

I. INTRODUCTION TO SOCIAL ANALYSIS AND DISABILITY

This Guidance Note offers a practical guide to integrating social analysis and disability-inclusive development into sector and thematic projects and programs of the World Bank. Based on the *Social Analysis Sourcebook*, the Note provides an easy-to-access resource for the social analysis of disability. The Guidance Note examines disability via sectors, cross-cutting issues, as well as by each of the Bank's Regions. It also demonstrates how to ensure disability-inclusive development in the project cycle. The 12 boxes found throughout the following text, highlight a cornucopia of disability-related issues from human rights to institutional barriers for youth with disabilities. The seven annexes offer additional in depth information: Disability Policy checklists, sample Terms of References (TOR), an extensive reference list and a list of resources available on the Internet.

This guidance note is not intended to promote special or separate disability and development projects, but rather to assist Bank projects in better incorporating the needs and concerns of people with disabilities, as well as integrating a disability perspective into ongoing sector and thematic work programs, and to adopt an integrated and inclusive approach to disability.

The Key Guidance Messages:

- Rates of poverty around the world are significantly higher in households with a disabled person. Optimizing the poverty reduction impact of Bank projects, therefore requires a commitment to disability-inclusive development.
- Disability is defined differently throughout the world depending on the social and cultural context; social analysis allows for a more in depth understanding of how disability can be appropriately dealt with in client countries.
- People with disabilities are a highly heterogeneous group with different needs, capacities, and barriers. Being aware of this heterogeneity is critical for effective inclusion of the disabled.
- Exclusion of the disabled is multi-dimensional and leads to huge economic losses.
- At the household level having a disabled member means high out of pocket costs, the loss of productivity of those who care for the disabled;
- At the community and country level, the exclusion of the disabled involves environmental/physical barriers (e.g., inaccessible buildings, transport, infrastructure); institutional barriers (e.g., discriminatory legislation); and attitudinal barriers (e.g., negative stereotyping of PWD, social and cultural stigmas).
- Because many developing countries experience from 12 to 20 percent of their population as non-productive due to disability. Social Analysis identifies how the Bank's sector and thematic work programs can provide more disability-inclusive design in buildings, water sanitation systems, roadways, pathways, health and education services, post-conflict reconstruction.
- Reconstruction after natural disasters and conflicts, present a window of opportunity for making more accessible buildings, walkways, ramps, and other service offerings for the disabled.
- Some sectors have developed clear-cut disability guidelines over a long period, while others have just begun to assess the relevance of disability issues to their sector.
- Social analysis of disability concerns should begin during the project design stage.
- Addressing disability issues do not require separate safeguards (e.g., indigenous, gender, etc.)
- Disability issues include sensitive terminology - the definition of disability and using the context appropriate terms are important to building working relationships with stakeholders and beneficiaries.

Why Social Analysis and Disability?

Over the past decade, the World Bank has begun to articulate an approach on disability and social inclusion in their development programs by building more awareness and influencing operational practices. Although there is no specific Bank policy related to the disabled that is comparable to its policies, for example, on gender or indigenous peoples, nevertheless, existing Bank policies, procedures and activities can be effectively inclusive of disability issues in a way that has legal and practical relevance for achieving the Bank's mandate of fighting poverty.

Given the large amount of lending for physical infrastructure for the construction of schools, public buildings, transportation systems, street paths and other public infrastructure, the awareness of disabilities as a social inclusion issue is beginning to be more integrated in project development. Between 2002 and 2006, for example, it is estimated that four percent of all World Bank projects by number and five percent of new lending volume were projects with a disability component (\$4.9 billion) and six percent of all Economic and Sector Work.¹

The guidance note was developed in collaboration with the Human Development Network's Disability and Development Team of the World Bank and has several audiences in mind. It is addressed primarily to social scientists within and outside the Bank who are expected to assist our clients—Bank task managers and project authorities in borrowing countries—in integrating disability issues and social dimensions into Bank-financed operations, especially those in infrastructure. A second audience is the Bank's task managers themselves, as well as other members of project teams that work in and across sectors in which inclusive development and disability or informed social analysis is a necessary tool for ensuring quality in Bank projects. The guidance note will also support country managers and sector managers in ensuring that their task teams consider disability and social development dimensions adequately in the design and implementation of Bank-supported operations. Finally, the note is expected to be of use to client-governments, civil society and other stakeholders in considering how best to integrate social issues into development efforts.

