



सत्यमेव जयते

**Report of the
Comptroller and Auditor General
of India**

for the year ended March 2003

Union Government
Performance Appraisal
No. 14 of 2004

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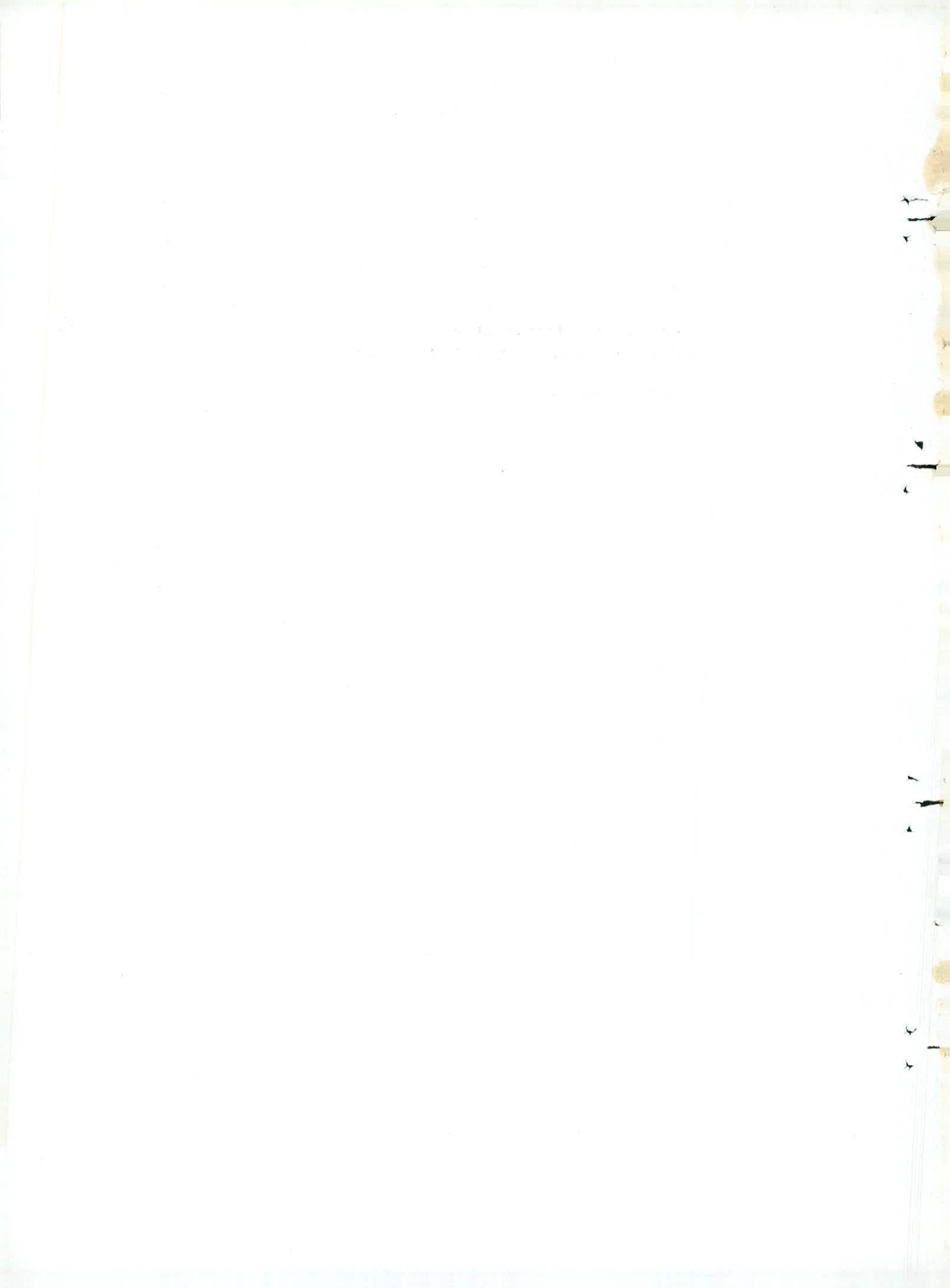
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The first step in the process
is to identify the problem
and its causes.

The second step is to

develop a plan of action
and implement it.

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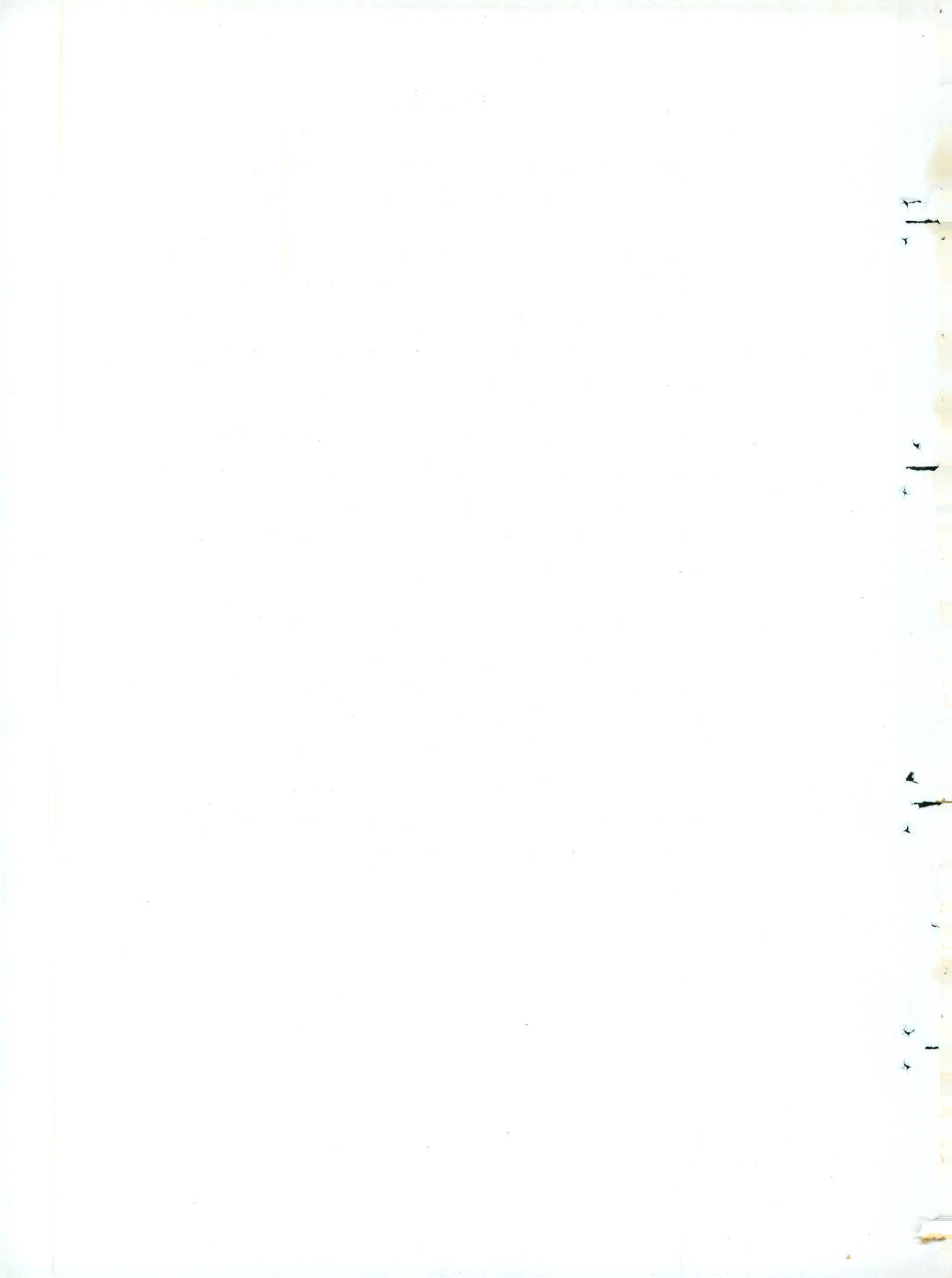
PREFACE

This Report for the year ended March 2003 has been prepared for submission to the President under Article 151 of the Constitution.

The audit observations on Finance Accounts and Appropriation Accounts (excluding Railways) of the Union Government for the financial year 2002-03 and the matters arising from test audit of the financial transactions of Union Ministries and Union Territories have been included in Comptroller and Auditor General's Reports No. 1 and 2 of 2004.

The present report contains results of a performance appraisal of '*Empowerment of the Disabled,*' a scheme sponsored by the Ministry of Social Justice and Empowerment of the Union Government. The appraisal was conducted through test check of documents in various States and Union Territories as well as in the Ministry.

Separate Reports are also being presented to Parliament for Union Government: Autonomous Bodies (No.4), Scientific Departments (No.5), Defence-Army and Ordnance Factories (No. 6), Air Force and Navy (No. 7), Railways (No.8 and 9), Indirect Taxes-Customs (No.10), Central Excise and Service Tax (No.11), Direct Taxes (No.12 and 13) and Performance Appraisals of schemes, National AIDS Control Programme of Ministry of Health and Family Welfare (No.3) and Accelerated Irrigation Benefit Programme of Ministry of Water Resources (No.15).



EXECUTIVE SUMMARY

Ministry of Social Justice and Empowerment

Empowerment of the Disabled

The Constitution of India provides (Entry 9 of List-II of the Seventh Schedule) that the State shall offer relief and help to the disabled. Parliament enacted, in 1995, 'The Persons with Disabilities (equal opportunities, protection of rights and full participation) Act, 1995'. Empowering the disabled is a multi-sectoral and collaborative endeavour of various Ministries/Departments of the Government of India, viz, Ministries of Social Justice and Empowerment, Health, Labour, Urban Development, Rural Development and Human Resource Development. The Ministry of Social Justice and Empowerment acts as the nodal agency in the welfare programmes for persons with disabilities. National/Apex level institutions and corporations were established under its administrative control to provide rehabilitation services to the disabled. State level government agencies and NGOs also provide rehabilitation services and support to persons with disabilities (PWD). These NGOs get financial, technical and administrative support from the Government.

The Ministry of Social Justice and Empowerment allocated Rs. 1074.49 crore and released Rs. 1041.63 crore under various programmes for the welfare of the disabled during the period 1998-99 to 2002-03. An audit review revealed that the Persons with Disabilities (Equal opportunities, protection of rights and full participation) Act, 1995 is being poorly implemented although eight years have elapsed after its enactment. Adequate measures, as envisaged under the Act, had not been taken for prevention of disabilities through early detection, awareness campaigns and training of staff of Primary Health Centres'. The development of educational infrastructure for the disabled, research for new assistive devices and specialised training of teachers remained weak areas. The pace of identification of posts in State Government establishment, which could be reserved for PWD, was slow. Special Employment Exchanges could provide placement to only one *per cent* PWD registered in the live register each year between 1998 and 2000. The Government failed to ensure three *per cent* reservation of PWD in poverty alleviation schemes, thus depriving them of the opportunity of economic rehabilitation. Adequate steps for non-discrimination of PWD in transport, on road and in the built-in environment had not been taken. Performance of National Institutes, which were to play a lead role in providing rehabilitation services to PWD, was not encouraging. There was a shortfall of 69 *per cent* in achievement of the target set for organising camps for distribution of aids/appliances by National Institute of Rehabilitation Training and Research. There was no arrangement for post fitment care of beneficiaries to whom aids and appliances were distributed in camps organised by the Institute of Physically Handicapped and the National Institute of Orthopaedically Handicapped. The Rehabilitation Council of India (RCI) is an apex-level institution responsible for regulating the training and education of rehabilitation personnel. RCI imparted training to only 13007 Medical Officers under National programme on 'Orientation of Medical Officers' (43 *per cent* of the target). The National Handicapped Finance and Development Corporation (NHFDC) was established in 1997 to promote economic

development activities and self-employment ventures for the disabled. However, efforts in making PWD productive contributors to the national economy through the schemes of NHFDC were characterised by delays in loan processing and disbursement, and lack of committed State channelising agencies.

