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**BASELINE ASSESSMENT  
INCLUSION AND DISABILITY  
IN  
WORLD BANK ACTIVITIES**

**June 2002**

Deborah Stienstra

Yutta Fricke

April D'Aubin

and Research Team

Henry Enns and Deborah Stienstra, Co-Team Leaders

## Baseline Assessment: Inclusion and Disability in World Bank Activities

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Additional copies of this baseline assessment can be obtained in print and other formats from:

Canadian Centre on Disability Studies

56 The Promenade

Winnipeg, Manitoba, Canada

R3B 3H9

Telephone: (204) 287-8411

TTY: (204) 475-6223

Fax: (204) 284-5343

Email: [ccds@disabilitystudies.ca](mailto:ccds@disabilitystudies.ca)

The baseline assessment will be available on Canadian Centre on Disability Studies web site:  
<http://www.disabilitystudies.ca>

### Research team:

Deborah Stienstra

Raj Dhruvarajan

Henry Enns

Betty Dion

Laurie Beachell

Yutta Fricke

Lawrence Cumming

Olga Krassioukova

April D'Aubin

Laurie Ringaert

The findings, interpretations, and conclusions expressed in this paper are

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Executive Directors or the countries they represent.

## Preface

The Canadian Centre on Disability Studies (CCDS) is pleased to provide the World Bank this *Baseline Assessment: Inclusion and Disability in World Bank Activities*. As the report clearly indicates there are great opportunities for the World Bank to play a major role to support the inclusion of the over 500 million disabled people in societies around the world. It is indeed encouraging to see that the Bank is beginning to take steps to address the social and economic inequalities of disabled people who are among the poorest of the poor.

The Canadian International Development Agency provided funding for the project through the Canadian Consultant Trust Fund and we appreciate their contributions. The Canadian government has over the years played an important catalytic role in addressing disability issues through the United Nations during the UN Decade of Disabled Persons. This project could open yet another door, namely getting the international financial institutions to address the socio-economic inclusion of disabled persons.

In carrying out the project CCDS brought together a team with broad expertise and experience. This range of skills has given this report a comprehensive focus that will hopefully contribute towards moving the disability agenda forward within the Bank.

The Research Team included Laurie Beachell and April D'Aubin, Council of Canadians with Disabilities; Lawrence Cumming, international development consultant; Raj Dhruvarajan, Economics, University of Manitoba; Betty Dion, Betty Dion Enterprises, Ltd.; Henry Enns, Executive Director, CCDS; Yutta Fricke, disability and development consultant; Olga Krassioukova, International Program Director, CCDS; Laurie Ringeart, Universal Design Institute; and Deborah Stienstra, Royal Bank Research Chair, CCDS. Cathy Archibald, Kathy Jaworski, and Neil Okumura provided administrative assistance from CCDS.

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Disabled peoples' organizations within countries and internationally have provided leadership to this work and created momentum for inclusion efforts. We are grateful for their advice, cooperation and 'stick-with-it-ness'.

Finally, and most importantly, we thank the people with disabilities around the world who participated directly in this study in focus groups or interviews, or indirectly by pressing the Bank and their governments to include disabled people in development activities. We hope that, by listening to your voices and words, this report will bring positive changes in your lives.

Deborah Stienstra and Henry Enns, Co-Team Leaders

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## List of Acronyms

ADB	Asian Development Bank
CASs	Country Assistance Strategies
CBR	Community-based rehabilitation
CCDS	Canadian Center on Disability Studies
CDF	Comprehensive Development Framework
CGAP	Consultative Group to Assist the Poorest
CIDA	Canadian International Development Agency
CPIAQ	Country Policy and Institutional Assessment Questionnaire
DALY	Disability Adjusted Life Years
DPI	Disabled Peoples' International
DPOs	Disabled peoples' organizations
EAP	East Asia Pacific
ECA	Europe and Central Asia
ESCAP	Economic and Social Commission for Asia and the Pacific
ESW	Economic and Sector Work
FHIS	Fondo Hondureno de Inversion Social
FSD	Financial Sector Development Department
GDP	Gross Domestic Product
GICT	Global Information and Communication Technologies
GP	Good Practices
GSB	Gender Sector Board
HIPC	Heavily Indebted Poor Countries



HNP	Health, Nutrition and Population
IADB	Inter American Development Bank
IBRD	International Bank for Reconstruction and Development
ICF	International Classification of Functioning, Disability and Health
ICR	Investment Completion Report
ICTs	Information and Communication Technologies
IDA	International Development Association
IDG	International Development Goals
IDPO	International disabled persons' organization
IFC	International Finance Corporation
ILO	International Labor Organization
IMF	International Monetary Fund
IYDP	International Year of Disabled Persons
LCR	Latin America and Caribbean Region
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MIGA	Multilateral Investment Guarantee Agency
MNA	Middle East and North Africa
NGOs	Non-governmental organizations
NORAD	Norwegian Agency for Development Co-operation
NTFDD	Norwegian Trust Fund for Disability and Development
OAU	Organization of African Unity
OD	Operational Directive
OED	Operations Evaluation Department

OP	Operational Policy
PPAs	Participatory Poverty Assessments
PPAH	Pollution Prevention and Abatement Handbook
PREM	Poverty Reduction and Economic Management
PRSPs	Poverty Reduction Strategy Papers
PSP	Poverty and Social Policy
SAR	South Asia Region
SBP	Sustainable Banking with the Poor
SECAL	Russia Coal Sector Reform
SIDA	Swedish International Development Agency
SF	Strategic Framework
SHIA	Swedish Disabled International Aid Association
SIF	Social Investment Fund
SSA	Social Sector Adjustment
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organization
USAID	US Agency for International Development
WB	World Bank
WHO	World Health Organization
WDR	World Development Report
WID	Women in Development

## Executive Summary

### 1. Introduction

The World Bank was created to provide loans to support national economic growth and thereby development. Time and experience have demonstrated that it is possible to raise the level of a country's productivity without having improved the quality of life for the majority of its population. By reframing its mandate as "poverty alleviation", the Bank seeks to distribute the benefits of growth and opportunities for participation to the most marginalized sectors of a society's population. Some of these are defined by geography, such as rural and often indigenous peoples, others by gender or ethnicity, and, approximately 10 to 20 percent of any population, by disability. This Baseline Assessment assists the Bank and its staff to include persons with disabilities in efforts to fight poverty.

People with disabilities in the developing world are among the poorest of the poor. Their numbers are rising due to conflict, malnutrition, natural disasters and AIDS/HIV. With disabled people invisible in development initiatives, hundreds of thousands of people who see themselves as potential and willing contributors to family and national economic activity are instead relegated to the margins of society where they are a perceived and actual burden. The result can be devastating, both to the individual and to the economy.

This report provides the World Bank with an assessment of its current efforts to integrate people with disabilities. At the same time, it offers information and recommendations from World Bank headquarters, in the field and from other related institutions on how best to move forward to improve the amount and quality of Bank development assistance that includes people with disabilities.

This research is not an isolated endeavor, but one that complements the recent creation of the position of Disability Advisor at the World Bank, and contributes to the enhancement and effectiveness of poverty alleviation initiatives. Many, in the field and from national aid agencies around the world, anticipate the leadership of the Bank in the area of disability and development will be similar to that shown by the Bank in women/gender and development in previous decades.

By including disabled people in development, the Bank will, over the longer term, reduce and eventually eliminate the economic costs associated with disability within societies and, as a result, reduce poverty across the world.

### 2. Methodology

In 2001, the Bank decided it needed an independent, periodic assessment of how well it was doing, beginning with a baseline assessment. This report is the result. It uses criteria developed in consultation with Bank staff to evaluate a representative subset of World Bank activities, in regions, sectors, and countries, as of the end of 2001. Qualitative and quantitative data was gathered from a survey of randomly selected Bank projects with Implementation Completion Reports submitted in 2001 and a general survey distributed to senior staff. In addition, an evaluative review was undertaken of over 100 World Bank documents and site visits and distance interviews were conducted with government officials and disabled people in

12 countries. The data was coded and analyzed to arrive at the conclusions. (See Chapter 5 on Methodology for details.) The baseline assessment provided in this report can be used in the future to monitor progress in inclusion and disability in World Bank activities.

### 3. Results and Recommendations

Based on the sampling from this study, few of the current activities of the World Bank include disability in any meaningful way. Yet there are pockets of activities that provide a strong basis for the work of the Disability Advisor. In addition, there was a general willingness to learn more about disability and how it might be relevant to Bank activities.

Three broad themes address disability in World Bank activities – Inclusion, Participation and Access. The results of the Baseline Assessment for each theme, by related criteria, are summarized below. Recommendations are integrated into each section.

#### 3.1 Inclusion

Inclusion measures how people with disabilities are taken into account in the design, implementation and evaluation of strategies, policies, programs, and projects. Five criteria are included under inclusion: lending, knowledge, mandate, resources and accountability.

##### 3.1.1 Lending

Lending is the key activity of the World Bank. One critical test of how disability is included in World Bank activities, is how disability is incorporated into its lending. There is no information on the percentage of loans which are directed to support disability inclusion and access. According to the survey results of Bank projects (see Chap. 2 on Inclusion), a majority of respondents thought their projects addressed disability. However almost all responses suggested that people with disabilities might benefit, rather than that they were included explicitly. Only one project had specific disability components and none mainstreamed disability into the project. Several World Bank staff noted that there is less willingness by governments to borrow from the World Bank for social spending when they became IBRD lenders.

Both governments and disabled people recommended that disability inclusion be made a condition for loans. Three complementary strategies can be used for including disability in World Bank lending programs: disability-specific projects, disability-relevant projects and disability mainstreaming (see 2.2.3 for definitions). Lending can be adjusted to support these different types of inclusion. For example, the Bank could initiate and fund immediately two or three pilot projects which model how disability can be mainstreamed in countries that already illustrate a willingness to include disability, like Honduras or Ghana. The results of these projects could be used to develop how-to-guides for use by other countries.

##### 3.1.1a Recommendations:

- Initiate, in the next six months, 2 – 3 pilot projects that model how disability can be mainstreamed. Countries selected should already exhibit a willingness to include

disability within their PRSPs or national plans and could include Honduras or Ghana. The results should be used to develop how-to manuals for use in other countries.

- In the next six months to one year, develop and distribute guidelines for all projects to assess direct and indirect aspects of disability inclusion
- Over the medium term, develop appropriate tools and financial supports to ensure that all Bank lending projects include disability, with a priority placed on projects in low-income countries.
- Monitor and assess the implementation of these guidelines on a regular basis by sector-based staff with a mandate for disability inclusion within the context of other assessment exercises such as social assessments, IDA assessments and MDG assessments.

At this point in the Bank's history, it is too early to recommend the development of an Operational Policy or even a broad strategy to ensure disability mainstreaming. These may be appropriate over a longer term. In the short term, the Bank needs to identify how it will proceed in addressing disability. This can be done by developing and launching a framework for action that includes particular attention to concrete, specific actions in the areas of lending, knowledge, and accountability. Several key recommendations are highlighted in the conclusions that could be the basis for the framework for action.

#### 3.1.1b Recommendations:

- Host a high profile, catalytic event, to launch a framework for action on disability in conjunction with the International Day of Disabled Persons, December 3, 2002.
- Over the long term, create a strategy paper on disability and inclusion and shepherd it through the World Bank consultation and approval mechanisms.

#### 3.1.2 Knowledge

A second measure of the successful inclusion of disability is how much and what type of knowledge exists about disability. The World Bank describes its own vision as putting knowledge on par with money as a key to development and poverty reduction.

There are currently no organizational-wide statistical databases related to disability, and in its Knowledge Sharing strategy and initiatives, the World Bank Institute has not addressed disability, nor issues of access to knowledge for people with disabilities.

The *World Development Reports* and the *World Development Indicators* have only recently begun to consider disability. This Assessment's evaluation of World Bank documents illustrates that few address disability. The Operations Evaluation Department has not undertaken an assessment of disability activities, nor has it included disability inclusion or access in its evaluations of Bank work. The World Bank Institute currently provides no specific course modules on disability inclusion.

Many government and disabled peoples' organizations (DPOs) envision the future role of the World Bank to be one both of information gathering and of dissemination. As a broker of disability knowledge, the Bank would also link one client government with another. The Bank's leadership in worldwide disability and development knowledge has a great deal of merit given the extensive "reach" of the World Bank.

### 3.1.2a Recommendations:

- Create, adapt or offer in collaboration a training module on disability inclusion within the World Bank Institute in January 2003, drawing on existing on-line disability studies courses offered around the world.
- Create additional training opportunities, learning events and tools related to disability inclusion over the next 1 to 3 years.
- Develop and implement a strategy to make the World Bank a knowledge bank on disability and development by creating and sharing knowledge in this area, including through a special issue of the World Development Report and by developing and using disability indicators.

### 3.1.3 Mandate

Mandating documents are those that provide broad, strategic directions for the organization, region, sector or country. As an organization, the World Bank has three broad mandating documents: the Strategic Framework adopted in January 2001 and intended to guide the Bank's work over the following 3-5 years; the Comprehensive Development Framework (CDF); and the Millennium Development Goals (MDG also known as the International Development Goals).

The Strategic Framework makes no explicit reference to disability. The CDF mentions disabled people as potential recipients of social programs provided by governments. The MDGs do not identify goals, targets or indicators that specifically address disability. Yet there is considerable potential to build disability into the MDGs. No specific Operational Policy exists to address the inclusion of disability.

Of the fifteen sector strategy papers reviewed (see Chapter 5, Table 4), most made no mention of disability. Of those that did, health, nutrition and population, education, and environment included a very minor reference to disability. Very little attention has been paid to the inclusion of disability within regional strategy documents. Of the 13 regional strategy documents reviewed, three made no mention of disability. Nine documents included a very minor mention of disability, often adding people with disabilities in a list of potential beneficiaries. Only one, the regional social protection strategy paper for Europe and Central Asia, included significant references to knowledge about disability and the inclusion of people with disabilities as beneficiaries.

To address this gap, four background papers related to transportation, health, education and information and communications technology have been developed for the Poverty Reduction Sourcebook. Additional background papers in areas including finance, legal reform and other

less traditional disability areas are needed. A complementary set of background papers is needed to feed into the currently on-going revisions to the Environment Sourcebook.

A number of the countries we examined had national mandates to include disability. Honduras included significant mention of disability in their Poverty Reduction Strategy Paper (PRSPs).

#### 3.1.3a Recommendations:

- Analyze, by November 2002, how disability can be incorporated into the monitoring and assessment of the Millennium Development Goals (MDGs) and the Comprehensive Development Framework (CDF) and develop appropriate target indicators for these.
- Develop additional background papers, especially in non-traditional disability areas like finance and legal reform, for the Poverty Reduction Sourcebook.
- Develop, as soon as possible, good practice documents to feed into the on-going revisions to the Environment Sourcebook, targeting sectors including transportation, water.

#### 3.1.4 Resources

The World Bank spends over US\$17 billion in its work with countries and has a staff of over 8000 people across the world. A negligible amount of the World Bank budget and staff are used to address disability inclusion. No figures are available about the total levels of funding, but several different sources of funding were identified in this research: resources for lending, including Social Investment Funds, and human resources.

The inclusion of disability in projects is partially funded through the Norwegian Trust Fund for Disability and Development. The Norwegian Trust Fund, with its \$336,000 per year, includes four components: the Inclusion Fund, a country study, household surveys and partnerships. Funds for the Inclusion Fund cover the costs of hiring consultants to help build a disability dimension in projects.

In three countries surveyed, Honduras, the Ukraine and Russia, Social Investment Funds have been used successfully to finance disability-specific and disability-relevant projects.

There is a strong case to be made for the creation of additional funding mechanisms or the introduction of particular budget line items related to disability. While the notion of inclusion suggests that special treatment is not necessary, inclusion can only apply once automatic consideration of disability is part of the working operations of the World Bank. This is not yet the case.

#### 3.1.4a Recommendations:

- Dedicate financial resources to disability inclusion, both to disability components or mainstreaming in general Bank projects, and full funding of disability specific projects aimed at social and economic inclusion.

- Ensure that all projects funded by Social Investment Funds incorporate disability and develop tools to assist with this.
- Develop good practices for disability resource allocation.

In terms of human resources, the only money specifically allocated for disability related staff prior to June 2002 came from Social Protection. With the full-time appointment of the Disability Advisor in June 2002, half of the expenses come from the President's Contingency Fund with the other half from Human Development budgets.

For current and prospective staff (including consultants and temporary staff), clients and guests with accommodation needs related to their disability, the Disabilities Accommodation Fund exists with a budget of approximately \$250,000 per year.

Among project survey responses, only one indicated the allocation of resources for disability inclusion. Country officials indicated their support for investment in disability.

Inclusion of disability in human resources will require increasing the knowledge of Bank staff and making better use of available knowledge resources outside the Bank. This includes building and using the capacity of DPOs.

#### 3.1.4b Recommendations:

- Develop human resources within the Bank and draw on expertise outside the Bank to design, manage and evaluate Bank initiatives in the area of disability.
- Leverage additional funding, especially through the small grants programs and possibly through Social Investment Funds, to support capacity-building work among DPOs.

#### 3.1.5 Accountability

Accountability is successful when there is an explicit or designated person or unit with responsibility to act or coordinate action related to disability. Experience in gender mainstreaming at the Bank suggests that for this accountability mechanism to be effective, it needs to report to the highest level and have a mandate and resources that cover the entire organization. Accountability for disability inclusion must be as broad as the Bank's mandate for poverty reduction.

With the appointment of the Disability Advisor in June 2002, the Bank has taken an initial step towards an accountability mechanism within the Bank. The Disability Advisor reports to the Director of Social Protection within the Human Development Network although her scope of action includes the entire organization. Modifications are required in her reporting structure and authority. Over time, a broader web of focal points in each network, sector and region will be needed to ensure that disability is a part of all poverty reduction work.

Only one other unit, Health, Nutrition and Population, has identified a person with some responsibility for disability. In other units, notably Social Protection in Europe and Central Asia,



staff or consultants with a particular interest in disability have become a de facto disability unit contact.

While client governments and disabled people had little to contribute to the Bank around how to strengthen accountability, Northern DPOs considered accountability key to disability inclusion in their countries.

### 3.1.5a Recommendations

- Create a center of responsibility for disability immediately with the highest-level accountability (preferably to the President), cross-sectoral, cross-network authority and sufficient support and resources to undertake its work. The mandate should be to raise awareness, develop and share knowledge about disability, leverage participation and resources from within and outside the Bank, create partnerships, and monitor implementation of these actions and inclusion of disability within the Bank.
- In the medium term, establish disability focal points in all networks, sectors and regions, with the Disability Advisor acting to coordinate their work. Focal points are staff whose primary responsibility is to address the inclusion of disability in the activities of their unit and coordinate with other focal points within and across networks or regions.

## 3.2 Participation

Participation measures the extent to which people with disabilities and their chosen representative organizations are given and able to use a voice in decisions that are made affecting their lives and their communities. Three criteria reflect different dimensions of the participation of people with disabilities: through consultation, as beneficiaries, and in decision-making.

The Baseline Assessment concluded that the World Bank places a very high value on participation as a key process in development and poverty reduction. The idea of participation is now embedded in Bank policy and practice. Nonetheless, disabled persons to date have not benefited from this commitment to participation. As disability gains greater acceptance as a theme in Bank activities, the participation of people with disabilities will be a simple extension of an already acknowledged good practice.

### 3.2.1 Consultation

Consultation ensures that the views of those who may use or benefit from World Bank projects are available, which in turn increases the effectiveness of individual World Bank projects and of broader development and poverty alleviation strategies. More than this, however, by consulting with DPOs, the Bank publicly recognizes their disability expertise. A likely outcome of this modelling will be the enhanced role of DPOs in their society, particularly in the eyes of the government. The long-term impact will be another indirect contribution of the Bank to the alleviation of poverty among disabled persons.

This Baseline Assessment concludes that there has been no systematic consultation with disabled persons. The Bank should draw on its own experiences with mainstreaming gender

and develop similar processes for consulting disabled persons, both in Washington and in the regions.

The consultation mechanisms in place for the Poverty Reduction Strategy Papers offer an excellent opportunity to consult with disabled people. PRSPs call for “other stakeholder involvement (for example, civil society groups, women’s groups, ethnic minorities, policy research institutes and academics, private sector, trade unions, representatives from different regions of the country)”. The absence of people with disabilities from this list was mirrored in the absence of consultation with disabled persons in the preparation of the PRSPs reviewed for this Assessment. The results of a review of County Assistance Strategy (CAS) documents had a similar negative outcome, though one CAS, Bosnia-Herzegovina, recognized the need for Bank officials to consult in a two-way relationship with stakeholder organizations including DPOs.

In response to survey questions dealing with consultation during the project cycle, none of the respondents had consulted with disabled persons during project design. Only one respondent, making reference to a Social Protection project in Algeria, noted that it had consulted with DPOs during project implementation. Three respondents, all in China working in the sectors of education and health, said they had included DPOs during project monitoring and evaluation.

Government officials and disabled persons alike encouraged the World Bank to consult with disabled people, including in the design and implementation of the CAS. Most focus groups of disabled persons recommended that the Bank consult with organizations representing disabled people on a regular basis and that they be included in all Bank-country negotiations regarding disability.

Northern DPOs emphasized the importance of listening to the South. The experience of the Northern organizations with Bank consultation was comparatively strong. All but one of the five international DPOs had been involved in World Bank consultations. The Northern experience of World Bank consultation bodes well for their Southern colleagues, if the necessary processes are put in place.

#### 3.2.1a Recommendations:

- Create an external advisory committee on disability, including DPOs, and establish regular consultation procedures.
- Participate in events and networks organized by DPOs.
- Host conferences, inviting DPOs, governments with good practices and other multilateral donors, that focus on or include disability and development.

#### 3.2.2 Beneficiaries

People with disabilities not only need to be consulted, they also need to benefit from the projects, strategies and priorities of the Bank. This Baseline Assessment suggests that the World Bank has begun to identify a broader range of areas where people with disabilities could

be beneficiaries. Unfortunately, this direction has not yet translated into actual benefits and reduction of poverty for disabled people.

While in the review of literature, “beneficiaries” had the largest number of responses, only roughly 20% made any mention of people with disabilities as beneficiaries. (See Chapter 3 on Participation for details.) Regional and sector documents are especially strong in mentioning disabled people as beneficiaries.

Of the projects surveyed, about 55 percent thought disabled people might benefit even though they had not been targeted. (See Chapter 3 on Participation for details.) Others said they had targeted people with disabilities in both project planning and design, or in implementation.

The shared perspective of all groups interviewed (client governments, NGOs and people with disabilities) was that disabled people are not benefiting from World Bank initiatives in any significant way. Both government officials and people with disabilities highlighted the need for education as a key strategy to address this.

The increasing recognition that people with disabilities can benefit from World Bank work is a hopeful sign that the previous work is beginning to make a difference. But it is clearly not enough since disabled people continue to be among the poorest of the poor and fail to make real the benefits that could reduce that poverty.

Not only does the Bank need criteria to ensure participation as argued above, these criteria need to be monitored and tracked over time and be used to guide future action to increase the benefits to people with disabilities.

### 3.2.2a Recommendations:

- Introduce indicators to track disaggregated data about the level of disabled peoples’ involvement in World Bank projects and assessment exercises.
- Together with the World Development Indicators team and other international bodies exploring disability indicators, develop indicators that illustrate the changes over time as a result of disability inclusion.

### 3.2.3 Decision-making

Decision-making encompasses all levels of Bank activities from setting strategic frameworks and priorities, to country-level planning, to project design and implementation. The CAS and PRSPs are the most likely place that civil society organizations could participate within the decision-making structures. Very little has been done, however, to bring DPOs into decision-making processes.

While governmental officials and disabled people interviewed made no specific recommendations about decision-making, they recognized the need for participation more generally. As well, in those cases where an office for disability or a national council of disabled persons exists, these structures do represent opportunities for decision-making in national government structures and planning.

The Bank has its own advice on the importance of extending decision-making opportunities to stakeholders, found in its work with indigenous peoples. This advice should be applied equally to disabled people. For instance, consultations linked to social, poverty and country assessments provide an excellent opportunity to affect decisions.

### 3.2.3a Recommendations:

- Establish mechanisms both at World Bank headquarters and in the regions to formalize and routinize decision-making opportunities for disabled persons.
- Include the views of and create opportunities for the participation of disabled people in all Social and Environmental Assessments, Participatory Poverty Assessments, PRSPs and CAS.

### 3.3 Access

Access is measured by how people with disabilities are able to use the built and natural environments, and the accessibility of information and communications systems.

The terms of reference of the Baseline Assessment did not include a review of the Bank's own real estate or employment practices. The internal Disability Working Group has undertaken a separate assessment of these.

