



*Life Haven Inc.*

**Independent Living Center**  
The Independent Living Movement of Persons with Disabilities

**Disability**  
**and**  
**the World Bank Safeguards**

Case Study on

**The Conditional Cash Transfer Program in the  
Philippines: The Case of Poor Households with  
Persons with Disabilities**

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*Executive Summary*

The case study explores how the World Bank Safeguard Policies influenced the design of a project on Social Welfare and Development Reform in the Philippines. By examining the effects of Safeguard Policies protecting certain sectors of society (in this case, the sector of Indigenous Peoples) triggered by the project and the experiences of households with persons with disabilities, including how they were left out of the program, we can demonstrate the influence of Safeguard Policies in the design of the project and how persons with disabilities and their families were subsequently harmed.

The Philippine Government sought the assistance of the World Bank for their Social Welfare and Development Reform project consisting of three parts: (1) The development and implementation of the National Household Targeting System (NHTS) that will be used for different social protection programs; (2) the Conditional Cash Transfer (CCT) program which is the first and biggest user of the database; and (3) support to build the institutional capacity of Department of Social Welfare and Development (DSWD) to lead the social protection program in the Philippines. The Bank provided an initial amount of US\$405 million in 2009<sup>1</sup> followed by another US\$100 million in 2012<sup>2</sup> for this specific investment loan.

According to the Project Appraisal Document for the initial project funded in 2009, the project triggered the safeguard on Indigenous Peoples (IPs). As a result, DSWD issued the Indigenous Peoples Participation Framework. This framework outlines the key actions that the Philippine government will undertake thereby “maximizing the benefits of the reform on Indigenous Peoples.”<sup>3</sup> Some of the key actions are: (1) formulation of an action plan which ensures that all the databases of DSWD have been designed to identify Indigenous Peoples households; (2) ensure that all aspects of the program are culturally-sensitive and responsive through deliberate participation of IPs in the formulation of objectives, decision-making and management, and sharing of resources. This led to conditionalities that IPs could comply with. Furthermore, the Department of Education issued the National Indigenous Peoples Education Policy Framework to provide culturally-responsive basic education.

The current World Bank Safeguards do not specifically reference the rights of persons with disabilities. It undermines the importance of mainstreaming disability issues as an integral part of relevant strategies of sustainable development. The Social Welfare and Development Reform project fails to include disability in the design. As a matter of fact, the design of the National Household Targeting System (NHTS) did not consider disability as one of the variables to be measured. NHTS is the database-gathering system being used by the government for its social protection programs. This means that people with disabilities needing a disability-related social protection program are left out. Disability-related needs such as assistive devices and technology, personal assistance, sign language interpretation,

high cost of transportation for persons with mobility impairment because there is no accessible transportation and many other factors contribute to poverty. Thus, it is important to factor in the extra cost of disability-related needs when measuring poverty.

With respect to the needs of children with disabilities, there are problems in the supply-side of the educational system such as availability of accessible educational services, school teachers, need-appropriate instructional materials, and facilities nearest to the homes of families with members with disabilities. Similar problems are also experienced in the supply-side of health service provision. All of these resulted in exclusion or difficulty in complying with the 85 percent attendance requirement in school and the health aspect conditionalities of the CCT.

Of all the policies of the Bank, the Safeguard Policies is one of the strongest determinants of how a project will be designed and implemented. The Safeguard Policies should protect the most vulnerable in society including people with disabilities. For it to be meaningful, the safeguards should mirror the Convention on the Rights of Persons with Disabilities (CRPD). The CRPD sets the standards in protecting the rights of people with disabilities. A framework for participation of persons with disabilities to ensure meaningful engagement and using different mechanisms to help implement the CRPD will ensure protection of the rights of persons with disabilities. This could be in the field of procurement, targeting and database systems responsive to disability.

## **Overview/Background**

The Conditional Cash Transfer Program (CCT), also known locally as *Pantawid Pamilyang Pilipino Program* (4Ps)<sup>4</sup> or simply "Pantawid," is a poverty reduction program of the government for extremely poor households. The program aims to meet certain human development goals. Consequently, the program helps the government to achieve their commitment in the Millennium Development Goals (MDGs) namely (1) eradication of extreme poverty and hunger; (2) active universal primary education; (3) promote gender equality; (4) reduce child mortality; and (5) improve maternal health.

The CCT, launched in 2008 as one of the three components of the Social Welfare and Development Reform project, is an investment loan provided by the World Bank. This, being an investment loan by the World Bank, must comply with the Bank's Safeguard Policies.

