Chapter 6
Policy Paradigms and Intervention in the Disability Sector: A Review

Public policy for empowerment of persons with disabilities has undergone a paradigm shift in India. This Chapter, while looking at the approach of Indian public policy, reviews the policy intervention framework including the institutions, schemes and programmes over Plan periods. It takes stock of the existing system and feeds into the concluding chapter for drawing policy suggestions arising out of the findings of the study.

6.1 Introduction

There exist three elements in any policy system i.e. policy stakeholders, policy environment and public policy. A policy system is created by the conscious choice of the policy stakeholders and the specific context in which events surrounding a particular policy occur. There is a two way relationship between each of the elements of the policy system. In case of Disability Policy System, the three elements along with major constituents of each element can be diagrammatically represented as follows:

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Figure 6.1: Disability Policy Systems

Disability Policy System

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1 This model has been developed on the basis of the system proposed in Thomas R. Dye, (1978).
6.2 Policy Intervention—a Historical Perspective
Disability Rehabilitation Governance that gained significance since 1970s received a major thrust in the nineties especially after passing of the persons with Disabilities Act in 1996. The programmes of Government of India have gradually evolved to encompass more schemes for assisting the non-government sector and establishment of a public sector undertaking for manufacturing aids and appliances i.e. Artificial Limbs Manufacturing Corporation of India (ALIMCO). As time passed by, the National Institutes were set up one after the other including taking over some Institutions (in late ‘70s and ‘80s). Acute shortage of rehabilitation professionals led to setting up the Rehabilitation Council of India through the Act of 1992. These efforts included production of quality aids and appliances, providing rehabilitative services to the persons with disabilities, developing man-power through various courses in the National Institutes and providing assistance for voluntary efforts etc.

A number of organizations were set up for promoting welfare of persons with disabilities in the 1980’s which continued in the early 1990’s. However, budget allocations increased marginally as discussed this subsequently until the beginning of Tenth plan when it took a quantum leap. Funding to NGOs continued through a variety of schemes without any formal policy perspective and involvement of NGOs in the planning process was minimal, arbitrary and non-institutionalized. The scenario changed after enactment of the Persons with Disability Act, 1995.

6.3 Paradigm Shift in Policy and Interventions
A shift in paradigm has come about as recently as the later half of the nineties with the enactment of Persons with Disabilities Act, 1995, a comprehensive piece of social legislation that is an indicator as also an embodiment of the changing paradigm followed by the National Disability Policy of 2006. Thomas Kuhn in his seminal work ‘The Structure of Scientific Revolutions’ (Kuhn, 1970) described a paradigm as an intellectual and sociological construct that provides a framework of basic assumptions about the nature of knowledge and rules of
evidence. The seeds of a change in approach and evolution of a new paradigm in the context of policies and programmes for rehabilitation governance came with the signing of the Proclamation on the Full Participation and Equality to the People with Disabilities in the Asia and Pacific Region by Government of India in the ESCAP meeting held at Beijing in December, 1992. Around the same time, a relatively reasonable estimate of disabled persons also became available through the NSSO survey of 1991. The welfare-based paradigm was questioned by concerned activists thereby also propelling a change in thinking inside the Government. By then, the Government felt the need for a policy declaration in line with the emerging global paradigm that promises providing equal opportunities, protection of rights and full participation of persons with disabilities in the main stream of the society. It also became an international commitment for effecting a social legislation.

Late 1990s and early part of the new millennium witnessed a major drive of the Central Government for decentralization and delivery of services to the rural poor disabled persons through the following major action steps:

- Motivating and awakening of existing Institutions
- Chalking out plans / schemes
- Propagating the new perspective
- Networking with States, leading NGOs and other stakeholders
- Resource Mobilization – financial and physical
- Imposition of time frame and adherence
- Adopting innovative strategies

Infrastructure development was strategically planned in the 90’s. Earlier only national level institutions existed in isolated pockets. The concept of ‘Composite Centers’ gained currency where all types of disabled persons can be treated, in contrast to the National Institutes, which specialized in one of the areas i.e., locomotors disability, visual disability, hearing disability or mental retardation. Regional and district level interventions were felt necessary to make a dent on rural disability. Strategic revamping of organizations also took place to suit
implementation of the policy as enshrined in the Disability Act, 1995. The paradigm shift brought with it a framework and an apt approach in understanding issues and promises to resolve problems of the organization and society. The new paradigm that was initiated in 1996 has gained roots and in October 2002, the Government has reiterated its commitment to a rights based society for the persons with disabilities UN-ESCAP, organized a high-level intergovernmental meeting during 25-28 October, 2002 at Otsu, Japan which was attended by an official delegation from India led by Secretary, Ministry of Social Justice and Empowerment\textsuperscript{2}. This meeting, besides taking a review of the progress made in the disability sector during the last decade i.e. 1993-2002, also welcomed the Biwako Millennium Framework (BMF) document for action towards an inclusive, barrier free and rights based society and resolved to extend the Asian & Pacific Decade of Disabled Persons, 1993-2002 for another decade 2003-2012.

Government has planned its action on the basis of the regional framework of action that identifies seven areas of priority action in the new decade. Each priority area contains critical issues, targets and action required. It also incorporates the millennium development goals and their relevant targets. The new paradigm relates to the macro-environment and the current socio-cultural scenario in a more befitting manner. The National Disability Policy statement of 2006 is a further step forward towards empowerment of the persons with disabilities.