Various schemes launched for the welfare of the disabled suffered from deficiencies in planning and implementation resulting in the benefits not reaching the target groups. The National Programme for Rehabilitation of Persons with Disabilities (NPRPD) launched by the Ministry during 1999-2000, as a step in the direction of innovative, strong and focused effort for providing services to the disabled at their door step, failed to achieve much even after four years and release of Rs. 104.13 crore by the Ministry. This was due to the slow pace of identification and training of Community Based Rehabilitation Workers (CBRWs) and Multipurpose Rehabilitation Workers (MRWs), provision of multipurpose kits to MRWs and development of district and State level resource centres. To decentralise rehabilitation services, the Ministry launched (1999) the District Disability Rehabilitation Centre (DDRC) Scheme. Out of 132 DDRCs, only 45 were functional of which 19 did not have specialised staff.

To facilitate delivery of various services to PWD by voluntary organisations, the Ministry was administering 5 grants-in-aid schemes through NGOs, which were later merged to form 'Scheme to promote voluntary action for PWD (Umbrella Scheme)' and Assistance to Disabled Persons for Purchase/ Fittings of Aids and Appliances. Under these schemes imbalances in release of funds to NGOs with reference to the number of PWD residing in those States were noticed. Andhra Pradesh, which had 7.68 *per cent* of total PWD population in the country, received 21.20 *per cent* of the total release while Delhi with 1.37 *per cent* of PWD in the country received 11.34 *per cent* of total release. In sharp contrast, Bihar, Gujarat, Madhya Pradesh, Maharashtra and Rajasthan, where 34 *per cent* of PWD resided, received only 10 *per cent* of the total release. Although grants-in-aid to NGOs are sanctioned by the Ministry only on the recommendation of the State Social Welfare Departments/National Institutes, these details were not available with the State Social Welfare Departments in respect of 10 States. Eleven non-existent NGOs were given assistance of Rs. 1.38 crore.

The PWD Act provided for a Central Co-ordination Committee (CCC), Central Executive Committee (CEC) and State Co-ordination Committee (SCC) and State Executive Committee (SEC) at State level which were responsible for reviewing and coordinating the activities of all government departments and non-government organisations, and monitoring and evaluating the impact of policies and programme designed for achieving equality and full participation of PWD. These core committees did not even meet regularly. The shortfall in their meetings ranged between 43 and 100 *per cent* at State level, and 50 *per cent* at Union level.

To assist the programme authorities in rectifying the deficiencies in implementation of the programme, certain measures have been suggested in the report. A summary can be seen at paragraph 12 of the report.

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT

Empowerment of the Disabled

1 Introduction

1.1 Background

The Constitution of India provides (Entry 9 of List-II of the Seventh Schedule) that the State shall offer relief and help to the disabled. Article 41 of the Constitution states that the State shall, within the limits of its economic capacity and development, make effective provisions for securing the right to work, to education and to public assistance in cases of disablement. The Ministry of Social Justice and Empowerment has therefore been implementing various programmes for the treatment, rehabilitation, welfare and economic development of persons with disabilities (PWD), with the assistance of State Governments and Non-Government Organisations (NGOs).

Recent years have witnessed growing awareness and several significant landmarks in dealing with the disabled both at the national and international levels. The Economic and Social Commission for Asia and Pacific (ESCAP) declared 1993 to 2002 as the Asian and Pacific Decade of Disabled Persons. In response, Parliament enacted, in 1995, 'The Persons with Disability (equal opportunities, protection of rights and full participation) Act, 1995'. People with disabilities are now perceived as partners in nation building rather than objects of welfare and charity.

1.2 Organisational structure

Empowering the disabled is a multi-sectoral and collaborative endeavour of various Ministries/Departments of the Government of India, viz, Ministries of Social Justice and Empowerment, Health, Labour, Urban Development, Rural Development and Department of Women and Child Development and Department of Education. The Ministry of Social Justice and Empowerment acts as the nodal agency in the welfare programmes for persons with disabilities. National/Apex level institutions and corporations were established under its administrative control to provide rehabilitation services to the disabled. State level government agencies and NGOs also provide rehabilitation services and support to persons with disabilities. These NGOs get financial, technical and administrative support from the Government. **Annex-I** depicts the framework through which programmes for the disabled are organised through various agencies.

2 Scope of audit review

2.1 Audit objectives

The review seeks to examine the efficiency, economy and effectiveness of implementation of various programmes for the welfare of the disabled with reference to the PWD Act, 1995. Accordingly, audit examined factors that impinge critically on efficient and cost effective implementation of the various schemes like role of apex level institutions in rehabilitation of the disabled, coordination among various implementing agencies, institutional support to voluntary organisations, utilisation of resources and adequacy and effectiveness of monitoring. The review covers the functioning of the Ministry of Social Justice and Empowerment, National/Apex-level institutions and NGOs working in the area of rehabilitation of the disabled, State and District Social Welfare Departments during the period 1998-99 to 2002-03.

2.2 Audit methodology and sampling

Records, data and information relating to the period 1998-99 to 2002-03 were examined in the Ministry of Social Justice and Empowerment and in the National/Apex level institutions working in the area of rehabilitation of the disabled. A test check was also carried out in 32 States/ Union Territories covering Departments of Social Welfare and 157 districts for the period 1998-99 to 2002-03 (relevant details are contained in **Annex-II**). Parameters for selecting districts for test check included the level of programme expenditure and the incidence of disabilities in these districts.

3 Survey of PWD

For the effective delivery of rehabilitation services, it was necessary to have a reasonably accurate idea of the number and type of disabilities. However, no accurate information was available on the prevalence, degree and kinds of disability. Only a few sample surveys at discrete points of time were conducted. In a sample survey conducted by NSSO in 16 States in the year 1991, the incidence of physical or sensory disabilities in the country was estimated at 1.9 *per cent* i.e. 1.61 crore persons in 1991. NSSO had also conducted a separate survey (Report No 391) of children (age 0-14 years) in all the States and UTs in 1991 and indicated that 29 out of 1000 children in urban areas and 31 out of 1000 children in rural areas had delayed development which was mainly associated with mental retardation. Thus, prevalence of disabilities in the country was around five *per cent*. The rural-urban ratio was 2:1.6 indicating that incidence of disability was more among the backward/poor and disadvantaged sections of society.

A question on disability was included in the Census of India 2001, for which data was awaited from the Registrar General of India. The NSSO conducted another survey on disability in its 58th round (January - December 2002) and the draft report was available.

The Ministry did not possess any reliable data on the numbers and categories of disabled in the country, which was essential to estimate the resource requirements and facilitate the preparation of a well-considered action plan.

The Ministry replied in December 2003 that it relied on the NSSO to conduct surveys on disability-related matters at ten year intervals and the data supplied by NSSO, on the basis of sample surveys, was adequate to facilitate planning and allocation of resources. It appreciated the need to have detailed data at grass-root levels regarding names, address, gender, age and nature of disability for each disabled individual. It had therefore, advised District Administrations through State Governments to collect detailed information on persons with disabilities within their jurisdiction.

However, there is considerable time lag between surveys conducted by Census of India/NSSO and the results becoming available. Since success of the programmes hinges on proper planning based on timely data, it is essential that a system is devised by the Ministry for collection and consideration of periodical data on disability at grass-root level.

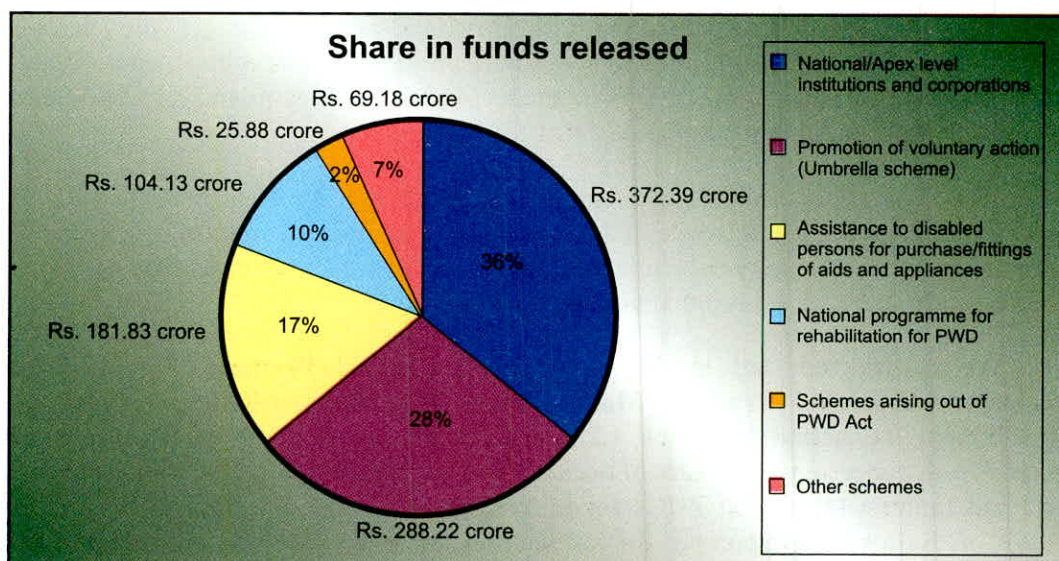
4 Flow of funds

The Ministry of Social Justice and Empowerment allocated and released the following amounts to the programme for the welfare of the disabled during the period 1998-99 to 2002-03:

(Rs. in crore)

Year	Budget Estimates			Revised Estimates			Actual Expenditure		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
1998-1999	142.04	23.81	165.85	114.25	26.88	141.13	107.63	26.11	133.74
1999-2000	180.20	24.49	204.69	148.27	28.97	177.24	134.80	29.29	164.09
2000-2001	230.61	31.06	261.67	229.30	28.81	258.11	217.83	28.82	246.65
2001-2002	233.38	28.51	261.89	240.95	33.37	274.32	238.04	33.74	271.78
2002-2003	206.55	30.86	237.41	192.37	31.32	223.69	194.05	31.32	225.37
Total	992.78	138.73	1131.51	925.14	149.35	1074.49	892.35	149.28	1041.63

The share of the various components of the scheme of the total amount of Rs. 1041.63 crore released during 1998-2003 is shown below:



Despite being the nodal Ministry, the Ministry had no details of budgetary provisions made and expenditure incurred against these by other Ministries on schemes benefitting PWD.

The Ministry stated in December 2003 that the office of the Chief Commissioner for Persons with Disabilities (CCPD) had been asked to collect information on the budgetary provisions made and expenditure incurred by other Ministries/Departments and Institutions under the Government of India. However, the CCPD had earlier (June 2003) stated that he had requested the concerned Ministries/Departments for the information but it was not forthcoming.

5 The implementation of PWD Act

The landmark legislation for the disabled, viz., the **Persons with Disabilities (equal opportunities, protection of rights and full participation) Act, 1995** (PWD Act) provides a comprehensive national mandate for the elimination of discrimination against PWD in the area of education, employment, public transportation and access to public buildings and services in all walks of life.

5.1 Prevention and early detection of disabilities

Section 25 of the PWD Act provides that in order to prevent the occurrence of disabilities, the appropriate Governments¹ and the local authorities will (a) undertake surveys, investigations and research concerning the cause of occurrence of disabilities, (b) promote various methods of preventing disabilities, (c) screen all children at least once in a year for the purpose of identifying 'at risk' cases; (d) provide facilities for training to the staff at the primary health centres (PHCs), (e) sponsor awareness campaigns and disseminate information for general hygiene and (f) take measures for pre-natal, perinatal and post-natal care of mother and child.

The Ministry of Health and Family Welfare is responsible for – (a) prevention of disabilities through programmes like leprosy eradication, blindness control, immunisation etc., (b) training of PHC workers. However, the Ministry of Health and Family Welfare has no ready information on number of trained PHC workers.