The CCT became the flagship strategy of the government to reduce poverty and accelerate social development through provision of cash grants to the poorest of the poor households. The Department of Social Welfare (DSWD) is spearheading the implementation of the flagship program. According to the recently conducted research on "Incorporating Disability in the Conditional Cash Transfer Program" presented in a public forum held March 12, 2013, almost 5 percent of the households have a family member with disability.<sup>5</sup>

Article 32 of the Convention on the Rights of Persons with Disabilities (CRPD) says that international cooperation, including international development programs, should be inclusive of persons with disabilities by facilitating and supporting capacity-building, including exchange and sharing of information, experiences, training programs and best practices. As the World Bank provides over \$30 billion in assistance to developing and transition countries every year, it is important that its policies and projects that affect billions of people worldwide promote the inclusion of persons with disabilities.

Since the World Bank is restructuring its Safeguard Policies which will ultimately have an impact on investors and governments worldwide, Life Haven seeks to influence the Safeguards Review by assessing how the Conditional Cash Transfer program was developed and, due to the absence of safeguard policy components for disability, harmed the sector of persons with disabilities.

## **Purpose and Objective of the Case Study**

The primary purpose of the case study is to show evidence on how some World Bank funded projects are harmful to persons with disabilities. The case study looks at how the Safeguard Policies (or its absence) influenced the design of a project. To show this, the initial information on the impact of the Conditional Cash Transfer ('Pantawid') program in the households with persons with disabilities is explored and presented here. As the Philippines is

a State Party to the United Nations Convention on the Rights of Persons with Disabilities, the study assessed the findings using the CRPD as a benchmark. A comparison with how the triggered Safeguard Policies concerning the Indigenous Peoples protected this sector is also presented the necessity of integration of integrating disability into the Safeguard Policies.

### **Scope and Limitation of the Case Study**

This case study was conducted between January 14, 2013 and March 25, 2013. The case study focused on the dichotomy of the processes and experiences of two sectors (Indigenous Peoples vs Persons with Disabilities) with respect to protection provided by the existing safeguard policies components protecting IPs and resulting harm due to the absence of safeguard policies components that should have protected the Persons with Disabilities sector.

### **Methodology**

This study on the impact of Pantawid program in the households with members with disabilities included reviews of significant documents related to the Social Welfare Development Reform Project such as the Project Appraisal Document, the Philippine Social Protection Note published by the World Bank, and the Department of Social Welfare and Development Memorandum Circular No. 01 series of 2009.

The study also utilized qualitative methods. The key informants interviewed were (1) the former Undersecretary of the Department of Social Welfare and Development in-charge of the project; and (2) the Social Development Specialist from the World Bank Philippines involved in the project.

Two focus group discussions were conducted with two parents with disabilities and four parents of children with disabilities. Points discussed include (1) how they were selected as beneficiaries; (2) problems encountered in complying with the conditionalities; (3) how the cash assistance is utilized; (4) kinds of support they need to facilitate their compliance.

### **General problems**

As part of the sector reform agenda, The Department of Social Welfare and Development approached the World Bank for technical assistance on their Social Welfare and Development Reform project. The DSWD expressed interest in Conditional Cash Transfer following its successes in different countries such as Bolsa Familia of Brazil. The Bank responded and shared their knowledge and experience with other countries implementing the conditional cash transfer program.

In a policy note written by Chaudhury, Country Sector Coordinator for Human Development and Task Team Leader of Social Welfare and Development Reform Project,

and Okamura, team member of the Social Welfare and Development Reform Project, structural poverty constrains equitable growth, thus, the Philippines launched the CCT to help meet the short-term consumption needs and at the same time investing in the human capital to help break the cycle of poverty.<sup>6</sup> The Social Welfare and Development Reform project is composed of three components, (1) implementation of a national household targeting system for poverty reduction; (2) Pantawid Pamilyang Pilipino Program (4Ps); and (3) building institutional capacity to lead in social protection.<sup>7</sup>

According to the DSWD, CCT was conceptualized to target poorest households with children ages 0 to 14 years old or with pregnant women.

### **The CCT and the Indigenous Peoples Sector**

What happens when safeguard policies were applied in a project? Let us explore the case of the conditional cash transfer and the Indigenous Peoples experience.

