



Comparative Measures
for Disability Policy:

A Case Study from
the Emirate of
Dubai



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+ Outline

1. Motivation
2. Research Question
3. Relevance
4. Attitudes Study
5. Contributions
6. Research Direction



Motivation: Urban Planning

- Planners focus on designing and implementing policies and programs that promote economic development, create affordable housing, provide emergency services, administer public programs, manage infrastructure, plan transportation improvements, promote community welfare, and stimulate public discourse.
- They seek to shape and influence the overall nature of neighborhoods, cities, rural and/or metropolitan areas, systems, as well as subnational, national or multinational geographies.



Motivation: Exploring the Frontiers of Justice...



- **Disability, Agency and Environments**

+ Environmental Determinants of Disability


$$D = f(FL) \times f(E)$$

D = disability

FL = functional limitation

E = environment

+ Environmental Determinants of Disability

$$D = f(FL) \times f(E)$$

Operates in Legal Context

D = disability

FL = functional limitation

E = environment

Disability in Metropolitan Planning

- **Comparative Measures for Disability Policy (CMDP)**
 - Qualitative and Quantitative Measures of Disability Rights
 - Developed between 2002-2010
 - In consultation with government officials, development agencies and civil society organizations in the global south
 - In line with the Convention of the Rights of Persons with Disabilities
 - And with outcome document of the High Level Meeting on Disability and Development
- **Capability Model of Disability Policy (CMDP)**

+ Motivation

Incubator for tremendous experiments

Dubai is one of the most dynamic and least understood cities...



Dubai 1990



Dubai 2003



Context

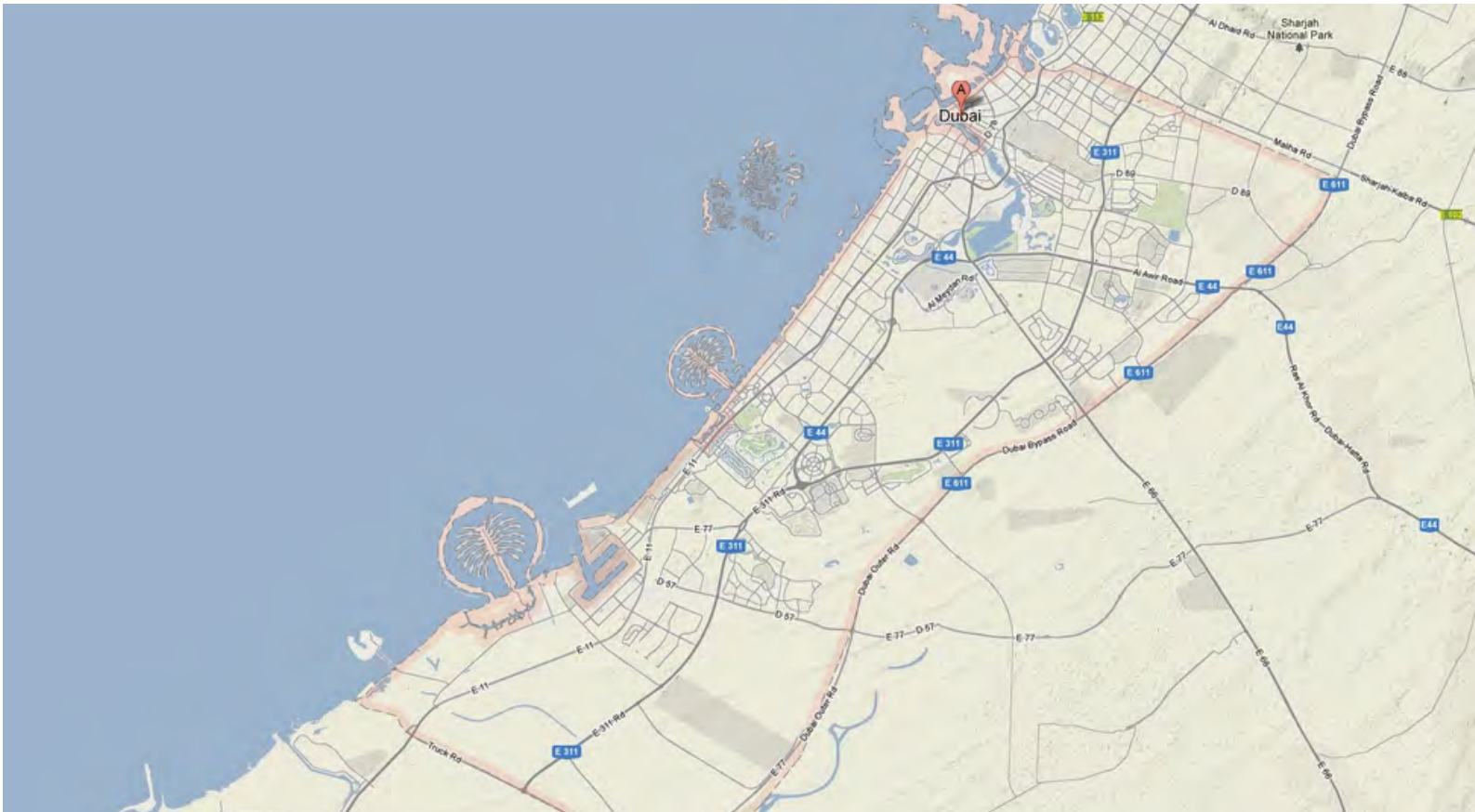
Map of Arabian Peninsula and Persian Gulf





Context

Urban Infrastructure





Claims

“future for the disabled is here” - Dubai WTC, 2005

“Law removes barriers for people with special needs” - Gulf News 2006



+ Research Question

How successful has the UAE and particularly the local government of the Emirate of Dubai been in implementing Federal Law No. 29 of 2006?



+ Relevance to Justice

Physical, Social, Cultural Dimensions

- Who's Law Is It Anyway?
- How do cultural constructs of disability or **social attitudes** towards people with disabilities inhibit the implementation of this law?

What ends?

?

skills

?

capacities

?

money

tools

?

What means?

?

knowledge

resources

?

assets

?

What outcomes?

International Norms

14

Local Implementation

Local Conventions

+ Relevance: Planning for Diverse Communities

Developed Assessment Tools

+ Scale of Research Project

**Sources &
Methods**

Document Analysis

Interviews

Focus Groups

Expert Survey

Attitude Survey

+ Questions demand an integrative comparative analysis

Evaluative Criteria

Legislative Measure

Executive and
Budgetary Support

Administrative &
Coordinating
Capacity

Participation of
Target Groups

Attitudes Towards
Target Group

+ Attitudes and Bias

- Impact of Attitudes on Equity
 - Innate Attraction
 - Acceptance, “+” valence, cultural match
 - Innate Aversion
 - Rejection, “-” valence, cultural conflict
- The Role of Salience in Implementing International Norms
 - “Scholars repeatedly conclude that **domestic salience** is crucial to many cases of **states' compliance with international norms**, but they **rarely provide definitions or operational measures** for the concept and, instead, **merely assert** that the norm in question was salient.” (Cortel and Davis, 2000, p. 67)

+ Salience Analysis and Interpretations

- “When a **cultural match** exists, domestic actors are likely to treat the international norm as a given, **instinctively recognizing the obligations** associated with the norm...
- When the international norm **conflicts with understandings**, beliefs, or obligations established in the domestic sphere, domestic actors may then find appeals to the international norm to be **ineffective in garnering support** for a particular policy.” (Cortel and Davis, 2000)



Studying Attitudes

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Assessing Salience



Established Survey Instrument

N=630

23 Questions

Piloted in Arabic and
English

Demographics

Indicators Measure
Attitudes Cross-Sectors

Instrument:

Antonak (1982, 1998)

- Example Questions:
- 8. Disabled people are in many ways like children.