The Department of Women and Child Development is responsible for- (a) supplementing nutrition through ICDS, and (b) conducting training courses for anganwadi workers for early detection and timely prevention. However, the Department informed audit that it was not implementing the PWD Act.

Audit observed that in the States of **Arunachal Pradesh, Assam, Delhi, Jharkhand, Himachal Pradesh, Maharashtra, Meghalaya, Sikkim, Tripura and West Bengal**, no action had been taken for conducting surveys, investigations and research work concerning the cause of occurrence of disabilities, identification of 'at risk' cases and training to staff at PHCs for prevention and early detection of disabilities. Though a National programme for orientation of PHC doctors on rehabilitation management and training of master trainers was undertaken in **Meghalaya** by the State

¹ Appropriate government means Union Government or the State Government, as the case may be.

Resource Centre (SRC), Shillong in March 2002, no statistical information regarding year-wise number of training programmes held, staff targeted to be trained, number actually trained and expenditure involved could be made available to audit.

In **Andhra Pradesh**, trained PHC staff were not available in PHCs of five districts (East Godavari, Mahaboobnagar, Nalgonda, Prakasam and Vishakhapatnam) out of seven districts test checked. In **Bihar**, no state policy was formulated for prevention and early detection of disabilities. In **Chhattisgarh**, no steps were taken for prevention and early detection of disabilities by screening all children for identifying at risk cases and for providing pre-natal and post-natal care of child and mother. In **Haryana**, a survey to identify the disabled was conducted during 1998, whereafter no survey was conducted. **Karnataka** could not produce any record for conducting of investigations and research concerning causes of occurrence of diseases. Screening of all children for identifying 'at risk' cases had been done only in the districts of Bangalore Rural, Chamarajanagar, Kopal, Mysore and Raichur by the Directorate of Welfare of the Disabled and by the Department of Women and Child Development. Details of training facilities for the staff at PHC for prevention and early detection of disabilities were not furnished by the Department.

Out of 1194 PHCs in 45 districts of **Madhya Pradesh**, only 400 PHCs had trained staff. Out of 1814 Medical Officers of PHC targeted for training with the help of Rehabilitation Council of India, only 241 (13 *per cent*) were trained. No training was imparted after March 2002, due to non-sponsoring of Medical Officers by the Director, Health Services. In **Orissa**, out of a total of 2636 Medical Officers targeted for training, only 321 were trained between October 1999 and February 2003. The shortfall of 88 *per cent* was attributed to poor attendance of Medical Officers for training.

In **Rajasthan**, 68 campaigns were held during 2002-03 for screening of children for the purpose of identifying 'at risk' cases in Sawai Madhopur. No such campaign was held in the districts of Bhilwara, Udaipur, Tonk, Dausa and Sikar during 1998-2003. The District Disabled Rehabilitation officers of four test-checked districts (Kancheepuram, Cuddalore, Madurai and Tiruvannamalai) of **Tamil Nadu** stated that comprehensive camps were conducted in two blocks every year in each district for screening of children with disabilities. However, the camps were only for assessing the requirements of already identified persons, and no action for early detection was taken in these camps.

In **Uttar Pradesh**, the concerned District Magistrates (DMs) had been instructed to undertake the surveys. However, no evidence of survey was made available to audit. No investigation, research work and screening 'at risk' cases once in a year were undertaken. In **Pondicherry**, the Director had neither conducted any survey, investigation and research concerning the causes of disability nor produced any records for screening of children at least once in a year.

The Ministry stated (December 2003) that the audit comments had been sent to the States for follow-up action and report.

5.2 Education

(A) Development of educational infrastructure for PWD

Under Section 26 of the PWD Act, appropriate Governments and local authorities are required to (a) ensure that every child with a disability has access to free education in an appropriate environment till he/she attained the age of eighteen years, (b) endeavour to promote the integration of students with disabilities in the normal school, (c) promote setting up of special schools in Government and private sector for those in need of special education, in such a manner that children with disabilities living in any part of the country have access to such schools, and (d) endeavour to equip the special schools for children with disabilities with vocational training facilities. Section 27 provides for the formation of schemes for non-formal education and providing every child with a disability free special books and equipment needed for his education.

The Department of Secondary and Higher Secondary Education, Ministry of Human Resource Development is responsible for extending integrated education for PWD. However, audit inquiry revealed that the Ministry had no information regarding disabled children in the normal schools and availability of trained teachers in such schools, and was in the process of collecting it. The Ministry of Social Justice and Empowerment stated in December 2003 that the draft NSSO report for the 58th round indicated that around 45 *per cent* of the children with disabilities were enrolled in regular schools. However, the reply of the Ministry does not indicate availability of precise information with the Ministry of Human Resource Development regarding number of disabled children enrolled in the normal schools and availability of trained teachers in such schools.

No action was taken to implement these provisions of the PWD Act in **Arunachal Pradesh, Assam, Punjab, Sikkim and Uttar Pradesh.**

In **Bihar**, to integrate PWD into the mainstream of technical and vocational education, 8814 PWD were identified within the geographical periphery of the polytechnics of the districts of Gopalganj, Patna and Saharsa. However, formal training courses were not started in any of these polytechnics as of March 2003 despite permission (December 2002) of the All India Council of Technical Education (AICTE). Besides, non-formal training was to be provided to 100 inmates during a year in each polytechnic. Against this, in Patna, Saharsa and Gopalganj polytechnics, only 107 out of 300 handicapped persons were imparted training during 2002-03. Eight residential schools for blind, deaf and dumb children in the State had a combined capacity of 376 inmates. The total number of disabled children as on date in the State was not available but according to the records of Bihar Education Project, the number of disabled children in the age group of six to fourteen years in 78 blocks of the State was 55368. Only a negligible number of disabled children resided in schools.

In **Chhattisgarh**, the nodal department could not furnish data regarding number of disabled children provided free education vis-à-vis the total number of disabled students attending educational institutions while the State Government allocated Rs. 1.58 crore for integrated education scheme, less than one third was actually spent leading to a saving of Rs. 1.11 crore.

In **Himachal Pradesh**, no special schools were set up by the Government during 1998-2003. The State Coordination Committee (SCC) directed the Education department to identify such children who could not continue their studies after 5th class and to impart functional literacy to children in the age group of 16 and above. However, the nodal department had no information on the status of implementation of SCC directions. It was noticed that 991 disabled children availed of the benefit of non-formal education through Anganwadi centres in the State during 2001-03. According to the 1991 survey, in **Karnataka** 0.90 lakh disabled children were in the age group of 7-14 years. However, only 0.28 lakh (31 *per cent*) were studying in special schools. Vocational training was provided only in 16 schools with a total strength of 1066 children. Thus, only a fraction of disabled children was school-going/provided with vocational training. In **Mizoram**, the Government had not opened any special school or provided part time formal or non-formal education. Two special schools were in operation only in Aizwal district, which were set up by NGOs.

In **Meghalaya**, six special residential schools were run by NGOs and one more school was opened with part time classes for PWD. No special books and equipment were provided to disabled children. While the consolidated position of the number of special schools for disabled in **Rajasthan** was stated by the Education department as NIL, there were three special schools (Jaipur: 2, Udaipur: 1) in eight test checked districts. The centrally sponsored integrated education scheme was made applicable in 23 upper primary and 18 senior secondary schools in Rajasthan. The assistance of the Government of India for this scheme was conditional on the provision of professionally qualified staff. However, out of 82 teachers in position as of March 2003, only five were trained with one year special education course, 49 teachers were provided with five days innovative training and no training was imparted to the remaining 28 teachers. Two hundred and ninety five disabled children of four Government schools were charged fees, contrary to the PWD Act which provided access to free education to every child with disability aged upto 18 years. Although there were three special schools for children with disabilities in **Tripura**, there was no scheme for non-formal education during 1998-99 to 2002-03. In the six test-checked districts of **Tamil Nadu**, no action had been taken for imparting non-formal education to the disabled. Information about special schools were furnished to audit in respect of three districts (Madurai, Tiruvannamalai, Cuddalore) only. Following was noticed in a review of the 33 schools functioning in these districts:

i. The intake of students in these schools were far below the sanctioned strength. The Headmaster of Government school for the Blind, Madurai attributed the low admission in that school to the fact that NGOs were also running schools for the visually challenged in Madurai District and there were 22 integrated schools where the visually challenged could study alongwith normal students. Moreover, students were not willing to seek admission in the schools that had classes only upto VI standard. Since modern equipment and other vocational training facilities were available in schools run by NGOs in Madurai, the admission in this school was declining rapidly, leading to doubt about the very necessity of continuing this school or upgrading it to the level of those run by NGOs.

ii. In Government school for deaf in Cuddalore, 25 out of 87 students in various classes were without hearing aids, which were essential for them. In Rangammal Memorial Higher Secondary School for the Deaf, Tiruvannamalai District, a school run

by NGO, 118 students out of 212 had no hearing aids, as of April 2003.

In **Andaman and Nicobar Islands**, no special school for the disabled children had been established. However, 942 children were provided education in 125 normal schools with the services of 24 multi skilled Trained Primary School Resource Teachers IED in different categories of disability and with the use of special aids and appliances and with modification/substitution/omission in the normal syllabus.

(B) Research for new assistive devices and setting up of teachers training institutions

Section 28 of the PWD Act stipulates that the appropriate Governments would initiate or cause to initiate research by officials and NGOs for the purpose of designing and developing new assistive devices, teaching aids, special teaching material or such items as are necessary to give a child with disability equal opportunities in education. Under Section 29 the appropriate Governments are required to set up teachers' training institutions to develop trained manpower for schools for children with disability.

The Department of Secondary and Higher Secondary Education, Ministry of Human Resource Development is responsible for developing teachers' training programme. The Department stated that it was collecting information on teachers' training. **The lack of data with the department indicated that it had not monitored the programme at all.** The Ministry of Social Justice and Empowerment stated in December 2003 that 1038780 teachers were trained under Mass Teacher Training, 171217 teachers had undergone 3-5 day orientation programmes and 4066 teachers were imparted 45 day teacher training in 18 States covering 2261 blocks. The information however, does not specify the period to which it pertains.

These provisions of the PWD Act were not implemented in the States of **Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Delhi, Jharkhand, Himachal Pradesh, Mizoram, Punjab, Tripura, Uttar Pradesh** and in the UTs of **Andaman and Nicobar Islands** and **Pondicherry**. The Government of **Haryana** did not set up any institution for teachers' training. However, the District Red Cross Society, Rohtak was providing teachers' training facilities for the welfare of the mentally handicapped. In **Meghalaya**, one teachers' training centre was opened at Tura, but no funds were provided to the nodal department for the purpose and no teacher was trained/manpower developed. No action was taken for research work as envisaged in the Act.

The Government of **Maharashtra** had not taken any action to initiate research for designing and developing new assistive devices, teaching aids, etc. The Government did not establish any teachers' training institutes. However, 14 institutes run by voluntary organizations were imparting the said training. In **Orissa**, no research had been undertaken for designing new assistive devices, teaching aids, etc. 261 teachers were targeted to be trained under the District Primary Education Programme to improve quality of education imparted to children with special needs. However, only 82 teachers were trained.

In **Rajasthan**, the Director Social Welfare Department stated that three training institutions were being run in the State. However, only two institutes at Jaipur and

Sriganganagar were functional. The institute at Bhilwara was non-functional. Scrutiny of records in Rehabilitation Teachers' Training Centre (RRTC) for the mentally retarded, Jaipur, revealed that RRTC was conducting ten months' programme for Diploma in Special Education for the mentally retarded. According to the prospectus of admissions for 2000-01, a period of three months' internship was prescribed during which the trainee was to work fulltime in the Centre. However, 18 trainees in 2000-01, 19 trainees in 2001-02 and 16 trainees in 2002-03 were declared passed without internship training. The training, thus, remained incomplete.

In **Tamil Nadu**, no action had been initiated to undertake research activities. Although, three teachers' training institutes were run by the Government (with a capacity of 75 trainees per year) and five by NGOs, the number of teacher trainees in these Government institutes ranged between 27 and 51 during 1998-2003, which was significantly low.