As with all guidelines, the actual application of the framework and suggestions provided here will depend on the project or program, local context, and available resources, and thus an adaptive approach is needed in each project. We hope this guidance note provides a good basis for improved understanding of disability-inclusive social analysis, and contributes to better project outcomes over the long term.

Poverty and Disability

Disabled people constitute one of the largest and poorest groups among people living in poverty.
Jean-Louis Sarbib²

With the World Bank's overarching goal of poverty alleviation, economists and other development specialists have begun to more fully recognize that in order to address the global issues of poverty, the Bank must also design projects and programs that significantly include those poor and vulnerable populations with disabilities. Disabled people face a much higher risk

¹ Sipos (2006).

² Sarbib (2005).

of poverty, and in turn, the poor experience a higher risk of functional limitations and disabilities. Estimating the number of disabled people in developing countries is highly problematic in part because of the multiple and differing definitions of disability, and also the difficult task of collecting such data. Nevertheless, experts agree that at least 600 million people are living worldwide with disabilities.

The majority of people with disabilities are living in developing countries. Their numbers are rising due to conflict, malnutrition, accidents, violence, communicable and non-communicable diseases including HIV/AIDS, aging and natural disasters. Disabled people are often subject to stigmatization, excluded from schools or the workplaces, and often end up depending on others in the family and community for physical, social and economic support. In addition to being vulnerable to exclusion, according disabled people are disproportionately poor, and poor people are disproportionately disabled.

One of the reasons for the dearth of efforts to include disability in international programs is the lack of understanding of how this distinct vulnerable population—people with disabilities and their families—has on advancing the development process.³ The Millennium Development Goals (MDGs), which represent key policy directions for targeting income, poverty reduction, health, environment, and other sectors, do not specifically reference the needs of people with disabilities, even though a third of disabled people are children.⁴ Many consider that reaching the Millennium Development Goals is unlikely to be achieved unless the rights and needs of people with disabilities are considered in the process of development (Box 1, 2).

Box 1. Human Rights and the World Bank

While the Bank does not yet have a formal policy on human rights, senior management have on several occasions confirmed that the Bank is committed to upholding and strengthening human rights principles. There are however practical as well as conceptual challenges in this: It is difficult to reconcile a comprehensive, normative human rights framework with the development reality of gradual, incremental, and uneven progress on civil, political, social and economic rights, where tradeoffs are the rule rather than the exception. However, efforts are now underway, coordinated among several departments and groups in the Bank, to learn and develop good practices in these areas, and to strengthen the Bank's work to contribute to progressive realization of human rights.

Hand in hand with understanding the cross cutting concerns between disabilities and development efforts, mounting evidence points to the high economic costs of excluding people with disabilities on the development agenda and the productive cycle—as it is estimated that the global annual GDP loss due to exclusion of disabled people from the labor market is between US\$1.37 and 1.94 trillion.⁵ Furthermore, disability does not affect only one individual, but usually has ongoing repercussions on an entire household, especially in terms of time and money that is required to provide special care for an individual with disabilities.

³ Edmonds (2005).

⁴ Peat (1997).

⁵ Metts (2000).

Box 2. People with Disabilities and the MDGs: Examples of Linkages

- **Eradicate Hunger and Poverty**
Disabled people make up as much as one-fifth of the poor worldwide.
- **Achieve Primary Universal Education**
Forty million of the 115 million children not attending primary school in developing countries have disabilities.
- **Promote Gender Equality and Empower Women**
Disabled women and girls are more likely to be victims of sexual abuse. Violence against women causes psychological disabilities. Certain health conditions, such as obstetric fistula, are particularly stigmatized leading to disability.
- **Reduce Child Mortality**
Children with disabilities are at a higher risk of dying because of medical conditions, but also due to lack of access to public services and intense stigma—even within their own homes.
- **Improve Maternal Health**
Disabled women have less access to public health and information, placing them at greater risk of unwanted pregnancies, poor maternal health outcomes and HIV/AIDS/STIs.
- **Combat HIV/AIDS, Malaria, TB and Other Diseases**
AIDS and other infectious diseases can be disabling in and of themselves. Further efforts to control these diseases frequently do not encompass disabled people, putting them at higher risk of contracting these diseases.
- **Ensure Environmental Sustainability**
Environmental health problems can lead to the onset of many types of disabilities; inaccessible environments prevent disabled people from taking part in economic and social activities.
- **Develop a Global Partnership for Development**
A partnership implies inclusion, which means everyone.

