

Example Policy Analysis Framework

Inclusion of Persons with Disabilities in Systems of Social Protection

This example policy analysis framework is adapted from the project ‘Applied Research Concerning the Inclusion of Persons with Disabilities in Systems of Social Protection’ carried out in Tanzania and Peru in 2014/15. It is intended to help researchers or funders who would like to undertake or commission similar research. The text will need to be adapted to the specific country context, research objectives and time-frame.

Background

The economic and social inclusion of persons with disabilities have become a relevant matter to policy makers. In her review of Mleinek and Davis [1], Rohwerder [2] highlighted common challenges when designing and implementing social protection schemes for persons with disabilities:

- Expensive and unreliable targeting due to lack of data and understanding of the needs of persons with disabilities.
- Proper targeting systems require follow-up assessments and monitoring, which are also expensive.
- Many poor persons with disabilities do not have enough information about the existence of social protection schemes. When there is a lack of accessible infrastructure and connectivity, the cost of travelling to receive the benefit may approach or exceed the value of the benefit itself.
- Budgets may be insufficient, which can lead to social tensions within communities or towards the State over allocation of resources.
- There is a risk of creating disincentives to work when the programmes have an excessive focus on charity rather than empowerment.

The key drivers for the design of disability-inclusive social protection are well summarized by Schneider et al. [3], who argue that programmes should consider the following three factors:

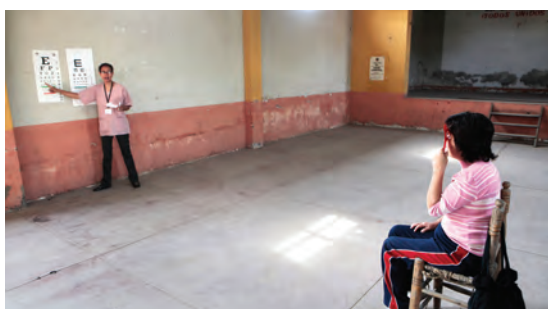
- I. The specific vulnerabilities that persons with disabilities and their households face, such as social exclusion, the need for care or higher transportation costs.
- II. Whether programmes explicitly target persons with disabilities.
- III. If disability assessment and identification has been rigorously performed.

Therefore, the assessment framework of social protection policies that aim to include persons with disabilities should consider the following topics.

1. Content of policies

The first task in policy analysis is to identify the international disability-related frameworks ratified by the State, including instruments from both the universal and regional systems. The Convention on the Rights of Persons with Disabilities (CRPD) [4] is of particular relevance as it is the main international instrument for ensuring the inclusion of persons with disabilities in social protection systems.

Secondly, it is important to analyse the national legal and policy framework. This should include identifying and describing laws and policies for persons with disabilities and laws and policies on social protection (history, objectives, target group) as well as any links between the two.



Thirdly, as the concept of disability usually encompasses the paradigms and understandings that determine the disability-related policy framework, it is necessary to analyse the definition of the concept of disability in national texts.

In relation to social protection policies, there is a need to:

- Analyse whether it is mandatory to take persons with disabilities into consideration in social protection policies;
- Establish if persons with disabilities benefit from these policies because of their specific needs and vulnerabilities (universal healthcare insurance, conditional cash transfers programmes, social security);
- Analyse the level of implementation of the policy, both in general and in relation to any specific provisions regarding persons with disabilities.

2. Institutional framework

It is necessary to identify which institution or institutions are in charge of providing a legal framework and supervising the implementation of social protection policies in general and those regarding persons with disabilities specifically (if they exist). It is also relevant to identify the position and degree of influence for each of these institutional actors.

Analysis of the institutional framework for law-making and execution of policies that protect and include persons with disabilities is also required. This should cover the public organisations that hold the powers for executing inclusion policies for persons with disabilities, their level of importance within the State structure, the size of their budget allocation and the knowledge and sensitivity of their staff regarding this subject.

A step-by-step approach could be adopted:

- I. Within government institutions, the national responsible unit for law-making and execution of protective policies for persons with disabilities will be identified.
- II. The level of influence of this institution within the State will be assessed taking into consideration: which person is in charge; the number of workers; its date of creation; and its level of expenditure.

It is important to identify the general institutional framework for social protection policies. The analysis will focus on whether it is mandatory to take persons with disabilities into consideration in the overall social protection agenda and within specific policies. It will be used to identify the units responsible for the coordination between the institutions in charge of policies for persons with disabilities and those with responsibilities for social protection. Two further institutional levels should be analysed to understand the role they play in the regard, these are the national political level (e.g. parliament or congress) and civil society.

3. Policy process

The CRPD recognizes participation as a general principle and it extends its scope beyond voting. Persons with disabilities have the right to participate in decision making-processes where their interests are affected. Therefore, consultation with persons with disabilities and their representative organisations is critical in the design, implementation, monitoring and evaluation of social protection programmes [5]. There should be consideration if, beyond being consulted, persons with disabilities are actively involved in the policy-making circle.