(C) **Comprehensive education scheme providing for transport facilities, supply of books, etc.**

Under Section 30 of the PWD Act, the appropriate Government is required to prepare a comprehensive education scheme for disabled children that provides for transport facilities, removal of architectural barriers from educational institutions, supply of books, uniforms etc., grant of scholarships to students, setting up of appropriate forums for the redressal of grievances of parents regarding the placement of their children with disabilities, suitable modifications in the examination system to eliminate purely mathematical questions for the benefit of blind students and those with low vision and restructuring of curriculum.

Audit scrutiny revealed that:

- The Ministry of Social Justice & Empowerment started a scholarship scheme for the disabled in the year 2002-03. **Thus, the scholarship scheme was introduced after a gap of seven years of enactment of the legislation.** The reasons for the this delay were not intimated by the Ministry. It accepted in May 2003 that it had not taken steps for the dissemination of information regarding availability of the benefits to PWD under the scholarship scheme.
- No comprehensive education scheme was implemented in the States of **Assam, Delhi, Haryana, Madhya Pradesh, Tamil Nadu and Tripura.**
- No action had been taken by the State Governments of **Andhra Pradesh, Jharkhand and Meghalaya** for removal of architectural barriers in schools and colleges.
- In 10 test checked districts of **Bihar**, only 66 *per cent* of the available funds of Rs. 57.00 lakh was utilised to pay stipend and scholarships to 1400 students against a target of 2112.

- In **Jharkhand** and **Karnataka**, no transport was provided to the disabled children and no alternative incentive was given to parents or guardians to enable their disabled children to attend classes.

The Ministry replied in December 2003 that the Ministry of Human Resource Development was in the process of revising Integrated Education of Disabled Children scheme (IEDC) to make it more comprehensive and to ensure that it complied with Section 30 of the PWD Act.

5.3 Employment

(A) Identification and reservation of posts for PWD in Government establishments:

Sections 32, 33, 36 and 37 of the PWD Act stipulate that the appropriate Governments will identify posts in their establishments, which can be reserved for PWD and at periodic intervals not exceeding three years, review the list of posts identified and update the list taking into consideration the developments in technology in the intervening period. Every appropriate Government is to appoint in every establishment such percentage of vacancies, not less than three *per cent* for PWD, of which one *per cent* of each shall be reserved for persons suffering from blindness or low vision, hearing impairment and locomotor disability or cerebral palsy, in the posts identified for each disability. Where in any recruitment year any vacancy cannot be filled up due to non-availability of a suitable person with disability or, for any other sufficient reason, such vacancy is to be carried forward in the succeeding recruitment year and if in the succeeding recruitment year also suitable person with disability is not available, it may first be filled by interchange among the three categories and only when there is no person with disability available for the post in that year, the employer shall fill up the vacancy by appointment of a person other than a PWD. Every employer is required to maintain records of PWD employed in his establishment in the format prescribed by the appropriate Government.

The Chief Commissioner for PWD (CCPD), who is to monitor the implementation of the PWD Act, stated in June 2003 that he had devised and circulated a format in August 2002 to obtain information on the status of employment of PWD in the Government of India, but the information had not been received from most of the Departments. The Ministry of Social Justice and Empowerment, stated that out of 156189 number of posts in the identified category in a total of 66 Ministries /Departments of the Government of India, 10075 disabled (6 *per cent*) persons were actually employed. However, the information in respect of 28 Ministries/ Departments pertained to the position as of January 2000 and for the remaining Ministries/Departments it pertained to January 1999. **The non-availability of upto date information (as of March 2003) either with CCPD or with the Ministry of Social Justice and Empowerment indicates that that the implementation of reservation provisions for PWD was not being effectively monitored.**

In **Andhra Pradesh**, the reports of State level Expert Committee and District level Expert Committees for identification of posts for PWD were awaited as of March 2003. In **Chhattisgarh, Jharkhand and Nagaland**, the posts that could be reserved for

PWD had not been identified and the policy of three *per cent* reservation for PWD had not been adopted. In **Assam**, only grade III and IV posts had been identified.

The Government of **Haryana** issued a notification in October 1997 for three *per cent* reservation of posts in all government departments for the disabled. No consolidated information was available regarding the total number of posts identified in Government departments for disabled persons, and the number that had been filled. In **Himachal Pradesh**, the State Government provided (December 1999) three *per cent* reservation to PWD in direct recruitment to Class I and Class II posts. It was noticed that only 14 posts in 9 out of 51 departments were identified in December 1999. The position was not reviewed/ updated after three years, although required under the Act. The nodal department had no information on posts filled nor was it called for from the concerned departments during 1998-2003. In **Madhya Pradesh**, the identification of posts for PWD was in progress.

In **Maharashtra**, posts for PWD at the Secretariat as well as field level were being identified by an Expert Committee, whose report was awaited as of July 2003. **Arunachal Pradesh, Gujarat, Meghalaya and Mizoram** had adopted the policy of reservation of three *per cent* in their establishments. However, the posts, which could be reserved for PWD, had not been identified. In the case of **Mizoram**, only the Directorate of School Education had identified four posts for locomotor disabled.

The Government of **Orissa** did not identify the posts to be reserved for the disabled. Further, instead of reserving three *per cent* of the vacancies, the General Administration Department of **Orissa** ordered in June 1996 that while filling up the vacancies it should be ensured that one person, belonging to any of the categories of ex-servicemen/physically handicapped/sports persons was selected for every 14 vacancies filled so as to ensure that they were recruited proportionately. This was not in consonance with the Act. In **Kerala**, 366 out of 1666 posts reserved for PWD during 1998-2001, were filled as of December 2001. Five hundred and fourteen of these reserved vacancies lapsed since these could not be filled within three years.

In **Rajasthan**, the list of posts identified by the Government of India under Section 32 of PWD Act was adopted *mutatis mutandis*. No information was supplied by the State Government about the number of vacancies advertised and reserved for the PWD, those filled and the number of vacant posts carried forward for the next year. In **Sikkim**, the policy of three *per cent* reservation had been adopted but identification of posts had not been carried out. The Social Welfare Department had requested (April 2003) the Department of Personnel, Administrative Reforms and Training to adopt the list of suitable jobs for the handicapped as issued by the Ministry of Social Justice and Empowerment. Out of around 31,000 State Government employees as of March 2003, there were only 19 disabled persons who were appointed on merit basis and not against reservation quota.

In **Tripura**, the report of the Committee for identification of posts was yet to be accepted by the Government (May 2003). In **Tamil Nadu** and **Uttar Pradesh**, identification of Group C and Group D posts had been done but Group A and B posts had not been identified. Identification of posts for the disabled had not been done in **Andaman and Nicobar Islands** administration. However, some posts were kept

reserved for the disabled. Out of 22,225 posts, only 322 posts (1.45 per cent) were kept reserved for the disabled. Further, out of 322 posts, 80 posts were yet to be filled up.

The Ministry supplied (December 2003) information updated upto March 2001 which revealed that representation of PWD in Groups A to D jobs under Ministries/Departments of the Government of India was 9975. It added that there was a lag in availability of data as this had to be collected by the Department of Personnel and Training from Ministries/Departments. It further stated that it had suggested to the States that the latter could use the list prepared by the Ministry for identification of posts pending finalisation of their own lists.

(B) Centrally Sponsored Scheme of Employment of Handicapped

The Union Government formulated a scheme designed to help the disabled persons in serving gainful employment either through Special Cells (SC) in normal employment exchanges or special employment exchanges (SEE) located throughout the country. Under the scheme, 80 per cent financial assistance is provided for maintenance of SEE or opening of a new SEE or for providing additional staff. Full financial assistance is provided for maintenance of SC for PWD in an employment exchange. Under Section 34 of the PWD Act, the appropriate Government may by notification, require that the employer in every establishment shall furnish such information or return as may be prescribed in relation to vacancies reserved for PWD that have occurred or are about to occur in that establishment to such Special Employment Exchange as may be prescribed and the establishment shall thereupon comply with such requisition.

The Ministry of Social Justice and Empowerment released Rs. 5.02 crore during 1998-2003 to 15 States/UTs for 40 SEE and 41 SC for PWD. The Ministry of Labour was required to monitor these exchanges and special cells. Audit scrutiny revealed that these SEEs and SCs could provide placement to one per cent PWD registered in the live register² each year between 1998 and 2000. Data beyond December 2000 was not compiled by the Ministry. **Non-availability of data on the performance of SC /SEE indicated poor monitoring by the Ministry.** The Ministry of Social Justice and Empowerment replied in December 2003 that Ministry of Labour circulated on a monthly basis, information regarding registration vis-à-vis placement of PWD through SEEs/SCs. However, no reason was supplied for non-compilation of data by the Ministry of Labour beyond December 2000.

Audit scrutiny of the performance of SEE/SC in various States/UT during 1998-99 to 2002-03 revealed that of the large number of PWD registered with them, only a fraction was sponsored for employment and of them very few were actually employed. Some details are shown below:

² Live register provides the total number of persons waiting for jobs as on a particular day.

State	No of PWD in live register during 1998-2003	Placement position		Remarks
		Sponsored	Employed	
Andhra Pradesh	12664	173	173	Number of PWD registering with SEE and SC was continuously declining since 1998-99.
Arunachal Pradesh				No SEE/SC existed. The State Government took up the matter with Government of India in October 1998, but no central assistance was received.
Assam	4647		70	The existing 23 district employment exchanges were declared (January 2000) as SEE, but no central assistance was received.
Bihar	6737	1058	26	Only 25 departments reported vacancies to SEE during 1998-2003.
Chhattisgarh				No SEE/SC was set up.
Delhi	7763	4706	N.A.	Employment Officer did not have information on placement of sponsored PWDs.
Gujarat	11020	10647	1328	
Haryana	10618		236	
Himachal Pradesh	6401	890	277	
Kerala	49270		6598	Out of 6598 placements, 6007 were purely temporary testing for a period of six months.
Meghalaya	300	12	12	
Mizoram				No SEE/SC existed.
Nagaland	605		Nil	
Orissa	1899	22	22	
Tamil Nadu	87364	4408	4408	
Tripura	3447	1262	111	Most of the establishment did not report vacancies to SEE.
Uttar Pradesh	12018	107	107	
West Bengal	15367	2691	146	
Andman Nicobar Island	360	285	02	

(C) Reservation in poverty alleviation schemes

Under Section 40 of the PWD Act, the appropriate Governments and local authorities are required to ensure that not less than three *per cent* of the beneficiaries in all poverty alleviation schemes shall be PWD.

Data supplied by the Ministry of Rural Development revealed that the PWD provided employment by the Ministry under its poverty alleviation scheme 'Swarnjayanti Gram Swarajgar Yojana' (SGSY) during 1999-2003 constituted less than one *per cent* as against the stipulated reservation of three *per cent*. No data was maintained in respect of coverage of PWD under Jawahar Gram Samridhi Yojana (JGSY). Under Indira Awas Yojana (IAY), PWD share was less than half *per cent* (27327) of the total allotment of 56,08,155 houses/plots etc. during 1998-2003.

Audit scrutiny revealed that in the following States the percentage of PWD beneficiaries of the poverty alleviation schemes, was far below the stipulated three *per cent* as shown below:

State	Period	Name of scheme	Total number of beneficiaries	PWD beneficiaries	Percentage of PWD beneficiaries
Andhra Pradesh	1998-2003	Poverty alleviation schemes	8,05,000	11,607	1.44
Arunachal Pradesh	1998-2001	Poverty alleviation schemes	18,635	Nil	Nil
Assam	1998-2002	IAY	1,87,000	2,696	1.44
	1998-2002	SGSY	46,061	317	0.69
Chhattisgarh	2000-2003	SGSY	78,625	294	0.37
Jharkhand	2000-2002	SGSY	37,368	97	0.25
	2000-2002	JGSY	99,017	1,634	1.65
	2000-2003	IAY	1,10,262	275	0.24
Madhya Pradesh	1998-2003	IAY	3,84,911	2,911	0.75
	1998-2003	SGSY	2,99,758	1,586	0.52
	1998-2003	JGSY	1296.47 lakh man days	5.98 lakh man days	0.46
Meghalaya	1998-2003	IAY, JGSY, SGSY	12,133	214	1.7
Nagaland	1998-2003	Poverty alleviation schemes	37,145	77	0.20
Orissa	1998-2003	IAY	8,53,233	952	0.11
Dadra & Nagar Haveli	1998-2003	SGSY	1,015	Nil	Nil

The Rural Development Department in Sikkim stated (March 2003) that beneficiaries under poverty alleviation schemes in the State were selected strictly on the basis of economic criteria. Thus, the provision of three *per cent* reservation remained unimplemented in the state.