\textbf{6.4 Macro Policy Objectives}

The macro objectives of the policy intervention in the disability sector in India include the following:

- Networking of institutional infrastructure
- Decentralization of rehabilitation efforts
- Providing composite and integrated rehabilitation services
- Starting specialized institutions
- Expansion of availability of quality aids & appliances

\textsuperscript{2} The author was a part of this delegation.
Increasing trained manpower availability
Developing a physically, socially and culturally barrier-free environment
Information dissemination and awareness building
Prevention of causes and early detection of disability
Effective grievance redressal

6.5 National Policy for Persons with Disabilities, 2006
The Government of India has announced the National Disability Policy in 2006 which recognizes that Persons with Disabilities are valuable human resource for the country and seeks to create an environment that provides them equal opportunities, protection of their rights and full participation in society. The focus of the policy is on (a) prevention of disabilities and rehabilitation measures. The salient features of the National Policy include:

- Physical Rehabilitation, which includes early detection and intervention, counseling & medical interventions and provision of aids & appliances. It also includes the development of rehabilitation professionals;
- Educational Rehabilitation including vocational training; and
- Economic Rehabilitation for a dignified life in society.

The policy specifically focuses on issues concerning women and children with disabilities. A copy of the National Policy is provided at Annexure III. Besides this, Government is in the process of drafting a new legislation to replace the Persons with Disabilities Act, 1995 looking at the paradigmatic shift and experience of working of the existing legislation in the last sixteen years.

6.6 International Policy Framework
The worldwide movement for welfare and empowerment of the persons with disabilities started with the United Nations declaring 1983-92 as the Decade of Disabled Persons. UN Declaration on the Rights of Disabled Persons and the UN
Standard Rules on Equalization of Opportunities for Persons with Disabilities 1993 (Standard Rules) reflects the international disability perspectives.

The UN General Assembly in its 48th Session in March 1994 adopted 22 Standard Rules that can be grouped into four broad heads that are as follows:

- **Pre-conditions for equal participation:** raising of awareness, medical care, rehabilitation, support services

- **Target areas for equal participation:** Accessibility, education, employment, income maintenance and social security, family life and personal integrity, culture, recreation and sports, religion

- **Implementation measures:** Information and research, policy making and planning, legislation, economic policies, coordination of work, organizations of PWDs, personnel training, national monitoring and evaluation of disability programmes in the implementation of rules, technical and economic cooperation, international cooperation

- **Monitoring mechanism**

However, it may be noted that these international human rights instruments with explicit reference to people with disabilities are generally non-binding. Only the UN Convention on the Rights of the Child which is binding makes an explicit reference to the issue of disability.

The international movement got a boost in December 1992 when the Economic and Social Commission for Asia and the Pacific convened a meeting at Beijing to launch the Asia and Pacific Decade of Disabled Persons and adopted the Proclamation on the Full Participation and Equality of People with Disabilities in the Asia and Pacific Region. India is also a signatory to this proclamation.
In October 2002, UN-ESCAP Members resolved at Otsu in Japan to promote an inclusive, barrier free and Rights-based society for PWDs in the Asia and Pacific Region. It extended the Asia and Pacific Decade of Disabled Persons 1993-02 for another decade, 2003-2012. It is a move towards human rights perspective of the right to development to promote and protect the rights and dignity of persons with disabilities.

The countries including India has adopted the Biwako Millennium Framework (BMF) document for action towards an Inclusive, Barrier free and Rights Based Society and resolved to extend the Asia & Pacific Decade of Disabled Persons for another decade 2003-2012. The BMF preamble enshrines a Rights approach when it states “Governments to actively implement the paradigm shift from a charity-based approach to a rights-based approach to the development of persons with disabilities and to move towards the human rights perspective, especially the perspective of the right to development for persons with disabilities, bearing in mind General Assembly resolution 56/168 of 19 December, 2001 on a comprehensive and integral international convention to promote and protect the rights and dignity of persons with disabilities.” BMF action areas of priority in the new decade 2003-12 include:

- Self-help organizations of persons with disabilities and related family and parent associations.
- Women with disabilities
- Early detection, early intervention and education.
- Training and employment, including self-employment.
- Access to built environments and public transport.
- Access to information and communications, including information, communications and assistive technologies.
- Poverty alleviation through capacity-building, social security and sustainable livelihood programmes.

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3 Biwako Millennium Framework (BMF) document printed and circulated by NIMH, Secunderabad, 2002
India is a signatory to the **UN Convention on the Rights of Persons with Disabilities (UNCRPD), 2008** which aims "to promote, protect, and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity" which was ratified came into force on 3rd May, 2008. Three important obligations arise out of the Convention, namely

### 6.7 Indian Legal Framework

India being a signatory to the Beijing proclamation, enacted the landmark legislation namely, ‘The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995’, which came into effect in 1996. It is regarded as the bible for empowerment of persons with disabilities. Prior to this, in 1992, the Rehabilitation Council of India (RCI) Act was passed with a view to streamline and develops manpower in the field of rehabilitation of persons with disabilities. The third and the latest Act that has been passed by Government of India is the National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 attempts to address the neglected and severely disabled target groups which needed special provisions and attention. Given below are the salient features of the three Acts:

#### 6.7.1 The Persons with Disabilities (Equal Opportunities, Protection of Rights & Full Participation) Act, 1995

This law is an important legislation in the direction of ensuring equal opportunities for people with disabilities and their full participation in the society. It provides for a wide range of actions by appropriate Governments at different levels i.e. Centre/State or Local and covers both preventive and promotional aspects of rehabilitation like education, employment and vocational training, job reservation, research and manpower development, creation of barrier-free environment, rehabilitation of persons with disability, unemployment allowance for the disabled, special insurance scheme for the disabled employees and
establishment of homes for persons with severe disabilities, amongst other things. Rules for the Act were passed by the Government in December, 1996.