The overall conclusion of the analysis is that access has received the least attention at the World Bank of the three overall themes of the Baseline Assessment. (See results in chapter 4 on Access.) Nevertheless, this is also an area of significant potential for low cost and effective action.

#### 3.3.1 Built environment

One measure of access and accessibility is the extent to which buildings, transportation systems, and the infrastructure (including roads, sewers and water systems) are available for use by all members of society, including people with disabilities. In many ways, the lives and potential contributions of disabled persons to social and economic development are shaped first by their access to buildings, schools, transportation and water. The application of "universal accessibility" standards (designed for everyone's use) is therefore a critical strategy to alleviate poverty among disabled people.

The Baseline Assessment concluded that the World Bank does very little to address access to the built environment for people with disabilities. Rather than introduce accessible building codes or infrastructure standards, the Bank applies local codes and standards. There are Bank environmental safety policies that require projects to assess and address environment harm, including through Environmental Assessments and following the guidelines of the Pollution Prevention and Abatement Handbook.

Without infrastructure standards, inaccessible environments are re-created or maintained at the cost of disabled people. For instance, in the massive reconstruction efforts in Honduras following Hurricane Mitch, according to a Ministry of Finance staff person, not one foreign

donor stipulated that accessibility codes be applied. As a result, at no real cost saving for the donors, whole towns, including schools, were reconstructed with total neglect of 10-20% of their disabled population. Given the high level of national poverty in Honduras, retrofitting is not a likely option. (See Chapter 4 on Access for details.)

### 3.3.1a Recommendations:

- Build disability inclusion into existing Bank assessment exercises by:
  - (a) developing additional guidelines for universal access to built environments as part of the Pollution Prevention and Abatement Handbook;
  - (b) including universal access as a criterion in Environmental Assessments.
- Make the World Bank Group an accessible environment for disabled staff, guests and clients by applying Universal Design principles to the structures and services of the Bank.

### 3.3.2 Communications and Information

Another measure of accessibility is the extent to which all people, including those with disabilities, are able to use and benefit from communications systems and information dissemination. This may include the creation and presentation of information in a variety of formats (text, large print, diskette, Braille, video, captions, internet, sign language interpretation). It also includes sharing knowledge about access to communications and information systems.

The Baseline Assessment concluded that very little has been done to specifically address accessibility of communications and information distribution within the World Bank. For example, the World Bank Institute includes no training opportunities on communication and information accessibility, nor does it appear to have a policy on ensuring course materials are available in a variety of formats and on-line materials are accessible to all.

The Bank has some immediate and significant opportunities to improve the accessibility of its communication and information systems through the access work of the existing Global Information and Communication Technology department. The importance of access to information and communications has already been widely recognized as essential to poverty reduction, especially in its 2002 Information and Communications Technology (ICT) sector strategy paper. But as currently defined, access is limited and disabled people will continue to lack access and fail to benefit. Like many accessibility strategies, if steps are taken at the outset - of developing a website, or courseware, or documentation - the additional costs of access considerations for the information producer are minimal.

### 3.3.2a Recommendations:

- Draft a complementary paper to the ICT sector strategy paper to highlight the links between the GICT's commitment to and understanding of access to ICTs and the particular concerns and issues related to access to ICTs for disabled people.

- Make the World Bank Group an accessible environment for disabled staff, guests, and clients by:
  - (a) developing an alternate formats policy;
  - (b) ensuring that course materials and modules are provided in accessible formats;
  - (c) assessing the World Bank website for compliance with the W3B accessibility guidelines and making the necessary changes.

#### 4. Conclusions

This Baseline Assessment concludes that while much of the World Bank has done little to include disability in their work, there are some key opportunities from which to launch more sustained action on disability. Addressing disability is a significant part of reducing poverty; it is not a new area for action. Including disability will enhance the World Bank's capacity to affect positively the lives of many of the poorest of the poor across the world.

In order to build on the momentum created within the Bank by the appointment of the Disability Advisor and this Baseline Assessment, we recommend that several concrete, achievable actions be undertaken during FY03. These are part of what could be a framework for action on disability within the Bank. All have been discussed earlier in the text.

1. Create a **center of responsibility for disability immediately** with the highest-level accountability (preferably to the President), cross-sectoral, cross-network authority, and sufficient support and resources to undertake its work.
2. Analyze, by November 2002, how **disability can be incorporated into the monitoring and assessment of the Millennium Development Goals (MDGs)** and the Comprehensive Development Framework (CDF) and develop appropriate target indicators for these.
3. Host a **high profile catalytic event to launch a framework for action on disability** in conjunction with the International Day of Disabled Persons, December 3, 2002.
4. Create, adapt or offer in collaboration **a training module on disability inclusion through the World Bank Institute in January 2003**, drawing on existing on-line disability studies courses offered around the world.
5. Initiate, in the next six months, **2 – 3 pilot projects that model how disability can be mainstreamed**. Countries selected should already exhibit a willingness to include disability within their PRSPs or national plans and could include Honduras or Ghana. The results should be used to develop how-to manuals for use in other countries.
6. Leverage additional funding, especially through the small grants programs and possibly through Social Investment Funds, to **support capacity-building work among DPOs**.

The World Bank is well placed to take action on disability, now it needs to initiate action and ensure that its poverty alleviation mandate includes and addresses the lives of people with disabilities.

## Chapter 1: Introduction

The World Bank Group exists primarily to reduce poverty in the world's poor countries. The Bank concentrates on lending money to countries and sharing knowledge about how to reduce poverty in developing countries.

Experience demonstrates that there is no "one size fits all solution" for poverty reduction and development. Just as a development strategy must be responsive to the unique circumstances of a country, so too must strategies take into account the needs of disadvantaged groups of people within society, who are often marginalized and excluded. For decades, the Bank has recognized that development programs can only be successful when they attend to the unique needs of women and indigenous persons. Since 1996, the World Bank has, in a limited way, begun to approach disability and development.

### 1.1 Why Do A Baseline Assessment On Disability?

Disability and poverty are intricately linked. Disability causes poverty and poverty exacerbates disability. Global estimates indicate that from one in twenty to one in ten persons have a disability and, in the developing world, persons with disabilities are the poorest of the poor. The incidence of disability is increasing due to conflict, disasters, malnutrition and AIDS/HIV.

Awareness in the World Bank of the mutually reinforcing links between disability and poverty has been increasing since 1996 and some limited work to include disability in the Bank's poverty reduction work has been done (including Metts 2000, Dudzik and McLeod 2000, Elwan 1999 and other resources noted in later chapters).

Over the past years, the World Bank is advancing a new paradigm for development that aims to transform whole societies. This paradigm identifies the importance of ownership of the development process by developing countries and stresses the value of participation by the groups of civil society.

Development cannot be just a matter of negotiations between a donor and the government. Development must reach deeper. It must involve and support groups in civil society; these groups are part of the social capital that needs to be strengthened, and they give voice to often-excluded members of society, facilitating their participation and increasing their ownership of the development process (Stiglitz 1998).

World Bank President James D. Wolfensohn has challenged the development community to create equitable access to the benefits of development. In many ways, these words echo what people with disabilities have been saying over the past two decades.

People with disabilities have been working to transform society to enable the social and economic inclusion of people with disabilities. This movement advances a social model of disability, which contributes practical solutions like universal design that will be beneficial in achieving the type of development now envisioned by the World Bank. Since 1981, through the efforts of international disabled persons' organizations (IDPOs), a network of disability

organizations has developed globally that is prepared to work with the World Bank and its client countries in reducing poverty.

## 1.2 Who Undertook the Assessment?

At the end of 2001, the World Bank, engaged an outside expert on disability, the Canadian Centre on Disability Studies (CCDS), to undertake a baseline study of how disability is included in World Bank activities. CCDS is a national center dedicated to research, education and information dissemination on disability issues in Canada and around the world. The consultancy was funded through the Canadian Consultant Trust Fund.

The World Bank tasked the CCDS with developing criteria for measuring success of the World Bank's efforts to integrate disability in all its activities and applying those criteria to create a baseline assessment. In this particular study, people with disabilities and their organizations were included integrally in the key aspects of the research. Their knowledge of poverty and development contributed strength to the recommendations contained in this report.

CCDS sought input for the Assessment from a wide array of key informants including World Bank officials, development practitioners from key donor countries, and government officials in selected World Bank client countries. The methods used and results are outlined in detail in Chapter 5.

## 1.3 What Does the Baseline Assessment Provide?

The Baseline Assessment provides the results of a comprehensive 6 month review and analysis and answers the questions: **To what extent has the World Bank addressed disability and included people with disabilities in its policies, program and projects as of end 2001?** and **How can this be improved?**

The Assessment evaluated the World Bank's activities according to three thematic areas of crucial importance to the social/economic well-being of persons with disabilities: inclusion, participation and access. **Inclusion** measures how people with disabilities are taken into account in the design, implementation and evaluation of strategies, policies and projects. **Participation** measures the extent to which people with disabilities and their chosen representative organizations are given and able to use a voice in decisions that affect their lives and communities. **Access** measures how people with disabilities are able to use the built and natural environments, and information and communication systems. Under these thematic areas, the evaluation applied criteria, developed in consultation with World Bank staff and other experts involved in the field of development and disability issues, to a representative subset of World Bank activities in the regions, sectors and countries. The Bank's profile in each of these theme areas is presented in the chapters 2 – 4 on Inclusion, Participation, and Access.

These chapters provide the reader with answers to the following questions with regard to the criteria developed for the Assessment:

- What is the World Bank currently doing to include disability?



- What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?
- What are the team's analysis and recommendations based on this data?

Some key findings include:

- The vast majority of World Bank documents do not address disability issues.
- Access has received the least attention of the three themes.
- The concept of participation is embedded in World Bank policy and practice but has not yet been extended to people with disabilities.
- Hiring a disability advisor is viewed an important first step for the World Bank.
- The World Bank is beginning to identify a broader range of areas where people with disabilities could be beneficiaries. Unfortunately, this direction has not yet translated into actual benefits and reduction of poverty for disabled people.
- While there is resistance to introducing additional work, many World Bank officials were keen to learn more about disability.

#### 1.4 Results, Recommendations, Future Opportunities

The result of the Assessment is a snap shot of the World Bank's disability profile at the end of 2001. However, the assessment has been designed in such a way that it will be useful to the World Bank in the future for tracking its on-going progress on disability.

This document was written with an eye to both the immediate present and the future. It provides the World Bank with activities that can be undertaken almost immediately to improve the World Bank's performance on disability. The Assessment also provides a program of medium and longer-term recommendations for systematic change to enhance the Bank's accessibility, inclusiveness and participatory development approach for people with disabilities. Recommendations are found in each chapter and summarized and prioritised in Chapter 6.

During the course of the Assessment, DPOS, government officials and development specialists applauded the World Bank for undertaking the Baseline Assessment because it signals that innovative approaches to disability and development are likely to come from the World Bank in coming years. Those cognizant of the history of development are aware that the World Bank was a forerunner in the development of best practices on women and development and anticipate the emergence of catalytic new practices on disability and development from the Bank. The recommendations, contained throughout the Assessment, will assist the Bank as it begins to innovate in the area of disability and development.

## Chapter 2: Inclusion

### 2.1 Introduction

Inclusion measures how people with disabilities are taken into account in the design, implementation and evaluation of strategies, policies, programs, and projects. Five criteria are categorized under inclusion: **lending, knowledge, mandate, resources** and **accountability**. We have also included analysis of the social and economic inclusion of people with disabilities in this chapter as an outcome measure of inclusive development practice.

For the most part, the World Bank is forging a new path with the inclusion of disability in development. While it may be considered a natural dimension of poverty reduction, according to this review, disability inclusion is anything but “natural.” A parallel may be drawn with early resistance and then growing acceptance of specific analysis and strategies for the inclusion of women in development (WID). The Bank’s tentative approach to WID is demonstrated in the nine-year delay between appointing an adviser in 1977 and establishing a WID Unit in 1986. Today, the Bank is justified in counting among its “best practices,” that it was one of the first multilateral organizations to require staff to consider and address the impact of its assistance on women. (Evaluating Gender and Development at the World Bank 2000). Perhaps the recent step to hire a disability advisor and the current disability review are thus harbingers of future World Bank leadership in the area of disability.

The Bank’s experience in gender mainstreaming is not only a beacon of hope for disability advocates, equally important, it provides important information for an analysis of disability inclusion. By learning what worked and what didn’t work, and what is being done differently today in the area of gender, perhaps efforts at disability inclusion need not follow the identical ‘development’ path.

### 2.2 Lending

The World Bank is first and foremost a bank, owned by its over 180 member countries and accountable to its shareholders. It offers loans to client governments at differing rates depending on their gross domestic product (GDP). Those with higher GDP receive International Bank for Reconstruction and Development (IBRD) loans, while those with lower GDP receive International Development Association (IDA) loans. The IDA credits are loans at zero interest with a 10-year grace period and maturities of 35 to 40 years. The 13<sup>th</sup> replenishment meetings of the IDA held in 2001-2002 are considering increasing the use of grants and softening the credit terms for borrowers. Heavily-indebted poor countries (HIPC) may also be eligible for substantial debt relief if they are willing to make reforms suggested by the Bank and the International Monetary Fund. Projects are then funded through a variety of different types of loans, depending on the source of money and the type or sector of project. In the fiscal year 2001, the World Bank provided more than US \$17 billion in loans to its client countries. Given the importance of lending to the World Bank’s mandate, the assessment of the extent to which disability has been included in its lending becomes critical.

#### 2.2.1 What is the World Bank currently doing to include disability?

The World Bank has no information on the percentage of loans which are directed to support disability inclusion and access. In our survey of Bank projects, 15 of the 37 respondents (40.5 %) said their project did not address disability concerns in any way.

To assess a country's priorities, past portfolio performance and credit worthiness, the Bank develops a Country Assistance Strategy (CAS). In the 17 countries this project reviewed, only 5 CAS made any mention of disability. In the Philippines, stakeholders called for a centre of responsibility to deal in part with disabled people and additional resources to provide special education for children with disabilities. Bank staff suggested this could be done through a Social Expenditure Management Loan. Ghana's CAS allows for a potential contribution of people with disabilities to decision-making. Indonesia's CAS mentioned some of the work that had been done in disability prevention through iodine deficiency control. Honduras' CAS notes the need for funding for disabled people through Fondo Hondureno de Inversion Social (FHIS), its Social Investment Fund. Bosnia-Herzegovina's CAS called for the overhaul of disability programs among others through a Social Sector Adjustment in fiscal year 02. It also noted that a training program was launched through the small grants program for blind people in the Republika Srpska.

Several World Bank staff interviewed for this project noted that there is less willingness by governments to borrow from the World Bank for social spending when they became IBRD lenders.

Countries that borrow through the IDA also undertake a Poverty Reduction Strategy Paper (PRSP) exercise. Together with Bank and IMF officials and civil society, they develop a plan to address their country's macroeconomic, structural and social policies and programs to promote growth and reduce poverty, as well as their associated external financing needs. PRSPs reflect the principles of the Comprehensive Development Framework (CDF) (see 2.4 Mandate).

Only five of the countries reviewed for this project had completed or were in the process of completing the PRSP process: Ghana, Honduras, Mauritania, Mozambique, and Yemen. We also reviewed the PRSPs of Albania, Bolivia, and Nicaragua. Of these eight countries, Honduras' PRSP had the strongest inclusion of disability and access. It clearly identified people with disabilities as among those at a higher risk of becoming poor, and provided specific strategies to reduce their risk of poverty. These included creating a national disability council and a national information system for people with disabilities, creating integration and rehabilitation plans for disabled people, incorporating a module within national statistical surveys, creating support for the provision of technical aids and for special education needs, providing orientation, training and work placements, and training and promotion of the rights of disabled people.

Mauritania's PRSP made brief mention of possible resources and recognition that disabled people may benefit from poverty reduction programs. Mozambique's PRSP is likewise spare in its treatment of disability. Such references as there are fall under the headings of Special Education and Social Action, though prevention of micronutrient deficiencies is also suggested under the Nutrition heading. Ghana and Yemen only had an Interim PRSP and neither included any mention of disability.

IDA borrowing countries are also assessed and rated annually by World Bank staff in terms of their policy performance in four broad areas: economic management, structural policies (e.g. trade, finance, banking and environmental sustainability), policies for social inclusion and equity, and public sector management and institutions. The country rating determines their allocation of IDA resources. The Country Policy and Institutional Assessment Questionnaire which is used for this assessment is a key lending tool. Despite the category called policies for social inclusion and equity, none of the criteria used in this questionnaire explicitly identify people with disabilities.

Four of the countries reviewed in this study have received debt relief under the HIPC initiative: Ghana, Honduras, Mauritania and Mozambique. None of their decision point or completion point documents identify disability as a critical area for action or as a successfully completed initiative.

Twenty-one project survey responses (56.7%) said their project did not target disabled people, but thought they might benefit. Only one project had disability components within it. There were no projects that were disability specific or in which disability was mainstreamed (see Table 5.7 for details).

Three countries also illustrated how projects approved through Social Investment Funds (SIF) included disability. In Ukraine, the funds were aimed at improving the system of social services delivery, including to disabled people. A SIF project in Russia hoped to increase medical-social expertise in disability, including through rehabilitation. In Honduras, the pilot project FIDAS has a budget of US\$1.5 million to respond to project proposals of NGOs working in the areas of children, seniors and disabled people living in poverty. While other loans may have focused on populations that include people with disabilities, the latter were not specified as beneficiaries, nor was actual access monitored in any way.

### 2.2.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

For the most part, the client government officials interviewed were unaware of specific mention of disabled persons in non-“social” lending documents, such as investment and adjustment loans. One respondent described reluctance on the part of the WB to fund the disability component of the project administered by his ministry. The focus groups revealed a parallel ignorance. Even if some projects were recognized by name, individuals from government and the public did not know that they had received Bank funding.

Surprisingly, the recommendation that disability inclusion be made a condition for loans was almost as common among governments, as it was among people with disabilities.

Any investment, whether a program or physical infrastructure, should have a disability component.

One focus group of people with disabilities anticipated that the Bank’s promotion of disability inclusion would have a ripple effect among donors,

contributing to the general momentum for inclusion, or introducing inclusion where it does not yet exist.

On the other hand, one government official of an IBRD country complained about Bank paternalism and did not want new conditions added to loan agreements. Another interviewee proposed the condition, but then noted that his own government was well in advance of the World Bank in regard to disability inclusion. Perhaps for this reason, a respondent proposed that,

the World Bank also address its own policies and practices, and not only apply the conditions to recipients.

Many of the government officials and disabled people interviewed agreed that disabled people should be included in World Bank lending. They suggested that the World Bank introduce disability consideration in loan negotiations, and have it form part of legal agreements between the World Bank and client countries. The Bank should designate a certain percentage of overall country lending to people with disabilities, some suggested in proportion to the population ratio. As well, they recommended that the Bank re-open current loan negotiations to offer additional funding for disability inclusion.

It is important to look to existing programs and policies and augment them as there is greater resistance to the introduction of new policies and programs.

Some disability focus groups suggested the Bank create a separate disability budget within project loans, following the model of WHO. In this way direct funding would be made available to viable economic initiatives of disabled peoples' organizations. The criteria of these loans would be negotiated according to the capacity of the recipients to obtain credit ratings or provide matching funding.

The Northern DPOs interviewed already had some experience in addressing disability in their granting, if not lending, negotiations. In Sweden and Finland, staff is encouraged to use a checklist to ensure full participation. Because this process is not formalized, follow-through is weak. Applications to USAID include the question: "Are you including people with disabilities and what does it mean?" According to the person responsible for disability inclusion, this question produces an answer that is anecdotal, and so induces the respondent to think. It also avoids additional data collection in an already complicated coding system. On the other hand, because disability criteria are not demanded, there is less incentive for them to be considered. Nonetheless, according to a Southern government respondent, the US approach has made a difference:

USAID does it better. They have requirements that all projects be inclusive of people with disabilities. They also have documents that explain all of this and how to do it.

### 2.2.3 Analysis

Since lending is so critical to the Bank's work, it needs to be a critical part of any disability program. Three complementary strategies can be used for including disability in World Bank

lending programs: disability-specific projects, disability-relevant projects and disability mainstreaming.

*Disability-specific projects* are designed with disabled persons as the target beneficiaries. The project may stand alone or be a sub-component of a larger program. One example is the development of community-based services as an alternative to residential institutions.

*Disability-relevant projects* are those that theoretically respond to the needs of the disabled population but require some consideration in terms of making them accessible. For example, a transfer of street vendor employment opportunities from the informal sector to the formal sector may inadvertently diminish income opportunities for disabled persons unless strategies are planned for their integration including outreach and training. *Disability mainstreaming* includes the first two strategies and moves beyond to create an institution-wide commitment to addressing the indirect aspects of disability in all activities.

Lending can be adjusted to support these different types of inclusion. Both governments and disabled people recommended that disability inclusion be made a condition for loans. For example, the Bank could initiate and fund immediately two or three pilot projects which model how disability can be mainstreamed in countries that already illustrate a willingness to include disability, like Honduras or Ghana. The results of these projects could be used to develop how-to-guides for use by other countries.

Additional funding could be allocated to support this work through Social Investment Funds or IDA grants. The Norwegian-funded Inclusion Fund is an important step in this work and should see its level of funding increased.

Broad criteria could be created and training provided to enable project staff to identify to what extent their proposed projects are disability relevant and how to address the disability implications. These need to be linked with existing assessment exercises including social assessments, the Country Policy and Institutional Assessment questionnaire for IDA funding and assessments around the Millennium Development Goals to increase their uptake by Bank staff. Regular monitoring of these projects by the disability focal point within that sector would strengthen the disability inclusion.

The experiences of the Bank in gender mainstreaming suggest that integration of gender in project goals and objectives together with monitoring bring successful integration. Projects that explicitly incorporate gender goals into the main project objectives are the most likely to achieve their gender objectives (*Implementing the World Bank's Gender Policies* Vol. 2, 1997). "As a first step towards the development of monitorable indicators of progress in the incorporation of gender into Bank lending operations, the Monitoring Unit in the Poverty and Social Policy Department (PSP) reviews documents on all newly approved Bank projects. Projects are rated according to whether there are special project components intended to benefit women or whether gender issues are directly addressed" (*Implementing the World Bank's Gender Policies*, 1996, 16).

But to include disability across the organization, the Bank also needs to assess the indirect aspects of disability inclusion. This may include creating guidelines for all projects to assess the potential harmful effects of the project on people with disabilities, the inclusion of universal design principles in urban planning and humanitarian assistance, or the impact of current or

proposed changes to legal and institutional frameworks within a country on people with disabilities. Again to be effective, these guidelines need to be monitored and assessed on a regular basis.

At this point in the Bank's history, it is inappropriate to recommend the development of an Operational Policy or even a broad strategy to ensure disability mainstreaming because more time and work are needed in the disability area. In the short term, the Bank needs to identify how it will proceed in addressing disability. This can be done by developing and launching a framework for action that includes particular attention to concrete, specific actions in the areas of lending, knowledge, and accountability. The conclusions of this report provide key recommendations for the content of the framework for action.

#### 2.2.4 Recommendations and Opportunities for the Future

- Initiate, in the next six months, 2 – 3 pilot projects that model how disability can be mainstreamed. Countries selected should already exhibit a willingness to include disability within their PRSPs or national plans and could include Honduras or Ghana. The results should be used to develop how-to manuals for use in other countries.
- Host a high profile, catalytic event, to launch a framework for action on disability in conjunction with the International Day of Disabled Persons, December 3, 2002.
- In the next six months to one year, develop and distribute guidelines for all projects to assess direct and indirect aspects of disability inclusion.
  
- Over the medium term, develop appropriate tools and financial supports to ensure that all Bank lending projects include disability, with a priority placed on projects in low-income countries.
  
- Monitor and assess the implementation of these guidelines on a regular basis by sector-based staff with a mandate for disability inclusion within the context of other assessment exercises such as social assessments, IDA assessments and MDG assessments.
  
- Over the long term, create a strategy paper on disability and inclusion and shepherd it through the World Bank consultation and approval mechanisms.

#### 2.3 Knowledge

A second measure of the successful inclusion of disability is how much and what type of knowledge exists about disability. Disability knowledge includes research, data sets and regression analyses. But knowledge also addresses dissemination and sharing which can lead to changes in attitudes or inappropriate assumptions.

The World Bank describes its own vision about knowledge as putting knowledge on par with money as a key to development and poverty reduction. Knowledge sharing includes creating, sharing and applying knowledge across the World Bank. Knowledge sharing takes place through over 100 thematic groups which are made up of knowledgeable front-line practitioners inside and outside the organization, who share their know-how, provide knowledge 'on the fly' to members and help build useful knowledge collections.