(-3) Strongly Disagree

(-2) Disagree

(-1) Slightly Disagree

(1) Slightly Agree

(2) Agree

(3) Strongly Agree



Coding Constructs

International Norm on Education

Cronbach's Alpha = .71

Employment

11. Most disabled people are willing to work.

16. The opportunity for gainful employment should be provided to disabled people.

20. Equal employment opportunities should be available to disabled individuals.

21. Laws to prevent employers from discriminating against disabled people should be passed.

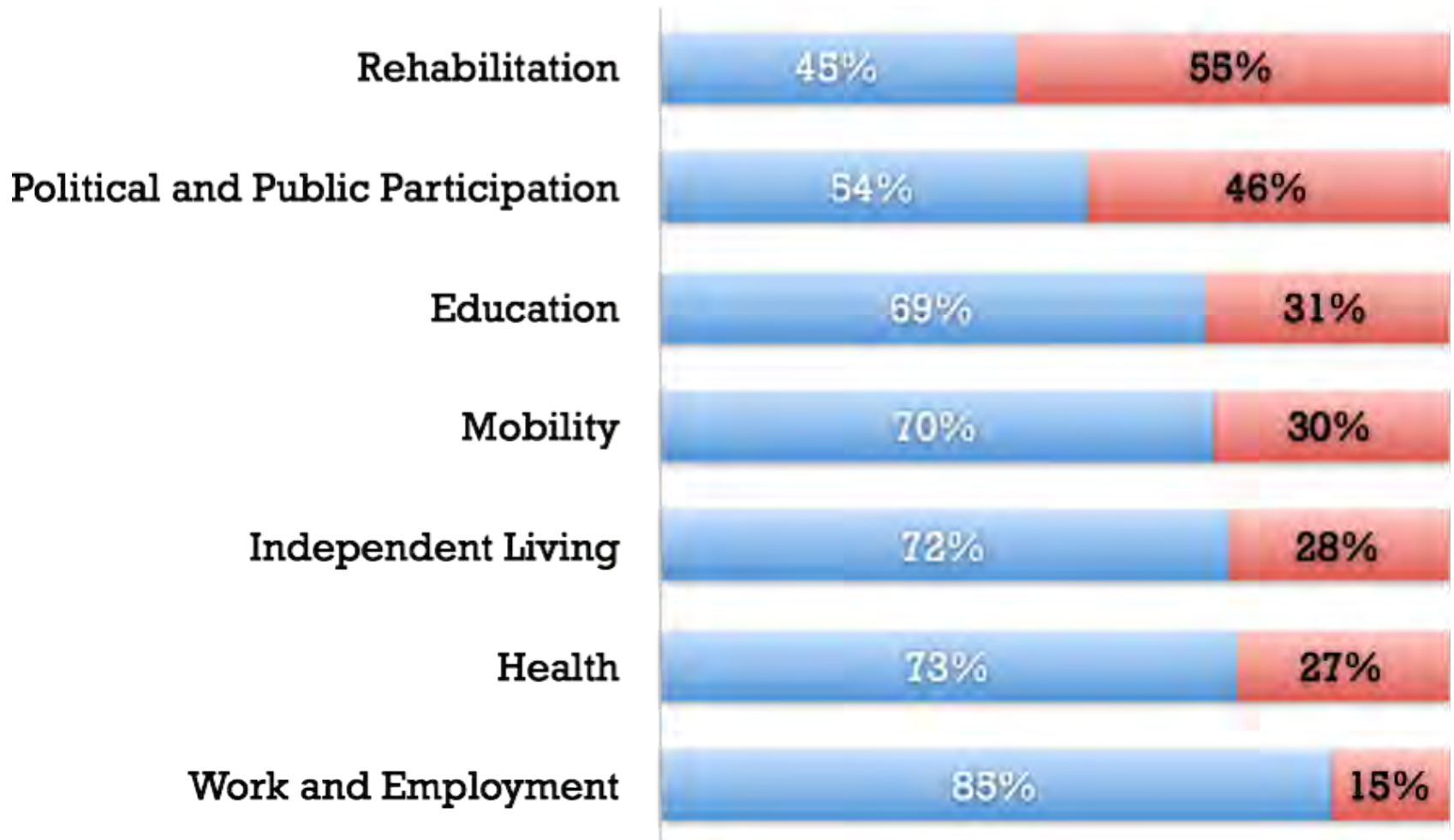
22. Disabled workers should receive at least the minimum wage established for their jobs.

23. Disabled individuals can be expected to fit into competitive society.

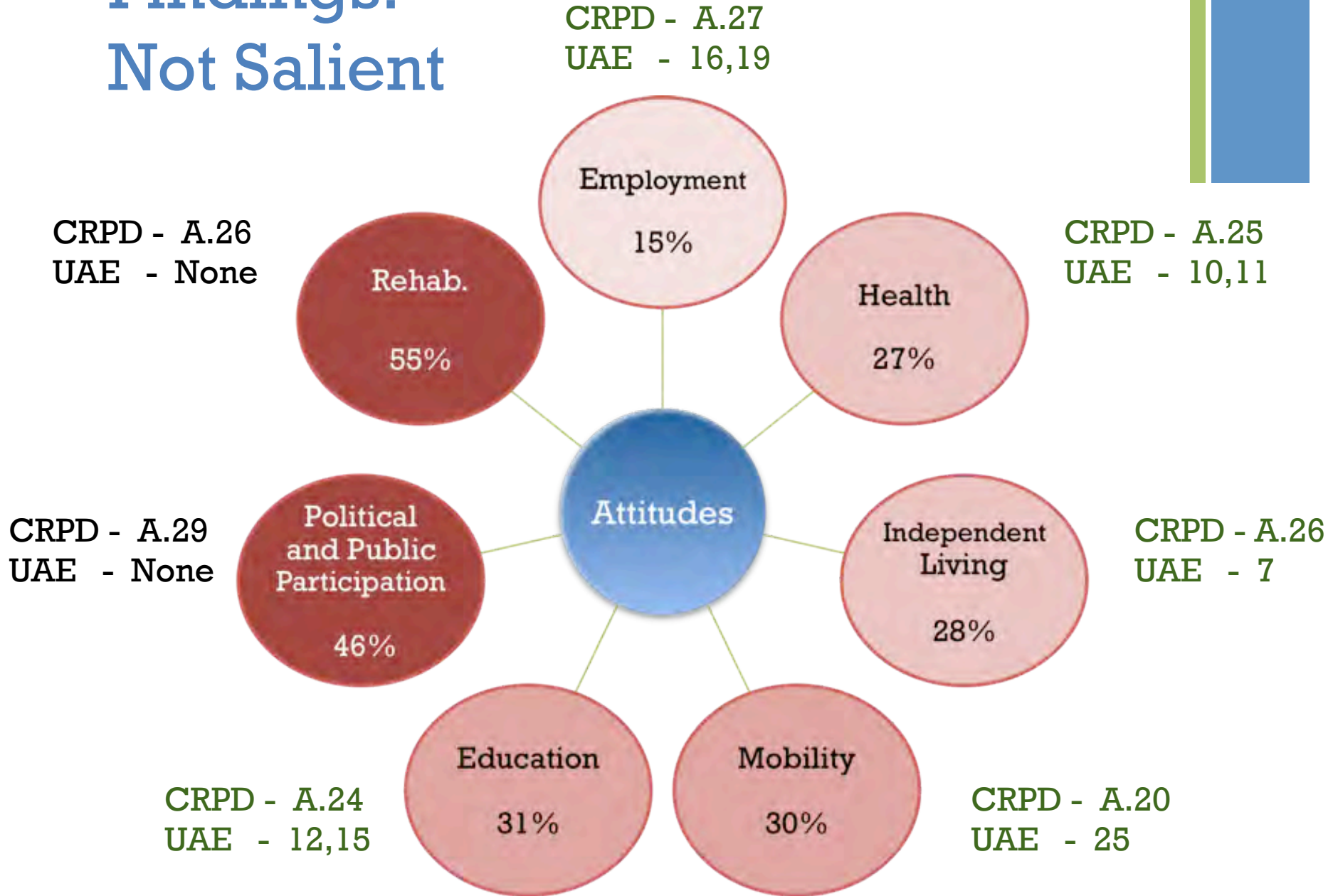


Attitudes towards Persons with Disabilities in the Emirate of Dubai

■ Positive ■ Negative



+ Findings: Not Salient



+

Contribution: Theoretical Framework

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Capability Model of Disability

1.

Thematizes
disability as a
failure between
agent and
environment
along some
dimension

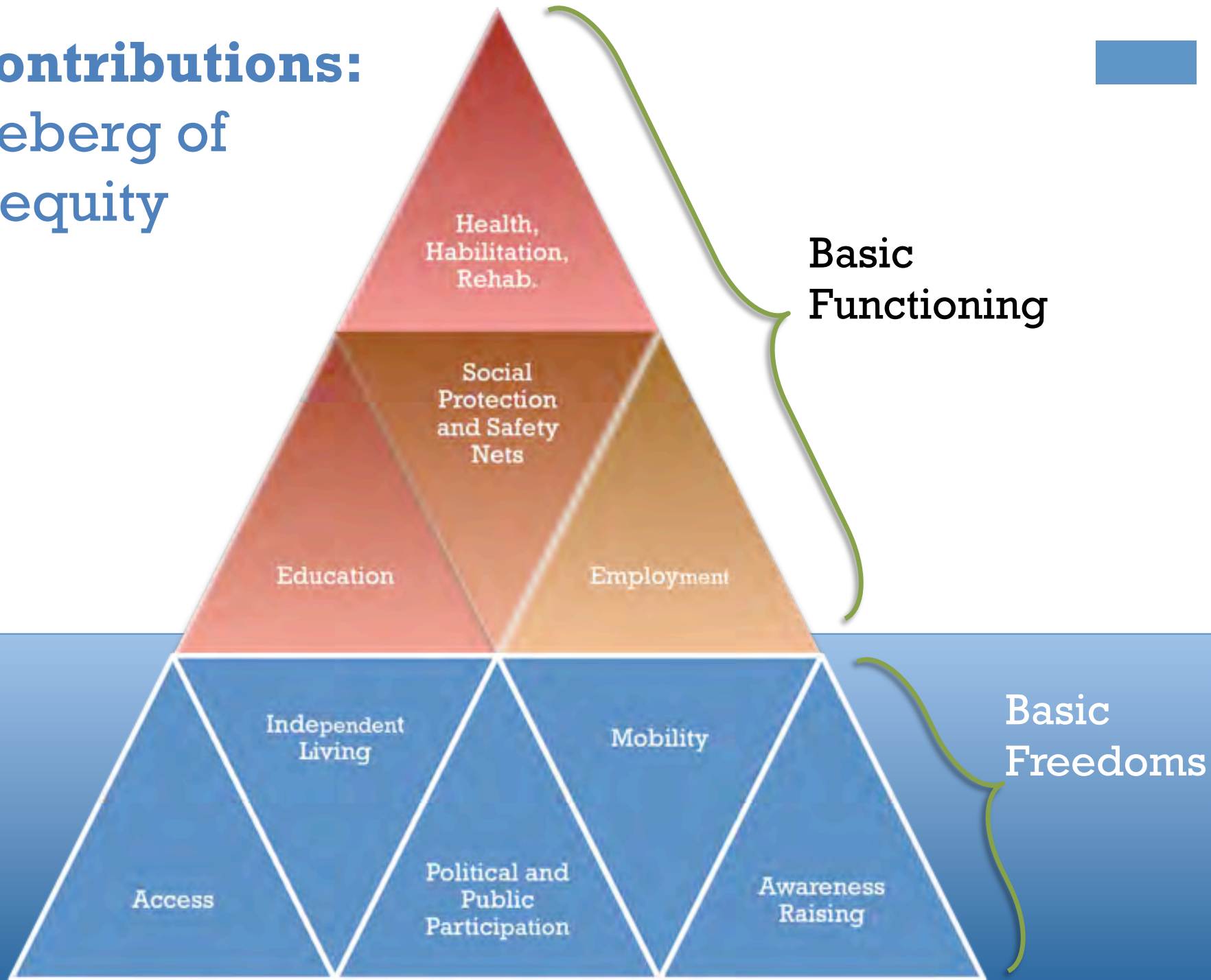
2.