At the early stage of the project, the Bank assessed the proposed project to see whether there is a particular safeguard that will be triggered. In the case of the Social Welfare and Development Reform project, the safeguard policy on Indigenous Peoples (IPs) was triggered. The Philippines recognizes the international human rights laws and policies that protect the rights of IPs (i.e. United Nations Declaration on the Rights of Indigenous Peoples and the Indigenous Peoples Rights Act). These plus the safeguard made sure that the rights of IPs are protected.

In 2009, DSWD issued Memorandum Circular No. 1 creating the Indigenous Peoples Participation Framework (IPPF). The memorandum provides a policy remedy for the non-inclusion of IPs given that many programs and services were not culturally sensitive for IPs. According to DSWD, even though IPPF was initially developed for the implementation of the World Bank-assisted Social Welfare and Development Reform Project, the agency will continue to use the framework in the development of future projects.<sup>8</sup>

The Indigenous Peoples Safeguard resulted in the formulation and implementation of the IPPF. There was close coordination with the National Commission on Indigenous Cultural Communities/Indigenous Peoples (NCIP) in the implementation of this project. A specific plan of action and reporting on how the CCT was implemented for IPs led to more concrete and specific approaches that were responsive to their needs. Some of the plans developed by the government for IPs include: (1) ensuring that the design of all databases includes IPs; (2) deliberate effort to ensure participation of IPs in the formulation, decision-making, management, and sharing of resources; (3) ensuring that the program is culturally-sensitive and responsive; and (4) monitoring implementation. Hence, the government was compelled to track the status of the implementation of the program such as identifying and including the IPs in the CCT program, making available disaggregated data on IP beneficiaries by tribe, orientation activity about the IPRA law, plans for different regions, and strengthening networks and partnerships with CSOs in the provision of support services to

IPs. Part of the agreement between the Bank and the Philippine government is a policy reform that has to be undertaken to respect and protect the rights of IPs. Aside from the Indigenous Peoples Participation Framework, the National Indigenous Peoples Education Policy Framework was introduced in 2012 after various consultations with indigenous communities.<sup>9</sup> The notable results of the safeguard are in the policy area which all translated into inclusion and benefits for Indigenous Peoples.

All of the foregoing are in stark contrast to what persons with disabilities have experienced in the same Pantawid project.

### **The CCT and the Persons with Disabilities Sector**

How were persons with disabilities considered in the design? What happens when there is no safeguard policy on disability? How is the targeting system designed? Are the conditionalities of the CCT program disability inclusive?

#### *The Targeting System*

Identification of the poorest households is done through the National Household Targeting System for Poverty Reduction (NHTS-PR). According to the NHTS-PR data found on the website of National Council on Disability Affairs (NCDA), there are 302,421 households with persons with disabilities member identified as of February 28, 2011.<sup>10</sup> Although the targeting system asked questions to identify the presence of persons with disabilities in the household, the type of information captured is not sufficient to make a more informed analysis. The database of the targeting system should be able to capture data not just on income alone but consideration should be given on the household expenditures on extra cost for disability-related needs. This is relevant to the implementation of article 28 of the CRPD.

It is widely acknowledged that disability and poverty are interconnected. The World Report on Disability cited that people with disabilities can benefit from development projects even in low-income countries if disability is given higher priority.<sup>11</sup> If the government wanted to break the cycle between disability and poverty, people with disabilities and their households must have access to social protection programs such as CCT.

A great majority of persons with disabilities in the Philippines are in poverty. Limited access to virtually everything, including some major development projects funded in-part or in full by international funding institutions (e.g. the World Bank), is the main culprit. Children with disabilities must have physical and informational access to education. The few of those in the working-age group who received education face physical and informational barriers and the prohibitive cost of transportation even when employed. Support services such as personal assistance service are expensive. Medicines and medical care, assistive devices and technology, rehabilitation and habilitation services are all costly and most are inaccessible. All of these disability-related expenses pull down a household below the

poverty line even though the income can be considered enough for a household that has no member with a disability.

Despite the acknowledgement that disability and poverty are interlinked, disability was not used as a variable in the Proxy Means Test of the National Household Targeting System. This will cause more problems in the future because this targeting system is used for other social services of the government. Not using disability as a variable in the targeting system will exclude many people with disabilities who are considered non-poor in the existing targeting system. Chaudhury and Okamura recognize this limitation of the targeting system because the proxy means test does not capture other categories of the poor (poor households with members with disabilities, poor households without children, poor households with children above the age of 14, elderly poor households) in the design.<sup>12</sup>

In developing a program aimed to address extreme poverty and rights-based needs, it is inappropriate and irresponsible to impose requirements which the intended beneficiaries cannot fulfill. Conditions are meant to be met. If conditionalities would be difficult to fulfill for a certain subset of the target beneficiaries, such as persons with disabilities, then, the program would fail to be inclusive. In the case of IPs, consultation regarding the acceptability “relevance and usefulness” of the conditionalities was undertaken to ensure that households of Indigenous Peoples can comply with the conditionalities. This consultation with the IPs is a consequence of the triggering of the Safeguard Policies.