Persons with Disabilities Act, 1995 is applicable to seven disabilities, which are (i) blindness (ii) low vision (iii) leprosy-cured (iv) hearing impairment (v) loco motor disability (vi) mental retardation and (vii) mental illness. For implementation of the provisions of the Act, a multi-sectoral collaborative approach, involving all the Appropriate Governments i.e. Ministries of the Central Government, the State Governments/Union Territories, Central/State undertakings, local authorities and other appropriate authorities, is being followed. The Act also provides for Chief Commissioner for Persons with Disabilities (CCD) and Commissioner in each State/UT with quasi-judicial powers for redressal of grievances and protection of rights to persons with disabilities and monitoring utilization of funds.

6.7.2 Rehabilitation Council of India Act, 1992

An Act constituting the Rehabilitation Council of India for regulating the training of rehabilitation professionals and the maintenance of a Central Rehabilitation Register and for matters connected therewith or incidental thereto was passed by the Central Government in 1992.

6.7.3 National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999

The National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 came into force w.e.f. 30th December, 1999. The National Trust supports programmes which promote independence, facilitate guardianship where necessary and address the concerns of those special persons who do not have their family support. The Trust seeks to

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4 See Rehabilitation Council of India Act, 1992

5 Source: National Trust for welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999
strengthen families and protect the interest of persons with autism, cerebral palsy, mental retardation and multiple disabilities after the death of their parents.

The trust has special provisions for person with severe disability which means disability with eighty per cent, or more of one or more of multiple disabilities.

6.8 Institutions and Programmes in the Disability Sector
Following are the main arms of the Central Government that are engaged in providing rehabilitation and other services to the disadvantaged group of disabled persons:

6.8.1. National Institutes
Seven National Institutes/apex institutions as follows work for the disabilities sector under the aegis of Ministry of Social Justice & Empowerment:

1. National Institute for the Mentally Handicapped, Secunderabad
3. National Institute for the Visually Handicapped, Dehradun
4. National Institute for the Rehabilitation, Training & Research, Cuttack
5. Dr. SPM National Institute for the Orthopedically Handicapped, Kolkata
6. Pt. Deen Dayal Upadhyaya Institute for the Physically Handicapped, Delhi
7. National Institute for Persons with Multiple Disabilities

These Institutes run specialized courses to train professionals in Physiotherapy, Occupational Therapy, Prosthetic and Orthotic Engineering, Mental Retardation, Special Education, Audiology, Speech Rehabilitation, Orientation and Mobility etc. The Institutes also conduct short term training programmes, provide direct assessment and rehabilitative services, run model pre-school, school and vocational training programmes. The Institutes also pursue functional research activities in related areas.

A camp approach for extensive coverage of persons with disabilities in remote rural areas has been adopted by these Institutes. The infrastructure of National Institutes is being modernized and a proposal has been initiated for strengthening
human resource development activities that includes creation of technical/academic posts, enhancement of seats in the existing courses and starting of new courses in the Institutes⁶.

### 6.8.2 Regional Centres

Besides the seven National Institutes, the following Centres are engaged in providing rehabilitation and other services to the disadvantaged group of disabled persons:

**Composite Regional Centres for Persons with Disabilities**

Composite and comprehensive facilities of rehabilitation of persons with disabilities of all categories and training and awareness programmes in the field of rehabilitation at regional levels are provided through five Composite Regional Centres for Persons with Disabilities set up at Srinagar, Sundernagar (Himachal Pradesh), Lucknow, Bhopal and Guwahati set up since 2000-01. The CRCs also conduct short-term courses, seminars, workshops and awareness programmes. It is estimated that, till March 2003, 86273 persons have benefited from the services provided at these Centres.

**Regional Spinal Injuries Centres (RSIC)**

Four Regional Spinal Injuries Centres have been set up by the Central Government in 2000-01 on a Society pattern with the technical support of ISIC and Italian assistance in the form of equipments for spinal injury and treatment in Mohali, Bareilly, Cuttack and Jabalpur. The Centres are being managed by the state designated implementing Societies with cent per cent support from the Central Government.

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⁶ The researcher has initiated the proposal in consultation with the National Institutes of the Ministry of Social Justice and Empowerment while working as Director in that Ministry.
6.8.3 Indian Spinal Injury Centre (ISIC)

The Indian Spinal Injury Centre (ISIC) at Delhi provides comprehensive rehabilitation management services to the persons with spinal cord injuries and other neuro-musculo-skeletal disabling disorders, which include surgical interventions, physical rehabilitation, psycho-social rehabilitation and vocational rehabilitation services. This super-specialty hospital also acts as the mother Centre for providing technical support to the newly set up four Regional Spinal Injuries Centres. It also acts as a referral centre. The Government supports the Centre to provide 25 free beds for treatment of poor patient. In addition, the Centre provides 5 free beds to poor patients.

6.8.4 District Disability Rehabilitation Centres (DDRC)

District Disability Rehabilitation Centres (DDRCs) have the objective of providing rehabilitation services such as facilitation, provision of disability certificates, assessment of need of assistive devices, provision/fitment/ follow up /repair of assistive devices, therapeutic services, prevention, early detection and early intervention etc. As reported, 1712 DDRCs have become functional so far and another 199 centre have been sanctioned, as on Dec 2008.

6.8.5 Artificial Limbs Manufacturing Corporation of India (ALIMCO)

Artificial Limbs Manufacturing Corporation of India (ALIMCO), a PSU under the Ministry is engaged in manufacture of Artificial Limbs, Components and Rehabilitation Aids for the persons with disabilities in India. Five auxiliary centres have been planned for better availability and expansion of the production base of the Corporation. Due to modernization efforts improved capacity utilization, the Corporation has turned around from a loss making PSU to a profit making one since 1999-2000. ALIMCO has been given certification of ISO 9001: 2000 by Bureau of Indian Standards which is accredited by RvA of Netherlands. It conducts a large number of Camps for distribution of aids and appliances to the poor under the Aids and Appliances (ADIP) Scheme Besides, ALIMCO on behalf of Ministry of Social Justice & Empowerment operates the Bilateral Agreements entered into by the Government of India with the Governments of U.S.A., U. K.,
Sweden, Switzerland and Germany. The objective is to provide duty free entry into India of donated supplies for relief and rehabilitation of poor and needy without discrimination of caste, creed or race. ALIMCO handles about 60,000 MT of gift Cargo every year under these bilateral agreements.