Offers targeted
priorities for
policymaking

3.

Measure
Salience to
assess cultural
coherence

Contributions: Iceberg of Inequity

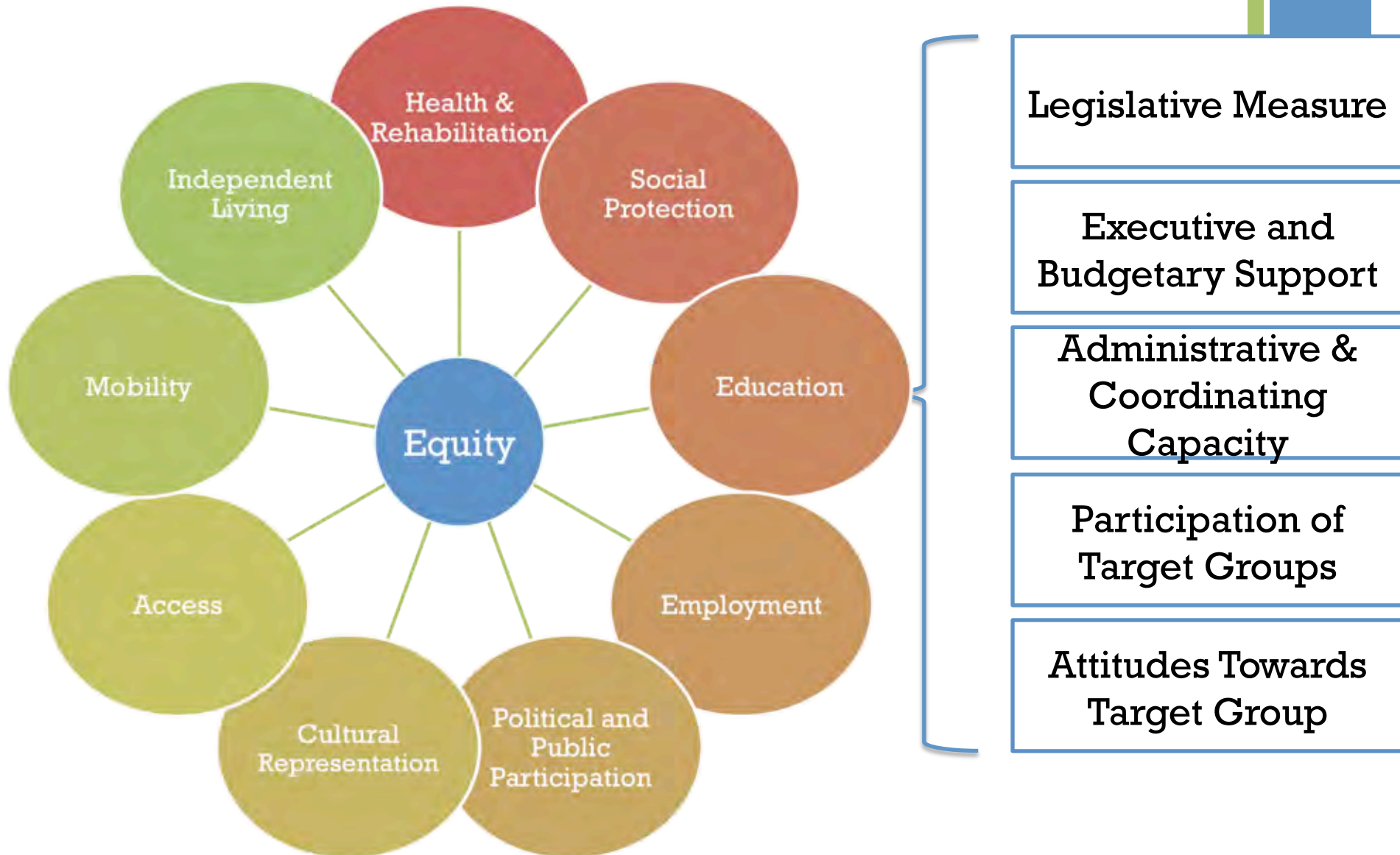


Basic
Functioning

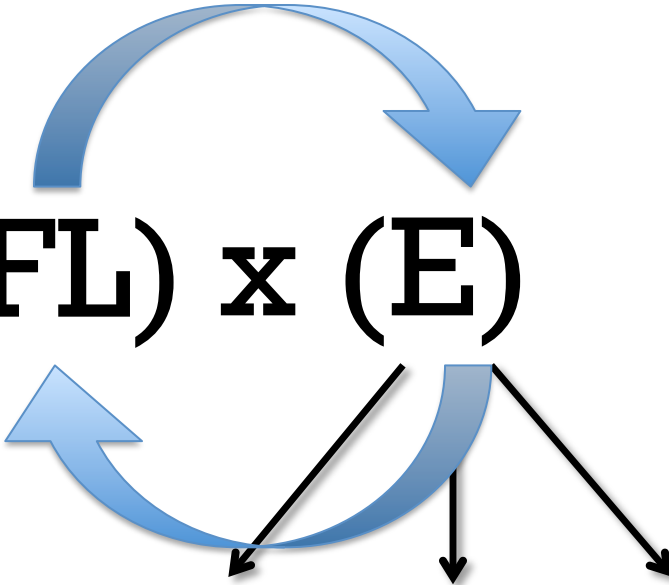
Basic
Freedoms



Comparative Measures of Disability Policy (CMDP)

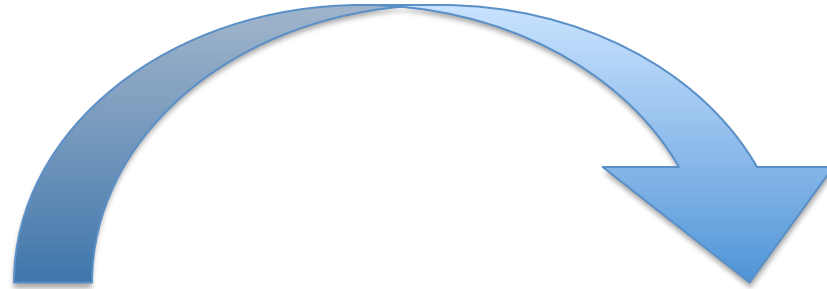


+ Expanding Definitions

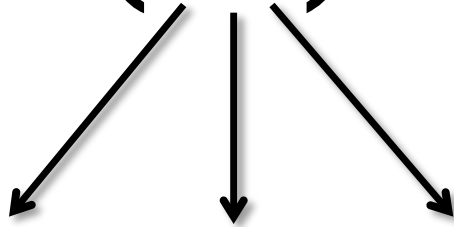
$$D = f(\text{FL}) \times (E)$$


$$D = f(\text{FL}) \times (E_{\text{ph}}, E_{\text{s}}, E_{\text{i}})$$

+ Expanding Definitions



$$D = f(\mathbf{FL}) \times (\mathbf{E}_{\text{ph}}, \mathbf{E}_{\text{s}}, \mathbf{E}_{\text{i}})$$



f(Ph) f(Sn) F(Mn)

+ Expanding Definitions

$$D = f(\text{FL}) \times (E_{\text{ph}}, E_{\text{s}}, E_{\text{i}})$$

f(FL)

Do you have
difficulty

- seeing
- hearing
- walking, climbing
- remembering, concentrating
- self-care, washing all over
- communicating, being understood