5.4 Affirmative action

Under Section 43 of the PWD Act, the appropriate Governments and local authorities are required to frame schemes in favour of PWD for preferential allotment of land at concessional rates for certain purposes. However, no such preferential allotment of land was made in **Arunachal Pradesh, Assam, Jharkhand, Himachal Pradesh, Meghalaya, Mizoram, Sikkim, Tripura** and in **Andman and Nicobar islands** and **Pondicherry**.

While no schemes for allotment of land to PWD at concessional rates were framed in **Andhra Pradesh**, the Andhra Pradesh State Housing Corporation's allotment of land to the disabled ranged between 0.9 and 2.6 *per cent* during 1998-2002. The allotment of land to disabled persons was negligible in the test checked districts of **Uttar Pradesh**. In **Delhi**, the Delhi Development Authority had reserved 2.5 *per cent* of plots/flats for physically handicapped persons. However, no information on this issue was available with the Department of Social Welfare.

In **Rajasthan**, ten *per cent* of kiosks were to be allotted free under Mukhyamantri Rojgar Yojana (introduced in 2000-01) for the purpose of providing employment to PWD. Against the target of 2415 kiosks in eight test-checked districts, only 1259 (52 *per cent*) kiosks were allotted to the PWD. Only 1113 PWD were given possession of the kiosks. 75 PWD allottees of Sawai Madhopur, Udaipur, Dausa, Bhilwara and Sikar district were also charged the cost of kiosks. The district authorities of three test-checked districts (North 24 Parganas, Dakshin Dinajpur and Bardhaman) in **West Bengal** stated in

March 2003 that no action for preferential allotment of land to PWD had been taken. In Medinipur district, 0.0820 acre of land had been allotted for the welfare of PWD.

5.5 Non-discrimination

Sections 44 to 47 of the PWD Act stipulate that the appropriate Governments and local authorities will take appropriate steps for non-discrimination in transport, on the road, in the built environment and in Government employment. The Ministry of Urban Development which is responsible for providing for non-discrimination in the built environment, circulated in September 1998 model building bye-laws, containing provisions for barrier free built environment to all the State Governments and UTs for adoption.

No action for implementing these provisions had been taken in **Arunachal Pradesh, Assam, Jharkhand, Maharashtra, Mizoram, Sikkim, Tripura, West Bengal** and the **Union Territory of Pondicherry**. In **Chhattisgarh**, except for ramps in railway stations at Raipur and Bilaspur and Mantralaya Bhawan, Raipur, several facilities were not provided for disabled, i.e., (i) no auditory signal at red lights, (ii) no engraving on the surface of zebra crossing and edges of railway platform for blind persons, etc. In **Delhi**, only one auditory signal had been installed as of May 2003.

The State Access Committee constituted by the Government of **Orissa** for the purpose of ensuring barrier-free environment for the disabled, visited 52 offices in July 2001 and reported (August 2001) the non-accessibility of main entrances in most Government offices, absence of appropriate toilets non-accessibility of waiting spaces and floors and absence of slopes in case of lifts, etc. In **Rajasthan**, ramps were not provided even in the District Social Welfare offices themselves at Jaipur, Dausa, Sawai Madhopur, Kota and Bhilwara. In **Tamil Nadu**, no action was initiated for non-discrimination in the built environment, except for providing ramps in public buildings. As of March 2003, ramps had been constructed only in five District Collectorates. The ramps constructed in two Collectorates (Cuddalore and Madurai) were only upto the ground floor whereas the offices of the Collectors were functioning on the first floor of the buildings.

5.6 Social Security

Section 68 of the PWD Act stipulates payment of unemployment allowance by the appropriate government to PWD registered with SEEs for over two years. The Ministry stated (May 2003) that **Andhra Pradesh, Karnataka, Kerala, Himachal Pradesh, Manipur, Tamil Nadu** and the Union Territory of **Lakshdweep** provided unemployment allowances to PWD. However, audit noticed from the records of Governments of **Himachal Pradesh, Karnataka and Manipur** that while they were not paying such allowance to PWD, the States of **Haryana and Punjab** were paying such allowance to PWD. The Ministry again informed audit (December 2003) that **Andhra Pradesh, Haryana, Kerala, Maharashtra, Mizoram, Meghalaya, Punjab, Sikkim, Tamil Nadu** and UTs of **Andaman & Nicobar, Chandigarh, Daman & Diu and Pondicherry** were paying unemployment allowances. This information was also incorrect since audit of the records of States of **Maharashtra and Sikkim** revealed that unemployment allowance was not being paid in these States.

Recommendations

- **Even after eight years of enactment of the legislation, very little progress had been achieved in empowerment of the disabled with equal opportunities, protection of rights and full participation in the country's development process. The Ministry and State Governments need to focus greater attention on implementation of the provisions of the PWD Act. They need to increase public awareness about disabilities, their categories and facilities available, through effective advocacy.**

The Ministry replied (December 2003) that it had made good progress in the implementation of the PWD Act since it came into force. However, the claim is not tenable in the light of the audit findings mentioned in the preceding paragraphs.

- **Governments should adopt target-based approach for training of PHC staff for disability management of 'at risk' cases. Concerted efforts are also required to be made for conducting effective surveys, investigations as well as research concerning the causes of disabilities and dissemination of information on general hygiene. Separate training of medical students could be arranged. Paramedical workers especially public health nurses should be trained. There should be comprehensive school health programmes on disabilities and their causes and the latter should be monitored.**

The Ministry stated (December 2003) that the co-operation of the States was vital for deputing their doctors for training. It also stated that the Health Ministry, the Medical Council of India, the Nursing Council of India and such bodies had been requested to include modules on disability in the professional courses for medical and paramedical staff and to also include this subject in the refresher courses that were organised from time to time.

- **Determined efforts are required for development of educational infrastructure for PWD. Special attention is necessary for integration of disabled children in the normal schools and thereby in the mainstream of the society.**

The Ministry stated (December 2003) that there was a conscious effort to include children with disabilities in regular educational programmes through Sarva Siksha Abhiyan and special resources had been allocated for this purpose.

- **The process of identification of posts, should be completed expeditiously and serious efforts made to fill the posts reserved for PWD. The functioning of Special Employment Exchanges and Special Cells for PWD in the employment exchanges, needs to be reviewed to enhance their effectiveness.**

The Ministry stated (December 2003) that the Government of India was making all efforts in this direction. The fact, however, remains that the pace of identification of posts for PWD in States is still slow and SEEs and SCs could not provide rehabilitation to PWD upto the desired level.

- **Appropriate incentives in the form of tax rebate etc., to employers providing employment to PWD in the private sector could be considered. However, care would have to be taken to ensure that the incentives are not misused.**

The Ministry stated (December 2003) that the matter regarding incentives to employers providing employment to PWD in the private sector had been taken up with the Ministry of Finance.

- **Governments should ensure implementation of the provision for reservation of slots for PWD in all poverty alleviation schemes.**

The Ministry stated (December 2003) that three *per cent* reservation was provided in all poverty alleviation programmes through the Ministries of the Government of India. However, as already brought out earlier this provision had not been implemented fully.

- **It is a matter of concern that virtually no non-discriminatory measures had been taken for PWD in transport, on the road and in the built environment for removing various barriers. The work of providing facilities needs to be speeded-up substantially.**
- **Governments should ensure payment of unemployment allowance to PWD registered with Special Employment Exchanges for over two years as provided in the PWD Act.**

The Ministry stated (December 2003) that unemployment allowance was being paid in nine states and three Union Territories. However, the fact remains that a large number of States/UTs were not paying unemployment allowance.

6 National Institutes

In consonance with the policy of providing a complete package of welfare services to the physically and mentally challenged individuals and groups and in order to effectively deal with the multidimensional problems of the handicapped, the following six National Institutes have been established:

- (1) Indian Institute of Physically Handicapped (IPH), New Delhi (1976)
- (2) National Institute of Orthopaedically Handicapped (NIOH), Kolkata (1978)
- (3) National Institute of Visually Handicapped (NIVH), Dehra Dun (1979)
- (4) Ali Yavar Jung National Institute of Hearing Handicapped (AYJNIHH), Mumbai (1983)
- (5) National Institute of Rehabilitation Training and Research (NIRTAR), Cuttack (1984)
- (6) National Institute of Mentally Handicapped (NIMH), Secundarabad (1984)- Regional Centres at Kolkata, Mumbai and New Delhi.

These institutes are autonomous bodies, which are fully funded by the Ministry of Social Justice and Empowerment. The thrust areas of the National Institutes are manpower development (to conduct degree and diploma level courses) for delivery of services to the disabled persons, direct assessment and rehabilitative services, distribution/fitment of aids and appliances, organizing of out-reach activities/camps and research activities and development in all aspects related to the rehabilitation of the PWD. They run clinical services which include diagnostic, therapeutic and remedial services.

6.1 Availability of resources: Source, application and adequacy

The Ministry of Social Justice and Empowerment released Rs. 77.97 crore under Plan head and Rs. 86.11 crore under non-Plan head to the National Institutes during the period 1998-99 to 2002-03.

The institution-wise break-up of receipts and expenditure for the period is as follows:

Sl. No.	Name of the Institute	Grant-in-aid sanctioned by the Ministry		Receipts of Institutes				Expenditure		
		Plan	Non-Plan	Grant-in-aid		Internal Receipt	Total receipts	Plan	Non-Plan	Total expenditure
				Plan	Non-Plan					
1	IPH	6.80	15.99	6.80	15.99	4.00	26.79	6.56	19.68	26.26
2	NIHH	11.99	18.11	12.74	19.05	-	31.79	15.50	20.75	36.25
3	NIOH	6.97	11.20	6.97	11.16	11.38	29.51	12.51	23.96	36.47
4.	NIRTAR	19.69	14.02	19.69	14.02	-	33.71	15.03	11.38	26.41
5.	NIMH	18.66	9.96	19.92	9.88	-	29.80	5.22 *		5.22
6.	NIVH	13.86	16.83	13.86	16.83	-	30.69	14.13	19.46	33.59

* figures in respect of four schemes only

During the period 1998-99 to 2002-03, the Ministry of Social Justice and Empowerment also released Rs. 94.32 crore under Assistance to Disabled Persons for Purchase/ Fitting of Aids and Appliances (ADIP) scheme to NIs and Artificial Limbs Manufacturing Corporation Limited (ALIMCO).

6.2 Working of National Institutes

Audit scrutiny revealed the following:

(A) Human Resource Development

Institute of Physically Handicapped (IPH)

IPH offers two degree courses, namely, Bachelor of Physical Therapy (BPT) and Bachelor of Occupational Therapy (BOT) and is affiliated to the University of Delhi. The intake capacity of students for BPT and BOT course vis-à-vis students enrolled in these courses during 1998-99 to 2002-03 was as under:

Name of course	Intake capacity	Total Admission during the year				
		1998-99	1999-00	2000-01	2001-02	2002-03
BPT	35	30	33	27	33	32
BOT	35	16	30	29	26	28

During the last five years only 284 students were enrolled for the two courses against 350 available slots. The Ministry replied in December 2003 that enrolment against available seats was made every year. Students dropped out from the Physiotherapy/ Occupational therapy courses as they were able to secure admission in medicine/ dentistry courses in which they were more interested keeping career progression in view.