6.8.6 National Handicapped Finance & Development Corporation (NHFDC)

The National Handicapped Finance & Development Corporation (NHFDC) set up since 1997 promotes economic empowerment of the persons with disabilities through concessional finance for self-employment ventures and assists beneficiaries in up gradation of technical and entrepreneurship skills. The main objectives are (a) to promote economic development activities and self-employment ventures for the benefit of persons with disabilities; (b) extend loan to persons with disabilities for upgradation of their entrepreneurial skill for proper and efficient management of self-employment ventures; (c) to extend loans to persons with disabilities for pursuing professional/technical education leading to vocational rehabilitation/self-employment; and (d) to assist self-employed individual with disabilities in marketing their finished goods.

Loans at concessional rates are provided to persons with disabilities for setting up enterprises, education etc. Under Micro Credit Financing scheme loans for starting or augmenting income generation activities such as small business/trade, tiny/cottage industries, service activity etc are provided. The NGOs working in the social sector, preferably for the disabled persons, are given loans upto Rs.5 lakhs and the NGOs to further disburse loans upto Rs.15, 000/- to individual beneficiaries. Self Help Groups are also provided assistance under this scheme. The interest rates have been brought down to 5% for amounts upto Rs.50, 000/- and 6% for amount above Rs.50, 000/- and upto Rs.5 lakhs for term loans. For micro credit financing the rate of interest charged is 2% from NGOs and they can charge upto 5% from beneficiaries.
6.8.7 National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation & Multiple Disabilities

The National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation & Multiple Disabilities set up in 2000 has the objectives of enabling and empowering persons with disability to lead their lives as independently and as fully as possible within or close to their own communities. The National Trust provides support to registered organizations for promoting need-based services during periods of crisis in the family of the disabled persons and also promotes measures for care and protection of these persons in the event of death of their parents or guardians. The Local Level Committee (LLC) coordinates, initiates, protects and promotes the interest of the target group. The Government of India has provided Rs.100 crores toward the corpus of the Trust. The income generated from the corpus is utilized to implement its programmes.

6.8.8 Rehabilitation Council of India (RCI)

The Rehabilitation Council India regulates and monitors the training of Rehabilitation professionals and personnel, promotes research in rehabilitation and special education, maintains a Central Rehabilitation Register and handles related issues. RCI has been responsible for developing 87 short-term and long-term training programmes at the Master’s, Post-graduate diploma, Degree, Diploma and Certificate level to meet the manpower requirement of 16 categories of rehabilitation services. The Council also conducts training programmes to disseminate knowledge about prevention, early identification, intervention and rehabilitation in all areas of disability. Since January 1986, when RCI was set up, till December, 2008, the recognized institutions have increased ten times – from 24 to 265 and the number of registered trained professionals, in the Central Rehabilitation Register maintained by RCI, almost six times – from 5649 to 30570.
6.8.9 NGO Schemes

6.8.9.1 Deendayal Disabled Rehabilitation Scheme (DDRS)
This scheme was formerly known as Scheme to Promote Voluntary Action for Persons with Disabilities. The Scheme to promote Voluntary Action for Persons with Disabilities has been renamed as Deendayal Disabled Rehabilitation Scheme with effect from September, 2003. The Ministry facilitates delivery of various rehabilitation services to persons with disabilities by public institutions and voluntary organizations by affording financial assistance and technical and administrative support under the Deendayal Disabled Rehabilitation Scheme to enlarge the scope of vocational and professional opportunities, income generation and gainful occupations and promotes formal as well as non-formal employment and placement opportunities. The voluntary organizations are running rehabilitation centers for leprosy cured persons, for manpower development in the field of mental retardation and cerebral palsy, visual impairment and hearing impairment and establishment and development of special schools for the major areas of orthopaedic, speech, hearing, visual and mentally disabled. Assistance is also extended to non-governmental organizations for setting up projects of vocational training to facilitate the disabled to be as independent as possible by acquiring basic skills, community based rehabilitation programme, early intervention & training for infants and disabled children upto 6 year age etc. Under this Scheme, the Ministry support both recurring and non-recurring expenditure. During 2008-09, outlay of the scheme is Rs. 70 crores, out of which expenditure upto December, 2008 was Rs. 24.65 crores. Approximately 2 lakh persons with disabilities get benefit of the scheme every year.

6.8.9.2 Scheme of Assistance to Disabled Persons for Purchase/Fitting of Aids And Appliances (ADIP)
The Scheme of Assistance to Disabled Persons for Purchase/Fitting of Aids and Appliances (ADIP) has had a direct visible impact on the lives of the indigent disabled persons through supply of durable, standard sophisticated aids and appliances. Grants are given to Voluntary organizations, Red Cross Societies,
National Institutes under the Ministry and ALIMCO for the purpose. Under the scheme, 100% non-recurring financial assistance is provided to the implementing agencies. Only those aids and appliances that do not cost less than Rs.50, and more than Rs.6000/-, are covered. The aids and appliances are provided free of cost if the income of the beneficiary or his guardian is upto Rs.5, 000/- per month at 50% of the cost if monthly income is between Rs.5, 000/- to Rs.8, 000/-. The popularity of the scheme can be gauged from the fact that against the Ninth Plan expenditure of Rs.133.80 crores, allocation in the Tenth Plan was increased to Rs.345.50 crores and further in the current eleventh plan (2007-12) to Rs 500.00 crores. Since 2007-08, the Ministry has adopted a new approach for district-wise allocation of funds to organize disability camps for distribution of aids and appliance has been adopted to ensure coverage throughout the country. During 2008-09, outlay of the scheme is Rs. 79 crores, out of which expenditure up to 31.12.2008 was Rs. 36.65 crores. Approximately 2 lakhs persons with disabilities are provided assistive devices under the scheme every year.