The goal of CCT is to eradicate poverty by investing in education and health. The beneficiaries of CCT need to fulfill certain conditionalities. In return, beneficiaries will receive cash assistance based on how satisfactory they fulfill the conditionalities. But the design of the CCT program does not consider disability as an important factor that will influence how persons with disabilities will fulfill the conditionalities. Households with no disabled members do not experience the barriers faced by households with disabled members in complying with the conditionalities. Additional support services are required in order for persons with disabilities to fulfill the conditionalities. If persons with disabilities were involved in the designing of the program, like in the case of IPs, the conditionalities could have been more flexible for households with disabled members and/or means to facilitate compliance could have been instituted.

#### *Conditionality on Education*

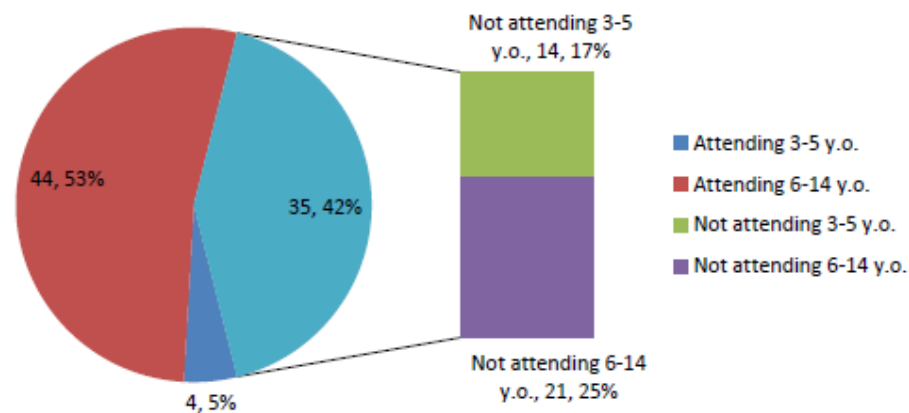
One of the mentioned conditionalities of the CCT program is about education of school age children. Educational conditionality requires that the child listed as beneficiary have an 85 percent attendance in school. Empirical evidence indicates that children with disabilities are not benefitting fully from the CCT program because of inaccessible or outright lack of available services. This situation is further aggravated by the perceived notion that children with disabilities are not capable of complying with the educational conditionality compared to children who have no disability. This notion became more evident when DSWD issued guidelines to all their regional offices, dated January 28, 2011, calling



the attention of the BUS (Beneficiary Update System) Cluster Focal Person. The subject of the guideline is “Updating of a Differently-abled Member of the Household and Enhanced BUS Form 5.” In essence, the guideline articulates that children with disabilities who, for whatever reason, were not able to comply with the conditionality can be replaced by another member of the household “capable of complying with the conditionality.”<sup>13</sup> The guideline also cited that “for a 6-14 year old differently-abled not capable to comply with the conditionality who is an only child of the couple, the household will be delisted from the program and no longer receive cash grant from education and health.”<sup>14</sup> This easy way out was utilized by the program implementer to make sure that the households with disabled members will still be able to maximize the benefits they can get from the program. Because of this policy, the inequalities between children with disabilities and children without disabilities are aggravated. This violates the right to education of children with disabilities.

The presumption that children with disabilities will not be able to comply with the educational conditionality is actually a result of the inadequacy of the educational system. The lack of school teachers capable of teaching children with disabilities, the inaccessibility of school facilities, the lack of accessible public transportation, the lack of support services such as personal assistance and many others are the reason why children with disabilities cannot attend school. These concerns were not addressed by the program. Such harm could have been prevented if there are safeguard policies that protect the rights of persons with disabilities. The CRPD emphasizes the importance of mainstreaming disability issues as an integral part of relevant strategies of sustainable development. In addition, the CRPD recognizes the importance of international cooperation for improving the living conditions of persons with disabilities in every country.