+ Research Direction

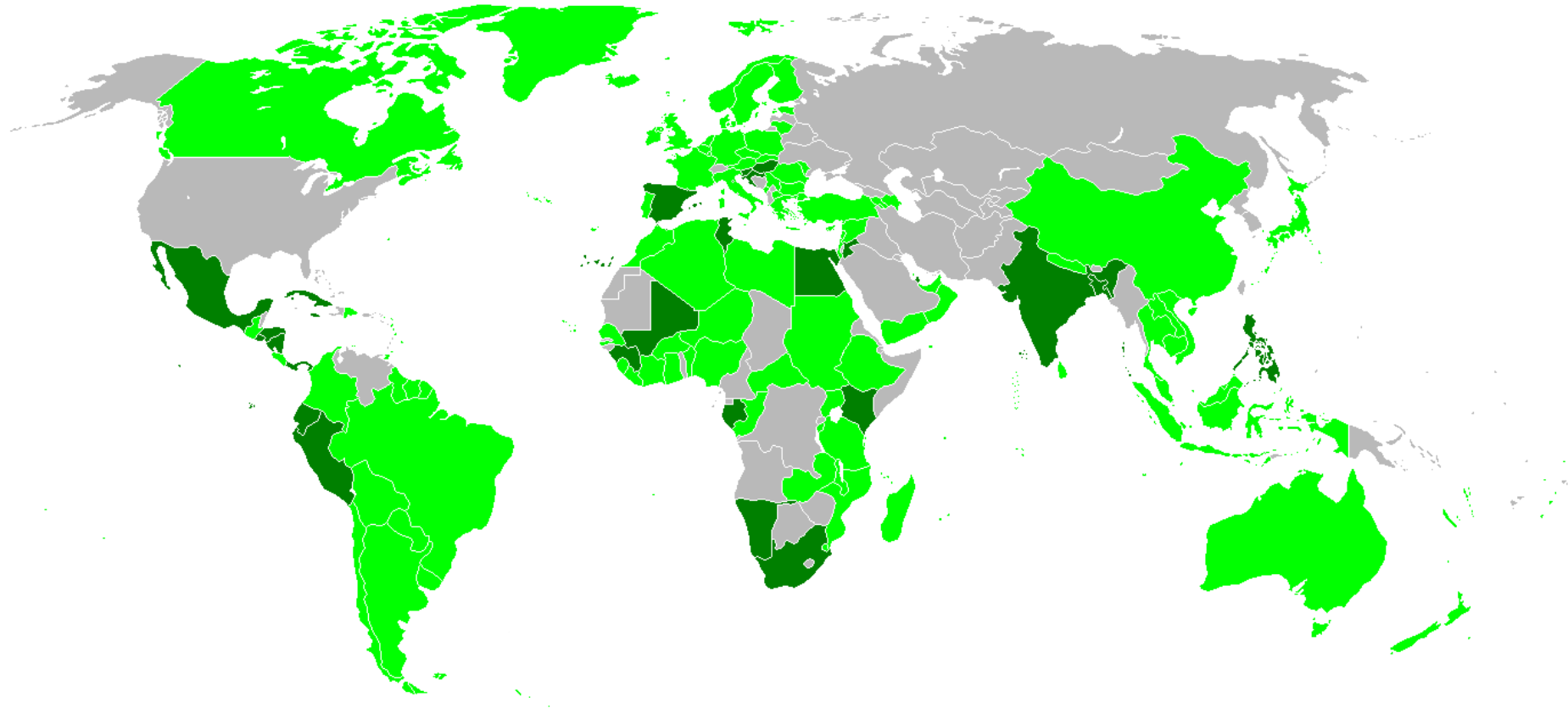
Larger Context

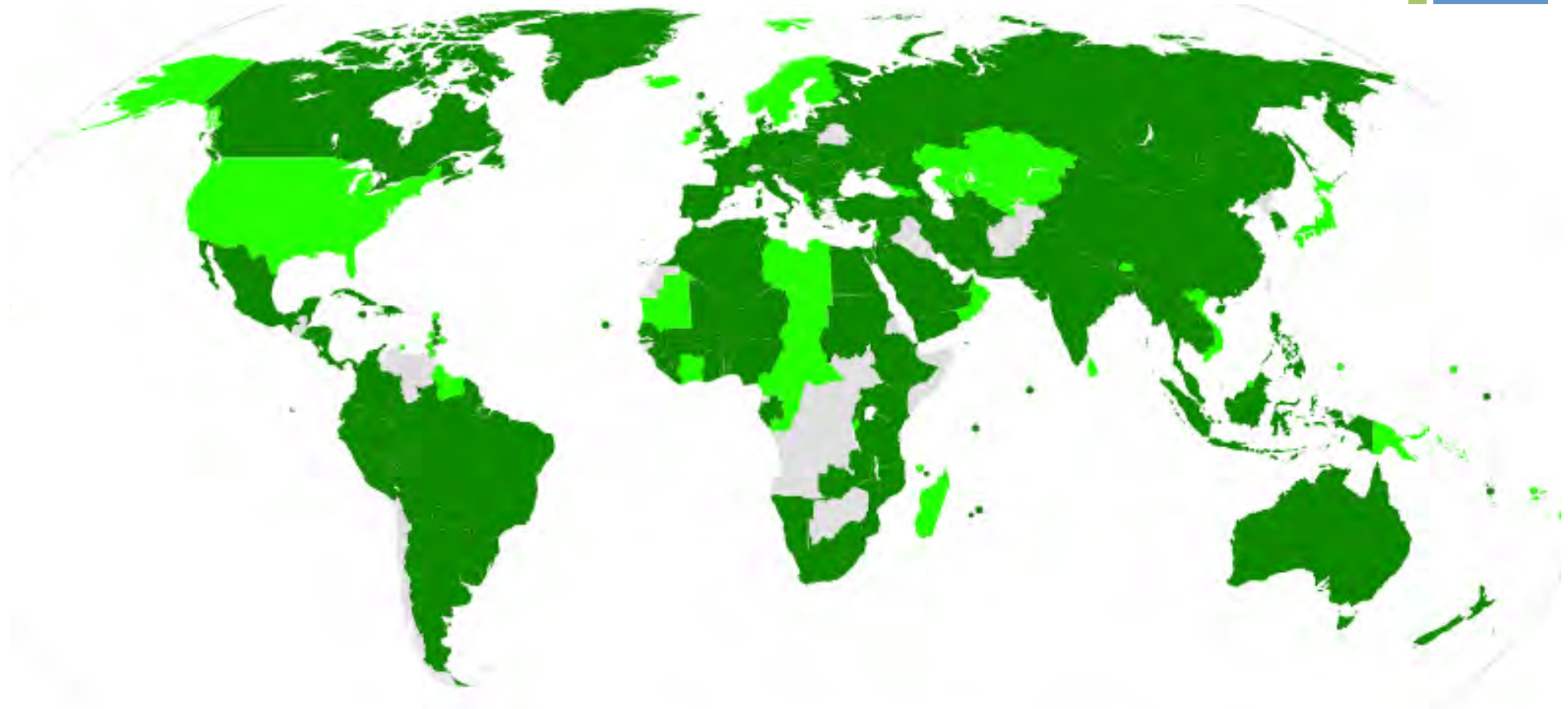
Refine theory and methodology

Invite collaborators to develop a series of empirical studies

Studies inform book project “Disability in Global Cities”

Leverage key relationships to impact practice







Appendix Slides

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CMPD Conceptual Model

Individual (Functionings)

- Health, Habilitation and Rehabilitation (Art. 25 & 26)
- Education (Art. 24)
- Work and Employment (Art. 27)
- Standard of Living (Art. 28)

Individual
Capabilities
(CMDP)

Social (Freedom)

- Accessibility (Art. 9)
- Independent and Community Living (Art. 19)
- Personal Mobility (Art. 20)
- Awareness Raising (Art. 8)
- Political and Public Participation (Art. 29)

Collective
Capabilities
(CMDP)

+

CMPD Conceptual Model

Rule of Law

- Right to life, security of the Person (Art. 14 & 10)
- Equal recognition before the law (Art.5&12)
- Access to Justice (Art. 13)
- Freedom from torture or cruel, inhuman or degrading treatment or punishment (Art. 15)
- Freedom from exploitation, violence and abuse (Art. 16)
- Protecting the integrity of the person (Art. 17)
- Freedom of expression and opinion, and access to information (Art. 21)
- Respect for privacy (Art. 22)

Procedural
Justice
(CMDP)

Monitoring

- Statistics and data collection (Art. 31)
- International cooperation (Art. 32)
- National implementation and monitoring (Art. 33)
- International Monitoring mechanism (Art. 34-40)

Modified
Capability
Model of
Disability
Policy
(mCMDP)

Washington Group Disability Statistics

Do you have
difficulty seeing,
even if wearing
glasses?

Washington Group Disability Statistics

Do you have
difficulty hearing,
even if using a
hearing aid?

Washington Group Disability Statistics

Do you have
difficulty walking or
climbing steps?

Washington Group Disability Statistics

**Do you have
difficulty
remembering or
concentrating?**

Washington Group Disability Statistics

Do you have
difficulty (with self-
care such as)
washing all over or
dressing?

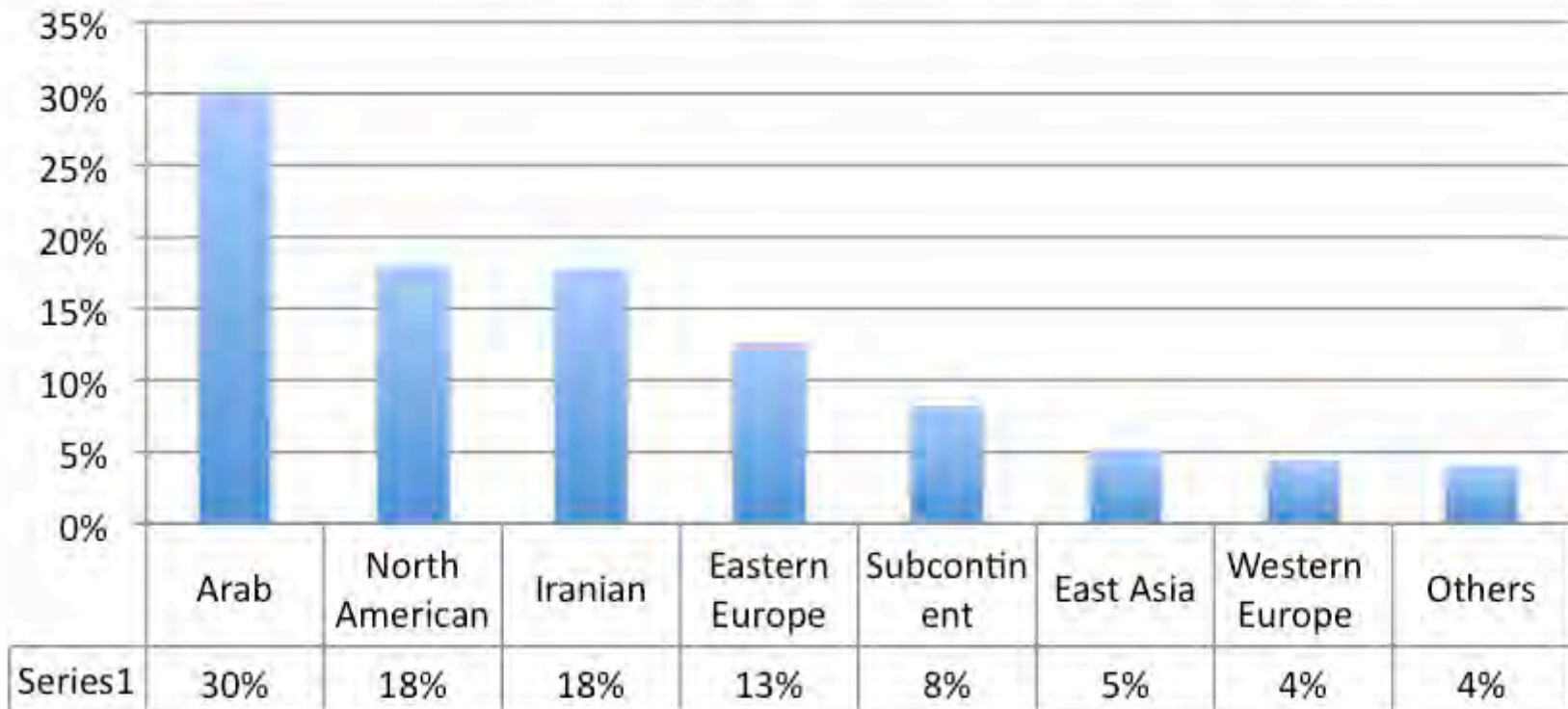
Washington Group Disability Statistics

Using your usual (customary) language, do you have difficulty communicating, for example understanding or being understood?