### 2.3.1 What is the World Bank currently doing to include disability?

There are currently no organizational-wide statistical databases related to disability. In at least one World Bank Living Standard Measurement Study household survey, specifically in Kosovo (2000), disability was included in the survey, but we were unable to access the results. The National Health Survey in Vietnam (2001/2002) has contributed to gathering more detailed statistics on disability in that country. A country study of South Africa, focussing on disability, was funded by Finland and the Netherlands.

Research on disability has been addressed in several sectors, especially with support from the disability program in Social Protection and with some financing from the Finnish Consultant Trust Fund. Background papers were written to support the Poverty Reduction Sourcebook chapters in health, transportation, education and information and communications technologies: *Education, Poverty and Disability in Developing Countries* (2001), *Transport, Poverty and Disability in Developing Countries* (2001), *Addressing The Needs Of The Poorest Of The Poor – People With Disabilities And Health Sector* (forthcoming), and *ICTs and Disability in Developing Countries* (forthcoming) (See disability website: [www.worldbank.org/sp](http://www.worldbank.org/sp)).

The World Development Reports and the World Development Indicators have dealt only recently with information about disability. *WDR 2000/2001: Attacking Poverty* focuses on ways to make poverty reduction strategies more effective through decentralization of decision making through inputs from all groups including disabled people. Greater accessibility of information to people with disabilities among other vulnerable groups and intervention by governments to offset disadvantages faced by the disabled in markets are both emphasized.

The evaluation of World Bank literature undertaken for this project illustrates there is very little inclusion of disability in most of the criteria used throughout this study. Of the 105 documents assessed, 78 per cent made no mention of knowledge about disability. Thirteen per cent make some limited mention and only nine per cent had a substantial comment about knowledge on disability.

The Operations Evaluation Department assesses the on-going work of the World Bank and reports to the Board of Directors. To date it has not undertaken any assessment of disability activities, nor has it included disability inclusion or access in its evaluations of Bank work.

In its Knowledge Sharing strategy and initiatives, the World Bank Institute has not addressed disability, or issues of access to knowledge for people with disabilities. One of the Bank's over 100 Thematic Groups deals with disability.

The current disability website is only found by going to the Social Protection website and clicking on disability. There is no direct link to disability on the home page of the World Bank, or even on its development topics page. The disability page includes some information about how the World Bank defines and approaches disability, supports for project design, and access to World Bank and other relevant documents on disability.

The World Bank Institute also has a mandate to provide learning resources and opportunities for countries, World Bank staff and clients, and people committed to poverty reduction and



sustainable development. The Institute currently provides no specific course modules on disability inclusion or access. Its activity evaluation does not include any components related to disability or access.

### 2.3.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

According to responses from distance and personal interviews, the World Bank has made few efforts to gather information or increase knowledge on issues related to people with disabilities. None of the designated offices or councils responsible for disabilities interviewed in the South were aware of World Bank involvement in issues relating to people with disabilities. However, there were three government officials from other ministries, who were familiar with World Bank projects that gathered information about disabled people. The projects included: (1) collaboration with an NGO to develop a national public directory of people with disabilities in Peru; (2) a World Bank study in Honduras to determine how to reach persons at risk at the community level, including people with disabilities; and (3) consultation with disabled Hondurans and their service providers in relation to a disability inclusive pilot project of the Social Investment Fund. In the last example, a review of the project indicators showed that none of the 50 indicators dealt with disability, and hence the opportunity to gather new knowledge was compromised.

The Baseline Assessment also uncovered two examples of Bank collaboration leading to increased client knowledge. A respondent from Ghana gave a very positive report about a World Bank sponsored expert, who assisted the Department of Education improve its Special Education program. Another respondent in Russia described a project of the Social Investment Fund that would increase medical-social expertise in disability, including rehabilitation.

Contrary to their perception of the weak current contribution of the World Bank to disability knowledge, most government officials and people with disabilities in the South saw a critical role for the World Bank in building worldwide disability knowledge. Client governments suggested that the World Bank increase its own knowledge of disability issues in the client countries; assist in strengthening the disability policies, structures, programs and human resource development of ministries and agencies of client governments; and act as a global focal point for best practices and government to government networking opportunities regarding public policy. In a telling interview, government officials involved in a WB Social Protection Implementation Loan insisted this was not a disability related project.

In addition, governments called on the World Bank to create new knowledge, in part through the development and testing of new models for disability integration with pilot projects in a variety of sectors. Other recommendations were the inclusion of a question regarding disability in future Bank-funded national census, and dissemination of information on its efforts to disabled peoples' organizations.

All of these recommendations were reiterated by the focus groups of disabled people. The focus groups also suggested that the Bank conduct research on the situation of disabled people and the impact of disability inclusive projects on the economy. Some respondents suggested that the Bank network with disability organizations and regional organisations or institutions to gather and disseminate information.

The Northern DPOs recommended that the Bank introduce disability pilot projects as a means of creating new Bank and public knowledge. These should be developed in countries where there is a demonstrated commitment to disability, and should be focused not on “special” segregated projects, but on mainstreaming disabled people.

Many of the Northern respondents agreed that, while Bank staff may find it labor intensive to disaggregate information about disabled people, if the latter are *not* made visible disabled people would likely be forgotten. They recommended the Bank include the situation of persons with disabilities in the regular benchmarking instruments for sector development, with emphasis on access to health, education, and income generation.

### 2.3.3 Analysis

Many governments and DPOs envision the future role of the World Bank to be one both of information gathering and dissemination. As a broker of knowledge, the Bank would also link one client government with another to learn from good practices.

The Bank’s leadership in worldwide disability and development knowledge has a great deal of merit given the extensive “reach” of the World Bank and its institutional strengths in knowledge systems. Some of the Bank’s assets include its skilled personnel, the Knowledge Sharing strategy, the OED, the World Bank Institute, project information gathering including assessments and Implementation Completion Reports, the Bank’s Internet and language capabilities, and most importantly, the enormous development network the Bank represents. The opportunity for the Bank to proactively share its knowledge with governments is critical to the translation of knowledge into policies and actions for disability inclusion, which is the ultimate goal.

Bankers have a reputation for being factual people. What will it cost? What are the gains? What alternative investments will reap greater benefits? Any of these questions rely on hard evidence, both quantifiable and qualitative. The current absence of information on disability means these questions can only be answered vaguely, for example with a WHO response of “10% of any population is disabled.” Just how little knowledge there currently is, both in and outside the World Bank, was discovered by IADB in 2001, as it prepared to host a Latin American conference on disability. Not only is disability not included in Latin American national census or surveys, the IADB also found that there are no economists in the region who work in the area of disability data collection. It thus appears that knowledge gathering must be preceded by training. The focus, however, should not simply be on a cost-benefit analysis for disability inclusion in Bank activities. Knowledge about disability may begin with knowing how many people are affected and in what conditions they are living, but, equally important, knowledge must encompass solutions to their problems.

Governments and Bank staff noted the critical need for more and better quality data on the situations of people with disabilities around the globe. At least two initiatives are underway to develop key global disability statistics. The Washington City Group on Disability Statistics initiative in Feb 2002, and International Workshop on Disability Statistics in Africa, September 2001, Uganda, are sources from which to build. But the World Bank has its own World Development Indicators that could be a leading example of collecting and analyzing important

disability statistics. In addition, a special issue of the World Development Report on disability would act as an important catalyst to developing these necessary data.

The Norwegian-funded Inclusion Fund's support for country studies and household surveys is a small, but significant, step forward in gathering stronger data and research on disability in specific countries (see 2.5.1 for details).

Contrary to a focus on disability "inclusion," the Bank's most notable contribution to the world's perception of disability is based on "exclusion." The Bank-promoted DALY, or "disability adjusted life years" equation, is used to calculate the relative merits of interventions in the area of health. The implicit message of the DALY is that disability is the equivalent of a person being a non-participant in his or her society and economy. Sadly, this notion is not new to the World Bank's clients, but only reinforces the negative attitudes toward disability that disabled peoples' organizations often refer to as the greatest barrier to their inclusion.

Using a philosophy of mainstreaming, knowledge gathering should consist of the inclusion of disability-disaggregated information in any exercise that builds the profile of a population, be it through a national census or assessments and reporting for a specific disability-relevant project. For instance, the Social Assessments, in which the views of all affected groups are solicited, or the Participatory Poverty Assessments should in all cases include the views of disabled people.

Given the current dearth of information about the subject, disability-specific research should also take place. The research should be participatory and should address both the situation and alternative solutions to alleviate poverty experienced by disabled persons.

Involvement of persons with disabilities provides another, often underestimated, level of knowledge. Personal contact is key to breaking through internal prejudices, of which a liberal-minded development worker may not even be aware. By experiencing collaboration with a capable disabled person, not only the mind, but also the heart becomes involved in creating new knowledge essential for attitude change to take place.

*Because their attitudes have changed, some staff at Danida are already changing how they are doing things. Without a cost-benefit analysis, they are making the schools accessible. Sometimes things are done a certain way, because you think that it's the best way, not because its cheaper or more expensive ... compared to what?*

#### 2.3.4 Recommendations and Opportunities for the Future

- Create, adapt or offer in collaboration a training module on disability inclusion within the World Bank Institute in January 2003, drawing on existing on-line disability studies courses offered around the world.
- Create additional training opportunities, learning events and tools related to disability inclusion over the next 1 to 3 years.
- Develop and implement a strategy for creating, sharing and applying disability knowledge within the Bank:

Creation of knowledge:

- o new research specifically on disability access and inclusion, as well as the integration of disability in other relevant pieces of research
- o special issue of the World Development Report on disability
- o inclusion of disability indicators in World Development Indicators
- o inclusion of disability in national census and household surveys funded by the Bank
- o inclusion of disability in regular benchmarking instruments of specific sectors
- o inclusion of disability in social and country assessment documents

Sharing of knowledge:

- o collaborating with disabled peoples' organizations in the gathering and dissemination of knowledge
- o training of Bank staff on disability issues
- o employment of knowledgeable staff and consultants
- o strengthen the disability website
- o active recruitment of people with disabilities in current knowledge internship program
- o participation of Bank representatives at events and in networks organized by disabled peoples' organizations
- o hosting of Bank conferences, including other multi-lateral donors, that focus or include disability and development

Applying knowledge:

- o developing pilot projects focused on mainstreaming persons with disabilities in the economy
- o applying Universal Design principles to the structures and services of the Bank
- o evaluating Bank experiences in disability inclusion
- In the long term, the World Bank should act as a global focal point for knowledge of good practices related to disability and development.

## 2.4 Mandate

Mandating documents are those that provide broad, strategic directions for the organization, region, sector or country. As an organization, the World Bank has three broad mandating documents: the Strategic Framework adopted in January 2001 and intended to guide the Bank's work over the following 3-5 years; the Comprehensive Development Framework (CDF); and the Millennium Development Goals (MDG also known as the International Development Goals). The MDGs came out of the Millennium Summit in September 2000 and the Millennium Declaration signed by 147 heads of state and passed by the United Nations General Assembly. The MDGs provide goals and targets within a fixed time framework for action.

The World Bank's Operational Policies help ensure its operations follow economically, financially, socially, and environmentally sound practices.

The six regions of the World Bank have their own regional strategies that guide their work. Many sectors have developed strategy documents that provide direction for their work and some have created toolkits to assist with implementing the strategy. Countries may use their Poverty Reduction Strategy Papers as a mandating document in addition to any national legislation or national plans they may have adopted.

#### 2.4.1 What is the World Bank currently doing to include disability?

The Strategic Framework makes no explicit reference to disability. The CDF mentions disabled people as potential recipients of social programs provided by governments. The MDGs do not identify goals, targets or indicators that specifically address disability. Yet, as we note below, there is considerable potential to build disability into the MDGs. No specific Operational Policy exists to address the inclusion of disability.

Of the seventeen sector strategy papers reviewed (see Table 5.8), none made any significant mention of any of the aspects of disability. Most made no mention of disability. Of those that did, the strategy papers for health, nutrition and population, education, and two of the environment strategy papers make a very minor mention of disability.

Some progress has been made as a result of the direct involvement of either Bank consultants or NGOs in particular sectors. For example, the review of the Bank's urban transport strategy (Kessides 2001) includes a significant mention of access to the built environment following consultations with interested non-governmental organizations. Four background documents on health, transport, information and communications technology and education have been developed to assist those involved in PRSP development using the PRSP Sourcebook. The disability program commissioned these background papers.

Very little attention has been paid to the inclusion of disability within regional strategy documents. Of the regional strategy documents reviewed, three made no mention of disability. Nine documents included a very minor mention of disability, often adding people with disabilities in a list of potential beneficiaries. Only one, the regional social protection strategy paper for Europe and Central Asia, included significant references to knowledge about disability, the inclusion of people with disabilities as beneficiaries and a minor mention of resources related to disability.

A number of the countries we examined had national mandates to include disability. Honduras included significant mention of disability in their PRSP.

One of the respondents to the general survey said they had an extensive mechanism when developing or implementing mandating documents that ensures disability issues are addressed, but did not elaborate what it was.

#### 2.4.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

Interview respondents were very aware of the Bank's emphasis on poverty reduction, but did not make a connection between this mandate and responding to the needs of disabled people. Only one respondent thought that the Millennium Development Goals specifically referred to people with disabilities, and considered this important to the priority given to disability nationally.

The Ministries of Finance interviewed considered mandating documents, including a national plan adopted by a national forum and the PRSPs, key to negotiations with the World Bank. Only two reported that disability was specifically mentioned in their national plans.

Several officials described the task of the Ministry of Finance as one of trying to match ministerial programs with donor interests, thus acting as a type of sales representative. Since the World Bank does not have a reputation of involvement in the area of disability, related projects are not presented. The perception of one Ministry of Finance official was that if he presented the Bank with a project dealing with disability, the Bank would "*laugh at him.*" Another interviewee, echoed by the majority of respondents, said,

I might as well be frank with you, this is the first time we have heard that the World Bank is interested in disability.

The director of a Social Investment Fund of one of the Bank's IDA clients described a more collaborative process of negotiating priorities. The representatives of his government and the Bank met informally at a weekend retreat. Each side gave their vision of development for the country and then they tried to coordinate the two. Disability did not come up in that discussion, but gender, environment and children did.

None of the interviewees said disability had been included in their Country Assistance Strategies. They recommended that Bank assessments include the impact of interventions on people with disabilities, and that disability integration be one of the performance indicators. They also suggested that disability be considered in a holistic manner, including all the root causes of disability -- starting with maternal health.

People with disabilities interviewed were generally not familiar with either the source or content of the Bank's mandating documents. Nonetheless, they did have recommendations for the World Bank, including placing a strong emphasis on disability inclusion in negotiations with the borrowing country; making consultation or participation of people with disabilities a part of the assessment processes; and ensuring compliance with public policies set out to protect people with disabilities.

Northern DPOs advised the World Bank to include disability issues as a part of all country and sector analyses, and that the PRSP Handbook provide specific practical recommendations on how to include the disability dimension. Assuming the World Bank was prepared to offer its leadership, one respondent emphasized the responsibility of client governments for follow-through.

The government must be accountable for what is being done in the area of disability. How have programs in the Health Sector reached the poor, and specifically people with disabilities? Which indicators showing what is being done? How is success measured? The World Bank must show its commitment to mainstreaming people with disabilities, but the countries have to be responsible for follow-through.

### 2.4.3 Analysis

Given the current absence of disability in mandating documents, this is another area in which the way forward may be gleaned from other experiences within and outside the Bank. One such experience is that of indigenous people. The current Operational Directive (being revised) and resulting consideration given to this population by the Bank would be considered enviable by many of the DPOs interviewed for this review.

The OD provides policy guidance to (a) ensure that indigenous people benefit from development projects and (b) avoid or mitigate potentially adverse effects on indigenous people caused by Bank-assisted activities.

The Bank's broad objective towards indigenous people is to ensure that the development process fosters full respect for their dignity, human rights and cultural uniqueness. The Bank insists that indigenous peoples must be consulted in issues that pertain to them. DPOs have been struggling for similar recognition since the early 1980s.

Bank staff (or those of other aid agencies) often reacts to the suggestion of another directive to deal with disability with "We already have so many categories to address." If mandated disability inclusion requires more work, is it worth the effort? Alternatively, will disability inclusion happen without directives and accompanying procedures?

According to Bank gender experts, directives have contributed to the inclusion of women. Directives have not only appeared in the Bank Operational Policy, but also in related documents, like a 1990 Operational Directive on poverty reduction. Under the existing gender policy, the Bank is to:

Analyze the impact of Bank's investment projects on women and appraise whether the design adequately takes into account "changes" that might be "disadvantageous" to women, local circumstances that would enhance the participation of women in project activities, and contributions of women to achieving the project's objectives (OMS 2.20).

Integrate gender considerations based on sound analysis into country programs through *Country Assistance Strategies* (CAS) to reduce gender disparity and increase women's participation in economic development (OP 4.20).

Establish monitoring and evaluation systems to evaluate the gender disaggregated impact of Bank assistance at a project level, and at a country level, assist borrowers to establish such systems (OMS 2.20 and OP 4.20) (*Integrating Gender in World Bank Assistance 2001*, 3).

Similar procedures related to disability would go a far way to leading to more disability-inclusive development initiatives. But internal Bank criticism of the gender directives must also be considered.

The Bank's gender strategy is relevant only if it is suitable for implementation in individual client countries, which have varying institutional, regulatory and cultural contexts. A "one size fits all" policy will not be effective. Progress is best achieved when the demand for change is internalized by the country. Accordingly, the operational policy stresses the need for country ownership and defines a supportive role for the Bank" (*Integrating Gender in World Bank Assistance 2001*, 8).

During the site visits and distance interviews, the researchers did come across a wide variety of client government and socio-economic situations. According to their own mandating documents (generally national plans), few countries consider disability a priority. Although most ministerial representatives seemed very open to considering disability inclusion in the future, we can assume that at least some of them were hoping for a new opportunity for World Bank funding, and that a fundamental shift in priorities has not yet occurred.

By not including people with disabilities in its mandating documents or policies, the World Bank has given the message to client governments that it is not interested in funding disability. At least one respondent was actually told this, others presumed. The Bank personnel are the face and voice of the Bank in the regions. If they have received no indication that the Bank is interested in people with disabilities, they will not pass on this message. A strong, high-profile commitment to disability inclusion is essential to addressing the needs of people with disabilities.

#### 2.4.4 Recommendations and Opportunities for the Future

- Analyze, by November 2002, how disability can be incorporated into the monitoring and assessment of the Millennium Development Goals (MDGs) and the Comprehensive Development Framework (CDF) and develop appropriate target indicators for these.
- Develop additional background papers, especially in non-traditional disability areas like finance and legal reform, for the Poverty Reduction Sourcebook.
- Develop, as soon as possible, good practice documents to feed into the on-going revisions to the Environment Sourcebook, targeting sectors including transportation and water.

#### 2.5 Resources

The World Bank spends over US\$17 billion in its work with countries and has a staff of over 8000 people across the world. It has been recognized as one of the most successful



international organizations in creating knowledge. It has its own Institute to share knowledge both within and outside the Bank. These are all significant resources.

#### 2.5.1 What is the World Bank currently doing to include disability?

A negligible amount of the World Bank budget and staff are used to address disability inclusion. No figures are available about the total levels of funding, but several different sources of funding were identified in this research: sources for lending, including Social Investment Funds, and human resources.

The inclusion of disability in projects is partially funded through the Norwegian Trust Fund for Disability and Development (NTFDD). This Fund, with its annual budget is \$336,000 per year for three years, includes four components: the Inclusion Fund, a country study, household surveys and partnerships. Funds from the Inclusion Fund cover the costs of hiring consultants to help build a disability dimension in projects.

Another lending resource is the Poverty Reduction Strategy Trust Fund, whose mandate is to support capacity building in countries undertaking poverty reduction strategies. It has a \$10 million budget over 3 years but no explicit criteria related to disability.

The survey of projects illustrated that very few included resources for disability inclusion -- only one project (2.7%) did so, a Health project from India allocated funds for disability inclusion in the project planning and design and none of the projects allocated funding for disability inclusion in project implementation.

In three countries studied for this project, Honduras, Russia and the Ukraine, Social Funds or Social Investment Funds have been used successfully to finance disability-specific and disability-relevant projects (see 2.2.1 for details).

In terms of human resources, the only money specifically allocated for disability related staff prior to June 2002 came from Social Protection. With the full-time appointment of the Disability Advisor in June 2002, half of the expenses come from the President's Contingency Fund with the other half from Human Development budgets.

For current and prospective staff (including consultants and temporary staff), clients and guests with accommodation needs related to their disability, the Disabilities Accommodation Fund exists with a budget of approximately \$250,000 per year. It covers costs related to assistive devices, wages of personal assistants, work-related transportation/parking support, and interpreters for sign language. These funds cannot be used for infrastructure modifications.

Issues related to Bank personnel and internal practices are discussed at the Disability Working Group, begun in 1999. This group that initiated and drafted the proposal for the Disabilities Accommodation Fund, has undertaken a survey of the accessibility of World Bank real estate and facilities, and promotes knowledge and awareness of disability.

No training related to disability is available through the World Bank Institute (see also Knowledge above).

## 2.5.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

A shortage of resources, both well-trained professional staff and finance, represents a serious impediment to the implementation of policy and programmes and to the provision of publicly accessible buildings and assistive devices.

While government staff interviewed was not aware of World Bank resources specifically dedicated to disability (including the recent introduction of the Norwegian Trust Fund for Disability and Development), there was general support for investment in this area. Some of the ministries interviewed noted that they had people with disabilities on their own staff, but this was in response to national government policy, rather than a suggestion from the World Bank.

Governmental and non-governmental representatives recommended that the Bank channel funding of Bank-sponsored projects to people with disabilities to ensure that they benefit (some suggested in proportion with the population affected). They also encouraged the Bank to provide additional funding for special initiatives in the area of disability, like non-reimbursable grants for education and training scholarships, with a focus on mainstreaming; and allocate funding for the extra costs of persons with disabilities. One respondent offered an example of a program that provided farmers with start-up funds to buy their seeds. The respondent was aware of blind women farmers, whose attempts to benefit from the program were hindered by additional costs caused by their occasional dependence on a sighted assistant.

In terms of human resources, government officials recommended that the Bank provide training to its staff; and financial support for building the capacity of DPOs, which in turn could share their expertise with the World Bank.

Capacity building of DPOs was also important to people with disabilities. The focus groups advised the Bank to increase its own expertise and general awareness of issues concerning people with disabilities in the different countries where the Bank operates. They recommended that the Bank include disabled people as staff and as consultants, using a registry of national and regional NGOs (particularly DPOs) working in the area of disability.

Northern DPOs familiar with the World Bank's goal of poverty alleviation, felt this is not enough. "*There has to be barrier removal and equalization of opportunities. There has to be another layer on the funding.*" One respondent explained:

We know that roughly 15% of the world population is people with disabilities. This to me requires that 15% of the effort by the World Bank should be focused on people with disabilities. The principle of inclusion requires that their projects address the needs of people with disabilities, but it also requires that there is a role for people with disabilities as participants, recipients, developers, programmers, actors, whatever, in the whole array of World Bank activities.

Northern DPOs also noted that knowledge among staff and Ministries is essential for disability inclusion. Even if there are disability guidelines, if no one is accountable, and staff is generally not knowledgeable, nothing gets done.

Individuals cannot be blamed. But if there were training, encouragement, follow-up, links to DPOs in the countries, then something would happen.

One respondent recommended that disability awareness be spelled out in the contracts signed by the Bank.

The NGO contracting agents in the US now have to comply with their umbrella organization's disability standards, which are based on equivalent gender standards.

Participants suggested that DPOs played a vital role in ensuring their governments considered disability. Strong DPOs educate government staff, in part by including them in DPO seminars and activities. Interviewees recommended that all relevant Bank programs be inclusive of disabled persons, but because disabled people are marginalized, there should also be special funds.

Bring people with disabilities up to the base; then you can make the case that remedial programming is not necessary.

### 2.5.3 Analysis

Without significant resources made available for the implementation of the Bank's disability initiatives, at headquarters and in the regions, even the best intentions will be meaningless. A plan for the allocation of both financial and human resources is essential.

In terms of **financial resources**, there is a strong case to be made for the creation of additional funding mechanisms or the introduction of particular budget line items pertaining to disability. While the notion of full inclusion suggests that special treatment is not necessary, it only applies once automatic consideration has been established. In its evaluation of barriers to the fulfilment of a disability and development vision at USAID, the following criticism was made:

A reward structure does not exist to promote adherence to this policy.