A memorandum was issued on September 19, 2012 regarding the household status and monitoring of persons with disability. The subject of the memorandum “Household Status and Monitoring of Persons with Disability” intended for all the regional directors of DSWD Field Offices is now allowing households with only one child with a disability to become beneficiaries of the health program even if the child is 6-14 year old and cannot comply with the conditionality on education. It appears that this is a good measure to retain such households but in reality it defeats the purpose of the CCT program to eradicate poverty by investing in education. Instead of formulating and implementing means to support compliance with the conditionality on education, this memorandum drops it which is by no means favorable to the child with disability and denies him of education. The Philippine Coalition on the UNCRPD is concerned to see that no substantive effort was made to ensure that children with disabilities could comply with the conditionality by ensuring access to education and other services that may be needed to support the household in complying with the conditionality.



**Figure 1 Incorporating Disability in the Conditional Cash Transfer Program: Initial Supply-side Assessment – Access to Education (Bustos et al, 2013)**

According to the preliminary result of *Incorporating Disability in the Conditional Cash Transfer Program: Initial Supply-side Assessment* (figure 1), 42 percent of the households with children with disability age 3 to 14 years old do not attend school and more than 33 percent of the household with children with disability experiences difficulty traveling to school (Bustos et al). The difficulty being experienced by parents with disabilities to support their children’s education shows that both parents with disabilities and children with disabilities need support services to enhance their socioeconomic activities.

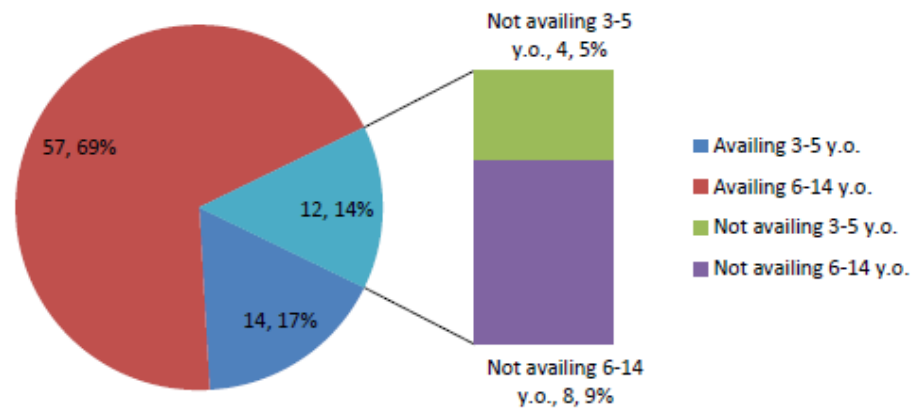
According to the experience of parents with disabilities, their difficulty in meeting the conditionalities are affected by the lack of understanding of the situation of persons with disabilities. For instance, a parent with a significant physical disability, muscular dystrophy, finds it difficult to ensure that her son can go to school every morning. The mother went to the school and requested that the teacher transfer her son to another afternoon section. The teacher refused to transfer the child. Because of this, the child stopped going to school. The mother’s request could have been easily accommodated if they understood why providing reasonable accommodation to the mother with significant physical disability was necessary. Another example is the story shared by parents of children with disabilities. Despite the zero rejection policy of the Department of Education, schools continue to reject children with disabilities. The school authority will drive them off to special education centers far from their residence forcing them to spend more money for transportation compared to others. When asked whether their child with disability is a beneficiary, they said that their child with a disability was not selected because of difficulty in monitoring their compliance with the program.

### *Conditionality on Health*

For the health conditionality, enrolled beneficiaries with pregnant women with or without disability is supposed to receive pre-natal care. The delivery is to be attended by skilled/trained health professionals. The mother is to get post-natal care thereafter. Children

with or without disability who are 0-5 year old should go to health centers for regular preventive health check-ups and vaccines administration. Just like in the educational conditionality, health care service is another problematic area.

The Department of Health (DOH) admits that persons with disabilities face barriers to effectively avail of health services.<sup>15</sup> The barriers identified include prohibitive costs, limited availability of service, physical barriers and inadequate skills and knowledge of health workers. According to DOH, the inter-connected components of the health care system should be reformed to improve the quality and affordability of health care services. These components are policy and legislation, financing, service delivery, human resources, and data and research. However, these barriers continue to persist, preventing persons with disabilities to effectively access health care services as shown in figure 2 below.