Source: Guernsey, Nicoli, and Ninio (2006)

One of the most significant recent developments is the UN Convention and the 58th World Health Assembly (2005) resolution on "Disability, including prevention, management and rehabilitation" calls for improved harmonization for inclusive development and improved access to quality rehabilitation, mental health and other essential services for all (See Annex 5). This requires joint global action. International working groups consisting of major bilateral and multilateral donors, NGOs (including Disabled Peoples Organizations) and the private sector have been established to develop core strategies on the health and rehabilitation requirements of persons with disabilities and others. The Bank plays a key role for inclusive development, due to its prominent role in the global inclusion of disability into development, knowledge, a large lending portfolio and strong technical expertise within the area of sustainable economic growth and poverty alleviation. Often the Bank plays a very central role at country level, as a key partner to the Ministry of Finance and Planning with a strong potential for enhanced cross-sector coordination and collaboration. The Bank is a natural partner to facilitate and support the recipient government in its attempt to minimize duplication and strengthen harmonization among all partners within the respective country's national policy, strategy and legal framework.

To date, many programs targeted to people with disabilities are found in civil society and NGO-based activities. Although many of these programs remain limited in scope, major development agencies are demonstrating efforts to raise the profile and importance of addressing the needs of people with disabilities in development planning and programming (see Annex 7).

The Many Definitions of Disability

How one defines disability depends on the reasons for defining it (e.g., establishing a disability pension program versus making public services accessible). Disability is often defined as a

physical, mental, sensory, or psychological condition that limits a person's activities. Previously, medical models of disability viewed disability as a deficiency embodied in an individual. More recently, however, the social model of disability conceptualizes disability as arising from the interaction of a person's functional status with the physical, cultural, and policy environments.⁶ If the environment is designed with appropriate accommodations and supports those people with functional limitations, then they would not be "disabled" in the sense that they are able to fully participate in society.

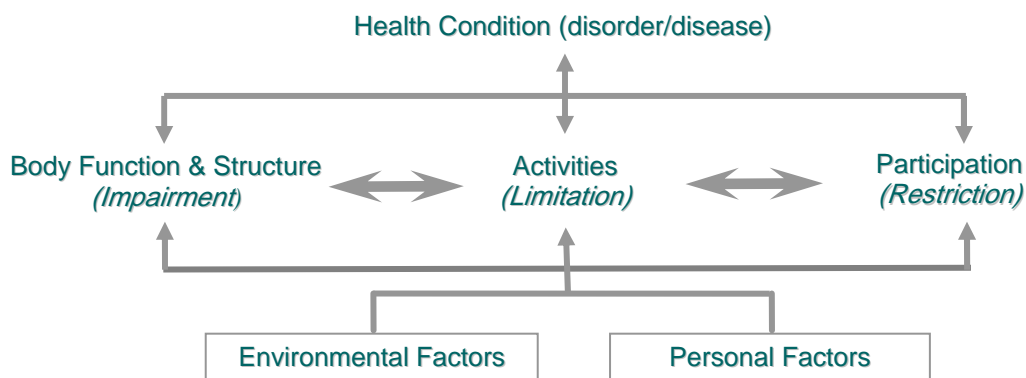
Within established economies, the prevalence rate varies from eight percent to over 20 percent. Much of this variance can be explained by how different countries define disability. In some countries, a person who controls diabetes with diet alone is considered disabled. Whereas in other countries, a person is disabled only if she has impairments that permanently and completely prevent her from working. In addition to definitional difficulties, difficult measurement problems inhibit the ability of creating a solid statistical foundation about disability in developing countries.

According to the social model, identifying disability consists of examining the participation levels of people with different functional statuses. The ICF Classification of Functioning, developed by the World Health Organization, has made significant progress in measuring functional capacity.⁷ Disability is not an "all or nothing" concept, but instead people with disability may be classified according to a detailed description of their functioning capacity within various domains, with the perspective that disability arises when barriers exist to participation.