While the Disability Policy and the World Program of Action call for inclusion rather than distinct disability programming, feedback to Team members strongly suggests that in this time of conflicting priorities, specific funding must be attached to this target (*Second Annual Report on the Implementation of USAID Disability Policy 2000*, 9).

A representative from a Nordic government aid agency phrased it this way:

You need to prime the pump. Without money, it won't happen.

The conclusion is, that in order to include people with disabilities in the Bank's programs, there must be some allocation of financial resources. The Norwegian Trust Fund for Disability and Development is an important start, but just a start.

The creation of new budgets must be complemented by the integration of disability concerns into existing funding, particularly grants. The experiences in gender mainstreaming identified four existing funding instruments that should consider marginalized groups:

- 1) Fund for Innovative Approaches to Human and Social Development grants that are used to promote the use of participatory methods in project planning and implementation;
- 2) Sustainable Banking with the Poor project (SBP) which is geared to sustainable micro-finance.
- 3) Financial Sector Development Department (FSD) that also supports micro-finance, including case studies.
- 4) Social Funds: These are described in detail in the Lending sections. It is noteworthy here that the literature review reflected that the administrators of the Social Funds understand that "it is often necessary to work on building the capacity of these groups before credit programs are introduced (*Implementing the Bank's Gender Policies* 1997, 5 and 23).

In addition, the World Bank is involved in an international initiative called the "Consultative Group to Assist the Poorest (CGAP). The nine founding members pledged roughly US\$200 million to the CGAP portfolio. Criteria include that half the applicant retail financial institutions' loans go to poor women (*Implementing the Bank's Gender Policies* 1997, 22) Similar criteria would assist in the inclusion of disabled people.

Regarding the dedication of **human resources** to disability, this is largely a matter of increasing the knowledge of Bank staff, and making use of the available knowledge-based resources outside of the Bank (as described in 2.3). Building the capacity of local disabled peoples' organizations is crucial to strengthening the Bank's available human resources. Interestingly, the Bank's International Finance Corporation has a similar analysis of successful development planning for indigenous persons:

The relevant government institutions are often weak... Organizational issues that need to be addressed through Bank assistance are the (i) availability of funds for investments and field operations; (ii) adequacy of experienced professional staff; (iii) ability of indigenous peoples' own organizations (and) local administration authorities ... to interact with specialized government institutions; (iv) ability of the executing agency to mobilize other agencies involved in the plan's implementation; and (v) adequacy of field presence (Operational Directive 4.20).

#### 2.5.4 Recommendations and Opportunities for the Future

- Dedicate financial resources to disability inclusion, both to disability components or mainstreaming in general Bank projects, and full funding of disability specific projects aimed at social and economic inclusion.
- Ensure that all projects funded by Social Investment Funds incorporate disability and develop tools to assist with this.
- Develop good practices for disability resource allocation.

- Develop human resources within the Bank and draw on expertise outside the Bank to design, manage and evaluate Bank initiatives in the area of disability.
- Leverage additional funding, especially through the small grants programs and possibly through Social Investment Funds, to support capacity-building work among DPOs.

## 2.6 Accountability

One measure of the successful inclusion of disability is whether there is an explicit or designated person or unit with responsibility to act or coordinate action related to disability.

### 2.6.1 What is the World Bank currently doing to include disability?

A Disability Advisor with full-time responsibility for disability, Judith Heumann, was appointed in June 2002 for a three-year term with half of the funding coming from the President's Office and the other half from the Social Protection, Health and Education budgets. Since 1998, a very small disability program existed with various staff members and consultants (Louise Fox, Tom Hoopengardner and Pamela Dudzik) allocating up to one-half their time to the disability file. Those responsible for disability have consistently been placed under the auspices of Social Protection and Labour within the Human Development Network.

Other units have also identified disability within their work, although very few have any one person accountable for disability. With the Health, Nutrition and Population (HNP) sector, there is a Mental Health specialist whose responsibilities are primarily related to disability (currently Florence Baingana).

At times, staff or consultants with a particular interest in disability may become a de facto disability contact for their sector or region. For example, in the Europe and Central Asia region (ECA), there has been particular emphasis on de-institutionalization that also includes disabled people. An initial research piece is *Moving from Residential Institutions to Community-Based Social Services in Central and Eastern Europe and the Former Soviet Union* (Tobis 2000). There is also an on-going project on de-institutionalization of children in Lithuania. One staff member with a particular interest in these issues (Aleksandra Posarac) has become an informal contact for disability.

No other sectors or regions identified any accountability mechanism for disability within their structure. None of the projects surveyed for this disability review identified an accountability mechanism. Two of the general survey respondents said they had accountability mechanisms – one was the office with specific responsibility for disability and the other identified its Human Resources Team.

### 2.6.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

Generally, government, NGO and individual respondents had far less to contribute regarding the current practice of the World Bank in the area of "inclusion," than recommendations to offer for the future. The respondents were particularly silent in terms of the subject of "accountability." Of all the Southern respondents, only one person with a disability had heard of

an office responsible for disability in Washington. The same person added that as far as she knew, there had been no contact with her region. One government official suggested that all missions have a designated person responsible for considering disability issues.

Northern DPOs said accountability was key to disability inclusion in their countries.

If there is a fiat from the top, attitudes will be much more amenable to the introduction of new policies.

Respondents were also quick to note the critical role of advocacy organizations in convincing government leaders to include disability.

A representative of an international disability organization had heard that the new World Bank position of Disability Advisor was funded in part by the President's Office.

I think the interest by Wolfensohn in disability is having an effect. I think that the creation of this position is extremely important...Although disability is not his area of expertise and although he did not really have that much time to allocate to it, Tom Hoopengardner really changed the thinking from a project focus to a focus on disability as a cross-cutting issue.

### 2.6.3 Analysis

The Gender Sector Board (GSB) recently identified the lack of institutional accountability as the key constraint to gender mainstreaming, as have most staff participating in evaluation workshops. An evaluation noted that there is neither clear responsibility nor accountability for integrating gender considerations in the processing of various tasks (*Integrating Gender in World Bank Assistance* 2001, 24-5). Drawing from the gender experience, accountability *must* be considered critical to disability inclusion.

While the introduction of a disability advisor is an important first step, it begs the question: To whom does she report? Currently, the disability advisor reports to the Director of Social Protection in the Human Development Network. While social protection is a critical part of the disability agenda, it is not an appropriate place for the Disability Advisor. Given the cross-cutting nature of the work related to disability, the need for organizational commitments and the experiences of integrating gender in the World Bank, the Disability Advisor should have a cross-sectoral location reporting to the most senior official – the President.

President Wolfensohn has already demonstrated his support of disability inclusion by dedicating a part of his budget to the creation of the position of disability advisor. Ideally, the President would extend this commitment to create a high-level cross-sectoral position accountable for disability inclusion. In his 1997 statement to the World Bank Board Meeting in Hong Kong, the President indicated his interest.

Inclusion - that is what development is about - to bring into society people that have never been part of it.

Even with high-level accountability, however, this is only as significant as the ability to extend this commitment throughout an agency. This is one of the conclusions of an evaluation of disability inclusion at USAID in 2000.

For USAID to become an instrument in the global trend toward inclusion, the USAID Disability Policy must become an Agency-wide effort, not merely the campaign of a small group, or even one person. The new Administrator has indicated a willingness to lead, but Agency systems, most notably training and the various Mission Director and regional conferences, must be there to support him (*Second Annual Report on the Implementation of the USAID Disability Policy* 2000, 9).

To ensure this, disability focal points need to be identified within each region and sector, contributing to a more clearly mandated Disability Thematic Group. Other existing structures could include a disability component or representative, such as the Poverty Reduction and Economic Management network (PREM) or, to address the specific issues of women with disabilities, the Gender Sector Board and the External Gender Consultative Group.

#### 2.6.4 Recommendations and Opportunities for the Future

- Create a center of responsibility for disability immediately with the highest-level accountability (preferably to the President), cross-sectoral, cross-network authority and sufficient support and resources to undertake its work. The mandate should be to raise awareness, develop and share knowledge about disability, leverage participation and resources from within and outside the Bank, create partnerships, and monitor implementation of these actions and inclusion of disability within the Bank.
- In the medium term, establish disability focal points in all networks, sectors and regions, with the Disability Advisor acting to coordinate their work. Focal points are staff whose primary responsibility is to address the inclusion of disability in the activities of their unit and coordinate with other focal points within and across networks or regions.

#### 2.7 Social And Economic Integration Of People With Disabilities at the Country Level

Unlike the other “inclusion” criteria useful in designing and assessing the World Bank’s progress in disability integration, the social and economic integration of people with disabilities is an outcome-level marker of the World Bank’s progress at the country level. It is the ultimate goal of mainstreaming people with disabilities.

##### 2.7.1 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

All of the countries reviewed by the disability survey share a low level of disability inclusion in social and economic life. In many cases, old myths persist that disability is punishment from the gods, or at least a life sentence of invalidity. South Africa provided an outstanding example of using political means to address the pervasive inequality. While many client governments interviewed had a disability office or national council designated to provide coordination on disability matters, their potential impact appeared to be hindered at times by the absence of strong staff, integration of the mandate to other departments, and/or financial resources.

According to the interviews, none of these had been directly involved in government negotiations with the World Bank.

Several interviewees indicated that the World Bank was missing opportunities to assist with social and economic disability inclusion. One government official explained that the Bank funded community education, but despite an international commitment to “education for all,” the negotiations did not involve measures for integration of disabled people. In another World Bank funded project, a specialist was funded to advise the Ministry of Education on Special Education. Whereas the funding was considered very useful, “special education” segregates rather than integrates students with disabilities. Two other respondents commented that the Social Investment Fund being used to address disability concerns in their countries were also being used to segregate rather than integrate disabled people. This segregation was considered to be reflective of the traditional attitude of the government officials, who focus on a medical model of disability.

Southern governments officials recommended that the World Bank use its influence to promote the inclusion of disabled people in the public and private sectors. It was acknowledged that it would only be possible to increase employment by addressing issues of disability inclusion in education, transport and social security. They also suggested that the Bank target the capacity and skills of people with disabilities to ensure that activities involving people with disabilities are sustainable. One key concern was that the Bank focus on education, including teacher training, provision of technical supports, and training of disabled people for employment, including on-the-job and pay special attention to disabled people in outlying or rural areas.

In addition to those recommendations made by governments, the focus groups also asked that the World Bank support the Government in the development and coordination of public policy and services in favour of disabled people, including supporting new legislation, policies, structures, programs and human resource development of ministries and agencies of government. Most respondents made the same request, and noted that though laws exist, both the Bank’s influence and access to expertise were needed to have these implemented. To achieve social and economic integration, people with disabilities called on the Bank to support the capacity-building of DPOs, and their involvement in Bank projects; promote mainstreaming in education, training, and health care and research the benefits of social and economic integration of disabled people.

A representative of an international disability organization offered a concluding remark about the significance of economic inclusion to development:

Development is a progressive, qualitative development of economic rights. Any other rights without economic empowerment or economic rights cannot be exercised. You need to be empowered by economic rights.



## Chapter 3: Participation

### 3.1 Introduction

class=Section3>

Participation measures the extent to which people with disabilities and their chosen representative organizations are given and able to use a voice in decisions that are made affecting their lives and the lives of their communities. Three criteria reflect different dimensions of the participation of people with disabilities: through consultation, as beneficiaries, and in decision-making.

The World Bank places a very high value on participation as a key process in development. Its major mandating and negotiating documents (see 2.4 for further discussion of these) recognize and emphasize the need for participation, especially of stakeholders, including those in civil society, as essential to development and poverty reduction. The definition of participation used by the Bank mirrors the definition used for the purpose of this research:

Participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them.

Though disability as an area of concern has not, to date, figured prominently in World Bank policy or project priorities, the idea of participation is now embedded in policy and practice. As disability gains greater acceptance as a theme in Bank activities, the participation of people with disabilities would be a simple extension of already acknowledged good practice.

### 3.2 Consultation

One measure of the participation of disabled persons is consultation with disabled persons and/or their representative organizations. The Bank suggests that consultation, as one level of participation, is a two-way flow of information. Bank-identified mechanisms for consultation include participatory assessments, beneficiary assessments, consultative meetings and field visits and interviews. These can take place throughout the project cycle, in policy and strategy development, in economic and sector work, and in on-going knowledge sharing. Social Development, especially its Participation and NGO/Civil Society units, have lead responsibility for participation and provide tools and good practices related to participation in general and consultation in particular.

#### 3.2.1 What is the World Bank currently doing to include disability?

One of the key tools developed by the Participation unit is a chapter for the Poverty Reduction Sourcebook on Participation that notes that

broad-based consultations on priorities and problems with civil society, citizen groups and external partners should influence the Poverty Reduction Strategy Paper.

Among the elements specified for participation in the PRSP process is

other stakeholder involvement (for example, civil society groups, women's groups, ethnic minorities, policy research institutes and academics, private sector, trade unions, representatives from different regions of the country).

Nowhere in this list are people with disabilities or their representative organizations. Yet there is the potential for inclusion in this chapter.

While the Sourcebook chapter recommends stakeholder participation, none of the PRSPs reviewed for this Assessment identify consultation with organizations of people with disabilities as something that happened in the development of either their PRSP or CAS. The Bosnia-Herzegovina CAS, however, recognizes the need for Bank officials to consult in a two-way relationship with stakeholder organizations including DPOs.

class=Section4>

One set of guidelines for consultations with civil society indirectly speaks to participation by disabled people when it makes reference to the importance of making meeting facilities accessible to those attending (Lyttle 1999).

Of the documents reviewed in the literature review, two made any substantive mention of consultation. They were documents directly about disability. Only 8 made a minor reference. These were all projects that had already been identified as having disability relevance.

In the project survey, only two questions dealt explicitly with consultation, and one more generally with inclusion in project monitoring and evaluation. In reference to the two explicit questions on consultation, only one project, a Social Protection project in Algeria, noted that it had consulted with disabled peoples' organizations (DPOs) during project implementation. None had consulted during project design. Three, all in China on education and health, said they included DPOs during project monitoring and evaluation.

In the very few responses to the general survey, there was a fairly strong response to the two questions on consultation. The first question asked if in the last two years their unit had consulted with a DPO. Two of the four said they had. The second question asked whether they have a formal consultation process for consultation with DPOs and listed six potential options for consultation. Respondents were also asked to comment on the successes and/or challenges of their efforts. Three units answered this. One said they consulted on an ad hoc basis, with no examples. One noted that they consulted in the development and implementation of PRSPs and CAS. They identified the challenges as competing needs and weak capacities among DPOs. The final response, from the unit with primary responsibility for disability, said it consulted on an ad hoc basis with a large number of DPOs. They identified the challenges as being able to explain that there are, for the most part, no funds available to NGOs through the World Bank. For those organizations that understand this limitation, the unit has developed good rapport and understanding about what DPOs can do within countries to move the disability agenda forward through the World Bank's activities.

3.2.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

According to the responses received from government officials in World Bank client countries, people with disabilities generally have a low level of participation in World Bank processes. Respondents were almost all unaware of World Bank efforts to consult with organizations of people with disabilities for the purpose of gathering information and/or planning projects. One government official cited an example of a project intended to impact vulnerable groups including disabled persons. The respondent recalled public consultation with over two hundred organizations— and yet there was no representation of disabled persons and their organizations. In another example of a World Bank-funded Community-Based Education Project, that targeted students with disabilities among others, again community participation in the planning process did not include consultation with disabled persons. Disability office and/or national coordinating body representatives interviewed had also never been contacted for consultation. One disability office sought out and obtained a meeting with the Bank at its premises, but this did not lead to further collaboration. Another former government minister confided that from his own experience World Bank officials are unapproachable:

There is no mechanism to listen/dialogue with people with disabilities.

Government officials had three recommendations to make to the World Bank pertaining to consultation: increase public awareness of WB projects in general; consult with disabled people at three different stages during the project cycle: project consideration, project initiation, and project evaluation; and involve DPOs in CAS development and projects/loans review.

Despite an indication among governments that consultation with disabled persons was important, for at least one Ministry of Health, the place of people with disabilities on the consultation scale was somewhere below academics, research experts and health service providers. The same Ministry reported that the World Bank was familiar with the disability organizations in the country, but had not encouraged consultation with them in a recent project focusing primarily on disability prevention.

The focus group meetings with disabled persons provided two examples of World Bank information sharing, if not consultation, with disabled persons. Several participants had read reports produced by the World Bank or attended Bank-sponsored conferences. The only example of consultation at the project level came from Honduras, where a pilot project connected with the Social Investment Fund is designed to address the human dimension in infrastructure investments. The project, which emphasizes community participation, includes consultation with disabled peoples' organizations. Despite these examples, in general, there was very little experience among the disabled participants of the focus groups in dealing with the World Bank. The director of a disability organization reflected:

It is easier for me to get a meeting with the [country] President, than it is to meet with the World Bank.

Members of another focus group had greater success in obtaining the meeting, but not in reaching their goal. The individuals recounted their failed attempt to convince Bank officials to sway their government to allocate a portion of a housing loan to accessibility issues.

The eagerness of the focus group members to be involved in World Bank projects was reflected in the number of suggestions they offered including consult with organizations

representing disabled people on a regular basis, include DPOs in all Bank-country negotiations regarding disability-relevant projects, as well as throughout the main stages of a project that impacts on them. One focus group noted that “inclusion” requires a deliberate effort on the part of those intending to include, beginning with consultation. The long list of strategies for Bank consultation included: Bank supported role of disabled peoples’ organizations as monitoring agents of government services in the area of disability; organizing seminars including DPOs; requiring consultation with disability experts a condition for funding; creating a registry of disability-related NGOs, particularly “of” disabled people; establishing permanent local commissions and/or focus groups made up of people with disabilities and technical staff with expertise in specific areas; creating an information network regarding disability; including a person with a disability on Bank Advisory committees; and paying disabled peoples’ organizations for consultation services, similar to other expert consultation.

National and international disabled peoples’ organizations based in the North, urged the World Bank to listen to people in the South.

People with disabilities will let you know what is most important; listen to them.

The experience of the Northern organizations with Bank consultation was in fact comparatively strong. All but one of the five international disabled peoples’ organizations had been involved in World Bank consultations. Both governmental and NGO representatives are involved in an International Working Group on Disability and Development (IWGDD), which included the World Bank, and has been meeting over the last 2-3 years. One respondent described how the Bank consulted with a DPO in the North leading to a direct impact on disabled people in the South.

[Our organization] has had some very positive recent experience, where in fact we learned from them [the World Bank] of their interest to include disability in Poverty Reduction Strategies. We were able to work with our member organization in the [country], and they were able to convince their government to request that disability be included... This is just at the very early stages... There certainly was openness on the part of officials to make that happen, and to try it in a few countries.

The Northern experience of World Bank consultation bodes well for their Southern colleagues. To orient the Bank in the right direction, recommendations from the North included that the Bank make consultation with disabled persons and their organizations a criterion for project funding. It was also suggested that the Bank increase and record progress of the involvement of disabled people in consultations with civil society, including in WB annual NGO consultations.

Measure what kinds of NGOs are participating. Is there anyone representing people with disabilities? This year, in 2-3 years?

It was suggested that new mechanisms be established in the social sector for consulting with disabled persons. Lead time was also mentioned as crucial in order to encourage the most suitable representation of the organization invited.

### 3.2.3 Analysis

There is a popular expression among disabled peoples' organizations in the North and South: "Nothing about us without us." Disabled people provide the key source of expertise in disability access and inclusion, both the broad parameters and the minute details that will have an impact on the quality of their participation. An immediate benefit of consultation with disabled persons for the World Bank is thus increased effectiveness in meeting the Bank mandate to reduce poverty. But the same consultation has an equally significant impact on the consulting DPO, and that is to strengthen its role in society, particularly in the eyes of the government. The more disability moves away from a still common perception of invalidity or lack of capacity, the better the future for disabled people. The World Bank's validation of the expertise of disabled persons may thus have ramifications well beyond its particular priorities.

The desire for consultation is the same with any marginalized group, and so it is possible to draw from the Bank's experience in both participation and gender to determine what entry points may be significant to increasing consultation with disabled persons, both in Washington and in the regions.

The World Bank Gender Sector Board (GSB) at World Bank headquarters has the primary responsibility for addressing gender across the organization and is located in the Poverty Reduction and Economic Management (PREM) network. An External Gender Consultative Group allows for formal and regular consultation with women's groups. Parallel structures for disability consultation could also be considered. In addition to developing new structures for consultation, ideally disabled people would find a place in current structures, like the Structural Adjustment Participatory Research Initiative.

Gender mainstreaming documents also address strategies for increased consultation in the regions.

One of the most effective ways to involve NGOs in policy dialogue is through systemic consultation at the country level. The Bank is beginning to institutionalize NGO consultative groups, which meet with Resident Mission staff on a regular basis (*Implementing the World Bank's Gender Policies* 1996, 5).

Disability organizations would no doubt be eager to send representatives to these groups. The networking opportunity may be as important as the consultation itself.

The World Bank employs numerous instruments to undertake a country assessment. Almost all of these include public consultation and yet currently disability is not considered. The assessment instruments are the Poverty Reduction Strategy Papers, Periodic Poverty Assessments, Social Assessments, Participatory Poverty Assessments and the Country Assessment (see Chapter 2). Ideally, participation should begin with the consultation during the PRSP development, continue through the design of the Country Assistance Strategy and be reflected in all phases of the project cycle – from identification and planning through implementation to evaluation.

Through its experiences in increasing participation generally in World Bank processes, the Bank has learned good practices, as well as having confronted challenges to successful consultation. One country director noted that:

Consultations (with communities) should be taken seriously. They can be very rewarding, as was the case in [country], but they are also extremely time-consuming and intellectually-challenging... Clearly the most productive relations will be found eventually with those groups that really have a grassroots structure, and some of these relationships can be established and incorporated in our (WB) work programs and in our operations... In [our country]...there is a lesson which should not be surprising: By opening up your gates and exposing yourself to others' points of view and concerns, you actually provide higher value-added to your customers.

In a review of the participation process, the OED suggests that simply increasing participation is not enough. Participation needs to be of higher quality in order to be successful.

Primary stakeholder participation in Bank-assisted projects significantly increased between 1994 and 1998. . . Non-governmental stakeholders' participation in the preparation of country assistance strategies (CASs) also increased substantially. . . (However) the quality, and thus the potential effectiveness, of participation has not kept pace with the increasing quantity.

### 3.2.4 Recommendations and Opportunities for the Future

- Create an external advisory committee on disability, including DPOs, and establish regular consultation procedures.
- Participate in events and networks organized by DPOs.
- Host conferences, inviting DPOs, governments with good practices and other multilateral donors, that focus on or include disability and development.

### 3.3 Beneficiaries

A second criterion for participation is including people with disabilities as beneficiaries in the work of the World Bank. People with disabilities not only need to be consulted, they need to benefit from the projects, strategies and priorities of the Bank.

#### 3.3.1 What is the World Bank currently doing to include disability?

The World Bank is beginning to identify a broader range of areas where people with disabilities could be beneficiaries of its work. Unfortunately, this has not yet translated into actual benefits and reduction of poverty for disabled people.

In the review of literature, beneficiaries had the largest number of responses, including the most significant responses, of any criteria assessed. Ten percent of the documents included significant references to disabled people as beneficiaries, 22% had some mention, and 68% had no mention.

One project considered in this Baseline Assessment is the Russia Coal Sector Reform (SECAL). It includes people with disabilities, specifically disabled miners, as beneficiaries in the project. Two labor unions were given contracts in the project to promote workers' awareness of their rights and to engage in monitoring programs.

Five other projects included significant responses including ones in Eritrea, Yemen, the Philippines, and India. The Bosnia-Herzegovina CAS also included significant mention of disabled people as beneficiaries. Finally, the Social Protection strategy of Europe and Central Asia (ECA) makes substantial mention of people with disabilities as beneficiaries.

An additional six projects in Russia, Bosnia-Herzegovina, Mauritania, Djibouti and India, include some mention of disabled people as beneficiaries. The PRSPs of Albania, Nicaragua, Mauritania and Mozambique all include some mention of this criterion.

The greatest number of documents that include some mention of disabled people as beneficiaries are sectoral and regional documents. Some of the greatest coverage is found in documents of the Human Development Network including the social protection regional strategies for Africa (AFR) and East Asia and Pacific (EAP); the Bank-wide health, nutrition and population strategy as well as the regional strategy in this area for EAP; and the education strategy for Latin America and Caribbean (LAC).

Other areas of the Bank have also included reference to this criterion in their documents: the Bank-wide Environment strategy as well as the regional one for ECA; stability and growth in ECA; development and conflict; community driven development chapter in Poverty Reduction Sourcebook and the World Development Report for 2000/01.