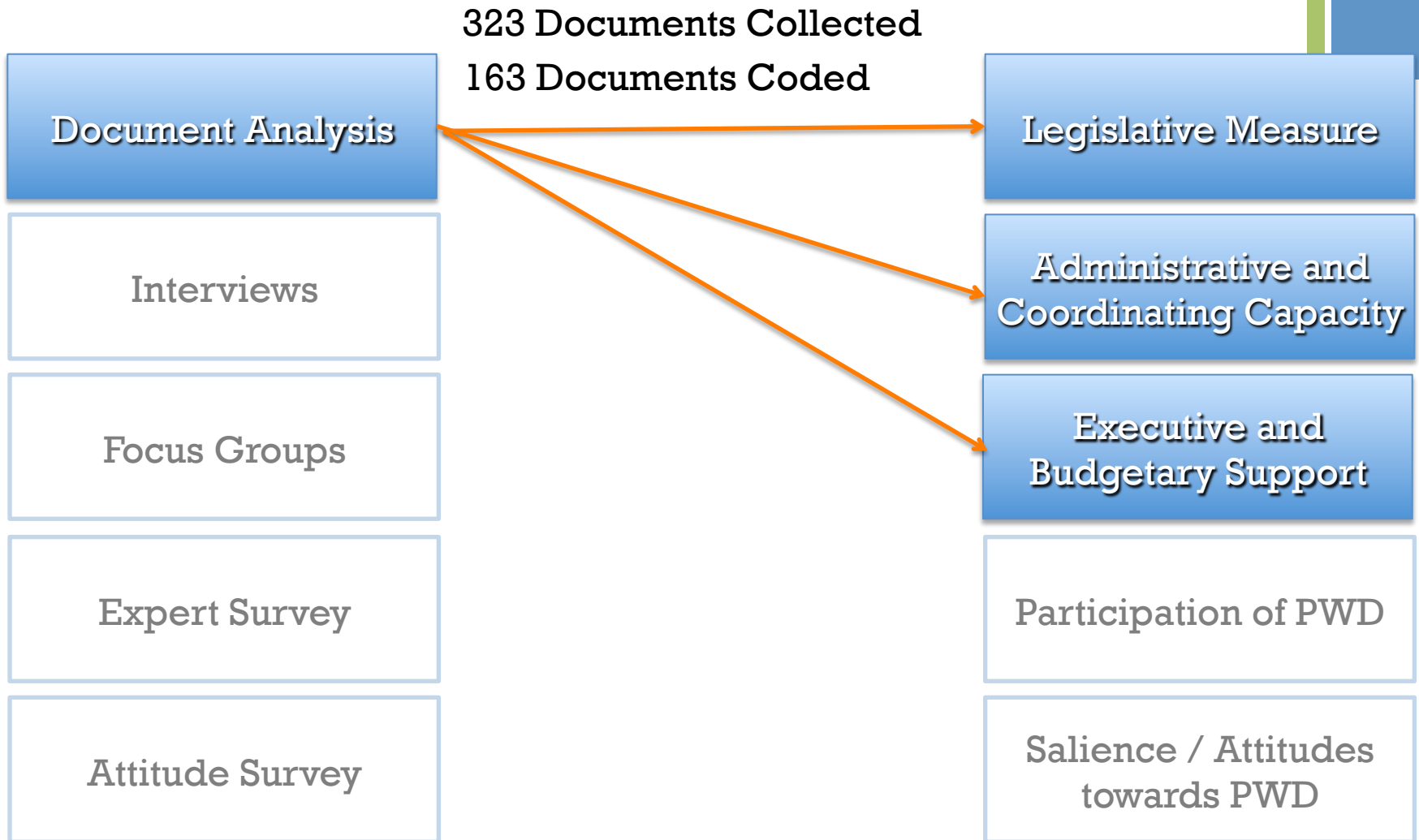
+ Distribution of the Sample

Representative Sampling for General Population

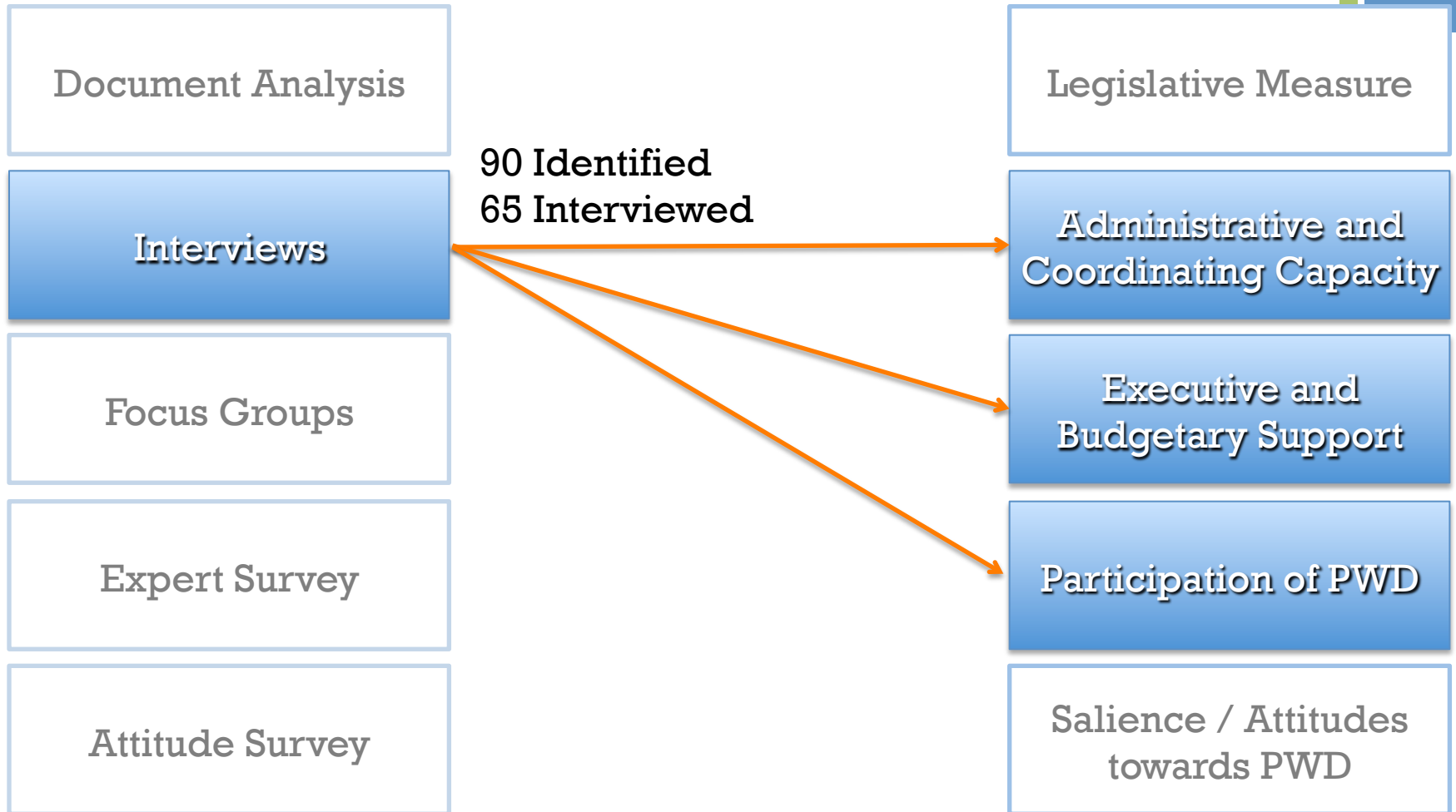
Ethnicity of Respondents



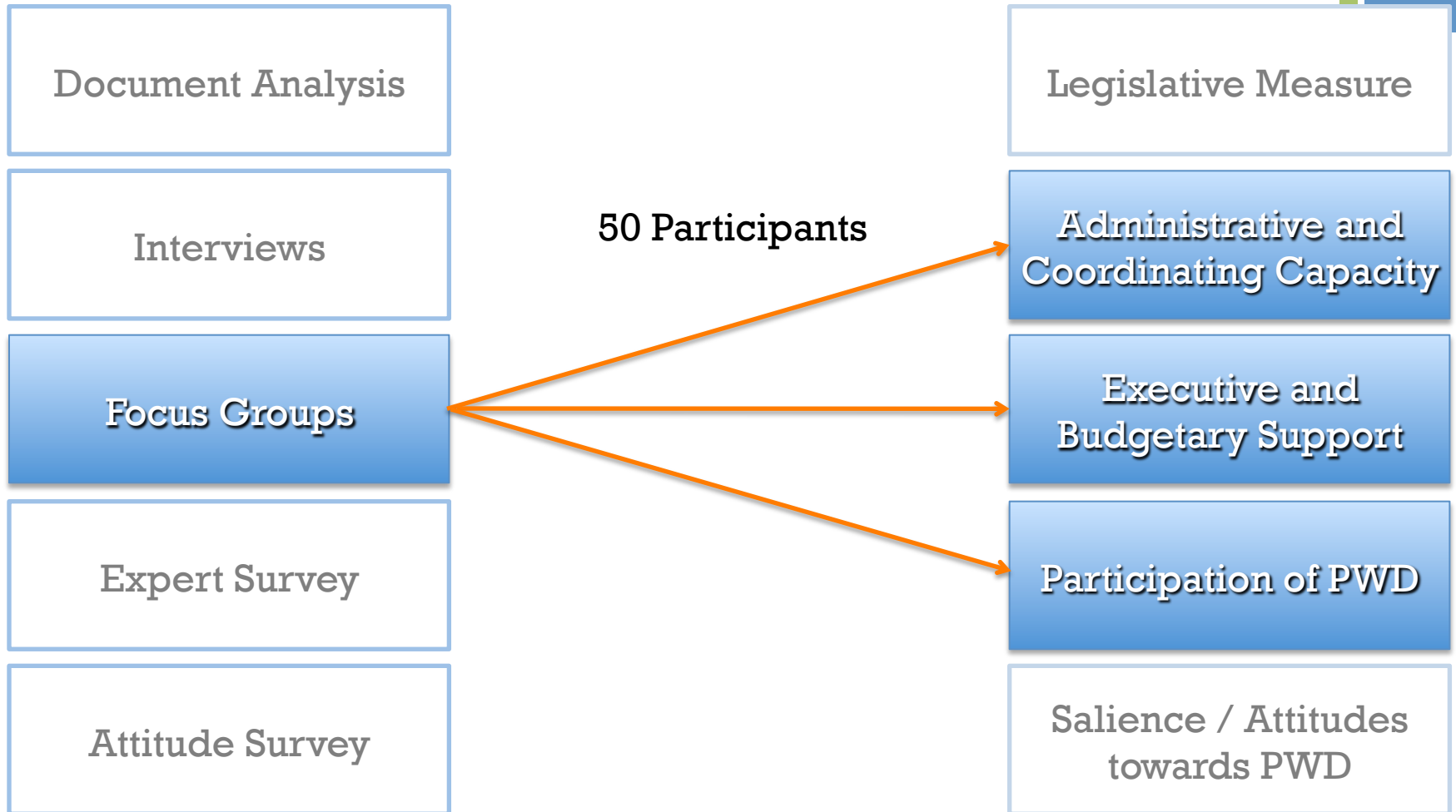
+ Scale of Research Project



+ Evaluative Criteria



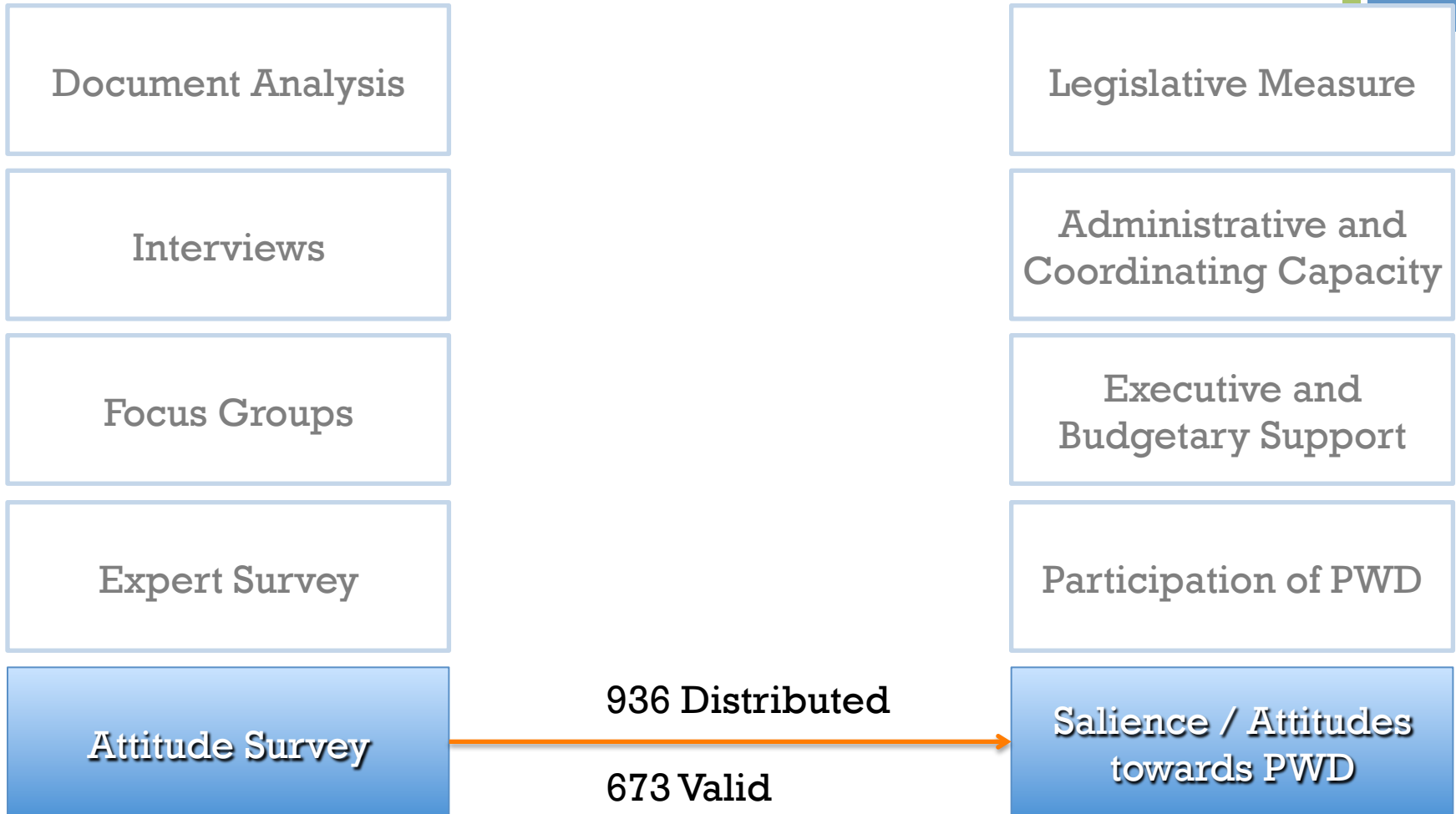
+ Evaluative Criteria



+ Evaluative Criteria



+ Evaluative Criteria







Number of Human Subjects