6.8.10 Other Major Programmes & Initiatives

6.8.10.1 Science and Technology Project

The Ministry of Social Justice and Empowerment implements a scheme entitled Science and Technology Project in Mission Mode with the objective of developing appropriate and innovative technological appliances for the benefit of persons with disabilities.

6.8.10.2 National Scholarships

The Ministry has introduced the Scheme of National Scholarship for Persons with Disabilities from the year 2002-2003. During 2008-09, outlay of the scheme is Rs. 70 crores, out of which expenditure upto December, 2008 was Rs. 24.65 crores. Approximately 2 lakh persons with disabilities get benefit of the scheme every year. Scholarships for persons with disabilities are provided from the interest earned from investments made from National Disability Fund in various public sector banks. Students with 40% or more disability whose monthly family income

\(^7\) ibid
does not exceed Rs. 15,000/-, are eligible for scholarship. A scholarship of Rs. 700/- per month to day scholars and Rs. 1,000/- per month to hostellers is provided to the students pursuing Graduate and Post Graduate level technical or professional courses. Rs. 400/- per month to day scholars and Rs. 700/- per month to hostellers is provided for pursuing diploma and certificate level professional courses. In addition to the scholarship, the students are reimbursed the course fee subject to a ceiling of Rs. 10,000/- per year. So far 1443 scholarships have been awarded and 447 scholarships have been continued. The year-wise details are given below:

### Table 6.1: Scholarships for Students with Disabilities

<table>
<thead>
<tr>
<th>Year</th>
<th>Scholarships awarded</th>
<th>Scholarships continued</th>
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<tbody>
<tr>
<td>2002-03</td>
<td>175</td>
<td>----</td>
</tr>
<tr>
<td>2003-04</td>
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<tr>
<td>2005-06</td>
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<td>176</td>
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<tr>
<td>2006-07</td>
<td>----</td>
<td>47</td>
</tr>
<tr>
<td>Total</td>
<td>1443</td>
<td>447</td>
</tr>
</tbody>
</table>

*Source: Ministry of Social Justice & Empowerment*

6.8.10.3 **National Programme for Rehabilitation of Persons with Disabilities**

The National Programme for Rehabilitation of Persons with Disabilities (NPRPD) was launched in 1999-2000 by the GOI with the objective of providing comprehensive rehabilitation services to persons with disabilities, especially those living in rural areas. A four-tier structure for service delivery at Gram Panchayat, Block, District and State levels is proposed. The focus is on provision of services of identification, early detection and intervention at the grassroots level and referral services at district and state level. GOI has released funds to states to the tune of Rs. 104.13 crore. It has been decided to continue the Scheme as a state sector scheme since the 10th Five Year Plans beyond.

6.8.10.4 **Special Employment Exchanges/ Vocational Rehabilitation Centres**

The Ministry of SJE implements a Centrally Sponsored Scheme viz. Employment of Handicapped to help persons with disabilities in getting gainful employment
either through Special Cells in normal Employment Exchanges or Special Employment Exchanges for persons with disabilities. The scheme is implemented through the Labour Department of State Governments/UT Administrations. The Ministry of Labour through the Directorate General of Employment & Training (DGE&T) extends its services to persons with disabilities through a number of schemes. DGE&T runs Vocational Rehabilitation Centres (VRCs) for the disabled persons (including skill development centres) throughout the country covering all types of disability. This training is not only free of cost, but also Government of India lends support to the training programme of VRCs by providing stipends to the trainees. DGE&T also runs Rural Rehabilitation Extension Centres and a Central Institute for Research and Training in employment service.

6.8.10.5 Integrated Education for Disabled Children (IEDC)

Children with disabilities in the age group of 15-18 years are provided free education under Integrated Education for Disabled Children (IEDC) Scheme of Ministry of HRD. Under the scheme, learning aids and tools, mobility assistance, support services etc. are made available to students with disabilities. This includes education through an open learning system and open schools, alternative schooling, distance education, special schools, wherever necessary home based education, remedial teaching, part time classes, Community Based Rehabilitation (CBR) and vocational education. The IEDC Scheme is implemented through the State Governments, Autonomous Bodies and Voluntary Organizations with cent per cent financial assistance for various facilities of education for children with disabilities. The Eleventh Plan proposes to support implementation of the Comprehensive Action Plan for the Inclusive Education of Children & Youth with Disabilities (IECYD). The Scheme of Inclusive Education for the Disabled at Secondary Stage (IEDSS) will also enable students with disabilities completing eight years of elementary schooling an opportunity to complete four years of secondary schooling (classes IX-XII), in an inclusive and enabling environment. The IEDSS will also support the training programmes for general school teachers to meet the needs of disabled children.
6.8.10.6 Revised Guidelines
Government revised the guidelines for evaluation of disability and certification procedure in consonance with the provisions of the Act in 2001 which clearly categorizes the types of disabilities recognized under the Act and the degree of disability that will attract benefits.

6.8.10.7 Revision of the list of identified posts
Revision of the list of identified posts for persons with disabilities in 2001, identification of a number of posts in the private sector, emphasizing on awareness campaign for prevention of causes of disability by launching a scheme, collection of disability data in Census 2001 and conducting of NSSO survey (58th Round), on disability in 2002 etc. forcefully supplemented the strategy for empowerment of the disabled persons.