- Body Structure and Function --refers to the physiological and psychological functions of body systems (including age and gender);
- Activities--pertain to a range of individual deliberate actions, such as getting dressed or feeding oneself; and,
- Participation-- refers to activities that are integral to economic and social life, such as being able to attend school or hold a job.

Disability in the ICF arises out of activity limitations and participation restrictions that grow out of the interaction and limitations in an unaccommodating environment. These interactions are summarized in Figure 1.

Figure 1. The ICF Model



⁶ See Shakespeare and Watson (1997) and Hughes and Paterson (1997).

⁷ See ICF homepage at www3.who.int/icf/icftemplate.cfm

Quality data on disability does not generally exist for many developing countries.⁸ Even when data exist, official statistics vary greatly --- not just because different countries use different data instruments (e.g., a census, survey or administrative data) but also because they can have different methodological approaches and capacities for measurement and different capacities for measurement. To address this issue, the Bank has been working with the United Nations Washington Group on Disability Statistics and the World Health Organization (WHO) to establish an internationally comparable approach to measuring the general prevalence of disability. This approach draws on the functional framework embodied in the International Classification of Functioning, Disability and Health (ICF) developed by the WHO. In the few developing countries in which this approach has been implemented, findings indicate a disability rate of about 10 to 12 percent, with about two to four percent of the population having significant disabilities. This estimate is in line with the often-cited United Nations figure of a 10-percent disability rate (although this rate is best understood as an “informed guess,” based on data available from developed country sources).

Box 3: Disability Prevalence

Reported disability prevalence rates vary widely. In many developed countries, the rates are quite high. The prevalence rates in the United States and Canada are 19.4 percent and 18.5 percent, respectively. Conversely, developing countries often report very low rates. In countries such as Kenya and Bangladesh, the reported rates of disability are under one percent. These rates vary for a number of reasons: differing definitions of disability, different measurement methodologies, and variance in the quality of these measurements.⁹

ICF has been tested and implemented in many countries, and generates a narrower range of prevalence estimates (e.g., Brazil 14.5 percent, Zambia 13.1percent, Nicaragua 10.3 percent). Quality data sets are not yet available to make definitive estimates. It is very important, however, to keep in mind that disabilities range from mild to moderate to severe. It is therefore much more useful to present information on the range of disabilities, instead of reporting a single prevalence rate. For example, the overall disability rate in Ecuador was measured at about 12 percent, but the rate of severe disabilities was at four percent.

TTLs and Understanding Sensitive Disability Terminology

In the field of disability and development, terminology can be a sensitive issue. Accordingly, knowing the definition of disability and using the context-appropriate terms are important to building working relationships with stakeholders and beneficiaries. To date, terminology issues have been addressed by asking TTLs to work with local groups and people with disabilities and to engage them in a dialogue about what is the most accepted terminology in the countries where they located. The preferred terms are usually *disabled person*, *people with disability*, and *people with disabilities*. The UN makes reference to *persons with disabilities*, another common and acceptable term.¹⁰ The term *impairment* should be used with care, and only under special

⁸ Mont (2005).

⁹ The UN created the Washington Group on Disability Statistics to generate a systematic approach to measuring prevalence of disability internationally across countries. The census questions they endorsed attempt to measure that portion of the population that has a limitation in a basic core activity of daily living, such as walking or seeing. See <http://www.cdc.gov/nchs/citygroup.htm>

¹⁰ <http://www.unescap.org/esid/psis/disability/decade/terminology/htm>

circumstances.¹¹ The following represents among the most accepted definitions currently promoted.¹²

Disability: the outcome of the interaction between a person with impairment or health condition and the negative barriers of the environment (including attitudes and beliefs, etc.).

Disabled person/people: a person or people (group of individuals) with an impairment or health condition who encounters disability or is perceived to be disabled.

Environmental factors: factors that make up the physical, social, and attitudinal environment in which people live and conduct their lives.

The reality is that everybody has limitations—but these only become disabling the environment is non-supportive. For instance, a person in the United Kingdom with impaired vision would receive glasses and not be considered or feel himself/herself to be a disabled person. However, a person in rural Africa with the same visual impairment might not have access to ophthalmic care, and therefore might become categorized as a “disabled person” because of the impairment.