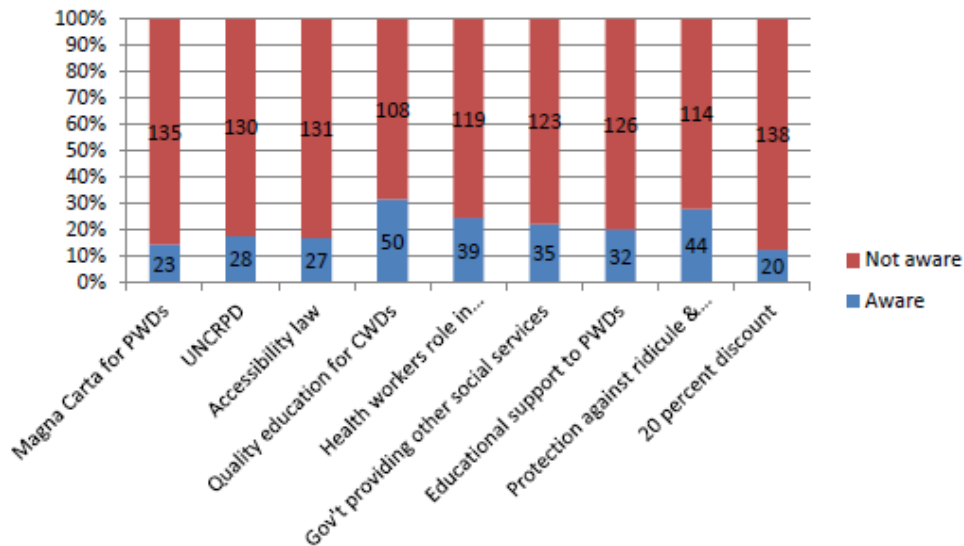
**Figure 2 Incorporating Disability in the Conditional Cash Transfer Program: Initial Supply-side Assessment – Access to Health Care (Bustos et al, 2013)**

As shown in figure 2, 14 percent of children with disabilities ages 3 to 14 years old do not receive health services. The study also reported that about 42 percent of the households with members with disabilities experience difficulty traveling to the health center. Again, if the safeguard policies covers disability concerns, the needs (i.e. support services such as personal assistance or bringing the services much closer to the recipient) of persons with disabilities to access health care services could have been provided accordingly.

#### *The Family Development Session (FDS)*

The Family Development Session (FDS) is an interesting feature of the CCT. This is not found in other models of conditional cash transfer programs around the world. The purpose of the FDS is to increase the knowledge of the beneficiaries regarding their responsibilities, children’s rights, the role of children in the development of the community, gender equality, respecting the rights and culture of IPs, and reproductive health rights. Regrettably, the rights of persons with disabilities are nowhere to be found in the module. The section specific to persons with disabilities is about caring for a child with a disability.

Here, it is evident that there is no effort to bring better understanding of disability and its relation to poverty. Remnants of the medical model of disability continue to persist. It continues to present disability as a condition that affects the ability of an individual to fulfill his responsibility rather than discussing the barriers that prevent participation and inclusion and the kind of support that should be provided to allow participation and inclusion of persons with disabilities in community life.



**Figure 3 Incorporating Disability in the Conditional Cash Transfer Program: Initial Supply-side Assessment – Awareness related to disability (Bustos et al, 2013)**

Figure 3 (above) shows the awareness of family members, including the person with the disability himself, about the rights of persons with disabilities remains low. This is something that FDS could have addressed adequately. If persons with disabilities were involved in the designing of the project, FDS could be an avenue to increase the awareness of the beneficiaries about the rights of persons with disabilities similar to the awareness-raising effect of the discussions on the rights of women, children and indigenous peoples.

The lack of action from authorities and the lack of awareness of different actors harm people with disabilities. If we truly want to ensure that people with disabilities can be on an equal basis with others, the rights of persons with disabilities should be respected by ensuring that laws and policies are in place to protect those rights.

### *The Effect of Existing World Bank Safeguard Policies*

Clearly, the World Bank Safeguard Policies help shape the design of the project of the borrower country. The borrowing country will design a project that complies with the safeguard policies thereby not harming persons covered by the safeguard policies or the environment. If a project is deemed to have adverse effects on the environment or those sectors of society covered under the current safeguards, a mitigation plan will be put into effect. The safeguard policy review process that the World Bank is currently undertaking

included consultations with different sectors including the sector of persons with disabilities. The integration of safeguards on disability will be the platform for triggering government action to protect the rights of people with disabilities. It will identify the standards to ensure full and meaningful participation of persons with disabilities throughout all stages of the project—from design to implementation. The “Nothing About Us, Without Us!” motto of the sector will be realized in the field of international cooperation by the integration of safeguards on disability.