6.8.10.8 Exemptions/ concessions relating to Central Excise and Customs duties
In order to take stock of the exemptions/ concessions relating to Central Excise and Customs duties available to the persons with disabilities and institutions for their welfare and to draft proposals for additional concessions and simplification of procedures for availing these concessions, the Ministry constituted a Committee with the participation of experts and activists from the non-governmental organizations. The Committee’s report and recommendations have been accepted and action points have been referred to Ministry of Finance. A few concessions were announced in budget 2003-04.8

6.8.10.9 Private sector Employment
The scheme of “Incentives to Employers in the Private Sector for Providing Employment to Persons with Disabilities” (by way of funding employers' contribution to the Employees Provident Fund and Employees State Insurance Corporation for such employees) was introduced w.e.f 1.4.2008. The Government makes payment of employer’s contribution to the Employees Provident Fund and

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8 The researcher was the Chairman of the Expert Committee.
Employees State Insurance Corporation for the first three years as an incentive for every employee with disabilities appointed on or after 1.4.2008 with monthly emoluments upto Rs.25000/-. An outlay of Rs. 15 crore has been provided for the scheme during 2008-09.

6.8.10 Disability Certificates
The Committee set up to suggest simplification and streamlining of the procedure for issue of disability certificates submitted its report on 27.3.2008. On the basis of its recommendations, amended rules and guidelines for evaluation of disabilities are being finalized by Government.

6.8.11 National Trust initiatives for Health Insurance, Marketing and lifelong care
The National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation, and Multiple Disabilities launched a new health Insurance scheme “Niramaya” on 26.3.2008. The objective of the Scheme is to enable persons with above kinds of disabilities to live as independently and as fully as possible and to have access to health services. The Scheme envisages, inter alia, a single premium regardless of age, with a maximum insurance cover of Rs.1.0 lakh. It has established ARUNIM (Association for Rehabilitation under National Trust Initiative of Marketing), as an independent marketing federation, for the products of its beneficiaries, employed in sheltered/ supported work environment. The “Gharaunda” programme of the Trust aims to provide life-long guaranteed care to persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities, on payment basis with a corpus of Rs.5 crores on 16.12.2008.

6.8.12 Barrier Free Access
- Ministry of Urban Development has published Standards and Guidelines for Creation of Barrier Free Environment. Building Bye-Laws have already been amended by Ministry of Urban Development and 17 State Govts. /UT. The new constructions being undertaken by CPWD have barrier free features. Central Govt. Departments have incorporated
access s features such as ramps, accessible toilets in many existing buildings.

- Ministry of Social Justice & Empowerment has also given financial support to the State Govts. for making model barrier free buildings.

- The Ministry has provided funds to three universities in Delhi (Delhi University, Jamia Milia and JNU) for making their campuses barrier free and setting up a Disability Resource Centre with the facility for converting text into Braille and electronic format. It has taken up a model project to introduce accessible buses and bus stops with the help of DTC.

- Ministry of Road Transport & Highways has requested State Govts. to initiate action to make public transport especially services provided by the State Transport Undertaking accessible to persons with disabilities.

- The Ministry of Railways has taken up plan for improvement of barrier free facilities at railways stations in the first phase. Category A stations have been provided barrier free features on railway platforms. The Ministry of Railways is aiming to provide at least one coach in every mail/express train for persons with wheel chair.

6.9 Grievance Redressal
The Office of the Chief Commissioner for persons with disabilities is a statutory body under the act which, inter-alia, coordinates the work of State Commissioners for persons with disabilities, and takes steps to safeguard rights and facilities made available to persons with disabilities as also look into complaints with respect of denial of rights of disabled persons. Till end of May 2007, the office of CCD had disposed of 12665 cases out of 13177 matters registered and 512 matters are being processed. More than 50% of the cases registered are initiated suo moto. It helps in awareness-raising, sensitization and interaction with respondent organizations. The nature of complaints received by CCD was (i)
Employment related – 38% (ii) Education related – 6% (iii) Service Conditions – 15% (iv) Harassment – 8% (v) Barrier Free – 2% and Miscellaneous – 25%.

6.10 Outlays & Expenditure over Plan Periods

During the three first three five year plans (1955-69) the sole support to the disabled comprised grants in aid to NGOs and the establishment of National Training Institutes. The outlay for the disability sector as well as NGO assistance for welfare of the persons with disabilities is given in Table 6.2 below:

Table 6.2: Plan Outlays for Disability Sector (in Rs. Million)

<table>
<thead>
<tr>
<th>Plans</th>
<th>4th Plan</th>
<th>5th Plan</th>
<th>6th Plan</th>
<th>7th Plan</th>
<th>8th Plan</th>
<th>9th Plan</th>
<th>10th Plan</th>
<th>11th Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outlay</td>
<td>97.5</td>
<td>245(151)</td>
<td>425(73)</td>
<td>460(8)</td>
<td>2140(365)</td>
<td>9509(344)</td>
<td>14541(53)</td>
<td>14268(-1.9)</td>
</tr>
<tr>
<td>NGO Assistance</td>
<td>60</td>
<td>111(85)</td>
<td>185(67)</td>
<td>210(14)</td>
<td>1085(417)</td>
<td>3765(247)</td>
<td>8575(128)</td>
<td>10000(17)</td>
</tr>
</tbody>
</table>

*N.B.: Brackets indicate percentage increase over previous plan periods
Source: Susan Erb and Barbara Harris-White ‘Outcast from Social Welfare’ till 87th Plan and MSJE from 8th Plan onwards.