In the project survey undertaken during this Baseline Assessment, three questions were asked about inclusion of people with disabilities. Twenty-one respondents said their projects did not target people with disabilities but they may benefit. Seven projects responded that disabled people were among their target beneficiaries during project planning and design. These included 2 health, 2 economic, 2 transportation and 1 water projects. The Africa region had the majority (4) of these responses, with South Asia (SAR) submitting 2 and Latin America and the Caribbean (LCR) one. Eleven projects said that people with disabilities were among their target beneficiaries during project implementation. These included 4 education, 2 economic, 2 transportation, 1 each in health, water and agriculture projects. The regions were more equally distributed in these responses with EAP having 4, AFR and SAR having 3 and LCR having 1.

In the general survey, three respondents suggested that the extent to which people with disabilities were beneficiaries of the work of their unit in 2001 was low. The other respondent said it was not relevant.

### 3.3.3 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

The shared perspective of all these groups was that people with disabilities are not benefiting from World Bank initiatives in any significant way. Some government officials in the South thought that disabled persons were likely benefiting from social sector projects, like community-based education, but for the most part could not recall targeted participation. In Africa and Asia government officials provided information about projects intended to prevent disability. In Eastern Europe, there were two examples provided of Social Investment Funds (SIF) that included disabled persons. Each focused on the traditional rehabilitation and social welfare model, not mainstreaming of people with disabilities. One exception is the SIF pilot

project in Honduras, which targets seniors, children and people with disabilities. Another reference made in Latin America was to a World Bank funded accessible transport project.

Recommendations from the South on how to increase the level of benefits for disabled people are integrated throughout this baseline assessment. Government respondents highlighted education and employment training as particularly important for the advancement of people with disabilities. Like disabled respondents, they also suggested that participation of disabled persons be made a condition of funding.

The emphasis of the focus groups on how they hoped to benefit from World Bank initiatives was through social and economic inclusion, with education as a key strategy. Although there were recommendations for segregated disability specific activities, like training in Braille, the priority was the integration of people with disabilities in all relevant projects. In order to ensure that disabled people benefit *in fact* as well as intention, consultation was again cited as key. They suggested promoting mainstreaming in education, training, and health care and World Bank support for the costs of modifying schools to be accessible, training of teachers, the development and distribution of appropriate materials, and the provision of technical support when necessary. One respondent noted that despite legislation, it was largely up to individual teachers and directors whether or not a student with a disability was accepted into a program. Other recommendations from disabled people were to mainstream disabled women and children in other projects targeting these groups; develop financing mechanisms/structures for small to medium sized projects that directly address the needs of people with disabilities including: pilot projects for the creation of physical access, training centres for blind persons, and independent living training, as a means of accessing services, infrastructure and learning how to demand one's rights.

The Northern respondents were all eager for the World Bank to increase the benefit of its programs for disabled persons. Nordic governments and NGOs have already taken significant steps in this direction, including consultation and the establishment of the Norwegian Trust Fund for Disability and Development.

A Southern representative of an international disability organization offered a word of caution regarding any over-optimism of disabled people benefiting from the World Bank. According to him, neither the development in his country, nor any other on his continent, has improved with interventions from the World Bank or its cousin the IMF. In fact, since the initiation of structural adjustment programs, the quality of life measurements in his country have plummeted. From the perspective of this disability advocate, to discuss how individual projects could benefit disabled persons, without consideration of the broader "*neo-colonial*" agenda of the Banks, is shortsighted. Despite this criticism, he, like all other respondents, lauded the current initiative of the Bank to include persons with disabilities.

### 3.3.3 Analysis

It is interesting to note that according to survey responses, the opportunities for disabled people to benefit from Bank projects is comparatively high in an overall low scoring baseline assessment. Given individual government assumptions that disabled people are benefiting from social sector projects, and particularly those targeting vulnerable groups, it is likely that the same assumptions are mirrored in the survey responses. After all, the survey results do not



indicate efforts to build access into projects (the lowest scoring criteria). Likewise, sector documents that refer to disabled people as program beneficiaries, do not provide strategies on how to ensure their involvement. The conclusion is that there is a false notion that people with disabilities have equal access to projects targeted to the general public. This may be an area for further research.

In the distribution of recognition of people with disabilities as beneficiaries, a substantial number are found in Human Development documents. Given the mandate for addressing disability, this is a hopeful sign that the previous work is beginning to make a difference more broadly. It also suggests the need for a focal point in other networks with responsibility for disability and cross-network coordination through the Disability Advisor.

With this baseline assessment a case is being made that in order for the Bank to include people with disabilities in a significant way, certain criteria are necessary. Observance of the criteria, as guides to increase the number and quality of participation of disabled persons, will have a direct impact on the degree to which disabled people will benefit in future.

### 3.3.4 Recommendations and Opportunities for the Future

- Introduce indicators to track disaggregated data about the level of disabled peoples' involvement in World Bank projects and assessment exercises.
- Together with the World Development Indicators team and other international bodies exploring disability indicators, develop indicators that illustrate the changes over time as a result of disability inclusion.

### 3.4 Decision-making

A final criterion of participation is the extent to which disabled peoples' organizations participate in decision-making within the Bank.

Decision-making encompasses all levels of Bank activities from setting strategic frameworks and priorities to country-level planning to project design and implementation. Country Assistance Strategies (CAS), one key decision-making exercise, are undertaken after an evaluation of a country's past performance and current policies by World Bank staff and used as the basis for negotiating loans. Poverty Reduction Strategy Papers (PRSPs) are a joint strategy and planning exercise between countries, the Bank and the International Monetary Fund with participation from other stakeholders (see Chapter 2 for greater detail on these). The CAS and PRSPs are the most likely place that civil society organizations could participate within the decision-making structure of the World Bank.

Two reviews of the participatory approaches to CAS suggest the potential for including civil society in this decision-making process.

The main objective of participation in the CAS is to obtain information from diverse sources and to consider a wide range of perspectives from various sectors of civil society, or stakeholders, in the formulation of the CAS. Since 1996, a great deal of effort has gone into

giving ownership of the CAS to both the government and the people of the client country. (Shah and Tikare 1999a)

Another document, based on the experiences in fourteen countries, suggests that:

sequencing of the CAS consultation process is a key to the success of participation. The steps taken before the actual consultation, such as stakeholder mapping and analysis, coordination with government planning cycles and employing learning from other participatory projects in that country, are as important as steps taken during the consultation. Furthermore, the steps following the consultation are also equally important, such as providing feedback to the participants, embedding the participatory process in subsequent sectoral work and by creating an enabling environment. When participation is viewed as a cycle, over time, it requires fewer resources such as time and funding. (Shah and Tikare 1999b)

#### 3.4.1 What is the World Bank currently doing to include disability?

Very little has been done to bring disabled peoples' organizations into decision-making processes of the World Bank. None of the CAS or PRSPs evaluated in this Baseline Assessment paid significant attention to including disabled peoples' organizations in these decision-making processes. The CAS of Bosnia-Herzegovina, however, did recognize that it is important for the Bank to listen and provide input and feedback to various stakeholder organizations including the Coalition for Equal Opportunities for Disabled People. They added the somewhat novel (and perhaps not that acceptable to DPOs) idea that the Bank could have representation or observer status on the consultative bodies of these groups.

Only two of the project documents reviewed in the literature review contained any mention (and it was a modest mention) of including DPOs in decision-making. These were in Yemen and Djibouti.

The project survey included two questions on decision-making but none of the respondents had included DPOs in decision-making at any stage of the project cycle.

The general survey asked the extent to which DPOs had participated in decision-making in their unit. Two of the units, including the one responsible for disability, said there was a low level of participation. The response from the unit responsible for disability suggested that there is informal participation that can have an impact.

#### 3.4.2 What are the perspectives of client governments, NGOs, and people with disabilities on what the World Bank is doing?

There were few comments about current or future opportunities for decision-making by disabled people in the World Bank. This is to be expected, since decision-making represents a higher level of participation than either through consultation or as beneficiaries, which are described above as only involving minimum if any participation from disabled persons. Governmental officials made no recommendations that people with disabilities become decision-makers in Bank activities. Nonetheless, in those cases where an office for disability or a national council of disabled persons exists, these do represent opportunities for decision-making in national government structures and planning. None of the government disability

representatives reported having been party to World Bank negotiations in which they might have had an impact on decision-making.

The one good practice example was of the FIDAS pilot project of the Honduran Social Investment Fund. FIDAS provides short-term grants to NGOs for projects that should become self-sustaining in a period of 18 months. The project's direction and budget allocation comes from a six-member board of directors, of which two members are from government and four from NGOs, one with an indirect link to people with disabilities and another which includes disability representation on its own board.

From the perspective of the focus group, it is essential that disabled people be consulted in matters affecting their lives. In the discussions that took place, this did not translate into a demand for a decision-making position on any Bank structure. Instead, participants recommended what seemed more obvious and feasible: the hiring of disabled staff and participation in consultative processes. The aim of the participation of disabled persons in any consultation, it should be noted, is to effect change. Therefore, it could be assumed that recommendations made for consultation, were also recommendations made to allow disabled persons' involvement in decision-making. Two particularly relevant recommendations are to establish permanent local commissions and/or focus groups made up of people with disabilities and technical staff with expertise in specific areas; and to include persons with disabilities on Bank advisory committees.

According to the experience of one international disability organization interviewed, meaningful change will not come about in the World Bank until disabled people make up an equitable proportion of its labor force. Then the impact on decision-making will be significant and sustainable.

### 3.4.3 Analysis

The World Bank has its own advice to offer in terms of the importance of extending decision-making opportunities to program beneficiaries:

Among the prerequisites of a successful development plan for indigenous peoples is:

The plan should avoid creating or aggravating the dependency of indigenous people on project entities. Planning should encourage early hand-over of project management to local people. The plan should include general education and training in management skills for indigenous people from the onset of the project.

Contents of the Development Plan should include ... a Strategy for Local Participation: Mechanisms should be devised and maintained for participation of indigenous people in decision making throughout the project planning, implementation and evaluation. (See IFC 1999)

Though the focus here is on indigenous persons, it could easily be on disabled people. Any new mechanisms established for decision-making of disabled persons on the local level should complement the many already existing structures within the Bank. For instance, if the

consultations linked to social, poverty and country assessments are taken seriously these processes provide an excellent opportunity to affect decisions.

The more formal and structured the consultation, the more significant the opportunity for decision-making. While community hall meetings provide one kind of forum for public consultation, an invitation to the National Disability Office and its NGO counterpart to participate in a PRSP discussion offers an entirely different opportunity to impact on future plans. As noted above, the Bank by its example will also contribute to inclusion of disabled persons in other government and public fora. In the case of participation, *the medium* (or the process) *is the message*.

#### 3.4.4 Recommendations and Opportunities for the Future

- Establish mechanisms both at World Bank headquarters and in the regions to formalize and routinize decision-making opportunities for disabled persons.
- Include the views of and create opportunities for the participation of disabled people in all Social and Environmental Assessments, Participatory Poverty Assessments, PRSPs and CAS.

## Chapter 4: Access

### 4.1 Introduction

Access measures how people with disabilities are able to use the built and natural environments, as well as the information and communications systems. Three criteria are included under access: built environment, communications and information and implementation of accommodation measures. For the purposes of this analysis, the third criteria, implementation of accommodation measures, has been addressed under each of the other two criteria rather than as a separate criteria.

Access has received the least attention of the three themes within World Bank activities, although there is significant potential for immediate, effective action with minimal additional costs. Low cost actions could include developing good practice examples in accessibility to the built environments that could be fed into existing monitoring and assessment processes. An analysis of access to information and communications technologies (ICTs) from the vantage point of people with disabilities can be linked to the new sector strategy paper on ICTs. Accessibility is one critical step to ensuring the full participation and inclusion of people with disabilities in development.

### 4.2 Built environment

One measure of access and accessibility is the extent to which buildings, transportation systems, and the infrastructure (including roads, sewers and water systems) are available to be used by all members of society, including people with disabilities. Access to the built environment provides a means to enable participation and inclusion.

Many World Bank projects support building or renewal of infrastructure or transportation within countries, including in post-conflict or disaster management situations. The Bank provides advice, loans, knowledge and information to its client countries through its sector staff in transport, water supply and sanitation, urban development, and energy-related work. The International Financial Corporation (IFC), part of the World Bank group, also works with the private sector to develop projects in this area.

Bank projects are required to meet existing environmental assessment and safeguard policies (Operational Policies 4.01, 4.04, 4.09, 4.36, 4.37, 7.50, 4.20, 4.30 and 11.30) and procurement policy (11.00). The Environment Sourcebook provides assistance in interpreting the safeguard and assessment policies. In addition guidelines for addressing environment, health and safety together with the Pollution Prevention and Abatement Handbook (PPAH) give direction to common and acceptable practices.

#### 4.2.1 What is the World Bank currently doing to include disability?

The Bank does very little to address access to the built environment for people with disabilities. Current Operational Policies, the Environment Sourcebook and the guidelines fail to address disabled people directly. Some World Bank officials have suggested that there is no differentiation in the treatment of people with disabilities as compared with any other individuals or beneficiaries.

Some very limited attention has been paid to the role of the environment in creating disability and the possibilities of preventing disability by ensuring access to clean water, addressing indoor air pollution and reducing the harmful effects of mining.

The Bank works with its client governments in developing projects and does not impose its own building codes or infrastructure standards. Rather, it works with the local codes and standards or through good practice examples that can be shared with governments. This has had a significant negative impact on access to the built environment for people with disabilities. This Baseline Assessment found examples of where schools had been built without ramps for wheelchair users, toilets were built in a conflict zone without wheelchair access, funding for public transportation failed to include access for people with disabilities. In Honduras, following Hurricane Mitch, many reconstruction projects were developed, unfortunately they failed to ensure universal access and new buildings continue to exclude people with disabilities.

The project survey undertaken for this Baseline Assessment reinforces this. Only one of the projects surveyed, in the area of health in India, said they had included disability accommodation measures in project implementation. None of the others, including those in urban development and transportation, addressed access. In the Assessment's review of project documents, two additional projects included some limited mention of access to built environments – India's District Primary Education Project 2 and the Philippines' Social Expenditure Management Project.

Of the four responses to the general survey, only one indicated that the activities of their unit ensure access to physical environments for people with disabilities. The same unit and one additional unit said they also used accessible meeting rooms to accommodate World Bank staff and visitors to the unit or country office.

The literature review also indicated very little attention to access to the built environment. Ninety percent of all documents reviewed include no reference to this criterion. Only six documents reviewed include significant attention to the built environment. *Cities on the Move*, a review of the World Bank Transport Strategy, recognized the need to address more systematically access issues especially for those who are mobility impaired. This was included following discussions with international NGOs with expertise in access. A separate background paper for the Poverty Reduction Sourcebook, *Poverty, Transport and Disability*, illustrates the differences between and importance of access to and accessibility of the built environments. **Access to** the built environment includes the possibility of all people to reach all places within the built environment. **Accessibility of** the built environment includes the possibility of all people to maneuver and make use of the built environment in an unassisted way. The authors also illustrate, through case studies, the importance of national regulatory frameworks, education and a coherent approach using universal design principles.

Several country PRSPs include attention to access to built environments. Honduras' PRSP makes a significant mention of the importance of access to its plans. Mozambique's and Nicaragua's include a more minor reference.

At least five examples of good practice documents from countries are included on the World Bank transport website.

The Bank's own real estate has been recently assessed for accessibility by the internal Disability Working Group. The findings of its survey were not yet available but will provide an assessment of key issues for the World Bank in its own leased or owned properties. Further analysis of this area was outside the terms of reference of this study, although one team member noted that neither of the two World Bank offices that she visited on site visits are accessible.

#### 4.2.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

Few government officials interviewed were aware of any consideration by the World Bank to providing physical accessibility. To the contrary, they offered examples where accessibility consideration would have enhanced the aid initiatives, for instance in post-disaster reconstruction efforts. Other examples were provided of World Bank funding for education, without consideration given to ramps, accessible washrooms or other necessities for students with disabilities. One respondent recalled a WB financed project of the previous government in which 3000 schools were constructed throughout the country, none of which are accessible for people with physical disabilities. One World Bank field officer told the researcher quite frankly that physical accessibility was something needed only by a particular group of people in particular places.

From the interviews, it appears that in many cases, the World Bank and government officials have a common perspective on disability access. While one and the same Ministry of Education official will speak of his government's commitment to universal literacy, no link will be made to the necessity to provide physical access to the school facilities. Government officials who showed interest in improving access, also referred to special budgeting requirements for disability inclusion, and suggested the World Bank support these. There appeared to be little awareness in most countries that universal access need not involve "special" costs at the outset of construction efforts. In the countries in which the level of organization of people with disabilities appeared to be strongest, both in and outside of government, researchers were told that the World Bank is not approached for related accessibility funding, as it has not shown an interest in supporting disability.

In terms of recommendations to the Bank, a number of respondents promoted the application of universal design principles to all World Bank funded projects. Two respondents suggested that the Bank create a system of certification for compliance with universal access standards as a way to encourage businesses and the construction industry to increase accessibility.

Focus group meetings with people with disabilities generated far more recommendations for increased accessibility, than information about current practices. One transportation project in Brazil was given as an example of addressing universal access. Their recommendations included that accessibility be considered in all WB construction; the Bank support costs of modifying schools to be accessible; specific consideration be given to the addition to compliance with accessibility guidelines that include ramps, accessible telephones, accessible transportation and intersections with sound-accompanied streetlights; the Bank support the development of different aspects of disability legislation or the review and reform of legislation; physical accessibility pilot projects be introduced within already approved loans as well as in new initiatives; and the Bank follow international accessibility codes when it provides funding.

Focus groups in India, Ukraine, Mexico, Brazil and South Africa indicated that accessibility guidelines were being developed or applied in their countries.

Northern aid agencies and DPOs recommended that universal design /barrier-free design be adopted in all WB funded infrastructure development.

#### 4.2.3 Analysis

People with disabilities are often included in a long list of vulnerable groups who should be protected in terms of built environments. Yet in many ways, their lives and potential contributions to social and economic development are shaped by their access to buildings, schools, health care facilities, transportation and water. Universal accessibility can facilitate the contributions of disabled people to economic development and assist in reducing poverty. But lack of accessibility can perpetuate poverty and diminish health by reducing the ability to obtain necessary health care and employment.

Access is therefore crucial to including disability in development. An initial question is how to create universal access. For ordinary citizens or government officials accessibility consideration sometimes appears to be too expensive, if not irrelevant. After all, in places that are inaccessible, you will not find disabled people, so the assumption can easily be made that it is not a problem.

The World Bank is well positioned to promote accessibility not only with the projects it funds, but also by example and training. When accessibility is integrated at the design stage of a project, the project need not cost more. It is in retrofitting a building, a road, and a classroom, that the costs become “special” and unwieldy.

Ensuring accessibility will require educating Bank staff, governments and the public about the lack of accessibility for people with disabilities and societies more generally. It also includes the development of good practice examples in all areas related to the built environment that can be shared broadly and used in the development of project proposals. One example is the development of a separate chapter of the Environment Sourcebook now currently under revision.

To address the lack of harmonization in accessibility criteria in building codes across the world, an international committee on accessibility and usability of the built environment (ISO/TC 59 Ad hoc group meeting) was initiated. Its mandate is to address the requirements and guidelines for the design, construction and management of accessibility and usability in new and existing built environments to make them obstacle free and allow independent movement. The World Bank should monitor and participate in this work.

Finally, the Bank needs to work with client governments when they undertake legal reform to include universal accessibility as part of their national legislative frameworks.

#### 4.2.4 Recommendations and Opportunities for the Future

- Build disability inclusion into existing Bank assessment exercises by:



- developing additional guidelines for universal access to built environments as part of the Pollution Prevention and Abatement Handbook;
- including universal access as a criterion in Environmental Assessments.
- Make the World Bank Group an accessible environment for disabled staff, guests and clients by applying Universal Design principles to the structures and services of the Bank.

#### 4.3 Communications and Information

Another measure of accessibility is the extent to which all people, including those with disabilities, are able to use and benefit from communications systems and information dissemination. This may include the creation and presentation of information in a variety of formats (text, large print, diskette, Braille, cd/rom, dvd, video, descriptive video, captions, internet, sign language interpretation). It will also include sharing knowledge about access to communications and information systems. Like access to the built environment, accessible communication is key to enabling participation and inclusion.

The Bank undertakes development work through its Global Information and Communication Technologies (GICT) department. This is an initiative of the World Bank Group and includes the World Bank, the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency (MIGA). GICT works on broadening and deepening sectoral and institutional reform related to information and communications technology, and increasing access to information infrastructure with a particular focus on access for rural and marginal urban areas. The work of GICT is framed by the World Bank Group's sector strategy paper on information and communications technology completed in 2002.

The World Bank's communications and information systems are managed by the Vice President responsible for the Information Solutions Group and Chief Information Office. Knowledge sharing and training is part of the mandate of the World Bank Institute.

##### 4.3.1 What is the World Bank currently doing to include disability?

Very little has been addressed specifically within the World Bank to accessibility of communications and information distribution, although some significant opportunities exist to address this within the existing GICT work on access.

Of the documents surveyed in the literature review, only six addressed accessible communications in a significant fashion. The Honduras PRSP provides a substantial mention of the importance of this to their country's work. A project in Bosnia Herzegovina on social sector technical assistance also provides significant attention. Finally, Finland provided support for a background paper to the Poverty Reduction sourcebook on *Information and Communications Technologies (ICTs) and Disability in Developing Countries*. This paper provides a substantive assessment of how disability affects and is affected by ICTs, strategies for addressing barriers and opportunities and some good practices based in part on case studies in India.

Five other documents included a more minor reference to accessible communications. These included three of the projects identified as disability-related projects in India and Mauritania, the ex-combatants project in Djibouti, and the *World Development Report: Attacking Poverty, 2000-01*. Unfortunately 90% of the documents surveyed made no mention of accessible communications and information.

Within the project survey, there were no explicit responses that included accessible communications. Of the very limited responses to the general survey, three said they had addressed information and communications accessibility, but only one described their implementation measure and specifically listed the use of sign language.

The GICT initiative of the World Bank group does not explicitly address access to information and communications technologies for people with disabilities. Their work, however, is framed within an access perspective, which leaves open the possibility for attention to the particular concerns of people with disabilities.

The World Bank website provides no indication of whether the disability page or the entire site meet web content accessibility guidelines. It was outside the scope of this project to undertake such an analysis. The internal Disability Working Group is evaluating the accessibility of the website.

The World Bank Institute includes no training opportunities on communication and information accessibility, nor does it appear to have a policy on ensuring course materials are available in a variety of formats and on-line materials are accessible to all.

#### 4.3.2 What are the perspectives of client governments, NGOs and people with disabilities on what the World Bank is doing?

Rather than discuss accessible means of communicating information, both government officials and disabled respondents focused their comments on a desire to receive any information, at all, in whatever format.

Elected officials and bureaucrats alike stated that they did not receive information from the World Bank and were not familiar with its work. Information in accessible formats was considered a frill. In one instance, a government official was aware of an education project through which the World Bank had provided funding for the purchase of textbooks. In that case, no mention was made of obtaining documents in alternate formats for blind persons. In another example, a government representative knew of a disability-related project, where efforts were made by the World Bank to share information with disabled peoples' organizations and service providers. It was not clear whether this information was provided in an accessible format.

Government respondents were also not aware of the use of sign language interpreters or other adaptive communication systems, although they assumed the Bank had not made efforts in this area. They recommended that, aside from improving the dissemination of information about its work generally, the Bank consider using accessible communication systems for providing information particularly to organizations of people with disabilities.

The focus groups of people with disabilities, which included deaf persons, also emphasized they needed to receive World Bank information as a first priority, with accessible formats as secondary. Focus groups recommended that the Bank share information about relevant projects, including via the Internet. (See 2.3). Most participants were not aware of the existence of the World Bank disability web page. The focus groups were particularly interested in accessing information related to the preparation of funding submissions. Among the disabled participants in the focus groups, many of whom held leadership positions, only a handful had read reports produced by the World Bank or attended Bank-sponsored conferences. In order to increase access to information, some groups recommended that materials provided to the public be provided in alternate formats and that sign language be used at Bank-sponsored public meetings.

In terms of World Bank project funding, accessible education was again highlighted as a priority for disabled people, including textbooks and communication in alternate formats, which in this case includes access to computers. Access to health care information was also considered important, including available interpretation for deaf clients. One participant cited a good practice in at least five of Mexico City's police stations, where it is a policy that victims of violence have access to an interpreter to describe the details of their attack or rape. The participant noted that consideration was being given not only to deaf persons, but also to individuals who are hard of hearing and may not be able to express themselves verbally while under extreme stress.