## **Conclusion**

The CCT triggered one of the Safeguard Policies which resulted in the inclusion of Indigenous Peoples in the design of the project. Conscious effort has been made by the government that resulted in acceptability of the program, placement of necessary policy to legalize participation of Indigenous Peoples in the project, concrete action plans and reporting mechanisms on the status of implementation for Indigenous Peoples households.

Unlike the experience of Indigenous Peoples, there is no participation framework to ensure that people with disabilities can participate in all phases of the project. Hence, the Conditional Cash Transfer program is not responsive to the needs of people with disabilities. This resulted in exclusion of households that are perceived to be incapable of complying with the conditionalities set by the program. Moreover, because the rights of persons with disabilities are not part of the Family Development Session, it resulted in low levels of awareness amongst households with persons with disabilities and probably the rest of the community as well.

NHTS-PR was built to serve as the infrastructure for identifying beneficiaries of the social protection program. The non-inclusion of persons with disabilities in the design of the project resulted in a poorly designed targeting system that will adversely impact future development of social protection programs. Poor data on disability harms the development of social protection programs targeting persons with disabilities.

Inclusive growth or exclusive growth? Exclusion of people with disabilities as a consequence of poor design of a project such as the CCT is a limiting factor that prevents attaining the goal of inclusion. Unlike the experience of the Indigenous Peoples, government programs that have funding support from the World Bank failed to protect people with disabilities. The barriers faced by people with disabilities were not addressed in a holistic manner to ensure inclusion of people with disabilities in the development or growth of the country. Other sectors of the society will benefit the same way the Indigenous Peoples did with the World Bank-supported CCT project of the Philippines all because of the existing Safeguard Policies of the Bank which, by virtue of the absence of disability component, failed to extend the same protection to persons with disabilities.

Ten years after its implementation, the CCT project may have satisfactory evaluation results in reducing the percentage of the population that is in poverty. It may even be just a fraction of what it is today. As it is now, be it an investment loan or a development policy loan or program for results, without Safeguard Policies that include disability, only a measly number of persons with disabilities will be included (incidental) in development. From the estimate of 15% of the total population having disability<sup>16</sup>, it can be safely deduced that a little less than that percentage is the number of households affected by economic and other repercussions of having a disability. The disability-poverty cause and effect relationship will persist. The miserable situation will always be blamed on disability and on the person who has it.

Children without disabilities, women without disabilities and households with no disabled members belonging to other marginalized sectors will benefit from the CCT. They will get education. They will be healthier. They will be able to have a source of income. They will be better economically. There is a good chance that this will be true also for the Indigenous Peoples because of the protection of the Safeguard Policies but not for the persons with disabilities. The government will have a better-looking report on poverty reduction. It would be nightmarish to think that a very big chunk of those who are still living in poverty is persons with disabilities and their households all because of the absence of Safeguard Policies component for this sector.

A CCT design, if influenced by an existing safeguard, would also benefit the society. In consonance with its goal to reduce poverty, the social support services needed to facilitate compliance with the conditionalities that will create other employment opportunities for the other members of society. There will be an open local market for special education teachers, sign language interpreters and personal assistance service personnel. Ensuring physical accessibility of schools and health centers will benefit also senior citizens (in the Philippines, schools are used as polling places) and other facility-users who have temporary “disability” due to transient impairments.

The protection accorded by the Universal Declaration of Human Rights applies to all. The UN Convention on the Rights of Persons with Disabilities accords similar protection to persons with disabilities. The rights to education (Art. 24 UNCRPD), to health (Art. 25 UNCRPD) and to adequate standard of living and social protection (Art. 28 UNCRPD) all appears to be indirectly targeted by the goals of the CCT yet only a number of households with disabled member were included which even faced difficulties in complying with the conditionalities.

The commitment of the Philippine government to international instruments and treaties concerning Indigenous Peoples is concretized by the steps it has taken to comply with the safeguards. The benefits of the CCT reached the IPs resulting from the intentional effort of the program formulators and implementers. The design included consultations and active participation of the IPs. This is a procedure that was not applied to the sector of persons with disabilities, an irony of the term inclusive development where persons with disabilities were not fully included.