Box 4: Terminology at the World Bank

Depending on the language and culture, different expressions are used when referring to persons with disabilities. If you are unsure of the appropriate term, a practical suggestion is to ask members of the disability community in the country(ies) where you are working what they consider the most acceptable terminology.

The World Bank supports disabled people in developing their own language and recommends asking individuals with disabilities for their preference. For ease of understanding and to acknowledge multiple viewpoints in this resource, this guidance note will use both the terms “persons with disabilities” and “disabled people.” This choice coincides with the most common terminology in the English language. (Some people prefer the term “persons with disabilities” to emphasize the person first and the disability second, while others promote the term “disabled people” to emphasize the role that society plays in their disability.) Good practice suggests that the expression used should not indicate that disability is perceived as a deviation from the norm. The term “persons with disabilities” is consistent with the language used by the U.N.

Source: Guernsey, Nicoli and Ninio (2006).

Social Analysis and Disability: Inclusive Development at the World Bank

This document intends to better assist TTLs and other project team members in approaches toward incorporating disability into projects and programs of the World Bank. Social Analysis can better inform Bank projects and programs about disability and other inclusion issues. At the micro level, Social Analysis adds value to the Bank’s efforts by enhancing the quality of the following dimensions of projects:

¹¹ Impairment: a characteristic and condition of an individual’s body or mind, which unsupported has limited, does limit or will limit that individual’s personal or social functioning in comparison with someone who has not got that characteristic or condition. Impairment relates to a physical, intellectual, mental or sensory condition; as such it is largely an individual issue. Accordingly, disability is the way(s) in which people with impairments are excluded or discriminated against; as such, it is largely a social and development issue.

¹² As articulated by the Greater London Action on Disability (GLAD), a disability NGO in the United Kingdom, for inclusion in the draft Disabled People’ Rights and Freedoms Bill
<http://www.glad.org.uk/Pages/rightsnow.htm>

- **Assessment of project feasibility:** Social analysis reveals the constraints and opportunities related to the social development objectives of a project; it also identifies strategies to address both. For example, social analysis can be used to assess the likelihood of achieving specific social objectives in contexts including, conflict and post-conflict situations, gender-discriminatory or disability-discriminatory legal provisions, or religious proscription of certain activities.
- **Understanding of the project environment:** Social analysis sheds light on relevant relationships between individuals, organizational arrangements and institutional structures, and accounts for the dynamic processes among these stakeholders. Social analysis focuses on power relationships, conflict and agency in both public and private relations, and draws attention to questions of equity and conciliation that are crucial to ensuring the social development outcomes of social inclusion and cohesion.
- **Project responsiveness to community needs:** Social analysis identifies the concerns, needs and priorities of different social groups, including the disabled, youth and elders, men and women, the poor, as well as non-poor members of the community. As a result, projects are better informed to address issues of poverty reduction and equity. For example, by identifying needs of disadvantaged groups of the project community, such as women or people with disabilities, and ensuring that these groups particularly from poorer households and minority groups are included in community planning, elite capture of projects can be better avoided and the interests of a wide range of community members taken into account.
- **Maximization of project benefits:** Social analysis allows for more effective targeting of project benefits and better use of project resources. For example, access to health and educational services is a major issue in all of the Bank's regions; yet the issue has various causes and different dimensions depending on the functional range or disabilities of a group or individual. Social analysis provides more accurate diagnosis of the causes of the problem and the sequence of interventions.
- **Sensitivity to potential project-related risks:** These include impacts on disabled people, indigenous or rural populations, and the ways in which these risks can be avoided or mitigated. Social analysis also can flag unintended consequences of projects before they occur. In post-conflict settings, rebuilding housing, schools and roads can be better designed to incorporate a universal design to allow for accessible housing, schooling and transport, and involuntary resettlement situations.
- **Efficiency of project implementation:** Social analysis can improve project planning and mitigate potential problems. In emergency situations, for example, social analysis can help identify diverse sub-groups based on functional characteristics, and re-group them based on transversal functional needs such as mobility, hearing, speaking, learning, remembering, etc. This approach may make disaster management and interventions more effective.
- **Evaluation of project outcomes and impacts:** Evaluating disability-specific project outcomes and impacts can provide a more comprehensive and balanced assessment of the extent to which projects contribute to or constrain social inclusion of the disabled and assist in poverty reduction among such individuals.