The Northern and international disability organizations offered a more rights-based perspective on access, citing the "duty to accommodate." The expectation in the North is that the World Bank would comply with international standards for accessibility in its work.

You need to be guided by the principle of universal design. Once you change the mindset of the professionals and the politicians toward the principle of universal design and you use this principle, you do not exclude anybody. The concept of using the principle of universal design is an important one.

One Northern respondent warned that disability inclusion will require "intentionality" on the part of all parties, especially the Bank. Given the history of relative lack of involvement by disabled people in all but a few instances, the Bank will need to find ways of visibly demonstrating its new interest and commitment, including by providing disability access.

#### 4.3.3 Analysis

Access to information equals access to knowledge equals access to economic and social power. This is a view held by disabled peoples' organizations struggling to be included. It is also an equation that seems to resonate with the World Bank with its vision of growing its knowledge sharing capacity to be on par with its lending practices. If the poorest of the poor, who are disabled, are to benefit from the Bank's role in knowledge brokering, consideration must also be given to access to the knowledge being disseminated. It also fits well within the existing commitment to access to ICTs by the GICT.

Certainly the first step, offered repeatedly by the focus group meetings, is to provide information to people with disabilities and to seek their advice. This process will, however, be significantly enhanced if consideration is given to accessible communication systems.

Computer technology is becoming an increasingly important avenue for accessible communication, including among disabled peoples' organizations in the developing world. Computers can increase access for some users because text size can be increased, translated to voice, and processed at a personally appropriate pace. Like many accessibility strategies, if steps are taken at the outset – of developing a website, or courseware, or documentation – the additional cost of access considerations for the information producer is minimal, if any. The World Bank website appears to ignore international web accessibility guidelines, which can be found at <http://www.w3.org/TR/WAI-WEBCONTENT>.

Computer technology enables access for some people with disabilities, but not all. And for many, access is limited not by their disability, but by their economic circumstances or location. Radio provides a means of communication to many people, except those who are deaf or hard of hearing, in both urban and rural areas, both literate and illiterate persons. With an emphasis on “universal” accessibility, the Bank should provide a variety of alternatives and that makes good development sense – not just in terms of disabled people.

Braille and sign language are more specific to the needs of blind and deaf people. To provide these alternate forms of communications in public settings, a potential participant could be asked to identify their requirements and then accommodation measures taken.

The Bank should consider alternate formats as criteria in all education and community health and safety projects it funds, as well as in projects geared to disaster mitigation or relief. History has shown that even the silent and invisible will appear if there is indication that they too are welcome to benefit from development initiatives.

#### 4.3.4 Recommendations and Opportunities for the Future

- Draft a complementary paper to the ICT sector strategy paper to highlight the links between the GICT's commitment to and understanding of access to ICTs and the particular concerns and issues related to access to ICTs for disabled people.
  - Make the World Bank Group an accessible environment for disabled staff, guests, and clients by:
    - developing an alternate formats policy;
    - ensuring that course materials and modules are provided in accessible formats;
    - assessing the World Bank website for compliance with the W3B accessibility guidelines and making the necessary changes.

## Chapter 5: Methodology for Baseline Assessment

This Baseline Assessment uses criteria developed in consultation with World Bank staff to evaluate a representative subset of World Bank activities as of the end of 2001. Qualitative and quantitative data were gathered and analyzed to make this judgment. The baseline assessment provided in this report can be used in the future to monitor progress in inclusion and disability in World Bank activities.

The research work proceeded in three phases: 1. Developing criteria and methodology; 2. Using the criteria and methodology to measure current performance; and 3. Analyzing data and reporting.

### 5.1 Phase 1: Developing criteria and methodology

The CCDS team undertook two key activities, contextual literature review and background interviews, to assess what the most appropriate criteria and methodology would be for World Bank activities.

#### 5.1.1 Contextual literature review

Several team members reviewed key World Bank documents between 1999 and 2001, representing different streams of World Bank operations. All World Bank documents were reviewed using a common set of words and phrases related to disability. (See Box 5.1) These included lending documents (Country Assistance Strategies, Poverty Reduction Strategy Papers (PRSPs), Project documents, and structural adjustment credits and loans), mandating documents (Sector strategies and toolkits, regional sector strategies, Operational Policies and Good Practices and PRSPs) and World Development Reports. The team limited the search of country level documents to those related to the 17 countries identified in the terms of reference (see Table 5.1). Members of the team also reviewed key documents related to gender mainstreaming and the inclusion of indigenous peoples in World Bank activities.

Finally, team members examined and summarized academic, policy and general literature related to mainstreaming disability and universal accessibility.

#### 5.1.2 Background interviews

The team conducted background interviews with five different audiences asking about their experiences with including disability in their work and any challenges or obstacles. On January 24, 2002, the Vice President of the Human Development Network wrote to senior colleagues within the World Bank to request their cooperation in this project.

In Phase 1 we interviewed 41 World Bank officials, 10 government officials, and 6 NGOs. We also interviewed five international disabled peoples' organizations, donor officials from the United States, Canada, Norway, Sweden, Finland and Denmark and 7 DPOs from donor countries. In Phase I we also received information from other international organizations and regional development banks including UNESCO, WHO, ILO, UNICEF, UN Trust Fund for Disability; ESCAP, IADB, and ADB. Table 5.2 identifies the coverage of interactions with Bank

officials in Phases 1 and 2. Table 5.3 identifies interactions with Southern government officials, non-governmental organizations (NGOs) and people with disabilities in Phases 1 and 2.

The CCDS team developed general criteria that are applicable to country, regional, sectoral and other offices in the World Bank. A set of specific criteria were developed that can be used in project assessment. The general criteria are separated into three themes: Access, Participation and Inclusion and weighted for their relative importance (Access 1; Participation 2; Inclusion 3). (See Appendix 2)

The team proposed translating these criteria into a survey with qualitative and quantitative components that would be sent to senior officials in sectors, regions, countries and other important organizational units as well as a random sampling of World Bank projects. Both the criteria and methodology were approved by the World Bank on February 23.

## 5.2 Phase 2: Using the criteria and methodology to measure performance

To measure the current performance of the World Bank a general and a project survey were sent out; site visits in eight countries and distance interviews in an additional four were undertaken; and the inclusion of disability 105 World Bank documents was reviewed and graded.

### 5.2.1 Survey

The CCDS team developed a survey questionnaire using the general and project criteria, pre-tested it with two World Bank staff who were not involved in directing the project, and revised it. The team submitted it to the project manager for approval, and received it on March 10. To deal with concerns about the extent of random selection of the projects, the initial survey was separated into two separate surveys – a general survey and a project survey. (See Appendix 3 for copies of each survey.)

The general survey was sent to 64 senior World Bank officials, including the office of the President and the Executive Directors on March 14, with a response date of March 27. Following distribution of the general survey, the Vice President for Europe and Central Asia (ECA) expressed concern about the survey because it required time and resources he was unwilling to commit and withdrew from participating in the project. On March 17, the project manager put a stop on the project, but gave permission to proceed again on March 18 without the participation of ECA.

The project survey was sent to 116 task managers (with a copy to the relevant regional Vice President) for randomly selected projects that had an Investment Completion Report (ICR) submitted in 2001. No projects were selected in the ECA region. The project survey was sent out on March 21, with a response date of April 5. The Vice President for Middle East and North Africa (MNA) initially expressed concern that the survey was sent before he was asked, and a day later, he sent a follow-up to the task managers saying “please do not feel compelled to reply unless you have plenty of time on your hands”.

The project manager put a second stop to all activities on March 22. In reviewing the project activities to date, the project manager decided that no traditional survey follow-up would be

undertaken for the general survey. Follow-up for the project survey would be reviewed following the return date. Site visits would proceed, but consultants would meet with country directors/resident representative before and after their meetings with government officials and other stakeholders. The literature review would proceed as planned. Permission to proceed with these changes was given on March 25.

On April 14, the project manager agreed to undertake a two-step follow-up for the project survey. The project manager sent out an email reminder about the survey to all non-respondents on April 17. CCDS telephoned those task managers based in Washington DC on April 23. The final completed survey was received on May 3.

### 5.2.2 Country site visits and distance interviews

Site visits were made in eight countries between April 1 and 22 (Honduras, Mexico, Russia, Ukraine, India, Philippines, Mozambique and South Africa). In each visit, team members interviewed government officials from Finance, the office or ministry with responsibility for disability and one or more sector departments considered priority areas for the country. They were asked about their knowledge and evaluation of World Bank activities related to disability and the possibilities for increasing work around disability in their country through the World Bank. Team members also held a focus group discussion with people with disabilities in all countries except South Africa where logistical difficulties made that impossible and individual interviews were held instead. Focus group participants were asked about their knowledge and evaluation of World Bank activities related to disability and their recommendations for their governments and the World Bank for further work in this area. (See Appendix 4 for interview and focus group guides)

Distance interviews by telephone or email took place over the same period of time with the same range of officials in Ghana, Argentina, Brazil and Peru. In these four countries, a facilitator was hired to organize and run a focus group of people with disabilities. They followed the same guides as the site visits.

In Phase 2 we interviewed 13 World Bank officials, 13 Southern government finance officials, 27 officials from disability-responsible ministries, 34 government officials from a priority sector within the country, and 126 disabled people. In total in Phase 2 we met with 219 government officials and disabled people from Southern countries.

### 5.2.3 Literature review and evaluation

Team members returned to the range of World Bank documents considered in Phase 1 and assessed them using the criteria developed in Phase 1. Each document was assessed on a three point scale: 0 -- no mention of disability; 1 -- minor mention of disability; 2 -- substantial mention of disability. One hundred and five documents were assessed covering all regions and 16 sectors. The three World Development Reports between 1999 and 2001 were also evaluated.

## 5.3 Phase 3: Analyzing Data and Reporting

In Phase 3, the team coded and analyzed all the data received. This included inputting, weighting and analyzing both general and project survey results. We also undertook a key theme analysis of the reports from all of the site visits and distance interviews using the criteria as themes. We collated the literature review results and weighted and analyzed them. The overall results obtained from all these analyses are presented in the next section. The results have also been incorporated into the following chapters on individual themes of Access, Participation and Inclusion.

#### 5.4 What were the results?

Overall, based on the sampling from this study, few of the current activities of the World Bank include disability in any meaningful way. Yet there are pockets of activities that provide a strong basis for the work of the Disability Advisory recently appointed within the World Bank. In addition, there was a general willingness to learn more about disability and how it might be relevant to Bank activities.

The key evaluative framework of this study used three themes – Inclusion, Participation and Access (see Appendix 3) and the 11 criteria underpinning them. Inclusion was considered by the team the most important aspect of including disability and was weighted more heavily in our analysis. Participation was next in importance with Access the least importance. We ranked the three themes as Inclusion: 3, Participation: 2, and Access: 1 when we undertook our analysis.

In general, the greatest attention has been given within Bank activities to the area of inclusion, and specifically related to knowledge and the role of people with disabilities as beneficiaries within larger poverty reduction programs and projects. The least attention has been paid to the theme of access as addressed in Bank operations and policies. Detailed analysis of results related to each theme is addressed in the following three chapters.

In this section we provide a short synopsis of the major findings by evaluative measure – the surveys, country site visits and distance interviews, and the literature review.

##### 5.4.1 Surveys

###### 5.4.1a General survey

We received four general survey responses out of a possible 64. This is a response rate of 6.25%, which is extremely low. The responses represented two network and 2 country offices. Most had undertaken little to include disability in any of the areas. The most promising response came from the unit with direct responsibility for disability. With this limited response rate, it is impossible to generalize about trends within the organization. To compensate for this lack of response we went back to our Phase 1 interviews with World Bank officials and culled any relevant information. This was of only limited use because the Phase 1 interviews were not designed to evaluate and were conducted prior to the development of the criteria.

###### 5.4.1b Project survey



The project survey included questions that elicited both qualitative and quantitative answers, reflecting the criteria developed for evaluation. Answers required for some questions were of the Yes / No type, while others were a three-point (0, 1 or 2) or a five-point (0, 1, 2, 3, or 4) scale. All these answers were converted to a common base of scores from 0% to 100% by taking

For Yes / No questions: No = 0%, Yes = 100%

For the 3-point scale questions: 0 = 0%, 1 = 50% and 2 = 100%

For the 5-point scale questions: 0 = 0% 1 = 25%, 3 = 50%, 4 = 75 % and 5 = 100%.

Given the overall ranking of importance given to Inclusion, Participation and Access, the questions related to each were weighted accordingly. We then averaged the scores using this weighting scheme to develop a *weighted average*, with weights of 1, 2 and 3 to the scores for answers to questions that related to Access, Participation and Inclusion respectively. Table 5.4 illustrates the question number and the theme and weighting associated with each. Questions 2a and 2b were analyzed separately because they illustrated projects that placed attention only on prevention or rehabilitation as the means to inclusion. In the teams' view, these were lesser quality versions of inclusion and needed to be recognized as such. We have referred to these as "sub-inclusion".

The response rate for the project survey was modest with 37 useable responses received of 116 surveys sent (31.9%). The highest region response rates came from South Asia (43.8%) with Latin America and the Caribbean having the lowest rates (20.6%). In terms of sectoral responses, the highest response rates are found in Agriculture (42.1%) and Finance (41.7%). The lowest response rates came from Private Sector Development (0%) and Telecommunications and Informatics (0%). (See Table 5.5 for details.)

In terms of attention to disability, 15 projects out of the useable 37 responses (40.5%) said the project did not include disability in any way and the remaining 22 (59.5%) paid some attention to disability. (See Table 5.6 for details.) This is slightly misleading since of the 22 responses that paid some attention to disability, 21 said people with disabilities might benefit and were not targeted. Only one project had disabled people as a target audience.

Using the weighting of the three themes described above, we can illustrate the general importance placed on each theme by projects. The overall weighted average score (WAS) is a somewhat low 7.6%. When looked at in terms of themes, Inclusion receives the most significant attention with 8.8% of the projects addressing the questions related to Inclusion. Projects have paid even greater attention (11.1%) to prevention or rehabilitation concerns (or what we have called sub-inclusion). Both Participation (5.3%) and Access (2.7%) rank lower. (See Table 5.7 for details.)

There was considerable variation, however, among the regions about the extent to which projects address disability. South Asia Region has the best overall performance (14.2 %) with the other regions ranging from 3.3 % in Latin America and Caribbean to 7.5 % in Africa. Also, in all regions except SAR, Access had a zero score. (See Table 5.7 for details.)

The project survey responses were also well spread across sectors including: transportation, agriculture, finance, public sector, economy, urban development, health, oil and gas, energy, social protection, water, environment and education. The best overall performance (22.1 %) was recorded by the Economic sector, closely followed by Health (20.5 %) and Social Protection (19.3%). All other sectors had scores below 10%, scoring relatively poorly with respect to all criteria. Also, all sectors except Health had a score of zero for Access. It is important to note that the greatest attention to issues of prevention and rehabilitation came in the Economic and Health sectors, measured as Sub-inclusion with 43.8% and 40.6% respectively. (See Table 5.7 for details.)

#### 5.4.2 Country site visits and distance interviews

The site visits and distance interviews in twelve countries involved meetings with over 200 people. They included 13 officials from departments of Finance; 27 officials responsible for disability; 34 officials in other sectors; 19 others and 126 people with disabilities in focus groups. (See Table 5.3 for details.)

Most governments and people with disabilities knew little about the disability activities of the World Bank. Many were surprised that the World Bank was interested in disability. Yet there was an openness to work in the area. Detailed analyses of the responses of these groups are given in Chapters 2, 3 and 4.

#### 5.4.3 Literature review and evaluation

The 105 documents that were assessed in Phase 2 using the criteria again illustrate the very low attention paid to disability in World Bank documents. We evaluated each document against each of the 11 criteria using a scale of 0 (no mention), 1 (minor mention) or 2 (significant mention). The results were organized by theme, weighed according to the weighting scheme described in 5.4. (See Table 5.8 for details.)

Project documents reviewed generally paid greater attention to each of the three themes, although access received the least attention. The project documents particularly targeted in this section of work were those that had already been identified as disability projects, so the results should not be surprising.

Sector strategy documents paid little attention to any of the thematic areas. One exception was the social protection strategy paper for Europe and Central Asia that paid particular attention to people with disabilities as beneficiaries and to sharing knowledge about disability.

Lending documents were also weak in their attention to disability. Most of the PRSPs paid little attention to people with disabilities, except for that of Honduras that included people with disabilities quite well.

### 5.5 Challenges and Recommendations

This baseline assessment exercise has had a number of challenges over the period it was conducted. Several key challenges stand out – overly tight time constraints to undertake the work, problems in methodology after changes to terms of reference, lack of availability of

World Bank staff especially in country offices, and low response rate and resistance by senior staff to the general survey.

A key challenge has been the limited time available to undertake all Phases of the project. The overall project was completed in less than 5 months from starting work to completion of the report. The first two months were spent on Phase 1 creating the criteria, the second two months on Phase 2: gathering the data from three different sources and the final month was spent on analyzing the data and drafting the report. The most significant time crunch came in Phase 2, with the many delays around the surveys and two stops to the project. The Terms of Reference were enlarged without additional time provided.

### **Recommendation:**

- An assessment should be undertaken regularly, approximately every three years, but no less than six months be given to assessment exercise (what in this project was only Phases 2 and 3).

Most components of the Baseline Assessment worked quite smoothly. We were able to apply the criteria successfully to the review of literature and the qualitative data from site visits and distance interviews. There were more difficulties both in the creation and interpretation of the surveys, especially with the changes in the Terms of Reference that called for two surveys. When the survey was written, the questions had two parts – general questions linked directly to each of the criteria and project-specific questions that linked to the project cycle and did not address the general criteria specifically. When the team was asked to separate the two sections into two separate and distinct surveys, the project survey lost its cohesion with the general criteria. With the very low response rate on the general survey and the relatively strong response on the project survey, the results of the project survey became more important to our analysis. Yet the framework we used in the other components of work, namely the general criteria, were not easily applicable to the project survey. For example, there is only one sub-answer to a question (6d) that could be interpreted as linked to the theme of access and other criteria. Respondents to the project survey were also asked in two questions to provide one choice to what could be multiple answer questions (questions 5 and 6). This meant that respondents might only identify action related to one criterion while their project may have taken initiatives in more than one area. These methodological problems coupled with the response rate, especially in the general survey, suggest that using the survey as constructed for this Baseline Assessment should be reconsidered in future assessments.

### **Recommendations:**

- Any survey undertaken for a future assessment should have its questions closely linked to the evaluative criteria.
- Prior to survey creation and distribution, consent from senior officials for staff participation in the survey should be obtained. If this is not forthcoming, the survey should be cancelled.
- If undertaken, standard survey practices, including significant follow-up, should be used.

An additional challenge was the relative lack of access our team had to Bank staff, especially in the regions. As we understand, Bank staff members have very demanding workloads with

frequent travel. In Phase 1, lack of availability of Bank staff meant that we were unable to undertake interviews with project staff in the key countries or spent an inordinate amount of time trying to connect with these staff. In Phase 2, this happened to a lesser degree, but was still a significant problem. While a letter from the Vice President for Human Development asking for cooperation was sent with all requests for information or time, it failed to provide the anticipated response.

Recommendation:

- In future, it would be appropriate to obtain the cooperation of the regional Vice-Presidents before the research staff attempts to make contact with regional and country staff.

A final and most significant challenge has been the resistance of some senior Bank officials to participate in this project. The low response rate to the general survey, the decision to undertake no follow-up of that survey, the withdrawal of ECA from both survey exercises and the resistance from MNA for full participation in the project survey are all indicators of a significant resistance to evaluating the inclusion of disability in the operations of the World Bank. We found great willingness to provide information about their work by all senior people in Phase 1 of the project. But when we designed and distributed tools that would measure in an objective and replicable manner the work of the Bank in including disability, there was considerable resistance. It illustrates the need for a key organizational focal person with cross-sectoral responsibilities who is accountable to the most senior level for her/his work. This could be the recently hired Disability Advisor, but not with her current reporting structure. She is to report to the Director of Social Protection and has no cross-sectoral authority. This will severely hamper her work. Also at this level, she will be unable to mobilize the necessary cooperation from the Vice-Presidents to make disability an integral part of the work of the World Bank.

Recommendation:

- Create a center of responsibility for disability immediately with the highest-level accountability (preferably to the President), cross-sectoral, cross-network authority and sufficient support and resources to undertake its work.

## Box 5.1 Disability Words used in Literature Review and Evaluation

### General phrases

Disability/disabled/disabilities

Accessibility/accessible

Handicapped/handicap

Deficiency/deficiencies

Impairment/impaired

Adapted/adaptations

Rehabilitation/rehabilitated

Disorder

### Specific words not caught with general phrases

Deaf

Invalid

Blind

Chronic illness

Wheelchair

Able-bodied

Paralyzed

Iodine

Developmentally delayed

Nutrient

Mental health

Iron

Attention deficit

Vitamin A

Retarded

Crippled

### Other specific phrases that may be useful

Assistive devices/technology

Special needs

Barrier-free access/universal design

Independent living

Inclusion/inclusive

Integration/integrated

Mainstreaming

Table 5.1: Countries included in the Baseline Assessment

Country	Region	IDA/IBRD lending	Country	Region	IDA/IBRD
Argentina	LAC	IBRD	Mexico	LAC	IBRD
Bosnia and Herzegovina	ECA	IBRD and IDA	Mozambique	AFR	IDA
Brazil	LAC	IBRD	Peru	LAC	IBRD
Eritrea	AFR	IDA	Philippines	EAP	IBRD
Ghana	AFR	IDA	Russian Federation	ECA	IBRD
Honduras	LAC	IDA	South Africa	AFR	IBRD
India	SAR	IBRD and IDA	Ukraine	ECA	IBRD
Indonesia	EAP	IBRD and IDA	Yemen	MNA	IDA
Mauritania	AFR	IDA			

Table 5.2 World Bank officials interviewed

Networks	Phase 1*	Phase 2	Totals	Regions	Phase 1*	Phase 2	Totals
Office of the President (EXC)	1	0	1	Africa (AFR)	4	0	4
Operations Policy and Country Services (OPC)	1	1	2	East Asia and Pacific (EAP)	3	3	6
Environmentally and Socially Sustainable Development (ESD)	6	0	6	Europe and Central Asia (ECA)	2	0	2
Private Sector Development and Infrastructure (PSI)	5	1	6	Latin America and Caribbean (LAC)	2	1	3
Human Development Network (HDN)	19	3	22	Middle East and North Africa	5	0	5
Poverty Reduction and Economic Management Network	3	0	3	South Asia (SAR)	1	4	5
World Bank Institute (WBI)	3	0	3				
<b>Sector Total</b>	<b>38</b>	<b>5</b>	<b>43</b>	<b>Regional total</b>	<b>17</b>	<b>8</b>	<b>25</b>

<b>Totals</b>	<b>55 (41 interviewed)</b>	<b>13</b>	<b>68</b>				
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\*Regionally based people who do sectoral work were included in both sector and region counts so the total for Phase 1 is greater than the total number of interviews.