- Apart from the degree courses, the Institute was also conducting a Diploma Course of two and a half years in Prosthetic and Orthotic Engineering. The course was started in 1989, continued till 1994 and was discontinued during 1995 for upgradation purposes. The upgradation of the diploma course was still to be carried out as of May 2003. No reasons were given by IPH for delay in restarting the diploma course. The Ministry stated (December 2003) that the Institute secured affiliation from the University of Delhi for starting the degree course in 1998 (3-1/2 year duration). However, the duration of the course was stretched to four and a half years as prescribed by Rehabilitation Council of India. The matter of affiliation for the upgraded course of four and a half years is to be placed before the Academic Council in the first quarter of 2004. Thus, the upgraded course had not commenced even after a lapse of 8 years.
- There was a shortage of teaching faculty. As against 27 sanctioned posts of teaching faculty and clinical staff in Orthotic and Prosthetic Departments, the staff in position ranged from 13 to 21 during 1998-99 to 2002-03. The Ministry replied (December 2003) that attempts were under way to fill the vacancies quickly.
- There was no fulltime doctor for the assessment clinics.

Ali Yavar Jung National Institute of Hearing Handicapped (AYJNIHH)

- AYJNIHH was conducting 10 long-term diploma/degree/post graduation level courses to facilitate availability of trained manpower to serve the PWD. Audit analysis brought out that against 1269 slots available during 1998-2003 only 981 candidates were enrolled. The maximum shortfall was noticed in the years 2000-01 and 2002-03 when only 173 and 182 students respectively were enrolled against 263 slots available in each year. Course-wise analysis revealed that in two courses viz. Master of Education (Hearing Impaired) and Diploma in Hearing Language and Speech (DHLS) there were shortfalls in enrolment to the extent of 60 per cent to 80 per cent and 17 per cent to 42 per cent respectively.

The Ministry replied (December 2003) that the M Ed. (HI) Course had not been very popular as employment opportunities were not necessarily enhanced for teachers in the field of special education for the hearing impaired students even if they undertook this course. However, it was necessary to retain the course for development of faculty for

teaching B.Ed. (HI) Programme. Further, the Ministry accepted that Diploma in Hearing Language and Speech (DHLS) was not getting enough candidates since the eligibility criterion was HSC or equivalent with Physics, Chemistry, Biology and Mathematics which had since been revised to HSC with PCM or PCB.

(B) Services to PWD

Institute of Physically Handicapped (IPH)

- It was observed that the outreach services camps were organized by IPH on the request of State Governments/ Union Government. However, there was no record of any survey being conducted to identify the needs of the disabled before organizing the camps. The aids/appliances supplied in the camps were readymade items, like tricycle, wheelchair, collar, walking stick, Lumbo Sacral belt, sticks for the blind, etc. There were no records of follow up camps or interaction with patients through letters to know the extent of use of aids/appliances by the disabled persons and their impact on rehabilitation of the individual. IPH had also not made any arrangement for post-fitment care of the beneficiaries as envisaged under the scheme.

The Ministry admitted (December 2003) that due to limited staff availability the Institute did not have the infrastructure to do the surveys at field level. However, preliminary identification reports were taken from the District Administration.

National Institute of Rehabilitation Training and Research (NIRTAR)

- Out of Rs. 3 crore received by the Institute during 2002-03 for distribution of aids and appliance in the States of **Orissa, Chhattisgarh** and U.T of **Andaman and Nicobar Islands**, an expenditure of Rs. 80.61 lakh was to be incurred in conducting six distribution camps in **Orissa** at Sonepur (2 camps), Keonjhar, Nuapada, Boudh and Bolangir districts covering 2431 PWDs against which seven distribution camps were held covering only 742 (31 *per cent*) beneficiaries. The Director of the Institute stated in June 2003 that no camps were conducted in two districts (Boudh and Nuapada) due to poor response of the District Administration. Camps at Jagatsinghpur, Gandhi and Rasol were taken up to cover the target. However, there was still a large gap (69 *per cent*) between target and achievement. The Institute also could not make arrangement for post-fitting care of beneficiaries outside the periphery of the district centre, as envisaged under Assistance to Disabled Persons for purchase/ fittings of Aids and Appliances scheme.

The Ministry replied (December 2003) that the action plan prepared by the Institute at the beginning of the year was flexible and could be modified keeping in view the demand for camps and the cooperation extended by the District Administration.

National Institute of Orthopaedically Handicapped (NIOH)

- During the years 1998-99 to 2002-03, the Institute received grants-in-aid of Rs. 7.53 crore for purchase/fitting of aids and appliances against which expenditure of Rs. 6.62 crore (88 *per cent*) was incurred. Aids and appliances were distributed through camps organised with the assistance of NGOs. However, there was no arrangement for post fitting care of the beneficiaries to whom aids and appliances were distributed in the camps, although envisaged under ADIP scheme. The Ministry stated (December 2003) that NIOH had been directed to make better arrangements for post fitment care of beneficiaries.
- The Institute issued aids and appliances worth Rs. 1.75 crore to its eight sub-centres. It could not furnish details of camps organised by its sub-centres and list of beneficiaries to whom the aids and appliances were distributed. The Institute also could not produce evidence of distribution of aids and appliances worth Rs. 73.57 lakh in 12 camps. Undistributed material costing Rs. 11.54 lakh in respect of camps organised between July 1999 and March 2001 were not accounted for in the ledger till July 2003. The Institute identified but failed to provide aids and appliances to 9866 beneficiaries in 29 camps organised by it during 2001-02 and 2002-03. Reasons for non-distribution of aids and appliances were not on record. The Ministry replied (December 2003) that NIOH was carrying out the reconciliation of accounts with the District Disability Rehabilitation Centres attached with it.

(C) Extent of R&D work and its use:

National Institute of Visually Handicapped (NIVH)

Fourteen projects pertaining to Research and Development activities were undertaken and completed by the institute at a cost of Rs. 16.55 lakh. The results of these projects had not been published (May 2003) and disseminated among various institutes/NGOs engaged in betterment of PWDs. The Ministry replied (December 2003) that NIVH would be putting the findings of its R& D projects on its website.

- NIs did not take up special research work keeping in view special requirements of hilly areas, coastal areas and disabled women. The Ministry replied (December 2003) that IITs and ALIMCO had been requested to take up research in collaboration with National Institutes in the area of special requirements of hilly areas.
- The R&D work of NIs suffered due to illogical distribution of establishment of DDRCs amongst them. While assigning the establishment of a DDRC, the Ministry did not take into account geographical location of NIs and instead of assigning the work to the closest NI, another NI located at a far more distant place, was made responsible.

A few illustrations are as follows:

Location of DDRC	Implementing NI	Nearby NI/DRC
Ahmedabad	IPH, New Delhi	NIHH, Mumbai
Baroda	IPH, New Delhi	NIHH, Mumbai
Ferozpur	ALIMCO, Kanpur	IPH, Delhi
Salem	ALIMCO, Kanpur	DRC, Chengalpattu
Virudhunagar	ALIMCO, Kanpur	DRC, Chengalpattu
Ballia	IPH, New Delhi	ALIMCO, Kanpur
Jalpaiguri	NIHH, Mumbai	NIOH, Kolkata
Murshidabad	NIHH, Mumbai	NIOH, Kolkata

Since DDRCs were to be technically and financially supported by implementing NIs, their staff visited these centres frequently which had adverse impact on their academic and R&D projects. IPH stated in July 2003 that research and development activities could not be taken up as the existing technical supervisory staff concentrated more on DDRCs/CRC management and the camps. The Ministry while accepting that the work of setting up of DDRCs might have impacted regular work of NIs to some extent, stated (December 2003) that the benefit to the disabled persons because of the availability of decentralised rehabilitation services was several times greater. This possibly, could have been achieved with minimum disturbance to the regular activities of NIs by assigning the work to the nearest NI/DRC.

(D) Other points of interest

- **Diversion of income to Corpus Fund for payment of pension and gratuity:**

Test-check of records of NIRTAR for the period 1998-99 to 2002-03 revealed that the Ministry of Social Justice and Empowerment released Rs. 8.05 crore for implementation of the scheme of Assistance to disabled persons for purchase/fitting of aids/appliances on the basis of action plan prepared by NIRTAR. During the said period NIRTAR could utilise Rs. 5.08 crore under ADIP scheme and diverted Rs. 1.30 crore to Corpus Fund, leaving Rs. 1.67 crore unutilised as of March 2003. The Corpus Fund was set up by the Institute with effect from April 1995 and the GPF-cum-Pension scheme was introduced since March 1989, which had neither been approved by the Union Finance Ministry nor by the internal finance division of the concerned administrative Ministry. The Finance Ministry (Department of Expenditure), while expressing its inability to agree to the proposal of introduction of GPF-cum-Pension scheme in the Institute at par with that available to the Central Government employees, expressed no objection to introduction of pension scheme as long as it was based on voluntary, contributions from the employees without any liability on the part of the Government. But NIRTAR unauthorisedly diverted income of the Institute, which was meant for welfare of handicapped contrary to the provisions contained in the Memorandum of Association and instructions of the Ministry. The Ministry replied (December 2003) that the amount diverted to the Corpus was being recouped to ADIP account.

- AYJNIHH was required to create a Corpus Fund from its internal accruals to meet the liability on account of pensionary benefit of its employees. However, no such

corpus was created and expenditure on pensionary benefits of around Rs. 4.00 lakh per annum was met from the non-plan grant and Rs. 47.65 lakh (upto 2001-02) received by way of fees, charges etc, was shown as liability instead of creating a Corpus Fund. The Ministry stated (December 2003) that it was not feasible for the NIs to release the pension benefits through interest on the Corpus built up through internal accruals to the Institutes particularly since the interest rates were falling and the income from the Corpus would not be enough to meet the liability and as such should be met from the grants-in-aid released to the Institute under Non-plan. The reply of the Ministry is not tenable in the absence of any relaxation of orders by the Ministry of Finance.

- AYJNIHH released Rs. 1.18 crore to NIMH (National Institute of Mentally Handicapped, Secunderabad) during 1991-93 for being deposited with CPWD for taking up joint building construction project of AYJNIHH and NIMH at Bandra, Mumbai. Out of Rs. 1.18 crore, NIMH deposited Rs. 75 lakh with CPWD during 1991-93 and retained the balance amount with itself. Even after 12 years the work on the project had not started nor had the amount been refunded by CPWD or NIMH. The Ministry replied (December 2003) that plans had been modified and work order had been placed with CPWD and the balance amount would be adjusted against ERC Kolkata building project jointly funded by NIMH and NIHH.

Recommendations

- **Wide publicity through print and electronic media needs to be given to the courses run by the National Institutes and job opportunities available for the trained manpower. A common web-site for all the national institutes may also be considered where such information can be easily accessed.** The Ministry accepted the recommendation.
- **The National Institutes should give more attention to encouraging research and designing of appropriate appliances for PWD, keeping in view area specific requirements for the assistive devices.** The Ministry accepted the recommendation.
- **After conduct of every camp, proper follow-up measures through camp(s) or other methods should be taken for providing post-fitting care and to assess the functionality of aids and appliances provided through outreach camps and their impact on rehabilitation.** The Ministry replied that follow-up would be ensured through instructions to DDRC/ implementing agency that support NI in organising camps.

7 Working of apex-level institutions

7.1 Rehabilitation Council of India (RCI)

The Rehabilitation Council of India is a statutory body set up by the Government of India to regulate the training and education of rehabilitation professionals/ personnel and maintain a Central Rehabilitation Register. The Council standardises curricula and

lays down policy parameters regarding rehabilitation qualifications of various categories of professionals/personnel. During 1998-99 to 2002-03, the Council received grants-in-aid of Rs. 32.87 crore from the Ministry of Social Justice and Empowerment under Plan and Non-plan schemes and incurred expenditure of Rs. 30.40 crore.