The following questions should be addressed: How are policies and laws developed? Does the system promote the participation and involvement of persons with disabilities? Is there any body or council for consulting persons with disabilities? Is civil society satisfied in relation to the consultation process? Do persons with disabilities directly participate in the provision of services?

4. National surveys

The first steps for the conceptualisation of policies are to have sound data about the number of persons with disabilities within a specific territory and about the socioeconomic conditions of these people.

It is important to analyse whether the tools used for the socio-economic situation mapping (including census and household surveys) allow the recognition of persons with disabilities (frequency of data achieving, panel data, etc.). Also consider: Is there any other quantitative or qualitative information regarding the situation of persons with disabilities available to policy makers? What kind of information is taken into consideration to define disability? Is information regarding the prevalence of the different types of disability available? Are the sources of this information reliable?

5. Social protection programmes available to persons with disabilities

Palmer describes three types of social protection programmes available to persons with disabilities [6]:

- I. Programmes that specifically target persons with disabilities.
- II. Mainstream social programmes for groups at risk of poverty.
- III. Targeted mainstream programmes that explicitly include persons with disabilities within their targeting criteria.

It is necessary to identify the most important social protection policies and programmes focused specifically on persons with disabilities in the country subject to the analysis. The relevance of the policy or programme can be determined by its assigned budget and the number of persons with disabilities benefiting from it.

It is also important to identify mainstream social protection policies and programmes that may benefit persons with disabilities to a greater or lesser extent (universal healthcare insurance, conditional cash transfers programmes, social security).

To identify the third type of programmes available to persons with disabilities, it is necessary to analyse if persons with disabilities are explicitly included within the existing mainstream programme's eligibility criteria.

Important questions to ask regarding the targeting of the programmes include: Are these policies targeting all persons with disabilities, only some particular level or type of impairment, or only a specific age group (e.g. children or the elderly)? What is the definition of disability used for targeting? How does the screening process work? Is the assessment and certification process cost-effective and accessible to all?

Persons with disabilities do not only face financial barriers as the result of economic exclusion, they also face discrimination and limited access to public services. As Schneider *et al.* [3] highlight, barriers for persons with disabilities occur regardless of their individual economic situation and a lack of opportunities can perpetuate their vulnerabilities. Thus, it is important to determine if social protection schemes directly discriminate against (all or some) persons with disabilities or includes any requirement that may lead to discrimination. Important questions to consider include: Do the conditions to get access to the social programme take into consideration the specific vulnerabilities of persons with disabilities in comparison with the rest of the population? Do the benefits of the policy take into consideration that the costs persons with disabilities face to access the programme could be greater than for persons without disabilities?

Questions to consider in relation to the overall aims of the social protection system include: Do social protection programmes foster social participation of persons with disabilities or only deal with basic needs? Does the system endorse the CRPD paradigm shift or still work under a charity or paternalist approach? It is important to classify the social programme by instrument (labour market policies, social assistance, social insurance, access to services) and by expected impact (protection of minimum living standard, development of stronger livelihoods, increased economic growth, promotion of social justice, promotion of independent living).

It is important to analyse: the budgetary situation of the programmes; how the appropriation process works; the actual availability of the appropriated funds; the funding of programme continuation schemes; and the existence of financial sources alternative to public resources (such as international cooperation, private sector funding). It is also important to determine if social protection programmes for persons with disabilities work on a contributory or non-contributory basis (as not all persons with disabilities have the means or opportunity to contribute).

Additionally, an extensive review of the supervision mechanisms of spending and incentives (such as results-based budgets) is required. Consider the following questions: Are there follow-up mechanisms that lead to measure goal achievement? Are there mechanisms to measure under-coverage and avoid leakage?

Finally, in order to have a clear view on how the selected social protection programme operates, it is important to describe the history of programme, its objectives (current and future), the screening criteria, and its operational time frame (permanent or time-limited).

6. Gender analysis

A gender-sensitive social protection system is essential as women and men face different risks and vulnerabilities. Some of these are specific to their gender and others are exacerbated by gender inequalities and discrimination. Therefore, the design and implementation of social protection programmes should address gender-related constraints, including barriers to women's economic advancement. For example, as Thakur, Arnold and Johnson [8] highlighted, existing social security measures in many low income countries tend to be restricted to the small, male-dominated section of the workforce employed in the formal sector, and do not address the particular risks and vulnerabilities (e.g. health risks, interrupted and insecure employment, informal employment, care work) faced by many women. As such it is important to explore any differences in needs for and access to social protection between men and women with disabilities, and whether women with disabilities in particular face additional barriers or constraints in this regard.

