-style-type: none"> <li>Ministries and departments responsible for persons with disabilities</li> <li>Organizations of persons with disabilities</li> <li>JICA's experience in disability and development (technical cooperation, JOCV, grassroots projects, etc.)</li> <li>International and bilateral agencies with experience related to mainstreaming disability inclusion in the context of international development</li> </ul>	<ul style="list-style-type: none"> <li>JICA Country-Specific Disability-Related Information (currently available in Japanese language only)</li> <li><a href="#">World Bank Group   Disability Data Hub &gt;&gt; Economies</a></li> </ul>

## STEP 2 Activity Planning

### (see Appendix 2 for Examples of Good Practices)

- Based on the situation and barriers faced by persons with disabilities in the sector identified through the disability inclusion analysis in STEP 1, consider feasible activities that can be implemented within the project and incorporate them into the activity plan.
- Furthermore, when planning the overall project, ensure that project's objectives and plans promote the inclusion and participation of persons with disabilities and do not encourage their segregation or exclusion.

### Examples of Activities to Promote Disability Inclusion

**Note: Priority and feasible activities should be determined through consultation with stakeholders, including persons with disabilities and their representative organizations.**

Barriers	Example Activities
Institutional Barriers	<ul style="list-style-type: none"> <li>Repeal discriminatory laws and regulations or provisions, such as those that deny the legal capacity of persons with disabilities or restrict persons with disabilities from standing as candidates for election.</li> <li>Develop and implement operational guidelines and other measures that require the provision of reasonable accommodation in all relevant procedures.</li> </ul>
Physical Barriers	<ul style="list-style-type: none"> <li>Make judicial facilities, administrative facilities, and venues for political participation barrier-free (e.g., installation of ramps, elevators, tactile paving, etc.).</li> <li>Equip judicial facilities, administrative facilities, and venues for political participation with tools that facilitate accessibility (e.g., providing writing-communication boards and tools such</li> </ul>

Barriers	Example Activities
	as reading glasses and magnifiers as standard equipment, providing writing tables at polling stations that can be used while seated in a wheelchair).
Communication Barriers	<ul style="list-style-type: none"> <li>• Develop instruments, such as provisions or guidelines, that require information from public institutions especially concerning judicial procedures, administrative procedures, elections, and policy-making processes to be made available in accessible formats (Braille, audio narration, easy-to-understand expressions, etc.).</li> <li>• Develop guidelines requiring that information provided by the media be made available in accessible formats through universal design, to ensure accessibility, such as captioning, audio description, sign-language broadcasting, use of easy-to-understand language, and adjustment of the on-screen text display time.</li> <li>• Produce and distribute tools to ensure communication for persons with disabilities (e.g., communication boards and voting support cards).</li> </ul>
Attitudinal Barriers	<ul style="list-style-type: none"> <li>• Conduct awareness-raising activities and training on disability and human rights for judicial personnel and administrative personnel.</li> <li>• Compile and disseminate collections of good practices on the provision of reasonable accommodation.</li> <li>• Enact laws to promote the employment of persons with disabilities.</li> <li>• Establish directives or similar instruments that require the participation of persons with disabilities in policy-making processes, or solicitation of opinions from persons with disabilities and their representative organizations.</li> </ul>

Source: Developed based on [17], [18], [19], [10], [11], etc.

### STEP 3 Indicator Setting

- Among indicators set for the project (indicators for project purpose and outputs), review which indicators can collect disability-disaggregated data and confirm the data collection methods.

#### Example:

If the “number of joint activities by citizens and the police in the pilot area” is set as a project output indicator, then include the “number of activities in which persons with disabilities participated” as a disability-disaggregated data.

- Also, consider indicators to measure outputs (changes) expected from activities planned in STEP 2, and integrate them into existing indicators or add them. Below are examples of indicators incorporating a disability perspective.