950 SADP Participants (Attitudes Survey)
673 participants w/valid responses

60 Semi-structured interviews (Case Study)
60 participants w/valid responses

3 Focus Groups (Case Study)
50 participants w/valid responses

1060 Total Participants
773 participants w/valid responses

+ Teaching Goals

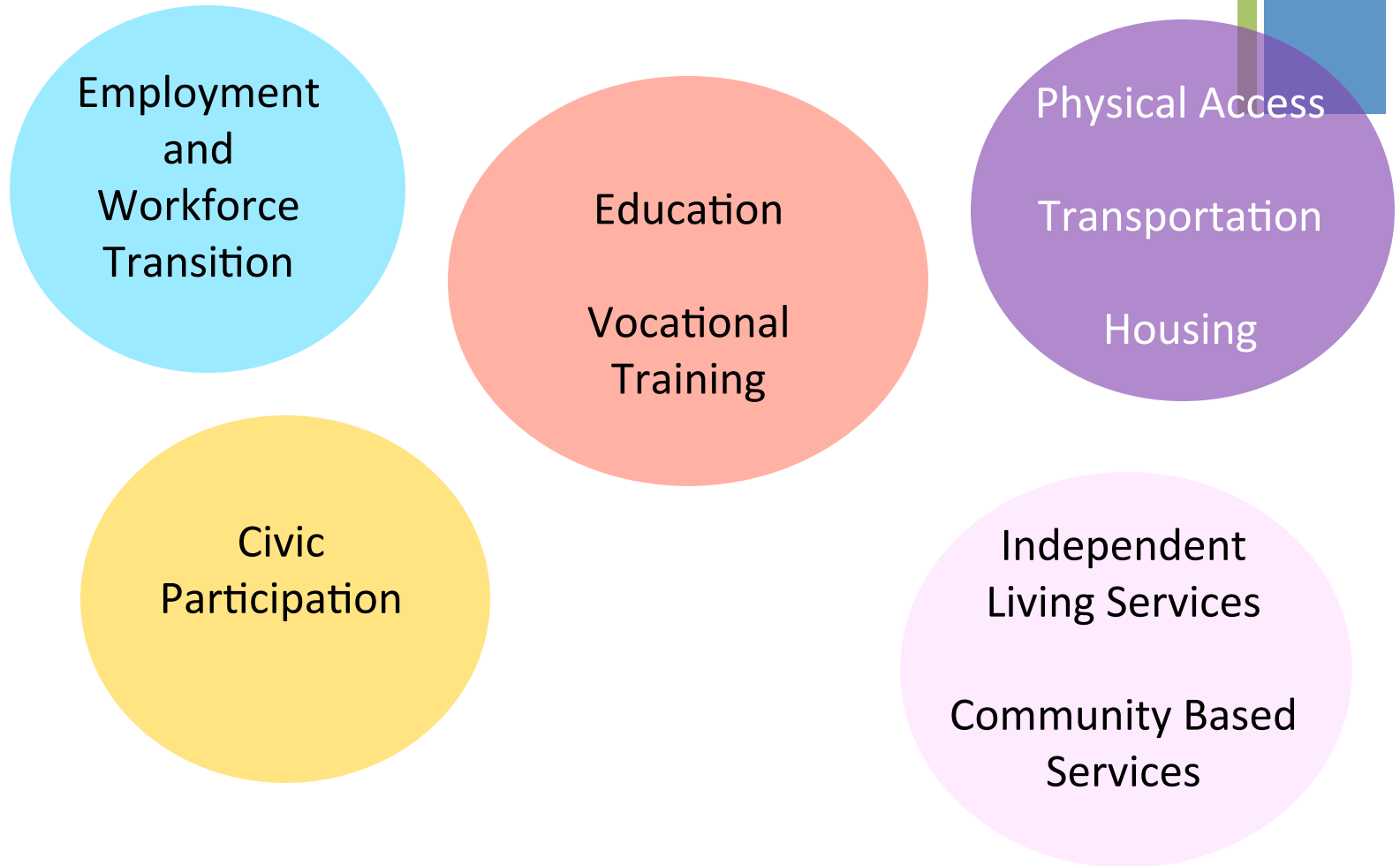
- Planning Theory
- Planning for Diverse Communities
- International Community Development