To address this issue a number of questions need to be taken into consideration including:

- In relation to the policy content: Do disability and social protection policies recognise the issues and include targets and indicators associated with gender equality? Is there specific recognition in social protection policies related to persons with disabilities of the need to identify and address the differences between men and women regarding needs, opportunities, information, and benefits in the field of social protection?
- In relation to data collection: Does the State collect, analyse, and publish consolidated gender-disaggregated data on persons with disabilities, social protection coverage, income, access to health and education, and employment conditions to help identify ways to strengthen social protection programmes?
- In relation to the policy process: Do representatives of the women's movement participate in the policy process? Do women with disabilities have any influence in the women's movement?

- In relation to the selected social protection programme:
Does the social programme explicitly recognise the issue and include objectives and indicators to identify and respond to gender differences? Does the social protection programme seek to address barriers faced by women with disabilities in accessing the programme? Does it identify and address the different economic, legal, cultural, and institutional barriers? Does it take into account the unpaid work that takes place at home, particularly related to the care of family members with disabilities?
- In relation to the outcomes: Does the intervention challenge or maintain existing division of labour, opportunities, etc. of women with disabilities? Does it include gender-specific programme actions that help redress inequalities that prevent women and girls with disabilities from benefiting from participating in social protection programmes? Does gender-based targeting consider the national context and identify and mitigate any potential unintended effects on women with disabilities (i.e. violence)?

References

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Topic	Sub-topic	Questions/Tasks	Methodology	CRPD Article
Policy Content	National context General policies	<ul style="list-style-type: none"> Describe the political context of the country (historical perspective). Describe the economics, poverty level and inequities in the country, which may justify social protection programmes. Identify international disability-related frameworks ratified by the country. Analyse the most important laws and policies focusing on persons with disabilities and then on social protection (history, objectives, target group, links with social protection). 	<ul style="list-style-type: none"> Desk-based study: legislation, policy instruments, national directives, databases, and literature. Interviews with stakeholders. 	CRPD, Art. 4 (1a, 3), 19 (b, c), 24 (2b), 25 (a, b, c, e), 26, 27 (1d, e, f, j, k), 28.
	Social protection policies	<ul style="list-style-type: none"> Describe the origin of social protection programmes in the country Analyse how disability is defined in national texts. Analyse whether it is mandatory to take into consideration persons with disabilities in social protection policies. Can persons with disabilities benefit from the policy because of their vulnerabilities (universal healthcare insurance, conditional cash transfers programmes, social security)? Analyse the content of the social protection policy. Analyse the level of implementation of the policy. Explain link between social protection and poverty reduction. (How can social protection support pro-poor growth? Which social protection instruments address extreme poverty?) 		
Institutional framework	Identify the institutions in charge of policy making and legislation	<ul style="list-style-type: none"> Identify which institutions are in charge of developing a legal framework, policies and supervising and monitoring the implementation of social protection policies regarding persons with disabilities. The level of influence of this institution/these institutions within the State will be assessed, taking into consideration the structure of the national government. 	<ul style="list-style-type: none"> Desk-based study: legislation, policy instruments, national directives, databases. 	CRPD, Art. 4 (1a, 1c, 3), 33.


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Page 1 and 6, left: Female nurse with patient conducting eye tests in a public building, Peru.

Page 1, right: Three primary school children assist a classmate using a wheelchair to move down the stairs in front of a school building, Tanzania.

Topic	Sub-topic	Questions/Tasks	Methodology	CRPD Article
Gender analysis	Policy content	<ul style="list-style-type: none"> Any diagnosis, targets and indicators associated with gender equality? Any specific recognition on the need to identify and address the differences between men and women regarding needs, opportunities, information, and benefits? 	<ul style="list-style-type: none"> Desk-based study: legislation, policy instruments, national directives, databases, and literature. 	CRPD. Art. 6
	Data collection	<ul style="list-style-type: none"> Is there consolidated sex-disaggregated data on persons with disabilities, social protection coverage, income, access to health and education, and employment? Describe participation of representatives of the women's movement in the policy process. Do women with disabilities have any influence in the women's movement? 		
	Policy process	<ul style="list-style-type: none"> Any diagnosis, objectives and indicators to identify and respond to gender differences? Does it take into account the lack of opportunities and barriers faced by women with disabilities? ('double-discrimination') 		
	Social protection programme	<ul style="list-style-type: none"> Does it identify and address the different economic, legal, cultural, and institutional barriers? Does it take into account the unpaid homework or care? Does it challenge or maintain existing division of labour, opportunities, etc. of women with disabilities? 		
	Impact	<ul style="list-style-type: none"> Does it include gender-specific actions that help redress inequalities? Does gender-based targeting consider the national context and identify and mitigate any potential unintended effects on women with disabilities (i.e. violence)? 		

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