Example Indicators
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| <ul style="list-style-type: none"> <li>- Civil-law-related training materials (including content on compliance with the CRPD and on the legal capacity of persons with disabilities) are developed.</li> <li>- Percentage of persons with disabilities who gained access to free legal aid in legal proceedings.</li> <li>- Number of participants in police officers training (including content on disability-related hate crimes, harmful practices, and stereotyped notions about persons with disabilities).</li> <li>- Number of persons with disabilities consulted during plan formulation by local governments.</li> <li>- Percentage of persons with disabilities participating in information sessions for voters.</li> <li>- Number of private-sector operators that provide information and services to the public and that receive guidance on compliance with standards on information accessibility.</li> <li>- Number of public officials who received training on information accessibility for persons with disabilities.</li> <li>- Whether a review committee or working group was convened to consider the provision of reasonable accommodation in civil service recruitment examinations, and, if so, its content.</li> <li>- Whether accessibility standards for public institutions' websites have been developed.</li> <li>- Existence and number of public service counters for procedures that have improved accessibility including information accessibility.</li> <li>- Existence and number of information (e.g., information on judicial and administrative procedures, etc.) provided through diverse means and the availability of complaint mechanisms.</li> </ul> |
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## STEP 4 Implementation and Monitoring & Evaluation

- When implementing and monitoring activities, collaborate with persons with disabilities (and/or organizations of persons with disabilities) to confirm whether the activity content is appropriate, and whether the activities, deliverables, and services being implemented are accessible and user-friendly.
- Also, pay close attention to whether the promotion and implementation of project activities respect the diversity of persons with disabilities and are conducted in a manner that promotes their dignity, rights, and potential.
- During evaluation, assess the achievements of activities from a disability inclusion perspective, their implementation process, and outcomes. Below are sample questions designed from a disability inclusion perspective.

### Guiding Questions from a Disability Inclusion Perspective

Six Evaluation Criteria	Sample Questions
Relevance	<p><b>Counterpart Country's Development Policies and Needs</b></p> <ul style="list-style-type: none"> <li>• Do disability inclusion activities align with priority issues and contents stated in the counterpart country's disability policy or sector policy?</li> </ul> <p><b>Appropriateness of Project Plan and Approaches</b></p> <ul style="list-style-type: none"> <li>• Was mainstreaming of disability inclusion considered during project formulation?</li> <li>• Was information collected from persons with disabilities and organizations of persons with disabilities during project formulation?</li> <li>• Was participation of persons with disabilities promoted in the project implementation process?</li> <li>• Were methods employed to avoid excluding specific types of disabilities or specific groups of persons with disabilities (e.g., women with disabilities, ethnic minorities, or other minorities)?</li> </ul>
Coherence	<p><b>Consistency with Japanese Government/JICA Development Cooperation Policies and Coordination with Other JICA Projects</b></p> <ul style="list-style-type: none"> <li>• Were disability inclusion activities consistent with Japanese government and JICA policies?</li> <li>• Was coordination with other JICA projects undertaken to promote disability inclusion activities?</li> </ul> <p><b>Coordination with International Frameworks</b></p> <ul style="list-style-type: none"> <li>• Was the project consistent with the CRPD?</li> <li>• Did disability inclusion activities contribute to achieving global goals such as SDGs?</li> </ul>

Six Evaluation Criteria	Sample Questions
Effectiveness	<ul style="list-style-type: none"> <li>To what extent were outcomes achieved for persons with disabilities through disability inclusion activities?</li> <li>Did disability inclusion activities contribute to achieving project purpose and outputs?</li> </ul>
Impact	<ul style="list-style-type: none"> <li>Can positive long-term or indirect effects be expected from disability inclusion activities? For example, fostering leadership of persons with disabilities, participation of persons with disabilities in decision-making processes, and institutional reforms.</li> <li>Have any negative indirect effects emerged because disability inclusion activities were not implemented or because disability inclusion analysis was insufficient? For example, exacerbating discrimination or stigma against persons with disabilities.</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>Were disability inclusion activities conducted within the planned budget and timeframe?</li> <li>Was project efficiency being prioritized at the expense of excluding specific groups such as persons with disabilities?</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>Will persons with disabilities and their representative organizations continue to be involved in the disability inclusion process?</li> <li>Is continuation of outcomes achieved for persons with disabilities appropriately planned?</li> <li>Will the services and systems established in the project continue to be expanded and maintained in a manner that ensures equality and participation of persons with disabilities?</li> </ul>

## Appendix 1: Barriers to Access and Participation for Persons with Disabilities in Governance Sector

Persons with disabilities encounter multiple, intersecting barriers in the field of governance, which can be categorized as institutional, physical, communication-related, and attitudinal barriers. Designing systems based on their rights necessitates a systematic understanding of these barriers and a commitment to minimizing the risk of exclusion.