It can be observed that the outlay for the disability sector increased substantially in the Eighth Plan and Ninth Plan by 365% and 344% over the previous plan period respectively against only eight per cent increase in Seventh Plan clearly indicating the effect of rise of national awareness and decision of the policy makers that was coupled with the historic and ambitious Persons with Disabilities Act, 1995. The NGO sector also got the increase in the Eighth Plan and Ninth Plan by 417% and 247% over the previous plan period respectively against only 14% increase in Seventh Plan. The tenth plan gave a further quantum jump in the activities in this sector through committing an outlay that is 128 per cent higher than the 9th plan outlay. However, during the eleventh plan the increase in outlay for the disability sector rather marginally declined by 1.9% and within the sector,

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9 Susan Erb and Barbara Harris-White, Outcast from Social Welfare, 2002 p.16. Books for Change, Bangalore
provision for NGO assistance has witnessed a meager increase of 17% only as compared with the 128% increase during the previous plan period (Table 6.2).

The year wise outlays and expenditure for the Ninth, Tenth and Eleventh Plan is given in Table 6.3 and Table 6.4. Analysis shows that the annual outlay for the disability sector as a whole as a percentage of the total outlay of the Ministry of Social Justice and Empowerment which is responsible for schemes and programmes for the disadvantaged, has increased from 10.08 percent in 1997-98 to 19.67% in 2000-01 and thereafter, to 19.45 % in 2001-02. During the 9th plan period however, the outlay in disability sector constituted 15.77% of the social welfare sector which increased to 17.05% in 10th plan. Assistance to NGOs was targeted at 58.97% of the outlay for disability sector during the 10th Plan. In the current eleventh plan, disability sector NGOs are targeted to get about 70 per cent of the disability sector assistance, which is a marked improvement over the share of NGOs in 9th Plan (48.58%) and 10th Plan (58.97%).

Table 6.3: Year wise Plan Outlay & Expenditure for Disability Sector Schemes 1997-2002 (in Rs. Crore)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>MSJE Social Welf. Sector</td>
<td>1063.0</td>
<td>725.6</td>
<td>1151.7</td>
<td>943.9</td>
<td>1147.2</td>
<td>1078.0</td>
<td>1333.6</td>
<td>1098.1</td>
<td>1332.7</td>
<td>1193.1</td>
<td>602.82</td>
<td>5040.9</td>
</tr>
<tr>
<td>Non-NGO Disab. Sector *</td>
<td>107.1 (10.08)</td>
<td>56.7 (7.81)</td>
<td>142.0 (12.33)</td>
<td>107.6 (11.40)</td>
<td>180.2 (15.71)</td>
<td>134.8 (12.50)</td>
<td>262.3 (19.67)</td>
<td>217.8 (19.83)</td>
<td>259.2 (19.45)</td>
<td>237.9 (19.94)</td>
<td>950.9 (15.77)</td>
<td>754.8 (14.97)</td>
</tr>
<tr>
<td>NGO Disab. Sector **</td>
<td>28.5 (26.61)</td>
<td>29.1 (51.32)</td>
<td>71.0 (50)</td>
<td>59.8 (55.58)</td>
<td>92.3 (51.22)</td>
<td>82.4 (61.13)</td>
<td>83.7 (31.91)</td>
<td>91.1 (41.83)</td>
<td>101.0 (38.97)</td>
<td>104.3 (43.84)</td>
<td>376.5 (39.59)</td>
<td>366.7 (48.58)</td>
</tr>
</tbody>
</table>

* Brackets indicate percentage share of social sector outlay/expenditure
** Brackets indicate percentage share of disability sector outlay/expenditure BE is taken as outlay
N.B. Social Welfare sector outlay pertains to MSJE outlay that excludes tribal development schemes
Source: MSJE
Table 6.4: Year wise Proposed Plan Outlay for Disability Sector Schemes - Tenth Plan (2002-07) (in Rs. crore)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>MSJE Social Welfare Sector</td>
<td>1410.0</td>
<td>1537.5</td>
<td>1707.9</td>
<td>1870.1</td>
<td>2014.5</td>
<td>8530.0</td>
</tr>
<tr>
<td>Non-NGO Disability Sector *</td>
<td>229.5 (16.28)</td>
<td>258.4 (16.81)</td>
<td>294.7 (17.26)</td>
<td>323.7 (17.31)</td>
<td>347.8 (17.26)</td>
<td>1454.1 (17.05)</td>
</tr>
<tr>
<td>NGO Disability Sector **</td>
<td>127.0 (55.34)</td>
<td>148.0 (57.28)</td>
<td>172.9 (58.67)</td>
<td>196.5 (60.70)</td>
<td>213.1 (61.27)</td>
<td>857.5 (58.97)</td>
</tr>
</tbody>
</table>

* Brackets indicate percentage share of social sector outlay
** Brackets indicate percentage share of disability sector outlay/expenditure BE is taken as outlay
N.B. Social Welfare sector outlay pertains to MSJE outlay that excludes tribal development schemes
Source: MSJE