Table 5.3: Interviews with Southern Country governments, NGOs and disabled people

Regions Countries	Gov't Phase 1	NGOs Phase 1	Other Phase 1	Gov't Finance Phase 2	Gov't Disability Phase 2	Gov't Priority Sector Phase 2	Disabled People Phase 2	Other Phase 2
<b>AFR</b>								
Eritrea	3	2	0	---	---	---	---	---
Ghana	---	---	---	0	3	1	15	0
Mauritania	0	0	1	---	---	---	---	---
Mozambique	---	---	---	2	2	5	10	0
South Africa	---	---	---	2	5	5	7	0
<b>EAP</b>								
Indonesia	2	2	2	---	---	---	---	---
Philippines	0	0	0	2	2	2	9	0
<b>ECA</b>								
Bosnia Herzegovina	2	1	0	---	---	---	---	---
Russia	3	1	0	3	1	2	5	0
Ukraine	---	---	---	1	3	2	9	0
<b>LAC</b>								
Argentina	---	---	---	0	3	1	6	0
Brazil	---	---	---	0	3	1	6	1
Honduras	---	---	---	1	0	9	28	0
Mexico	---	---	---	1	1	3	6	0
Peru	---	---	---	0	2	1	5	2
<b>MNA</b>								
Yemen	0	0	1	---	---	---	---	---
<b>SAR</b>								
India	0	0	1	1	2	2	20	16
<b>TOTAL = 239</b>	<b>10</b>	<b>6</b>	<b>4</b>	<b>13</b>	<b>27</b>	<b>34</b>	<b>126</b>	<b>19</b>



Table 5.4 Project Survey Questions with Themes and Weights

Qn. No.	1	2a	2b	2c	3a	4	5b	5c	5d	5e	5f	6b
<b>Theme</b>	None	I	I	I	I	P	P	I	I	P	P	I
<b>Weight</b>	None	*	*	3	3	2	2	3	3	2	2	3
Qn. No.	6c	6d	6e	6f	6g	7a	7b	7c	7ci	7cii	7cii	
<b>Theme</b>	I	A	I	P	P	I	P	I	I	I	I	
<b>Weight</b>	3	1	3	2	2	3	2	3	3	3	3	

Table 5.5 Project Survey Response Rate by Region and Sector

Region	Responses Received	Total Surveys Sent	Response Rate
Africa (AFR)	9	38	23.7%
East Asia and Pacific (EAP)	9	22	40.9%
Europe and Central Asia (ECA)	N/A	N/A	N/A
Latin America and Caribbean (LCR)	7	34	20.6%
Middle East and North Africa (MNA)	5	14	35.7%
South Asia (SAR)	7	16	43.8%
Sector			
Agriculture	8	19	42.1%
Economic Policy	2	5	40%
Education	4	16	25%
Energy	1	7	14.3%
Environment	1	11	9.1%
Finance	5	12	41.7%
Health, Nutrition and Population	4	10	40%
Multisector	0	1	0%
Oil and Gas	1	4	25%
Private Sector Development	0	1	0%
Public Sector	1	8	12.5%
Social Protection	1	4	25%
Telecommunications and Informatics	0	1	0%
Transportation	5	13	38.5%
Urban Development	2	7	28.6%
Water	2	7	28.6%

<b>Total</b>	<b>38 (37 usable)</b>	<b>116</b>	<b>31.9%</b>
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Table 5.6 Average Scores For Project Types By Theme

<b>Theme Type of Project</b>	<b># of Projects</b>	<b>Inclusion (%)</b>	<b>Participation (%)</b>	<b>Access (%)</b>	<b>Sub- inclusion (%)</b>	<b>TOTAL (%)</b>
Does Not Address Disability	15	0.6	1.4	0	5.0	1.3
Disabled People Not Targeted But May Benefit	21	14.2	7.7	4.8	14.9	11.6
Disability Specific	0	0	0	0	0	0
Broader Project With Disability Components	1	18.2	14.3	0	25.0	16.7
Disability Mainstreamed	0	0	0	0	0	0
<b>Total</b>	<b>37</b>	<b>8.8</b>	<b>5.3</b>	<b>2.7</b>	<b>11.1</b>	<b>7.6</b>

Table 5.7 Thematic Average Scores by Regions and Sectors

<b>Theme</b>	<b>Inclusion (%)</b>	<b>Participation (%)</b>	<b>Access (%)</b>	<b>Sub-inclusion (%)</b>	<b>Weighted Average Score (%)</b>
<b>Region</b>					
Africa (AFR)	8.3	6.8	0	13.8	7.5
East Asia and Pacific (EAP)	7.6	7.1	0	7.6	6.5
Europe and Central Asia (ECA)	N/A	N/A	N/A	N/A	N/A
Latin America and Caribbean (LCR)	3.9	2.0	0	7.1	3.3
Middle East and North Africa (MNA)	6.3	2.9	0	2.5	3.9
South Asia (SAR)	16.0	6.0	16.7	22.9	14.2
<b>Sector</b>					
Agriculture	2.7	0	0	0	1.2
Economic Policy	24.0	19.6	0	43.8	22.1
Education	16.2	9.8	0	0	9.7
Energy	0	0	0	0	0
Environment	0	0	0	25.0	3.6
Finance					??
Health, Nutrition and Population	17.7	12.5	25.0	40.6	20.5
Oil and Gas	0	0	0	0	0
Public Sector	7.3	0	0	0	3.1
Social Protection	31.3	14.3	0	12.5	19.3
Transportation	8.3	7.1	0	17.5	8.1
Urban Development	2.1	1.8	0	12.5	3.2
Water	5.2	7.1	0	0	4.3
<b>Total</b>	<b>8.8</b>	<b>5.3</b>	<b>2.7</b>	<b>11.1</b>	<b>7.6</b>

Table 5.8: Thematic Average Scores For Selected World Bank Documents

Type of Document	Number Reviewed	Access (%)	Participation (%)	Inclusion (%)	Total (%)
Mandating					
CAS	15	3.3	4.4	8.0	6.5
Sector Strategy	17	2.9	4.7	6.9	5.0
Lending					
PRSP / IPRSP	6	8.3	8.3	11.1	9.0
Structural Adjustment Credit and Loans	5	0	0	0	0
Project Documents by Region					
AFR	7	7.1	11.4	21.4	13.4
EAP	1	33.3	50.0	50.0	47.9
ECA	4	12.5	25.0	16.7	21.4
LCR	2	0	5.0	8.3	5.2
MNA	2	16.7	50.0	50.0	45.8
SAR	3	27.8	43.3	22.2	36.1
<b>Total Region</b>	<b>19</b>	<b>13.2</b>	<b>23.7</b>	<b>24.7</b>	<b>21.3</b>

## Chapter 6: Conclusions -- Opportunities and Recommendations

With its mandate for poverty reduction, the World Bank also has a mandate for addressing disability inclusion in development work. People with disabilities, approximately 10 to 20 percent of any population, are among the most marginalized in society. People with disabilities are often poor as a result of the exclusion they experience with disabilities, and poverty creates disability. This Baseline Assessment provides the Bank with information and advice on how to better address disability within its poverty reduction work.

The Baseline Assessment concludes that while much of the World Bank has done little to include disability in its activities, there are some key opportunities from which to launch sustained action. Important opportunities include the:

- recent appointment of the Disability Advisor;
- commitment of the Bank to greater participation of stakeholders, especially in civil society;
- vision to make the World Bank a knowledge bank;
- existing assessment exercises including social and environmental assessments, International Development Association (IDA) assessments, and participatory poverty assessments;
- commitment to increasing access to information and communications technology across the World Bank Group; and
- experiences of the Bank in gender mainstreaming and inclusion of indigenous peoples.

### 6.1 Six Key, Immediate Actions

Some momentum has been built within the Bank, and expectations are high among client countries and disabled people, as a result of the appointment of the Disability Advisor and this Baseline Assessment. To use this energy (and on the advice of senior staff within the Bank), we recommend several concrete, achievable actions that could be taken in the forthcoming fiscal year (FY03). These could all be part of a framework for action on disability within the World Bank and are included among the more general recommendations in the following section.

1. Create a **center of responsibility for disability immediately** with the highest-level accountability (preferably to the President), cross-sectoral, cross-network authority, and sufficient support and resources to undertake its work.
2. Analyze, by November 2002, how **disability can be incorporated into the monitoring and assessment of the Millennium Development Goals** (MDGs) and the Comprehensive Development Framework (CDF) and develop appropriate target indicators for these.
3. Host a **high profile catalytic event to launch a framework for action on disability** in conjunction with the International Day of Disabled Persons, December 3, 2002.
4. Create, adapt or offer in collaboration a **training module on disability inclusion through the World Bank Institute in January 2003**, drawing on existing on-line disability studies courses offered around the world.

5. Initiate, in the next six months, **2 – 3 pilot projects that model how disability can be mainstreamed**. Countries selected should already exhibit a willingness to include disability within their PRSPs or national plans and could include Honduras or Ghana. The results should be used to develop how-to manuals for use in other countries.
6. Leverage additional funding, especially through the small grants programs and possibly through Social Investment Funds, to **support capacity-building work among DPOs**.

## 6.2 Recommendations by Criteria

More generally, the Baseline Assessment concludes that actions are needed in each of the areas identified under the three themes of Inclusion, Participation and Access. This section summarizes, within each criteria or topic area, the recommendations made throughout the Assessment. The recommendations are ranked in order of priority indicating proposed timelines in Table 6.1 at the end of the chapter. The recommendations were designed as concrete, do-able actions, rather than general statements of need. They build on each other, but many have no prerequisites and can be implemented independent of each other.

To develop these recommendations we drew on our review of the literature and survey responses, but most importantly we listened to what Bank staff, client governments, donors, disabled peoples' organizations, and people with disabilities said was needed. In many ways, these are their ideas and images of a future World Bank that is a world leader in including disability in all aspects of its work.

### 6.2.1 Inclusion

#### 6.2.1a Lending

Considerable work is needed to include disability in lending projects, but World Bank staff will first need training, models and advice on how to do this effectively. Bank staff, client governments and disabled people need an indication of where the Bank intends to take its action around disability.

- i. Host a high profile, catalytic event, to launch a framework for action on disability in conjunction with the International Day of Disabled Persons, December 3, 2002.
- ii. Initiate, in the next six months, 2 – 3 pilot projects that model how disability can be mainstreamed. Countries selected should already exhibit a willingness to include disability within their PRSPs or national plans and could include Honduras or Ghana. The results should be used to develop how-to manuals for use in other countries.
- iii. In the next six months to one year, develop and distribute guidelines for all projects to assess direct and indirect aspects of disability inclusion.
- iv. Over the medium term, develop appropriate tools and financial supports to ensure that all Bank lending projects include disability, with a priority placed on projects in low-income countries.

- v. Create, incorporate and monitor indicators for disability inclusion in Social Assessments, and the Country Policy and Institutional Assessment Questionnaire used to develop Country Assessment Strategies.
- vi. Monitor and assess the implementation of disability inclusion guidelines on a regular basis by sector-based staff with a mandate for disability inclusion within the context of other assessment exercises such as social assessments, IDA assessments and MDG assessments.
- vii. Educate and work with sector specialists together with legal reform specialists to assist governments in including universal design principles and disability rights as part of their legislative frameworks.
- viii. Over the long term, create a strategy paper on disability and inclusion and shepherd it through the World Bank consultation and approval mechanisms.

#### 6.2.1b Knowledge

To ensure that people with disabilities are included in the Bank's poverty reduction agenda, more knowledge needs to be created, shared and applied in the area of disability and development. The Bank is in a pivotal position to become a knowledge bank and broker in this area.

- i. Create, adapt or offer in collaboration a training module on disability inclusion within the World Bank Institute in January 2003, drawing on existing on-line disability studies courses offered around the world.
- ii. Create additional training opportunities, learning events and tools related to disability inclusion over the next 1 to 3 years including:
  - a. modules related to communications and information accessibility;
  - b. events or tools on how to include people with disabilities in PRSP and other consultations, the Action Learning Program on Participatory Processes in Poverty Reduction Strategies done by Social Development NGO unit and the World Bank Institute; and
  - c. training tools used to develop mandating documents such as Country Assistance Strategies.
- iii. Develop and implement a strategy to make the World Bank a knowledge bank on disability and development by creating and sharing knowledge in this area, by:
  - a. undertaking a special or smaller issue of the World Development Report on disability;
  - b. including disability indicators in World Development Indicators;

- c. incorporating disability indicators in national census and household surveys funded by the Bank;
- d. analyzing the particular effects on various groups of disabled people in different regions as a result of financial and institutional reforms required as part of World Bank lending agreements;
- e. documenting and sharing inclusive practices used in Bank projects; and
- f. collaborating with disabled peoples' organizations in the gathering and dissemination of knowledge.

#### 6.2.1c Mandate

To undertake this work, disability needs to be specifically addressed in the mandates of the World Bank, its regions and sectors, and in negotiations with its client governments. Some additional analysis is needed to provide good practice examples in sectors as well as relevant indicators. These can then be incorporated in existing assessment guides.

- i. Analyze, by November 2002, how disability can be incorporated into the monitoring and assessment of the Millennium Development Goals (MDGs) and the Comprehensive Development Framework (CDF) and develop appropriate target indicators for these.
- ii. Develop, as soon as possible, good practice documents to feed into the on-going revisions to the Environment Sourcebook, targeting sectors including transportation, water.
- iii. Develop additional background papers, especially in non-traditional disability areas like finance and legal reform, for the Poverty Reduction Sourcebook.

#### 6.2.1d Resources

Additional funding resources will be required to include disability in World Bank activities. Funding should initially be directed to increasing the inclusion of disability in lending projects, including through the Social Investment Funds, and providing tools for project task managers to use to do this. Human resource capacities, drawing from inside and outside the Bank, should be increased to enable this work.

- i. Develop human resources within the Bank and draw on expertise outside the Bank to design, manage and evaluate Bank initiatives in the area of disability.
- ii. Ensure that all projects funded by Social Investment Funds incorporate disability and develop tools to assist with this.
- iii. recruiting actively people with disabilities in the knowledge internship program and other recruitment programs;



- iv. Dedicate financial resources to disability inclusion, both to disability components or mainstreaming in general Bank projects, and full funding of disability specific projects aimed at social and economic inclusion.
- v. Leverage additional funding, especially through the small grants programs and possibly through Social Investment Funds, to support capacity-building work among DPOs.
- vi. Develop and distribute good practices for disability resource allocation.

#### 6.2.1e Accountability

The Bank has taken an initial step towards an accountability mechanism with the appointment of the Disability Advisor, but the mandate for disability inclusion needs to be as broad as the Bank's mandate for poverty reduction.

- i. Create a center of responsibility for disability immediately with the highest-level accountability (preferably to the President), cross-sectoral, cross-network authority and sufficient support and resources to undertake its work. The mandate should be to raise awareness, develop and share knowledge about disability, leverage participation and resources from within and outside the Bank, create partnerships, and monitor implementation of these actions and inclusion of disability within the Bank.
- ii. In the medium term, establish disability focal points in all networks, sectors and regions, with the Disability Advisor acting to coordinate their work. Focal points are staff whose primary responsibility is to address the inclusion of disability in the activities of their unit and coordinate with other focal points within and across networks or regions.
- iii. Undertake a second assessment exercise in 2005 using the experiences of the Baseline Assessment.

#### 6.2.2 Participation

##### 6.2.2a Consultation

Drawing on the Bank's experience with gender mainstreaming and its commitment to more participatory development and poverty reduction work suggests several ways to include representatives of disabled peoples' organizations in the Bank's work.

- i. Create an external advisory committee on disability, including DPOs, and establish regular consultation procedures.
- ii. Enhance the capability of DPOs to participate in PRSP and CAS consultations through demonstration sites.
- iii. Participate in events and networks organized by DPOs.

- iv. Host conferences, inviting DPOs, governments with good practices and other multilateral donors, that focus on or include disability and development.

#### 6.2.2b Beneficiaries

To translate the perception of many Bank officials that disabled people might benefit from their work to the reality that they do benefit will require some sustained data on where people with disabilities already do benefit and how that changes over time.

- i. Introduce indicators to track disaggregated data about the level of disabled peoples' involvement in World Bank projects and assessment exercises.
- ii. Together with the World Development Indicators team and other international bodies exploring disability indicators, develop indicators that illustrate the changes over time as a result of disability inclusion.

#### 6.2.2c Decision-making

The Bank should draw on its advice on including indigenous peoples in decision-making and create parallel decision-making opportunities for people with disabilities.

- i. Establish mechanisms both at World Bank headquarters and in the regions to formalize and routinize decision-making opportunities for disabled persons.
- ii. Include the views of and create opportunities for the participation of disabled people in all Social and Environmental Assessments, Participatory Poverty Assessments, PRSPs and CAS.

#### 6.2.3 Access

##### 6.2.3a Built environment

Creating and implementing standards that enable the use of built environments for everyone's use is critical to addressing poverty reduction. This needs to be incorporated into the existing tools used by the World Bank to address environmental standards and policies.

- i. Build disability inclusion into existing Bank assessment exercises by:
  - a. developing additional guidelines for universal access to built environments as part of the Pollution Prevention and Abatement Handbook;
  - b. including universal access as a criterion in Environmental Assessments
- ii. Make the World Bank Group an accessible environment for disabled staff, guests and clients by applying Universal Design principles to the structures and services of the Bank.

##### 6.2.3b Communications and Information Systems

Building on the existing commitment to access and providing complementary work to the strategy paper in this area, will ensure the possibility of including disability with the least possible cost.

- i. Draft a complementary paper to the ICT sector strategy paper to highlight the links between the GICT's commitment to and understanding of access to ICTs and the particular concerns and issues related to access to ICTs for disabled people.
- ii. Make the World Bank Group an accessible environment for disabled staff, guests, and clients by:
  - a. developing an alternate formats policy;
  - b. ensuring that course materials and modules are provided in accessible formats;  
and
  - c. assessing the World Bank website for compliance with the W3B accessibility guidelines and making the necessary changes.

### 6.3 Final thoughts

The World Bank is well placed to take action on disability, now it needs to initiate action and ensure that its poverty alleviation mandate includes and addresses the lives of people with disabilities.

Table 6.1 Recommendations by Priority and Year

Priority A

2002 – 2003  
MDG Indicators – Mandate  
Centre of Responsibility – Accountability  
Training Module – Knowledge  
External Advisory Committee - Consultation

2003 – 2005  
Participation in PRSP, etc. - Decision-making  
World Bank accessible - Built environments  
World Bank accessible - Communications and Information

Priority B

2002 - 2003

Guidelines for projects – Lending  
Environment good practice doc. – Mandate  
Social Investment Funds Incl. – Resources  
Funds for capacity building – Resources

2003 - 2005

Indicators, monitors and assess – Lending  
Other training opportunities – Knowledge  
PRSP background papers – Mandate  
Develop human resources – Resources  
Access in assessments - Built environments  
Indicators on benefits – Beneficiaries  
Communications and Information - GICT Sector Strategy

Priority C

2003 - 2005

CAS and PRSP demonstration points – Consultations

Disability focal points – Accountability

Tools and financial support – Lending

Dedicate financial resources – Resources

Knowledge - Knowledge strategy

Routine decision-making - Decision-making

Indicators on involvement – Beneficiaries

Good practices for resource allocation – Resources

Priority D

2003 - 2005

Recruit disabled people – Resources

Second assessment exercise – Accountability

Host conferences – Consultation

Events by DPO's – Consultation

2005 - 2007

Strategy paper – Lending

Disability in legislation – Lending

## Appendices

### Appendix 1: People with Disabilities and Poverty: A Primer

#### A1.1 Introduction

This appendix is intended as a primer for readers not familiar with disability as a critical aspect of poverty in developing countries.

People with disabilities in the developing world are among the poorest of the poor. The numbers of people with disabilities are rising due to conflict, malnutrition and AIDS/HIV. If societies are to be inclusive of people with disabilities they must reform their institutions, laws, policies and practices so that they are disability-positive and promote, rather than discourage or prevent, disabled people's access, participation and inclusion in the institutions and systems of society. By using practical strategies like universal design, inclusion of people with disabilities is a solution, which creates access for people with the widest range of abilities. The long-term impact of solutions like universal design is to reduce and eventually eliminate the economic costs of disability.

***“We know that investment in our independence is a sound investment for our governments. The waste of human resources can and must be ended. Join us in our condemnation of policies that produce waste and destruction, policies of violence and war, policies of perpetuating poverty and undernourishment.”*** The Singapore Declaration of Disabled Peoples' International 1981. (DPI 1981, 100)

#### A1.2 A Paradigm Shift

Throughout the world, societies have created different frameworks to explain disability. Some of these explanations are based in religion or morality while others are rooted in the sciences. While in some societies, people with disabilities are considered gifts of the gods or bearers of extra-ordinary powers, in most societies disabilities create difference, exclusion and poverty. Many of these frameworks treat disability as a physical/mental impairment. They focus in on the problems with the individual, on the disability and medical or rehabilitation solutions to fix those problems. Often linked with this approach is the use of charity, which emphasizes the helplessness of disabled people and their need for paternalistic care. These approaches continue to influence service development for people with disabilities. Telethons that raise money by exploiting pitiful images of people with disabilities and play upon out-dated concepts of the deserving poor are characterized by the charity approach. The medical approach can be seen in defining disabled people by their specific disability. It can also be seen in the promotion of huge institutions all over the world that segregate disabled people from society.

A more effective approach, often called the social, or independent living, model of disability emphasizes that disability is located at the interface between the individual and the physical, social and political environment and the nature of disability. It argues that the environment could be modified to be more accommodating and inclusive for people with disabilities.

Indeed, universal design, one of the solutions arising from the social model, promotes the development

of a built environment that is useable by wide range of people with diverse abilities. This approach is both empowering and liberating for people with disabilities. With the focus shifting from the individual to the interface between the environment and the individual, disability becomes a social/ political problem rather than a personal problem.

Table A1.1: A Comparison of the Two Models

	Medical/Charity	Social/IL
Definition of Disability:	An individual is limited by his/her impairment or condition	An individual with an impairment requires an accommodation to perform functions required to carry out life activities
Strategy to Address Disability	Fix the individual, correct the deficit	Remove barriers, create access through accommodation and universal design, promote wellness and health
Method to Address Disability:	Provision of medical, vocational, or psychological rehabilitation services	Provision of supports, e.g., assistive technology, personal assistance services, job coach
Source of Intervention:	Professionals, clinicians, and other rehabilitation service providers	Peers, mainstream service providers, consumer information services
Entitlements:	Eligibility for benefits based on severity of impairment	Eligibility for accommodations seen as civil right
Role of Disabled Individual:	Object of intervention, patient, beneficiary, research subject	Consumer or customer, empowered peer, research participant, decision-maker
Domain of Disability:	A medical "problem"	A socio-environmental issue involving accessibility, accommodations, and equity

Source: (US. Department of Education 2000, 10)



### A1.3 International Action on Disability

During the latter half of the twentieth century, people with disabilities joined other civil rights movements to claim their human rights. (Driedger 1989) People with disabilities created a number of organizations (Disabled Peoples' International (DPI), World Blind Union, World Federation of the Deaf), while parents of disabled children organized Inclusion International to voice their call for improved social and economic conditions for people with disabilities worldwide. The work of these groups led to a shift in attitudes and approaches to disability that ultimately affected millions of people around the world.

The disability rights and parents movements provided the impetus for the development of the social model. These movements recognized disabled people as citizens with rights and promoted their inclusion into society and refocused attention away from individual impairments onto barriers in the individual's environment that prevented participation.

Beginning in the 1980s, persuaded by the arguments of the international disability rights movement, various influential institutions began to include concepts from the social model of disability in their work. The United Nations organized the 1981 International Year of Disabled Persons (IYDP) "to improve the social integration and participation of disabled persons in accordance with the year's theme "Full Participation and Equality." (Periquet 1981, 7) The International Decade of Disabled Persons(1982-93) followed IYDP. The UN World Programme of Action Concerning Disabled People (1982) recognized the responsibility of governments both to protect the citizenship rights of disabled people and to promote their rights to organize themselves and to play an active role in changing policies and programs in countries. The UN Standard Rules for Equalization of Opportunity provided a set of international guidelines for integrating disabled people into societies. The Economic and Social Council of Asia Pacific declared 1992-2002 as the Decade for the Asia Pacific region. The Organization of African Unity (OAU) established 2000-2009 as the African Decade of People with Disabilities. As with other Decades, the Declaration for the African Decade calls upon OAU Member States to formulate policies and programs to encourage full participation of people with disabilities in social and economic development, support national coordination committees and ensure the effective representation of people with disabilities and their organizations, support community-based service delivery, promote positive attitudes toward people with disabilities. (SAFOD 2000, 11) The Organization of American States has adopted a convention on disability rights within the American regions. The World Bank, the Asian Development Bank and the Inter American Development Bank are examining how to include people with disabilities in their social and economic activities.

### A1.4 Value of the Social Model

The social model provides a unique and important contribution to addressing disability across the world. The old approaches have not resulted in the successful economic integration of people with disabilities but have systematically undervalued a potentially contributing part of society. The social model suggests realistic interventions for the achievement of the inclusion of people with disabilities in the mainstream of global society. One of its strategies for addressing inclusion is the concept of universal design. Universal design is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for

adaptation or specialized design. The social model provides a framework for disability analysis that has sufficient scope to encompass “individual initiatives in different countries, with different cultural and political structures to be directed at achieving human rights, social and economic inclusion as citizens and democratization for people with disabilities.”(Rioux 1998, 11)

#### A1.5 The Number of People with Disabilities in the World

People with disabilities exist in every population. Due to a variety of methodological problems recognized by many authors, there are no precise statistics for the number of disabled people in the world (Office of the President of South Africa 2001). Estimates suggest that from four to 10 percent of the population have a disability, with a higher proportion living in developed countries.

While there is uncertainty about the exact number of people who have disabilities, it is acknowledged that the number is increasing due to several factors: armed conflict, malnutrition and the spread of AIDS/HIV.