### Barriers Faced by Persons with Disabilities in the Field of Governance

Barriers	Examples
Institutional Barriers	<ul style="list-style-type: none"> <li>• <b>Existence of discriminatory laws and regulations:</b> Discriminatory laws and rules that restrict rights—such as the right to marry, vote, or work—based on disability still exist, and equal legal protection for persons with disabilities is lacking. Such discriminatory legal frameworks contravene the principle of “equality and non-discrimination” required by the CRPD and fundamentally impede the participation of persons with disabilities in society.</li> <li>• <b>Systems that justify restrictions on legal capacity:</b> Laws and systems that deny legal capacity (e.g., substituted decision-making regimes) undermine respect for the person’s will and preferences and restrict the exercise of various human rights, including access to justice.</li> <li>• <b>Legal frameworks that restrict standing for election:</b> In many countries, legal requirements for standing as a candidate include terms such as “capacity,” “fitness/suitability,” or “unhealthy,” and persons with disabilities may be refused the right to run for office depending on the interpretation of these terms.</li> <li>• <b>Lack of procedural accommodations in judicial proceedings:</b> In judicial proceedings, arrangements to provide procedural accommodations, such as the one listed below, are insufficient; as a result, it becomes difficult for persons with disabilities to exercise their rights. <ul style="list-style-type: none"> <li>- Use of information and communications technology (ICT) and assistive communication devices.</li> <li>- Communication support such as sign language interpreting, captioning, Braille, picture cards, easy-to-understand expressions, etc.</li> <li>- Establishment of assistance mechanisms during judicial proceedings, such as allowing a support person to access information and/or facilitate communication to be present, in criminal justice procedures.</li> </ul> </li> </ul>

Barriers	Examples
	<ul style="list-style-type: none"> <li>• <b>Lack of remedies<sup>2</sup> for persons with disabilities:</b> Remedies including non-judicial remedies are indispensable to ensuring access to justice, yet adequate remedies for persons with disabilities are often not in place<sup>3</sup>.</li> <li>• <b>Lack of attention given to disability-inclusive service-delivery in training for civil servants:</b> In training of civil servants and public human resources, perspectives on service delivery to citizens with disabilities are insufficient. As a result, administrative services are not designed to meet the needs of persons with disabilities, and staff attitudes and their limited understanding regarding disability and human rights discourage use of administrative service by persons with disabilities. Consequently, persons with disabilities cannot enjoy administrative services on an equal basis with others.</li> <li>• <b>Eligibility requirements that discourage applications by persons with disabilities:</b> In the public sector, requirements unrelated to actual competence or suitability may be set as eligibility conditions or recruitment criteria. This can force persons with disabilities to refrain from applying for positions they would otherwise be able to pursue, thereby unfairly restricting employment opportunities in public service<sup>4</sup>.</li> </ul>
Physical Barriers	<ul style="list-style-type: none"> <li>• <b>Lack of accessibility of facilities and environments:</b> Means of transportation to justice-related facilities such as police stations, courts, and detention facilities; facilities that provide administrative services such as city halls, public health centers, and community centers; and venues for political participation such as polling stations, public comment venues, national and local assemblies, and political party facilities are limited. Barrier-free buildings, e.g., courthouses with elevators<sup>5</sup>, as well as important equipment, like tools such as communication boards for written exchange as standard equipment, writing desks usable while seated in a wheelchair at voting stations, etc., are inadequate.</li> </ul>

<sup>2</sup> Mechanisms or measures for pursuing cessation of harm and redress through established procedures in cases where human rights violations or discriminatory treatment have occurred, or where there is a high likelihood that they will occur.

<sup>3</sup> The UN Committee on the Rights of Persons with Disabilities has, in its observations to States parties, pointed out the absence of remedy mechanisms in cases involving discriminatory treatment, deprivation of liberty based on disability, denial of legal capacity, and forced sterilization, *inter alia* [21](footnotes 181–189).

<sup>4</sup> See [29] and [30].