Progress on the physical and financial achievements as ascertained from the Government as regards the disability sector showed that by December 2008, the Ministry concerned has been able to spend only 48.75% of the outlay. Besides, the quantifiable physical achievement, if extrapolated on a prorata basis for the entire outlay of such schemes indicated that the Government would have benefited around 11.81 lakh beneficiaries in total in 2008-09 which is only 0.05 of the disabled population of the country (Table 6.5).
Table 6.5: Scheme-wise Annual Plan Outlay for 2008-09 in Disability Sector and Physical and Financial Achievements (upto 31st December 2008) (in Rs. Crores)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Bureau/scheme</th>
<th>2008-09</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Outlay</td>
<td>Financial</td>
<td>Physical</td>
</tr>
<tr>
<td>1</td>
<td>National Institutes for Disabled</td>
<td>49.00</td>
<td>26.88</td>
<td>1.70 lakhs beneficiaries</td>
</tr>
<tr>
<td>2</td>
<td>Scheme of Assistance to Disabled persons for purchase/fitting of Aids and Appliances</td>
<td>79.00</td>
<td>36.65</td>
<td>224990 beneficiaries</td>
</tr>
<tr>
<td>3</td>
<td>Deen Dayal Disabled Rehabilitation Scheme</td>
<td>70.00</td>
<td>24.65</td>
<td>90000 beneficiaries</td>
</tr>
<tr>
<td>4</td>
<td>Indian Spinal Injury Centre</td>
<td>1.00</td>
<td>0.00</td>
<td>157 beneficiaries</td>
</tr>
<tr>
<td>5</td>
<td>Rehabilitation Council of India</td>
<td>3.00</td>
<td>1.50</td>
<td>-</td>
</tr>
<tr>
<td>6</td>
<td>National Handicapped Finance &amp; Development Corporation</td>
<td>9.00</td>
<td>9.00</td>
<td>5000 beneficiaries</td>
</tr>
<tr>
<td>7</td>
<td>Schemes arising out of the Implementation of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995</td>
<td>20.00</td>
<td>5.38</td>
<td>Not Quantifiable</td>
</tr>
<tr>
<td>8</td>
<td>Artificial Limbs Manufacturing Corporation (ALIMCO)</td>
<td>3.00</td>
<td>0.00</td>
<td>-</td>
</tr>
<tr>
<td>9</td>
<td>Employment for physically challenged</td>
<td>15.00</td>
<td>3.00</td>
<td>500 beneficiaries</td>
</tr>
<tr>
<td>10</td>
<td>Miscellaneous Schemes</td>
<td>1.00</td>
<td>0.62</td>
<td>-</td>
</tr>
<tr>
<td>11</td>
<td>Financial assistance to women with disabilities to look after their children after birth</td>
<td>5.00</td>
<td>0.00</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>225</strong></td>
<td><strong>107.68</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total for Ministry</strong></td>
<td></td>
<td><strong>2400.00</strong></td>
<td><strong>1741.51</strong></td>
<td></td>
</tr>
</tbody>
</table>

*Source: Ministry of Social Justice & Empowerment*
6.11 Plan Commitments and Policy Intervention Perspectives

**Tenth Plan commitments** focused on ensuring rights of disabled persons through

- Effective implementation of the Persons with Disabilities Act and rehabilitation of disabled persons.
- A Component Plan for the Disabled in the budget of all the related Ministries/Departments, in order to ensure flow of adequate financial resources to the un-reached, so as to make as many disabled as possible active, self-reliant and productive.

**Thrust Areas during the Eleventh Plan**

- Recognizing that in India, the definition of disability used in the Census is very different from that in the Persons with Disabilities Act, 1995 the 11th Plan calls for an urgent need for both a credible definition and system of data collection relating to persons with disabilities. It states that it can be reasonably assumed that persons with disabilities constitute anywhere between 5 to 6 per cent of our total population.
- A clear-cut delineation of responsibilities to the concerned Ministries / Departments and introduction of a ‘Component Plan for the Disabled’ in the budget of various Ministries/Departments.
- Action on the basis of the National Policy for Persons with Disabilities adopted in 2006 and the United Nations Convention on the Rights of people with Disabilities (UNCRPD) which was ratified by India in October 2007 and to ensure that all the rights enshrined in the Constitution, the current legislations, as well as UNCRPD, are speedily and effectively operationalized.
- Monitoring mechanisms at various levels and develop a review system, so that its progress can be monitored on a regular and continuing basis.
- Strengthening the ‘Disability Division’ of the Ministry of Social Justice and Empowerment by converting it into a separate ‘Department’
Strengthen the functioning of the CCPD and of the Commissioners with professional and budgetary support so that they can function meaningfully. Their recommendations should be made binding on the Centre as well as the State and local level authorities.

Concerted effort to extend the DDRC scheme to another 101 Districts so that at least 300 Districts are covered by the end of the Plan period.

Create awareness about ADIP (which must be universalized) and other such schemes.

All Commercial Banks, Regional Rural Banks (RRBs) and Cooperatives should provide loans to disabled people on concessional terms for undertaking self-employment ventures. Such credit should be included in the Priority Sector and NABARD should ensure appropriate re-financing mechanisms.

**Planned Innovative Steps during Eleventh Plan**

- Disability Certificate to be issued within 30 days of making an application.
- Implementation of the Comprehensive Action Plan for the Inclusive Education of Children & Youth with Disabilities (IECYD)
- The scheme for post-graduate and professional education initiated in the Tenth Plan to be strengthened and expanded. Training/education abroad, especially in studies relating to disability to be encouraged.
- Identification of jobs appropriate for disabled persons to be done by a professional group with the involvement of Disabled Peoples’ Organizations (DPOs)
- Backlog of employment to be cleared in a time-bound manner and in a campaign mode
- Scheme to provide incentives to promote employment for disabled people in the private sector should be put in place
- All public buildings and facilities such as schools, hospitals, public transport etc. to be compliant with the requirements of a barrier free built environment.
A multipronged, cross-sectoral approach to identifying, preventing, managing, treating and rehabilitating persons with mental disabilities

Focus on awareness drives, defining the various kinds of disabilities, generating valid census data, inclusion in all areas of development, and community based treatment and rehabilitation approaches

Emphasis on research to generate relevant data and culturally valid rehabilitative measures

This chapter has outlined the robust legal framework for empowerment of persons with disabilities as also the clear intent of the government for implementing a well laid out national policy while adopting the UN convention. However, the systems those are in place, the monitoring and evaluation mechanism and availability of resources, physical and financial are far from satisfactory. The agenda set for the Eleventh Plan is too ambitious when compared with the outlay provided for the sector and the progress made so far. A serious concerted effort towards achieving the goals set by the Government in a mission mode approach is likely to yield some results in the desired direction of ameliorating their conditions with improved education, employment and alleviating poverty as also mainstreaming the persons with disabilities.

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