Audit scrutiny revealed the following concerns:

- Rehabilitation Council of India prescribed certain norms like availability of minimum infrastructure viz adequate space, library, equipment, qualified faculty, affiliation with Board/ University and experience in respect of special education schools for their recognition by the Council. Out of 319 approved proposals for starting courses, 50 were test checked in Audit and it was noticed that the following prescribed norms were not observed as detailed below:-

S. No	Prescribed norm	Nature of deficiency pointed out	No.of cases involved
1.	State Government/UT Administration approval.	The State Government/UT administration approval was not on record.	21
2.	Standards of staff, space and equipment.	The staff strength and qualification were not as per RCI norms.	23
3.	Training and library facilities	Library facilities were not proper, equipment were also not adequate.	14
4.	University/ Board affiliation	University/ Board approval was not on record.	17
5.	Endowment/ Reserve fund (Rs. 3 lakh)	Endowment/ Reserve fund was not created as per norms.	30
6.	Annual Accounts/ audited accounts	Annual Accounts and audited accounts were not on record.	23
7.	Basic Amenities	Amenities like canteen, separate toilets for girls, common room, medical aid etc. did not exist.	9
8.	Bye-laws/Registration Certificates	Societies/Institutions had not submitted complete papers for registration.	25

The above indicates that norms prescribed for granting recognition to institutions running courses for rehabilitation professionals and personnel were not being followed. The Ministry stated (December 2003) that some conditional approvals were also given to a few organisations subject to removal of shortcomings in respect of infrastructural facilities like equipment, core/guest faculty, financial provision, etc. before commencement of the programme. There was no evidence on record regarding monitoring by RCI of removal of shortcomings by such organisations.

- Accreditation is a process of quality assurance whereby a programme in an approved institution is critically appraised at periodic intervals to verify that the institution or programme meets the norms prescribed by the Council from time to time. It was noticed in audit that against 162 recognised institutions upto March 2003, only 87 had applied for accreditation out of which only 29 were awarded accreditation status. This indicates that a number of institutions did not apply for accreditation. The Ministry stated (December 2003) that it was not mandatory for an institution to apply for accreditation status awarded by the Council. However, with only a small number (29) meeting the norms prescribed by RCI, the level of assurance regarding the quality of training provided to rehabilitation

professionals/personnel would be low, with consequential adverse impact on the programmes relating to PWD.

- The PWD Act, 1995 prescribes that training will be provided to the staff in the PHCs to help create better service facilities for the PWD in the country. The PHC network in India is an essential component of delivery of health services to people living in rural areas. The Government felt that by sensitising the Medical Officers working in the PHCs to the important aspects of disability prevention, early identification, intervention, referral and rehabilitation, valuable services could be rendered to the disabled people in the rural areas. Under the National programme on 'Orientation of Medical Officers' working in PHCs towards disability management, approximately 30,000 medical officers in the country were to be trained in 1151 batches in two years by RCI. Though the funds were received in July 1998, the programme started in July 1999 and only 13007 (43 per cent) Medical Officers were trained upto March 2003. The Ministry accepted (December 2003) that coverage had been low as the training was carried out at one or two centres in the larger States while the smaller states had to depute their doctors to other States. Since it was found that the doctors were unwilling/unable to be away from their duties for 5 to 6 days, RCI had decentralised the training further and training was being imparted even at district level in some of the States. The Ministry further stated that cooperation of the States in sparing their doctors for training was vital.
- RCI sponsors and organises Continuing Rehabilitation Education (CRE) Programmes for the professionals working at various levels. It was observed in audit that – (i) no targets were fixed during 2000-01 and 2001-02, (ii) during 2000-01 to 2002-03, expenditure of Rs. 1.01 crore was incurred as against the budget provision of Rs. 1.35 crore and (iii) no evaluation was conducted to know the impact of CRE programme on various categories of professionals. The Ministry stated (December 2003) that it had reviewed and revised themes and norms of the programme.

7.2 National Trust for Welfare of Persons suffering from Autism, Cerebral Palsy Mental Retardation and Multiple Disabilities:

The National Trust is a statutory body under the Ministry of Social Justice and Empowerment set up under the 'National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities' Act, 1999. The Trust started functioning from September, 2000. The National Trust was given a corpus of Rs.100 crore during 2000-2002 and its expenditure was met out of interest income from the corpus. During 2000-01 to 2002-03, it generated income of Rs. 18.31 crore and incurred expenditure of Rs. 9.15 crore on implementation of its schemes. The objectives of the Trust are mainly to enable and empower persons with disabilities to live as independently as possible within and close to the community to which they belong, to deal with problems of disabled persons who do not have family support, to evolve procedures for the appointment of guardians and trustees for such persons requiring protection, to extend support to registered organizations to provide need-based services

during periods of crisis in the families of persons with disability, and to do any other act which is incidental to the aforesaid objectives.

Audit scrutiny revealed the following areas of concern:

- **Inspection of relief institutions not conducted:** Between 2001 and 2003, 103 Relief Institutes were set up in 103 districts. Grants of Rs. 5.27 crore were given to them. No inspection had either been carried out by the National Trust or any agency appointed by it to evaluate the performance of these institutions. The Ministry stated (December 2003) that the period of two years of this pilot project was over and the Trust was getting the performance of each and every project and its impact on disabled persons evaluated through an external professional agency.
- **Non-formation of Local Level Committees (LLC) in all districts:** According to Section 13 of the National Trust Act 1999, every district having upto 10 blocks will have an LLC. Districts with more than 10 blocks may constitute one more committee under the overall chairmanship of the District Magistrate. The scope of the LLC may include a range of activities starting with primary awareness creation, campaign on causes of disability, service needs and provisions, inclusive education, promotion of positive health, skill development, rehabilitation service, family support, guardianship, right awareness, etc. It was observed by audit that only 368 LLC had been constituted in 368 districts out of the 602 districts in the country. It was also observed that utilisation certificates in respect of Rs. 36.34 lakh released as grants to LLC were pending as of June 2003. The Ministry stated (December 2003) that all the proposals received from various State Governments/District Magistrates had been processed and 403 LLC had been constituted in 27 States and 4 UTs.

8 Functioning of corporations

8.1 National Handicapped Finance and Development Corporation (NHFDC)

NHFDC was incorporated on 24 January 1997 under Section 25 of the Companies Act, 1956 as a not for profit Government company with an authorised capital of Rs. 400 crore. It functions as an apex institution for channelising funds to persons with disabilities through the State channelising agencies (SCAs) nominated by the State Governments or through NGOs (under Micro Finance Scheme). The Government had contributed Rs. 52.30 crore as equity to this corporation till December 2001.

The objectives of NHFDC are to –

- (a) promote economic development activities and self-employment ventures for the benefit of persons with disability;
- (b) extend loans to persons with disability for upgradation of their entrepreneurial skill for proper and efficient management of self-employment ventures
- (c) extend loans to persons with disability for pursuing professional/technical education leading to vocational rehabilitation/self employment

- (d) to assist self-employed individuals with disability in marketing their finished goods.

NHFDC provides loan to any Indian citizen with 40 *per cent* or more disability in the age group of 18 to 55 years whose annual income does not exceed a specified limit (Rs. 1.00 lakh in urban areas and Rs. 0.80 lakh in rural areas in 2001-02). The loan applications in prescribed format is to be submitted through the State channelising agency. Projects upto Rs. 1.00 lakh are sanctioned by SCA and application for loan exceeding Rs. 1.00 lakh are sanctioned by NHFDC. Project applications from NGOs under Micro Financing Scheme and Parents' Association for Mentally Handicapped are submitted directly to NHFDC. The loan amounts for various activities are as follows: -

Purpose	Amount
For setting up small business in service/trading sector	Upto Rs. 1.00 lakh for sales/handling activity and Rs. 3.00 lakh for service sector activity
For agricultural activities	Upto Rs. 5.00 lakh
For purchase of vehicles for commercial hiring	Upto Rs. 5.00 lakh
For self-employment of persons with mental retardation, cerebral palsy and autism	Upto Rs. 3.00 lakh
For setting up small industrial unit	Upto Rs. 5.00 lakh
For technical education/training	Loan limit as per requirement
Micro financing scheme	Upto Rs. 5.00 lakh for further disbursement Upto Rs. 15,000 for each disable person
Scheme for Parents' Association for mentally retarded person	Upto Rs. 5.00 lakh

Audit scrutiny revealed the following:

- NHFDC had not fixed targets for sanction/disbursement of loans. During the first year of operations, it had covered only 11 beneficiaries and only 10034 beneficiaries till March 2003.
- NHFDC had disbursed only 2 to 26 *per cent* of the available funds during 1997-98 to 2001-02. The remaining funds were kept in short-term deposits/savings bank and public deposit accounts. The Ministry admitted (December 2003) that loan disbursement to PWD could not be enhanced due to lack of committed SCAs in many States and UTs. The Ministry stated that NHFDC had recently entered into an MOU with the Oriental Bank of Commerce and Punjab & Sind Bank to extend concessional long-term credit to PWD and then seek refinance from NHFDC.
- There was a time lag between the State Channelising Agencies (SCAs) getting the grants and disbursing them as loan. Out of Rs. 31.08 crore disbursed to SCAs by NHFDC since its inception in 1997 to March 2003, Rs. 14.45 crore was lying undisbursed with SCAs (June 2003). Although there was a provision till December 2001 of penal interest to be charged for such non-disbursement, NHFDC did not raise any demand for recovery of penal interest on SCAs for non-utilisation. This deterrent of penal interest to be charged on SCAs for non-utilisation was discontinued from December 2001.

- The recovery from the SCAs was very poor and was between zero *per cent* and 61 *per cent* during the period 1997-98 to 2001-02. The outstanding amount as of March 2003 stood at Rs. 3.32 crore which included Rs. 2.98 crore on account of principal and Rs. 0.34 crore on account of interest. The Ministry stated (December 2003) that the recovery was at the level of 70 *per cent* in November 2003.

The State-wise performance of SCAs was as follows:

In **Assam, Jharkhand, Karnataka and Andaman and Nicobar Islands**, no loan had been sanctioned to PWD. The Government of **Bihar** nominated (February 1997) the Bihar State Backward Class Development Corporation as the channelising agency which received 1405 loan applications from PWD, but the Corporation did not provide loan to any of the PWD because the 'Block Government Guarantee' which was the pre-condition for release of loan from NHFDC, was not given by the State Government as of March 2003. In **Gujarat**, the Gujarat Womens' Economic Development Corporation (GWEDC) was nominated (February 1998) as SCA. However, due to insufficient staff, GWEDC was not able to cope with the work. Hence the Government of **Gujarat** nominated (September 2000) the Gujarat State Finance Corporation as SCA in place of GWEDC. During 1998-2000, out of 959 loan applications received by GWEDC, 542 were rejected, 180 were recommended to NHFDC and 237 were pending. The 180 loan application cases amounting to Rs. 94.82 lakh were sanctioned by NHFDC. However, actual disbursement was made only in 146 cases amounting to Rs. 77.76 lakh. In **Punjab**, during 1999-2000, loans in sixteen cases were sanctioned for Rs. 8.79 lakh but disbursements were made only in six cases for Rs. 3.52 lakh. In the remaining ten cases, loans could not be disbursed due to non completion of legal formalities and the balance amount of Rs. 5.27 lakh was refunded to NHFDC. Thereafter neither were funds received nor was any SCA nominated as of May 2003. The Punjab Financial Corporation was declared as SCA in 2001, but it expressed its inability to execute the scheme.

The Government of **Rajasthan** nominated (1997) the Rajasthan Scheduled Caste and Scheduled Tribe Finance & Development Co-operative Corporation (RSFDCC) as SCA. Out of 1342 loan applications received by RSFDCC, 1106 applications were sanctioned by NHFDC, 32 applications were pending with NHFDC and 204 applications were returned to RSFDCC for various deficiencies. The Government of **Sikkim** had entrusted SC/ST/OBC Development Corporation (SABCO) in April 2000 as the SCA. However, SABCO did not implement any scheme in the State from the assistance that would have been available from NHFDC. In **Tripura**, out of 195 loan applications received by the SCA between 2000-03, 172 applications were still pending with the SCA.