<sup>5</sup> According to the resolution adopted at the Japan Federation of Bar Associations' (JFBA) 2023 Human Rights Protection Conference, as of 2023 there were more than 200 two-story courthouse buildings in Japan (including stand-alone summary courts) without elevators [18].

Barriers	Examples
Communication Barriers	<ul style="list-style-type: none"> <li>• <b>Lack of accessible information:</b> Information provided by public institutions especially, information related to judicial procedures, administrative procedures, elections, and policy-making processes as well as information provided by the media, is not offered in accessible formats, e.g., Braille, audio, easy-to-understand language, etc.</li> </ul>
Attitudinal Barriers	<ul style="list-style-type: none"> <li>• <b>Prejudice regarding the capacity to perform legal acts:</b> Misconceptions exist about the decision-making ability and capacity to perform legal acts of persons with psychological or intellectual disabilities, among others such as the idea that individuals can be categorically classified as “capable” or “incapable” on the basis of concepts like the “capacity to appreciate one’s situation”, etc.<sup>6</sup> Such thinking serves as a basis for discriminatory mechanisms, including non-individualized restrictions on legal capacity.</li> <li>• <b>Prejudice regarding the willingness and/or ability to participate in decision-making processes:</b> There is prejudice that persons with disabilities lack interest in, or the ability to engage in, politics and policy-making processes<sup>7</sup>. As a result, their needs may be ignored in political participation systems such as electoral systems, and necessary support for participation, e.g., assistance with transport to polling stations, may not be provided.</li> <li>• <b>Prejudice regarding employment of persons with disabilities:</b> Many employers and human resources staff doubt the job suitability of persons with disabilities and tend to prioritize persons without disabilities. This hinders the employment of persons with disabilities as civil servants.</li> <li>• <b>Prejudice and discriminatory attitudes among counter staff and other responders:</b> Bias and misunderstanding toward persons with disabilities among justice sector actors particularly first-responders such as police officers, can discourage the use of judicial procedures. Reports also indicate cases where, when persons with disabilities are detained or confined, a lack of understanding of disability and human rights among criminal justice, child protection, and justice actors has led to abuse<sup>8</sup>. Similarly, administrative staff handling administrative service procedures, as well as political party staff, national and local assembly staff, and polling station staff, may lack adequate knowledge and skills</li> </ul>

<sup>6</sup> See [31] for more details.

<sup>7</sup> For example, in a survey of 50 households of persons with disabilities in Hanoi, half of the households responded that they believed there was no need to vote, citing as the reason that persons with disabilities “do not need to be concerned about political issues” [32].

<sup>8</sup> For example, reports have documented abuse of persons with disabilities in immigration detention in Canada [33], and in detention in Australia [34].

Barriers	Examples
	<p>regarding disability, human rights, and reasonable accommodation, thereby obstructing access to administrative services and political participation for persons with disabilities.</p> <ul style="list-style-type: none"> <li>• <b>Bias among information providers (especially the media):</b> Prejudices held by information providers such as viewing persons with disabilities through a charity model or medical model and treating them as objects of protection lead to inaccurate portrayals of persons with disabilities in the media and sustain misunderstanding across society.</li> </ul>

Source: Developed based on [9], [15], [20], [21], [22], [23], [24], etc.

## Appendix 2: Examples of Good Practices in Mainstreaming Disability Inclusion in Governance Sector

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### (1) Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ): Programme Supporting Decentralisation and Municipal Development (2017–2020) (Benin) [25]

This project in Benin supported the effective implementation of responsibilities and services transferred to local governments through the decentralization process. In supporting local governments in the preparation of development plans, the project conducted a needs assessment of persons with disabilities, developed training modules on the rights of persons with disabilities and accessibility, and strengthened the capacities of local government staff and members of organizations of persons with disabilities to promote the meaningful participation of persons with disabilities. As a result, the following activities were incorporated into local governments' annual investment plans:

- Implementing capacity building on disability inclusion for actors involved in disaster risk management;
- Making public infrastructure accessible or barrier-free (e.g., markets, toilets);
- Livelihood support for persons with disabilities (e.g., agricultural training);
- Distribution of assistive devices (e.g., wheelchairs); and
- Establishment of municipal committees on the rights of persons with disabilities.