- Undergraduate Teaching
- Graduate Teaching
- PhD Advising

+ Why a rights-based law in the UAE?

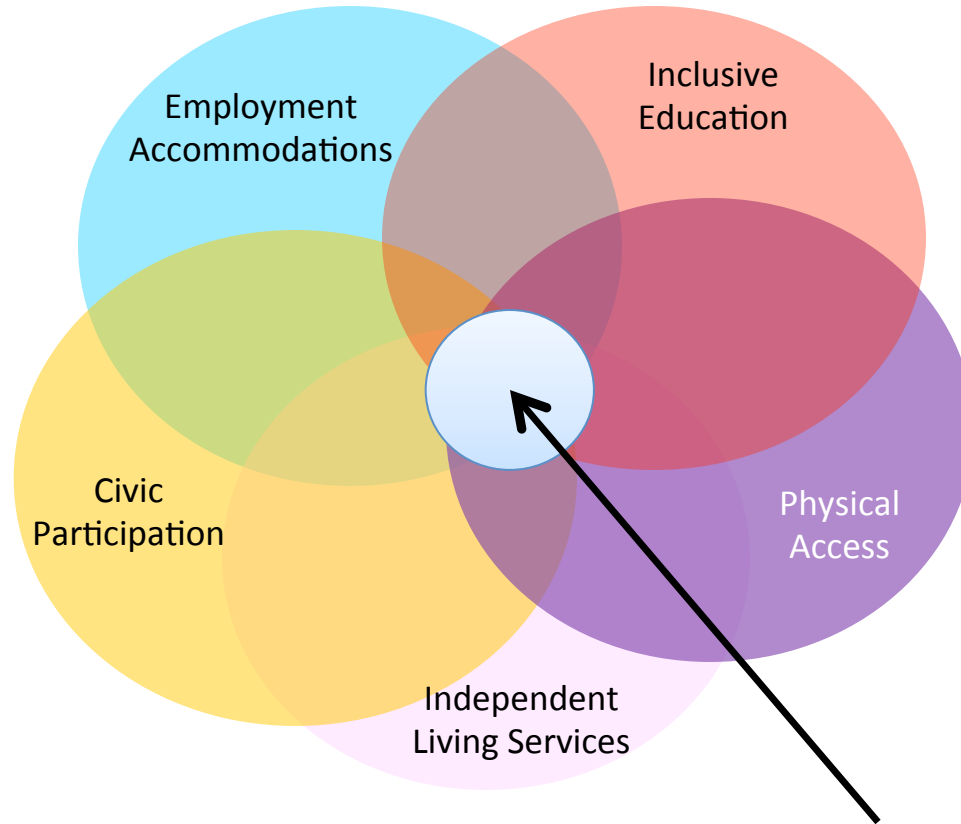
- **Why was the UAE Federal Law No. 29 of 2006 adopted?**
 - Because government ministries were **committed** to support its most vulnerable citizens?
 - To **remove** the **physical** and **social barriers** that persons with disabilities face when accessing government services?

+ Policy Analysis – Policy Incongruence



Modified Figure. Source: Navtej Dhillon and Tarik Yousef. Inclusion: Meeting the 100 Million Youth Challenge, pg. 24

+ Policy Congruence



Inclusion as a Result of
Policy Integration + Capability
Model

Modified Figure. Source: Navtej Dhillon and Tarik Yousef. Inclusion:
Meeting the 100 Million Youth Challenge, pg. 24

Basic freedoms for people with disabilities



Political and Public Participation

- Deliberations
- Advocacy
- Awareness Raising

Access

- Mobility
- Information
- Assistive Technology

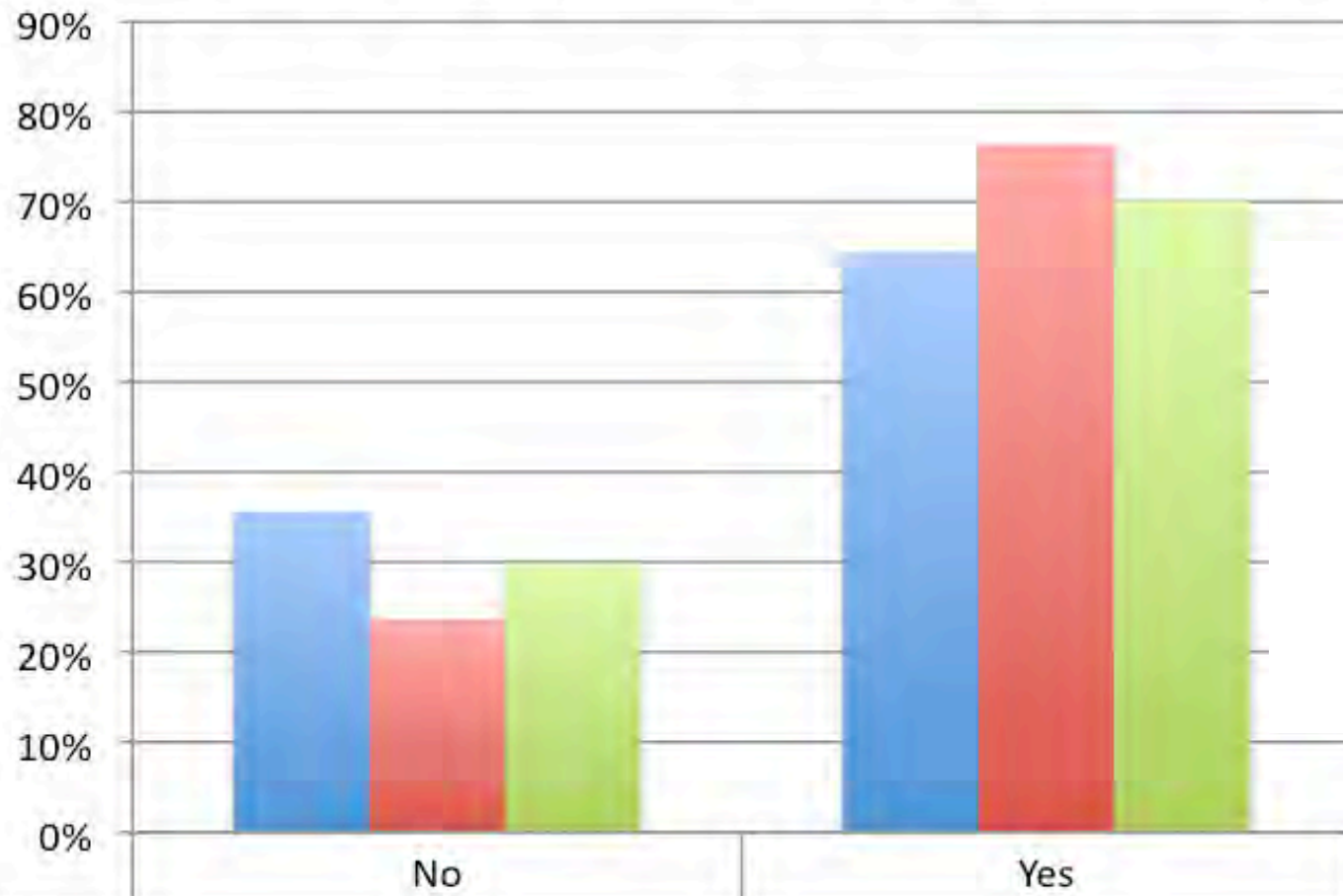
Independent Living

- Deliberation, Choice
- Autonomy
- Leading life you can value

Participation and deliberations are key for realization of basic freedoms and functionings