## Recommendations

1. The World Bank Safeguard policy should protect the most vulnerable sector in society by ensuring space that explicitly and clearly protects people with disabilities in the safeguard policies.
  - 1.1. To systematically include disability into World Bank operations through the safeguards and ensure that the safeguards apply to all lending instruments.
  - 1.2. To ensure that people with disabilities can participate in all phases of the project, there should be a participatory framework that reflects the following:
    - 1.2.1. The Convention on the Rights of Persons with Disabilities as the benchmarking tool for the language that will be used in the safeguard policies;
    - 1.2.2. Representation of persons with disabilities including children with disabilities through their organization from the national to grassroots level; and
    - 1.2.3. Closely consulting and actively involving persons with disabilities including children with disabilities through their representative organization in decision-making processes throughout all phases of the design process.
  - 1.3. To ensure that consultations are accessible and inclusive
  - 1.4. To help the borrower country adopt enabling laws and policies that enables the structure for full and effective involvement and participation of people with disabilities in the formulation of the project design
2. Whenever applicable, use the procurement mechanism to help implement the Convention on the Rights of Persons with Disabilities
  - 2.1. Including in the bidding criteria the accessibility requirement
  - 2.2. Making the criteria for bidders accessible and less stringent for cooperatives of persons with disabilities and business owners with disabilities
  - 2.3. Subscribe to the minimum quota system for persons with disabilities and cooperatives of persons with disabilities (i.e. Philippines Executive Order 417)
3. For future investments of the Bank related to Conditional Cash Transfer, it needs to ensure that the targeting system includes disability as one of the variables in the proxy means test considering that the targeting system such as NHTS-PR is the infrastructure to identify who will receive social protection program
  - 3.1. Ensure that targeting system captures different categories of the poor.
4. Ensure standard data collection of persons with disabilities to facilitate informed analysis of programs and policies
  - 4.1. For example, can the data which was collected be disaggregated to show the number of persons with disabilities by impairment category, gender, age, etc.? Can the data be used to identify persons with disabilities facing extra cost in different degree? Can the data be used to develop specific services to cover extra cost faced by persons with disabilities?

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<sup>1</sup> Project ID P082144.

<sup>2</sup> Project ID P122702

<sup>3</sup> Project Information Document - Concept Stage (Report No. AB3592), number 4, page 4

<sup>4</sup> Pantawid Pamilyang Pilipino Program or simply 'Pantawid' is the local name for Conditional Cash Transfer (CCT) Program. Throughout the document we will use 'Pantawid' and CCT interchangeably.

<sup>5</sup> Bustos et al "Incorporating Disability in the Conditional Cash Transfer Program"

<sup>6</sup> Philippine Social Protection Note published on July 2012 by the World Bank and financed by Australian AID ([http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2012/08/20/000386194\\_20120820023407/Rendered/PDF/719040BRIOP1180m0in0the0Philippines.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2012/08/20/000386194_20120820023407/Rendered/PDF/719040BRIOP1180m0in0the0Philippines.pdf))

<sup>7</sup> Project Information Document: Appraisal Stage – Project ID: P082144 / Report No.: AB4283 (<http://bidpub.b2g.go.kr/b2g/filedownload.jsp?fileName=PID0Appraisal0Stage0.pdf>)

<sup>8</sup> Department of Social Welfare and Development Memorandum Circular No. 01 series of 2009 ([http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2009/02/10/000334955\\_20090210040015/Rendered/PDF/IPP3350IPP0Box1BLIC10EAP1IP1P082144.pdf](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2009/02/10/000334955_20090210040015/Rendered/PDF/IPP3350IPP0Box1BLIC10EAP1IP1P082144.pdf))

<sup>9</sup> Source: <http://www.philstar.com/education-and-home/2013/02/28/914062/deped-adopts-education-framework-phl-indigenous-peoples> (last accessed on March 23, 2013)

<sup>10</sup> Source: <http://www.ncda.gov.ph/2011/06/number-of-poor-households-hhs-by-type-of-disability/> (last accessed on March 18, 2013)

<sup>11</sup> World Report on Disability published by the World Health Organization and the World Bank (pp. 12)

<sup>12</sup> Philippine Social Protection Note published on July 2012 by the World Bank and financed by Australian AID

<sup>13</sup> Updating of a Differently-Abled Member of the Household and Enhanced BUS Form 5, page 1, par 2

<sup>14</sup> Updating of a Differently-Abled Member of the Household and Enhanced BUS Form 5, page 2, par 1

<sup>15</sup> Source: <http://www.doh.gov.ph/node/366.html> was last accessed on March 18, 2013

<sup>16</sup> [http://www.who.int/disabilities/world\\_report/2011/report/en/](http://www.who.int/disabilities/world_report/2011/report/en/)