### (2) GIZ: Justice and Prison Reform Programme for Promoting Human Rights and Preventing Corruption (2012–2021) (Bangladesh) [25]

This project, implemented by GIZ, aimed to improve access to justice with a strong focus on protecting the rights of socially marginalized groups. Based on the findings of a study on compliance with the CRPD in Bangladesh, the following measures were implemented:

- Supporting the drafting of amendments to prison legislation so that the needs of persons with disabilities are reflected;
- Delivering training for paralegals, including a content on the rights of persons with disabilities;
- Designing the restorative justice procedure, introduced as an alternative dispute resolution mechanism, so that persons with disabilities can choose the venue and time of the procedure;

- Conducting awareness-raising for members of Case Coordination Committees (which set case priorities) on the rights and needs of persons with disabilities; and
- Monitoring the number of cases in which persons with disabilities receive services from paralegals.

### **(3) Global Disability Fund (formerly United Nations Partnership on the Rights of Persons with Disabilities): Access to Justice without Barriers for Persons with Disabilities (2016–2021) (Cambodia) [26]**

This project was implemented by the United Nations Development Programme (UNDP) and the Office of the United Nations High Commissioner for Human Rights (OHCHR) to improve access to justice and protect the rights of persons with disabilities.

Through the following initiatives, the project strengthened the protection of the rights of persons with disabilities:

- Incorporation of specific actions on access to justice into the Cambodia National Disability Strategic Plan (2019–2023);
- Promotion of the participation of persons with disabilities in the process of revising the National Disability Law;
- Development of guidelines or handbook on legal aid for persons with disabilities;
- Delivery of training on the CRPD for judges, prosecutors, court clerks and lawyers, as well as officials of the Ministry of Social Affairs, Veterans and Youth Rehabilitation and staff of the Disability Action Council; and
- Capacity development of organizations of persons with disabilities for advocacy to improve access to justice.

### **(4) Global Disability Fund: Promoting Social Inclusion of People with Disabilities (2012–2017) (Indonesia) [27]**

This project aimed to promote policies on the rights of persons with disabilities by strengthening the capacity of disability-related administrative bodies and improving the collection and use of disability-disaggregated data.

Under Outcome 1, “Building the capacities of municipal governments through facilitating networks, fostering collaboration, sharing good practices and training civil servants”, the United Nations Educational, Scientific and Cultural Organization (UNESCO), which was responsible for this outcome, implemented the following activities:

- Assessed the consistency of laws and regulations with the CRPD, and presented the findings to the Parliament and the Ministry of Social Affairs.
- Facilitated the implementation of dialogue between organizations of persons with disabilities and the legislature regarding the drafting of the Disability Law.
- Conducted trainings for local government officials and organizations of persons with disabilities in five cities nationwide on the CRPD, as well as on planning and budgeting for the protection of the rights of persons with disabilities.
- Established an “inclusive cities” network in which municipal governments and organizations of persons with disabilities participate (i.e., the Network of Mayors for Inclusive Cities), and convened meetings of the network.

#### **(5) Initiatives by the Organization for Security and Co-operation in Europe - Office for Democratic Institutions and Human Rights (OSCE-ODIHR) to promote the political participation of persons with disabilities [28]**

To promote the rights of persons with disabilities in participating states, OSCE-ODIHR is implementing the following initiatives.

- **Research on disability inclusion in parliaments:** Using an audit methodology that assesses the current state of disability inclusion in parliaments and political parties, OSCE-ODIHR provides technical assistance to parliaments and political parties based on the results.
- **Provision of an e-learning tool:** Through “Promoting the participation of persons with disabilities: an interactive tool for parliaments and political parties,” OSCE-ODIHR provides learning materials to help users understand the challenges faced by persons with disabilities and how to address them.
- **Youth mentoring programme:** OSCE-ODIHR matches young persons with disabilities with staff of parliaments and local assemblies, thereby promoting political participation.
- **Promotion of accessible public communication:** To promote the participation of persons with intellectual disabilities and others, OSCE-ODIHR promotes the provision of information in an Easy to Read (ETR) format. It also supports ETR training, the preparation of materials, and the creation of online communities.

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