#### A1.6 Describing and Measuring Disability

On 15 November 2001, the World Health Organization (WHO) released the International Classification of Functioning, Disability and Health (ICF), which presents a framework of key concepts for addressing disability. The ICF, which is a synthesis of the medical and social models, is significant for several reasons. Rather than classifying people, it classifies health conditions. As all health conditions can be described by the ICF it is universal in its application. It is applicable to all people not just disabled people. It seeks to avoid the systematic labeling of people by their disabilities, because these labels have a detrimental and stigmatizing affect. Having been influenced by the social model of disability, the framework has the scope to point the way toward “the improvement of participation by removing or mitigating social hindrances and encouraging the provision of social supports and facilitators.”(WHO 2001, 4) Like universal design, the ICF is another practical solution for developing societies that do not present barriers to the economic and social participation of people with disabilities. For example, a person living with HIV/AIDS could be disabled in terms of his/her ability to participate actively in a profession. In that case the ICF provides different perspectives as to how measures can be targeted to optimize the person’s ability to remain in the workforce and live a full life in the community.

The ICF has been accepted by 191 countries as an international standard for the description and measurement of disability. One of the aims of this classification system is to “establish a common language for describing health and health-related states in order to improve communication between different users, such as health care workers, researchers, policy-makers and the public, including people with disabilities.”(WHO 2001, 3) Like Metts, the Baseline Assessment rejected the competing framework—the “Disability Adjusted Life Year” (DALY); because it is based upon false assumptions, which ignore the interaction of environmental and personal characteristics. (Metts 2000, 1)

## Box A1.1 Concepts for Defining Disability from the World Health Organization

**Disability**—An umbrella term for impairments, activity limitations, and participation restrictions. It denotes the negative aspects of the interaction between an individual (with a health condition) and that individual's contextual factors (environmental and personal factors).

**Impairment**—A loss or abnormality of body part or function. Abnormality here is used strictly to refer to a significant variation from established statistical norms (i.e. as a deviation from a population mean within measured standard norms) and should be used only in this sense.

**Activity**—The execution of a task or action by an individual. It represents

**Activity Limitations**—Difficulties an individual may have in executing activities. An activity limitation may range from a slight to a severe deviation in terms of quality or quantity in executing the activity in a manner or to the extent that is expected of people without the health condition.

**Participation**—A person's involvement in a life situation. It represents the societal perspective of functioning.

**Contextual Factors**—The factors that together constitute the complete context of an individual's life, and in particular the background against which health states are classified in ICF. There are two components of contextual factors: Environmental Factors and Personal Factors.

**Environmental Factors**—Constitute a component of ICF and refer to all aspects of the external or extrinsic world that form the context of an individual's life and, as such, have an impact on that person's functioning. Environmental factors include the physical world and its features, the human-made physical world, other people in different relationships and roles, attitudes and values, social systems and services, and policies, rules and laws.

**Personal Factors**—Contextual factors that relate to the individual such as age, gender, social status, life experiences and so on, which are not currently classified in ICF but which users may incorporate in their applications of ICF.

## A1.7 Addressing Disability Systematically

The knowledge about disablement, as defined in ICF, generated through such initiatives as the UN International Year/Decade of Disabled Persons, the World Programme of Action Concerning Disabled Persons, the Human Rights and Disability Report by Leandro Despouy, and the United Nations Standard Rules on the Equalization of Opportunities, has resulted in a new approach to sustainable development and poverty reduction that is inclusive of people

with disabilities. Some development aid bodies, national governmental agencies and nongovernmental organizations have begun to address disability in a systematic way.

### **A1.7.1 International Aid Agencies**

Norway, Finland, Denmark and Sweden began to work in the field of disability and development in the 1980s. In 2000, the Ministers for Development Co-operation from Denmark, Finland, Norway and Sweden stated their philosophy on disability and development.

The Ministers find the inclusion of disability in development co-operation to be in accordance with the overarching objective of combating poverty, thus recognizing that the elimination of world poverty is unlikely to be achieved unless the rights and needs of people with disabilities are taken into consideration. Persons with disabilities most often belong to the poorest of the poor—the primary target for development cooperation. (Communique 2000)

The aid agencies of the Nordic countries use a reference group, composed of agency staff and advisors appointed by the disability movement, to develop broad guidelines. (For example, in Sweden, in 1992 guidelines were developed addressing healthcare, education, infrastructure, rural development and administration. (CCD 2001, 8-9))

Amongst the Nordic countries, Norway is a leader because disability inclusion in development was debated in Parliament and resulted in a policy and a concrete action plan. The Plan for the Inclusion of Persons with Disabilities in Development Cooperation” that was approved has as its primary objective the social integration of disabled persons. One problem that has been identified by the NGO community is that the action plan does not address the need for internal Ministry of Foreign Affairs (MFA) or Norwegian Agency for Development Co-operation (NORAD) guidelines.

The Swedish Disabled International Aid Association (SHIA) advances 5 principles to guide sustainable development: Social Protection, Accessibility, Consciousness, Influence, Control and it prioritizes initiatives of people with disabilities. (DFID 2000, 8)

USAID has recently begun to address disability and development. It began this work by developing a policy on disability and development that was adopted in 1997. The policy has four objectives:

To enhance the attainment of United States foreign assistance program goals by promoting the participation and equalization of opportunities of individuals with disabilities in USAID policy, country and sector strategies, activity designs and implementation.

To increase awareness of issues of people with disabilities both within USAID programs and in host countries.

To engage other US government agencies, host country counterparts, governments implement organizations and other donors in fostering a climate non-discrimination against people with disabilities.

To support international advocacy of people with disabilities. (CCD 2001, 10)

While the policy is an important first step, USAID has recognized that it needs to take this initiative further by: establishing a home base for activities under the Policy, establishing a funding mechanism for implementing the policy, “explicitly incorporating language encouraging programs benefiting and including people with disabilities into application guidelines for various bureau “funds”, such as the Africa Bureau’s Education for Democracy and Development Initiative...”, institutionalize inclusive behaviors. (CCD 2001, 10)

Canada is also recognized as an international leader on disability. Canada has made significant contributions to the United Nations International Year of Disabled Persons (1981), the World Programme of Action Concerning Disabled Persons (1982), and the UN Decade of Disabled Persons. Canada has also been leader with such initiatives as the Landmine Treaty and War Affected Children’s initiative. These two initiatives have the potential to significantly improve the lives of people with disabilities in developing countries. Since the 1980s, the Canadian International Development Agency (CIDA) has been providing on-going support to DPOs/IDPOs for organizational development, capacity building, skills training, microenterprise development. However, CIDA has been criticized by Canadian DPOs for not systematically addressing disability issues and has called upon CIDA to follow the lead of the Nordic countries on disability and development.

#### A1.7.2 Lessons from Other Sectors

There are also lessons to be learned from the area of gender and development. The UK Department For International Development (DFID) describes its work on gender in the following manner:

In pursuit of greater equality for women, DFID has adopted a so-called ‘twin-track’ approach, combining attempts to take account of women’s needs and rights in the mainstream of development co-operation work, as well as supporting specific initiatives aimed at women’s empowerment. The analysis set out in this paper suggests that a similar approach may be highly pertinent for work related to disability...Strengthening disability work through the twin track approach should help provide an enabling environment for people with disabilities to achieve a greater livelihood security, greater equality, full participation in the life of the community, and more independence and self-determination. (DFID 2000, 11)

A twin-track approach would be also be an effective approach for addressing people with disabilities in development.

#### A1.7.3 Development Banks

Development banks are taking important steps to become more inclusive of people with disabilities. The Asian Development Bank hosted a workshop on disability and development in October 1999. The workshop made the following recommendations: sensitize governments, strengthen the capacity of the Bank to take into account the disability dimension in the poverty reduction strategy, ensure meaningful participation of disabled people at the community level. The most significant result of the workshop was the inclusion of disability in the ADB’s Poverty

Reduction Strategy. The Bank has hired consultants to “identify disability issues related to poverty reduction” in order to proceed in the implementation of the strategy.

One IDPO identified the Inter American Development Bank as one body that has developed good practices for promoting work on a particular issue. The informant stated,

The Inter American Development Bank when they have elected to promote certain things they have often held large seminars and followed that up with regional seminars to sensitize more people to the issues. The World Bank activities on disability have largely been in Washington. They haven't really gotten out into their regional or country offices. That is a huge issue. One example of where the Inter American Bank did a large seminar and then regional and country meetings is the issue of social violence. They also did it on children's issue. Neither Bank has done anything similar on disability. The World Bank had a big seminar on disability in Washington a few years ago with Bengt Lindquist and some others but they have not been pushing it out. Similarly the World Bank Institute for Training doesn't touch on disability for training.”

#### A1.7.4 Good Government Practices on Disability

When asked about best practices for addressing disability issues one representative from an IDPO was willing to give unqualified support to two examples drawn from the national, not international realm—the South African Human Rights Commission and the US National Institute on Disability and Rehabilitation Research (NIDRR). About the South African Human Rights Commission the informant stated,

The South African Human Rights Commission has employed large numbers of people with disabilities among their advocates. It has a special program to address the concerns and needs of people with disabilities and yet it [disability] is mainstreamed as well in their on-going efforts.

This is an example of the twin track approach, referred to earlier, being used to address disability inclusion issues.

## Appendix 2: Criteria Used in Baseline Assessment

### A2.1 General criteria

**Inclusion** measures how people with disabilities are taken into account in the design, implementation and evaluation of strategies, policies, programs, and projects.

**Participation** measures the extent to which people with disabilities and their chosen representative organizations are given and able to use a voice in decisions that are made affecting their lives and the lives of their communities.

**Access** measures how people with disabilities are able to use the built and natural environments, as well as information and communications systems.

#### A2.1.1 Scope

Each criterion will be applied in all areas of World Bank activities (goals, strategies, policies, programs and projects) and at every stage of work (design, implementation, evaluation and monitoring).

### A2.2 Inclusion

**Lending:** Disability included in lending documents such as investment and adjustment loans

**Knowledge:** Knowledge gathering and dissemination on disability issues

**Mandate:** Disability included in mandating documents and negotiated priorities including: Millennium Development Goals, sector strategy documents, policy statements, country assessments etc.

**Resources:** Investment in resources to increase disability inclusion (staff, capacity building for DPOs, budget allocations, etc)

**Accountability:** Designated accountability on disability issues

### A2.3 Participation

**Consultation:** With disabled persons' organizations

**Beneficiaries:** People with disabilities among beneficiaries

**Decision-Making:** Participation of disabled peoples' organizations in decision-making processes



## A2.4 Access

**Built environment:** The extent to which buildings, transportation systems and the infrastructure are available to be used by all members of society.

**Communications and Information:** The extent to which all people, including those with disabilities, are able to use and benefit from communications systems and information dissemination.

**Implementation of accommodation measures:** The extent to which special measures for people with disabilities are included.

## A2.5 Criteria to be applied to a limited selection of projects

**Social/economic integration:** The project will promote social and economic integration of people with disabilities.

**Project cycle inclusion:** Disabled persons' organizations (DPOs) or persons with disabilities are included throughout the project cycle, in design, implementation, evaluation and monitoring

## Appendix 3: General and Project Survey

### World Bank Disability Access and Inclusion General Survey, 2002

#### Context

Estimates of the number of people with disabilities worldwide range up to 600 million, with between 70 and 180 million living in extreme poverty. People with disabilities living in extreme poverty are likely to be excluded from poverty alleviation efforts even if their countries attack poverty as prescribed in the World Development Report 2002's "framework for action". They are the least likely to benefit from the expanding opportunities that economic development brings and most likely to remain vulnerable to economic shocks and other sources of insecurity. The exclusion of people with disabilities in development efforts worsens economic conditions not only for people with disabilities and their families, but for the general population as well. The World Bank is in a unique position to provide global leadership and innovation by addressing disability in its lending and non-lending initiatives. The survey responses will assist in creating a baseline on the World Bank's efforts to integrate disability concerns.

**Deadline for responses:      March 27, 2002**

#### How to return surveys:

Email                                [ccds@disabilitystudies.ca](mailto:ccds@disabilitystudies.ca)

Fax:                                    1 (204) 284-5343

#### General instructions:

- The following questions often refer to 'your unit' as the same survey is being distributed throughout the World Bank headquarters, regional and country offices. Please respond in relation to the work of unit or office for which you are responsible.
- Responses from the surveys will be collated and general conclusions will be extracted from them. No particular attributions will be made without prior consent. Results will be distributed to all those who participated.
- A one-page *Glossary of Terms* is provided.
- Please mark an X beside the answer(s) that is/are most appropriate.

Thank you in advance for taking the time to respond.

Deborah Stienstra and Henry Enns, Co-Project Leaders

Canadian Centre on Disability Studies

56 The Promenade

Winnipeg, Manitoba

Canada R3B 3H9

Telephone (204) 287-8411

Homepage: [www.disabilitystudies.ca](http://www.disabilitystudies.ca)

## QUESTIONS

1. Is someone within your unit accountable for reporting on disability issues to you?

Yes \_\_\_\_\_ No \_\_\_\_\_

Who? \_\_\_\_\_

2. What actions are being undertaken within your unit to increase knowledge about or disseminate information on disability issues?

Choose **one or more** of the following options:

Data gathering and analysis on:

- a. Incidence of disability
- b. Prevention and/or rehabilitation
- c. Status of persons with disabilities within area of responsibilities
- d. Development impact on people with disabilities
- e. Project work related to people with disabilities

Please provide further information on the above actions:

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3. What actions are being undertaken within your unit to disseminate information through:

Choose **one or more** of the following options:

- a. Partner and/or country negotiations
- b. Website
- c. Conferences
- d. Seminars
- e. Publications
- f. Other (Specify) \_\_\_\_\_

g. None of the above

4. When developing and/or implementing lending documents, do you have a mechanism that will ensure disability issues are addressed?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_

What is the mechanism? Do you have other comments?

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5. Do you have a mechanism when developing and/or implementing mandating documents, such as the Millennium Development Goals or sector strategy documents, and/or negotiated priorities, such as Country Assistance Strategies, that will ensure disability issues are addressed?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_ Don't know \_\_\_\_\_

What is the mechanism?

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6. In what ways have you invested resources within your unit in order to increase disability inclusion?

Choose **one or more** of the following options:

- a. Hiring of knowledgeable staff
- b. Disability training offered to staff
- c. Use of disability specialists
- d. Capacity building of disabled peoples' organizations (DPOs)
- e. People with disabilities on Bank payroll
- f. Partnerships with agencies with disability expertise

Name(s):

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- g. Budget allocations related to disability inclusion

Please provide details:

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h. Other (specify):

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i. None of the above

j. Don't know

7. Do the activities of your unit ensure access to physical environments for people with disabilities, especially poor people, in developing countries?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_ Don't know \_\_\_\_\_

How?

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8. Do the activities of your unit ensure access to information and communications for people with disabilities, especially poor people, in developing countries?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_ Don't know \_\_\_\_\_

How?

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9. Are you aware of any accommodation measures that have been implemented for World Bank staff and visitors to the unit or country offices?

Choose **one or more** of the following options:

a. Accessible meeting rooms

b. Accessible written formats, including Braille, large print, plain language formats

c. Accessible oral/gestural communication, including sign language interpretation

d. Other \_\_\_\_\_

e. Don't know

10. In the last two years, has anyone from your unit ever consulted with anyone from a disabled peoples' organization about the activities of your unit?

Yes \_\_\_\_\_ No \_\_\_\_\_ Don't know \_\_\_\_\_

Which one(s)?

---



11. Do you have a formal process within your unit for consulting with disabled peoples' organizations?

Choose **one** of the following options:

- a. Regular annual consultation process
- b. Consultation integrated into the design of new policies, strategies or projects
- c. In the development and implementation of country-level documents like PRSPs and CAS
- d. Consultation integrated into the evaluation of programs
- e. Consultation on an ad hoc basis
- f. No consultation initiated by the unit

Please describe the successes and/or challenges of your efforts

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12. Indicate the extent to which disabled people have been beneficiaries of the work of your unit in calendar year 2001.

Choose **one** of the following options:

- i. Not at all
- ii. Low
- iii. Moderate
- iv. High
- v. Very High
- vi. Don't know

13. Indicate the extent to which disabled peoples' organizations have participated in decision-making in your unit.

Choose **one** of the following options:

- i. Not at all
- ii. Low
- iii. Moderate
- iv. High
- v. Very High
- vi. Don't know

Please elaborate.

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**Thank you for your assistance.**

## World Bank Disability Access and Inclusion Project Survey, 2002

### Context

Estimates of the number of people with disabilities worldwide range up to 600 million, with between 70 and 180 million living in extreme poverty. People with disabilities living in extreme poverty are likely to be excluded from poverty alleviation efforts even if their countries attack poverty as prescribed in the World Development Report 2002's "framework for action". They are the least likely to benefit from the expanding opportunities that economic development brings and most likely to remain vulnerable to economic shocks and other sources of insecurity. The exclusion of people with disabilities in development efforts worsens economic conditions not only for people with disabilities and their families, but for the general population as well. The World Bank is in a unique position to provide global leadership and innovation by addressing disability in its lending and non-lending initiatives. The survey responses will assist in creating a baseline on the World Bank's efforts to integrate disability concerns.

**Deadline for responses: April 5, 2002**

### How to return surveys:

Email [ccds@disabilitystudies.ca](mailto:ccds@disabilitystudies.ca)

Fax: 1 (204) 284-5343

### General instructions:

- The following questions often refer to 'your unit' as the same survey is being distributed throughout the World Bank headquarters, regional and country offices. Please respond in relation to the work of unit or office for which you are responsible.
- Responses from the surveys will be collated and general conclusions will be extracted from them. No particular attributions will be made without prior consent. Results will be distributed to all those who participated.
- A one-page *Glossary of Terms* is provided.

Please mark an X beside the answer(s) that is/are most appropriate.

Thank you in advance for taking the time to respond

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Project Questions

Please complete the following questions for each project. If you cannot use the tables as formatted, text-only versions are also available.

Project title \_\_\_\_\_

Project ID number \_\_\_\_\_

1. In what way does the project address disability concerns?

Answer	Place an X in the ONE most appropriate answer for each project
a. It is a disability-specific project (targeting people with disabilities)	[ ]
b. It is a broader project with disability components in it (i.e. community-based rehabilitation services as a part of a community health program)	[ ]
c. Disability is mainstreamed (i.e. people with disabilities are considered among other target groups in the overall problem analysis, strategy and throughout the project cycle)	[ ]
d. People with disabilities are not targeted but may benefit	[ ]
e. The project does not address disability concerns in any way	[ ]

2. To what extent does the project address:

Answer	Place a number in the box for each project where: 1 = none, 2 = low, 3 = moderate, 4 = high, 5 = very high
a. Disability prevention	[ ]
b. Rehabilitation	[ ]
c. Inclusion	[ ]

3a. How would you rate the long-term impact of the project on the social and economic inclusion of persons with disabilities?

Answer	Place an X in the one most appropriate answer for each project
a. None	[ ]
b. Low	[ ]
c. Moderate	[ ]
d. High	[ ]

e. Very High [ ]

Please provide reasons for your answer:

3b. What steps, if any, have been taken to mitigate possible negative impacts?

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4. To what degree have elements been included in the project that will strengthen DPOs?

e.g. staff or member training; representative involvement in decision-making and key events; or accessing funds for micro-projects?

<b>Answer</b>	<b>Place an X in the ONE most appropriate answer for each project</b>
a. None	[ ]
b. Low	[ ]
c. Moderate	[ ]
d. High	[ ]
e. Very High	[ ]

**5. What steps have you taken to include people with disabilities during project planning and design?**

<b>Answer</b>	<b>Place an X in the one most appropriate answer for each project</b>
a. No inclusion	[ ]
b. People with disabilities are among the target beneficiaries	[ ]
c. Data is disaggregated to highlight people with disabilities	[ ]
d. The resource assessment allows for costs associated with disability inclusion	[ ]
e. Consultation takes place with disabled peoples' organizations (DPOs)	[ ]
f. DPOs participate in decision-making	[ ]
g. Other steps taken to include people with disabilities at the design/planning stage (Describe below)	[ ]

**Additional comments:**

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**6. What steps have you taken to include people with disabilities during project implementation?**

<b>Answer</b>	<b>Place an X in the one most appropriate answer for each project</b>
a. No inclusion	[ ]
b. People with disabilities are among the target beneficiaries	[ ]
c. Data is disaggregated to highlight people with disabilities	[ ]
d. Disability accommodation measures are taken  (Please describe below)	[ ]
e. Resources are allocated for disability	[ ]

<p>inclusion</p> <p>(Please describe below)</p> <p>f. Consultation takes place with disabled peoples' organizations (DPOs)</p> <p>g. DPOs participate in decision-making</p> <p>h. Other steps taken to include people with disabilities at the design/planning stage</p>	<p>[ ]</p> <p>[ ]</p> <p>[ ]</p>
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**Additional comments:**

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**7. What steps have you taken to include people with disabilities during project monitoring and evaluation?**

<b>Answer</b>	<b>Place an X in the ONE OR MORE appropriate answer for each project</b>
a. Disability aspects are monitored throughout the project i.e., with performance indicators. (Describe below)	[ ]
b. DPOs are included in the evaluation processes	[ ]
c. Disability issues are included in project reports and evaluations? In answering this question, please consider the following	[ ]
i) Implementation Completion Report (ICRs)	[ ]
ii) Project Performance Assessment Reports	[ ]
iii) Additional evaluation exercises (Describe below)	[ ]

**Additional comments:**

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**THANK YOU FOR YOUR ASSISTANCE**

Appendix 4: Interview and Focus Group Guides

Guideline for Interviewing Country Government Officials

Name of Interviewer: .....

Date: .....

Country: .....

Name of Government Official Interviewed .....

Official's Telephone: Fax: e- address: .....

Official's Address: .....

.....

Thank you very much Mr/Ms/Dr. .... for agreeing to the interview.

I would like to give you the signed consent form before we start.

1. Could you briefly describe the role of your ministry / department in addressing disability issues?

2. (a) Broadly, what is the extent of World Bank involvement in disability related programmes and projects in your country?

(b) To what degree are persons with disability included in World Bank funded initiatives? Is there consideration given to access, inclusion and participation in World Bank funded projects at their design, implementation, monitoring and evaluation stages?

3. (a) What is the process when you negotiate with the World Bank for assistance in your programmes and projects?

(b) In your negotiations for WB loans / grants, how do you decide priorities in allocating funds for various types of projects?

(c) How much attention is paid to people with disabilities in your negotiations for World Bank assistance?

4. (a) Please indicate the extent to which you have been able to consider disability as a priority issue in your government's policies, programmes and projects.

(b) Give a brief description of the legislation and the types of policies and programmes you have in place for increasing the degree of inclusion of people with disabilities in your country.

5. (a) To what extent and in what ways has the World bank been supportive or encouraging of your efforts to be inclusive of people with disabilities?

(b) What can the WB do to further increase the degree of "inclusion" of people with disabilities in your country? (For example, pilot projects to initiate interest, providing training, money for capacity building projects, etc.)

6. Do you have any other comments?

7. Can you suggest any other person that I could interview along these lines?

Thank you for the interview. It has been very helpful.

TO BE COVERED IF TIME PERMITS

8. What do you think are the two or three most important policy and/or programme initiatives of your government interventions for promoting access and inclusion?

9. Are your ministry's / department's programmes for disability access and inclusion adequately financed? If not, what would be an adequate level of funding?

10. What are your government's future goals and plans for inclusion of people with disabilities? What would you like to see in the future?

## Focus Group Questions

1. Prior to preparing for this meeting, with which World Bank projects (i.e. in Honduras) were you familiar?
2. Are you aware of any efforts on the part of the World Bank to include people with disabilities and their organizations in its projects?

For example:

To your knowledge, has the World Bank consulted with disabled people during the planning stages of a project, during implementation or at the end of the project for evaluation purposes?

Has the World Bank made an effort to provide physical accessibility?

Has the World Bank disseminated information to organizations of persons with disabilities?

(English only: any response would elicit questions looking for more detail)

3. Considering the World Bank projects with which you are familiar, how do you think people with disabilities could be included - either as participants or as consultants?
4. (a) Your government has a key role in determining the priorities set for World Bank funding. How might disabled people influence the priorities set for World Bank projects?  
  
(b) What could the World Bank do to ensure the voice of disabled people is heard?
5. What recommendations do you wish to make to the World Bank for a development process and projects that will have a positive social and economic impact on people with disabilities (i.e. in Peru)?

\*translated into Spanish, Russian and Ukrainian

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For those readers who would like more information specifically about disability, see Appendix 1: People with Disabilities: A Primer.

The World Bank Group has five member organizations, and works in six regions and four network areas. See [www.worldbank.org](http://www.worldbank.org) for details on its structure and history.

All Boxes and Tables are attached at the end of Chapter 5.

**A = Access; P = Participation; I = Inclusion** \* -- Questions 2a and 2b were analysed separately from the overall weighting scheme and described as Sub-Inclusion (see 5.4.1b).

The Vice-President for ECA chose not to participate in this survey (see 5.2.1).

The Vice-President for ECA chose not to participate in this survey (see 5.2.1).