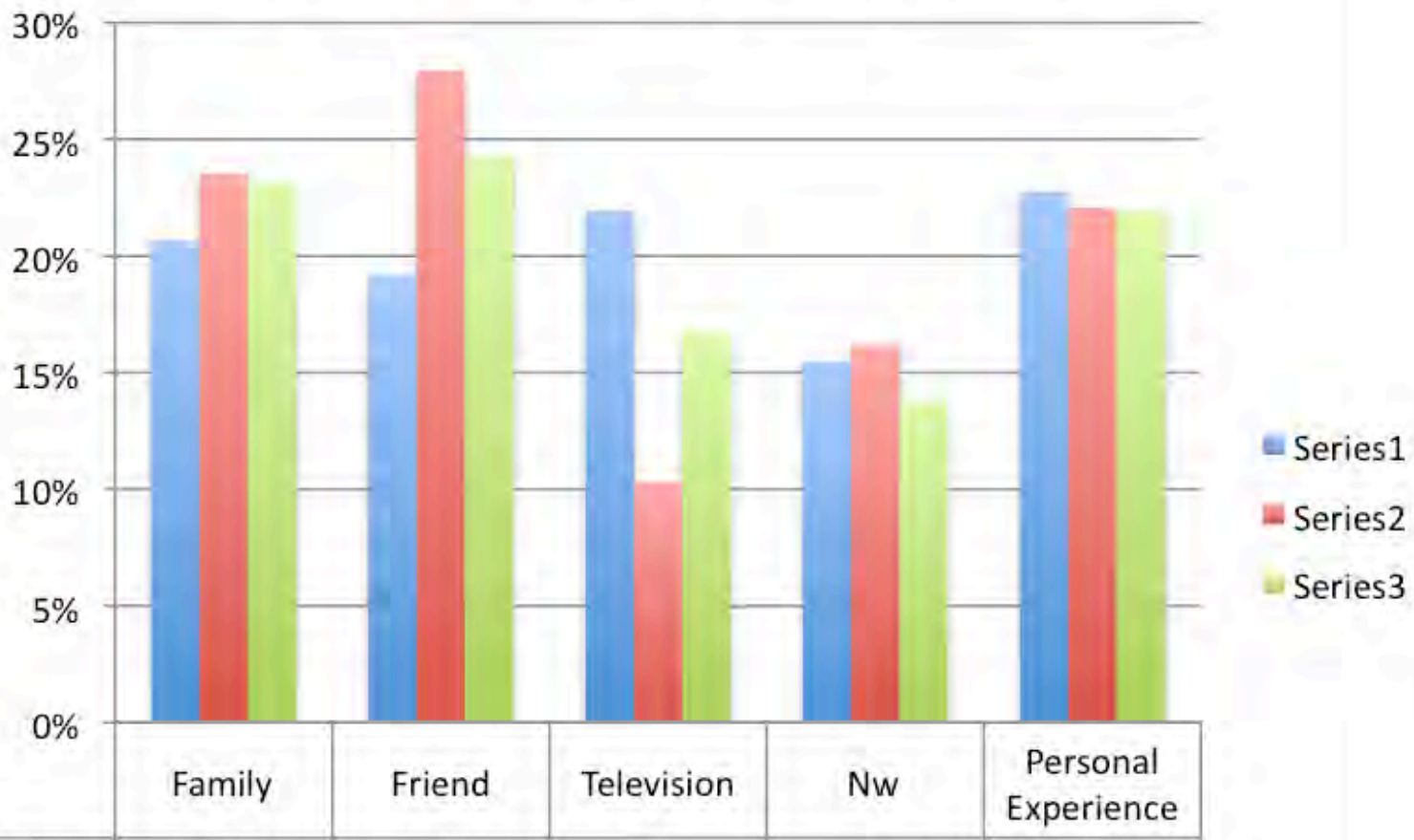
+ Findings demonstrated congruence to international norms

Have you ever known or had contact with somebody with a disability?



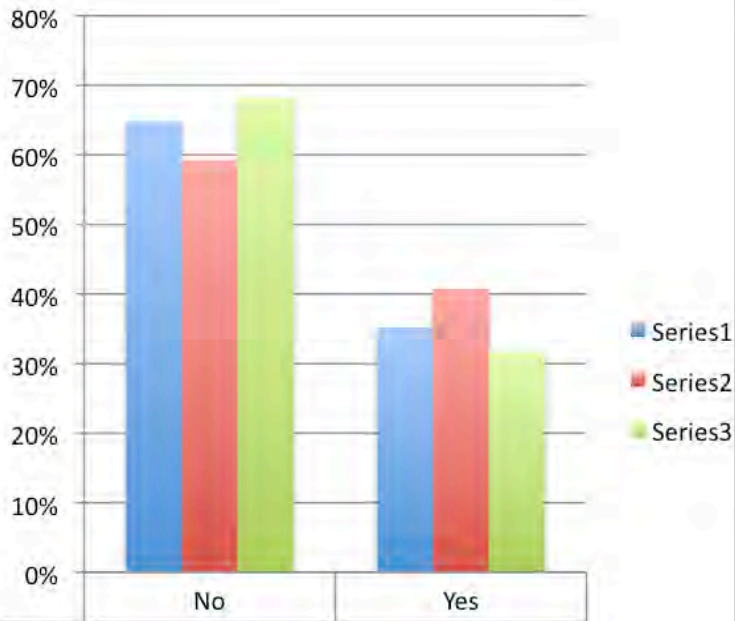
+ Attitude Formation

Where does your impression of somebody with a disability come from?

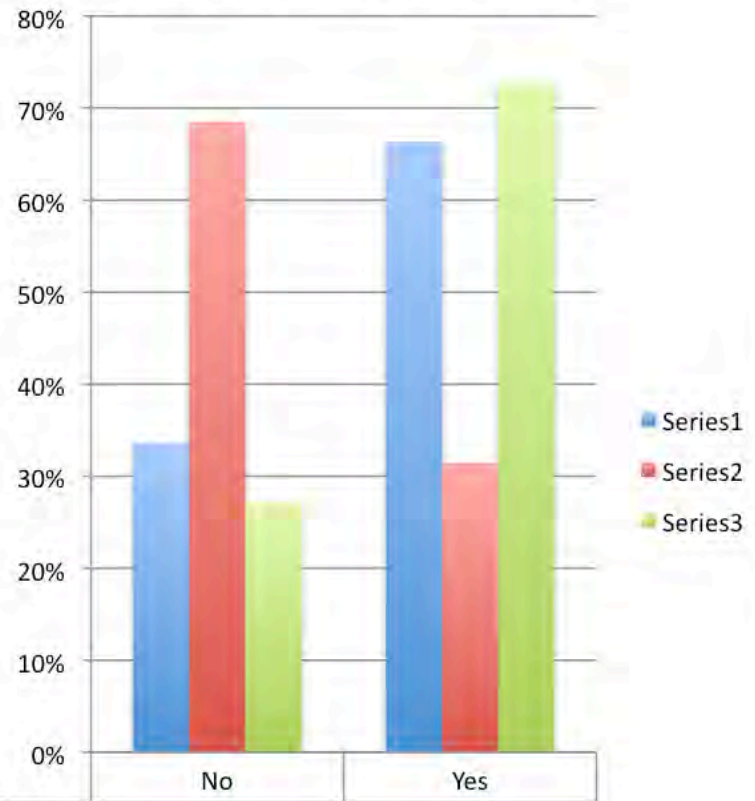


+ External Influence

In the past year, have you ever watched any disability awareness program or participated in any awareness campaign activities?



Have you lived outside the UAE for over one year?





UAE Federal Law No. 29 of 2006

- History of the UAE with disability lens
 - History of poverty and diseases
 - Traditional and tribal society (slow/no growth)
 - Cultural notions of disability
 - Modernizing and Urbanizing Society (hyper growth)
 - Cultural notions of modernity, social policy, progress
 - Growth of medicine, Special Needs Centers, opportunity
 - Social Service Delivery Gap in laws and government
 - International standards for disability rights and protections
 - Local level capacity, power, knowledge lacking

+ Inclusion is Reform

- Inclusion is not about inserting persons with disabilities into existing structures, but about transforming systems to be inclusive of everyone. Inclusive communities put into place measures to support all children at home, at school, vocational centers, sports and cultural events and in their communities. When barriers exist, inclusive communities transform the way they are organized to meet the needs of all children.
- **Source:** *Children with Disabilities. Ending Discrimination and Promoting Participation, Development and Inclusion*, Programme Guidance Note, UNICEF, 2007

Methods: Scales of Approach



■ Policy

■ Institutional arrangements

- Indicators: Building codes, development mandates, cultural norms, social arrangements, regulatory approaches, regional inter-/intra-competition

■ Power distribution

- Indicators: representation in policy development, degree of community participation, number/ effectiveness of public forums, public/private sector interaction, religious and charity groups, civil rights, perception of citizenship responsibilities, effectiveness interagency

■ Access and Control

- Indicators: representation in policy implementation, perception of control, accountability, checks and balances

BASIC FUNCTIONINGS	Content of legislative measures	Administrative and coordinating capacity of implementing bureaucracies	Executive and budgetary support	Participation of persons with disabilities and their organizations	Social attitudes towards people with disabilities
HEALTH	Article	Weak capacity and coordination	Weak Support	No Participation in decisions	High
REHABILITATION	Article	Weak capacity and coordination	Strong Support	No Participation in decisions	Low, due to fears of costs
EDUCATION	Article	Weak capacity and coordination	Some Support	Some Ad Hoc participation	High
EMPLOYMENT	Article	Weak capacity and coordination	Some Support	Some Ad Hoc participation	High

BASIC FREEDOM	Content of legislative measures	Administrative and coordinating capacity of implementing bureaucracies	Executive and budgetary support	Participation of persons with disabilities and their organizations	Social attitudes towards people with disabilities
POLITICAL AND PUBLIC PARTICIPATION	No explicit mention	Capacity but no mandate	Weak Support	Some Ad Hoc participation	Low
AWARENESS RAISING	No explicit mention	Strong Capacity	Strong Support	No Participation	Low
ACCESS	Article 22-23 on access, no mention of information	Weak capacity to monitor compliance	Mixed	Some Ad Hoc participation	High
MOBILITY	No explicit responsibility	Weak capacity and coordination	Mixed	Some Ad Hoc participation	High
INDEPENDENT LIVING	No explicit mention	No explicit mention and no capacity	Weak Support	Little meaningful participation	Medium