In **West Bengal**, the Women Development Undertaking was appointed as SCA. During 1998-2000, the SCA did not receive any application. Out of 652 loan applications received during 2000-03, 353 cases were sanctioned by NHFDC/SCA, and disbursement was made in 163 cases. The delay in disbursement was attributed to the non-availability of guarantor (government employee), non-execution of bond and other formalities like income certificate, proof of age, etc.

The Government of NCT of **Delhi** appointed the Delhi Scheduled Caste Financial and Development Corporation Limited (DSCFDC) as SCA. However, the latter had not

started functioning as an SCA as of June 2003. In **Pondicherry**, NHFDC released Rs. 11.94 lakh in March 1999 and March 2001 to Pondicherry Corporation for Development of Women and Handicapped Persons. It was seen that the Corporation spent Rs. 5.53 lakh during 2000-03 to assist 361 persons. Schemes for the benefit of handicapped persons envisaged by NHFDC were not implemented in **Uttaranchal** due to the failure of the State Government to extend guarantees on the loans raised from NHFDC.

Thus, NHFDC could disburse to the PWD only a small portion of the funds available with it. There were considerable delays in processing of loan applications received from PWD and disbursements to the beneficiaries. The beneficiary figure indicates that the impact of economic rehabilitation of the PWD through NHFDC schemes was yet to be felt.

Recommendation

- **The loan facilities extended by NHFDC/SCAs need to be well published and an effective system devised to reduce delays in processing and disbursing of loans to PWD.** The recommendation has been accepted by the Ministry.

9 Dedicated schemes and programmes

9.1 National Programme for Rehabilitation of PWD (NPRPD)

NPRPD was launched as a State Sector Scheme in the year 1999-2000 to:

- (a) create service delivery system at State, District, Block and Gram Panchayat level;
- (b) provide services to PWD, specially those living in the rural areas; and
- (c) create awareness for prevention of disabilities.

The scheme was based on Community Based Rehabilitation approach combined with institutional support at District and State level. The scheme provides for two Community Based Rehabilitation Workers (CBRWs) for every Gram Panchayat, two Multipurpose Rehabilitation Workers (MRWs) in every Block, one District Referral and Training Centre in the district covered and one State Referral Centre.

Review of the NPRPD scheme by Audit brought out the following: -

- i. **Non-provision of Funds :** Funds for the first three years were provided by the Ministry. During 1999-2002, the Ministry released Rs. 104.13 crore to 35 States/Union Territories for implementation of the scheme in 82 identified districts. Thereafter, no funds were released by the Union Government. Barring the Administration of two Union Territories, **Chandigarh** and **Lakshdweep**, which provided funds in 2002-03, no other States/UTs made any provision of funds for the scheme. Thus, during 2002-03, the scheme was in operation in 33 States/UTs though no funds were provided for it.

The Ministry replied (December 2003) that NPRPD was approved by the Planning Commission as a State sector scheme which was to be funded by the Ministry from its budget during the Plan period, and therefore releases were made upto 2001-02 as envisaged. During the Tenth Plan period onwards, this scheme was to be funded by States themselves.

ii. **Non/under-utilisation of Funds :** Out of funds released by the Ministry, no expenditure was incurred on the scheme in **Delhi, Gujarat, Jammu & Kashmir, Kerala, Rajasthan and Uttaranchal**. In **Andhra Pradesh, Bihar, Chhattisgarh, Dadra & Nagar Haveli, Daman and Diu, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Manipur, Meghalaya, Tripura, Uttar Pradesh and West Bengal** more than 70 per cent of funds remained unutilised (**Annex – III**).

The Ministry stated (December 2003) that it was regularly following up the matter with the State Governments.

iii. **Utilisation Certificates :** It was also noticed in audit that out of Rs. 104.13 crore released to State Governments under NPRPD, the Ministry had received utilisation certificates for Rs. 15.21 crore only (15 per cent of the total release) (**Annex III**).

The Ministry stated (December 2003) that utilisation certificates had been received in respect of Rs. 1811 crore. The reply is unclear as only Rs. 104.13 crore had been released to the State Government under NPRPD.

iv. **Non-establishment of State Referral Centres :** During 1999-2000, funds were released to 32 States/UTs for establishment of State Referral Centres under the scheme. Only 12 States/UTs (**Goa, Assam, Himachal Pradesh, Karnataka, Mizoram, Maharashtra, Madhya Pradesh, Nagaland, Punjab, Tamil Nadu, Adman & Nicobar Islands and Chandigarh**) had either established or were in the process of establishing these centres.

Funds were released to **Jharkhand, Chhattisgarh and Uttaranchal** for State referral centres during 2000-01. While the State referral centre was being developed in **Jharkhand** and identified in **Chhattisgarh**, no progress had been made in **Uttaranchal**.

v. **Injudicious selection of districts :** The operational guidelines for selection of districts under NPRPD lay down an order of priority in selection of districts: - first priority to districts with existing District Rehabilitation Centre (DRCs); next priority to districts with District Disability Rehabilitation Centre (DDRCs); and last priority to districts where little or no service existed and the number of PWD is estimated to be large. A comparison of districts selected for NPRPD with existing DRC/DDRC revealed that (a) out of 11 DRC districts, only five districts (Midnapore, Sitapura, Bilaspur, Mysore, Kota) having an existing DRC were selected for NPRPD; (b) only twenty districts - Krishna (**Andhra Pradesh**), Dibrugarh, Silchar (**Assam**); Muzaffarpur, Gaya, Darbhanga (**Bihar**); Ranchi, Hazaribagh (**Jharkhand**); Ahmedabad, Jamnagar, Surat (**Gujarat**); Udhampur (**Jammu & Kashmir**); Tumkur, Bellary (**Karnataka**); Kozhikode, Thiruvananthapuram (**Kerala**); Latur (**Maharashtra**); Dimapur (**Nagaland**); Sangrur (**Punjab**); Chengalputtu (**Tamil Nadu**) where DDRCs existed, were selected for NPRPD. Thus, out of 82 selected districts under NPRPD programme, only twenty-five districts

were selected according to operational guidelines. The operational guidelines contradicted the idea underlying selection of districts under NPRPD. According to the Ministry only those districts were to be chosen under NPRPD, which did not have any rehabilitation services.

The Ministry stated (December 2003) that while initially it was thought that NPRPD and DDRC/DRC districts should be different, it was later appreciated that the activities under NPRPD would need institutional support which could be provided by the DDRCs/DRCs.

vi. Service delivery under NPRPD

(a) Under NPRPD, delivery system at each level was required to be clearly linked with the other. However, only 11 districts in 5 States, Goalpara (**Assam**); Hamirpur, Kangra (**Himachal Pradesh**); Tumkur, Bellary, Mysore (**Karnataka**); Chandrapur, Nasik (**Maharashtra**); Bilaspur, Rajnandangaon, Korea (**Chhattisgarh**) had complete linkages at each level. Sixty six districts did not have linkage at each level. The position in respect of five districts was not available.

(b) Identification and training of CBRWs and MRWs were pre-requisites for delivery of services to PWD under NPRPD programme. However, even after four years of the launch of NPRPD, this basic requirement had not been fulfilled. Out of 82 selected districts, CBRWs were trained in 21 districts, identified but not trained in 8 districts, not identified in 48 districts and status of 5 districts was not known. Similarly, MRWs were trained in 16 districts, identified but not trained in 13 districts, not identified in 48 districts and status of 5 districts was not known. State-specific observations on the identification and training of CBRWs and MRWs are as follows: -

Andhra Pradesh

The scheme was implemented by the Disabled Welfare Department in two districts of Andhra Pradesh, namely, Vishakhapatnam and Krishna. It was noticed that as against the sanctioned number of 800 CBRWs and 20 MRWs, only 400 CBRWs and 13 MRWs were appointed in the district of Vishakhapatnam.

Arunachal Pradesh

Out of 536 candidates to be trained as CBRWs, only 185 had been trained. Except imparting one month's training to these CBRWs, no work for welfare of PWD had been initiated though the State had spent Rs. 1.66 crore during the last three years ending March 2003. No MRWs had been selected. The department did not furnish any reasons for this unsatisfactory state of implementation of the scheme.

Assam

As against the scheme's stipulation of setting up of one district referral centre in the district identified for the NPRPD, 4 Regional Rehabilitation Centres were set up covering 23 districts with 219 blocks and 2964 Gram Panchayats. Out of 5928 CBRWs and 438 MRWs, no CBRWs were imparted training and only 45 MRWs were imparted training 2002-03. Multipurpose kits were not provided to MRWs.

- Chhattisgarh** Test check of records revealed delayed appointments of 2112 CBRWs and 38 MRWs. The Social Welfare Department ascribed late selection of grass root level workers to administrative delays. Multipurpose kits were not issued to MRWs.
- Dadra & Nagar Haveli** The scheme could not be implemented, since CBRWs and MRWs could not be appointed.
- Himachal Pradesh** NPRPD was implemented in Hamirpur and Kangra districts. The appointment and training of CBRWs/MRWs were delayed for periods ranging between 5 and 10 months. Project Officers, DRDAs of Hamirpur and Kangra admitted (March 2003) that the delay adversely affected the rehabilitation process of PWD. In Hamirpur and Kangra districts, the number of panchayats was 945. Based on the norms, 1890 CBRWs were required to be appointed against which only 925 CBRWs were appointed. Nine hundred and forty three workers (CBRWs: 925 and MRWs: 18) were appointed and trained (February - August 2002) at a cost of Rs. 16.47 lakh during 2001-03. However, no activities had been carried out by them as required under the scheme.
- Multipurpose kits for assessing the requirements of services for PWD and providing simple services were not provided to the trained MRWs.
- Jharkhand** Out of three selected districts (Ranchi, Hazaribagh, Jamshedpur), no service had been delivered in the districts of Ranchi and Jamshedpur. Although the State Government had provided funds for survey of PWD, no survey work was conducted in the districts selected.
- Mizoram** Models and Manual for training of CBRWs, Manual of CBRWs and Manual on prevention of disability were not available and had not been translated into local languages.
- Orissa** Although CBRWs and MRWs were appointed, no training was imparted to them. Manuals on prevention of disability had not been prepared and distributed to CBRWs/MRWs. Due to non-functional District Centres, the service delivery system had not started.
- Punjab** NPRPD was implemented in two districts, Ropar and Sangrur, where 1448 CBRWs and 44 MRWs were engaged. The services of CBRWs were dispensed with from 30 June 2002 (Ropar) and from 1 May 2002 (Sangrur) those of MRWs from 15 October 2002 (Sangrur). MRWs still continue to be in existence in Ropar district. The services of these workers were terminated as their overall achievement was not found satisfactory (Ropar District) and these workers were not doing any work in the field (Sangrur) district. Thus, an unfruitful expenditure of Rs. 59.17 lakh had been incurred on these CBRWs/MRWs as their deployment failed to achieve the desired objectives.
- Pondicherry** The Directorate of Social Welfare, Pondicherry, had neither employed the MRWs nor created District and State level Resource Centres. The Directorate spent Rs. 66.79 lakh during October 2001 to March 2003 mainly towards payment of honorarium and of training of CBRWs, creation of facilities at Anganwadi Centres and purchase of van.

Sikkim	There were no manuals for training of CBRWs and MRWs. One hundred and ninety nine Anganwadi workers were imparted training for early identification of disability only for one day against the prescribed period of six weeks.
Uttar Pradesh	MRWs were not imparted training. Manuals for training of MRWs/CBRWs were not prepared and made available to the district concerned.
West Bengal	In West Bengal , Midnapore and Dakshin Dinajpur districts were selected for NPRPD. In Midnapore district, no MRW had been recruited and in Dakshin Dinajpur district though 13 (out of 16 required) had been recruited during 2002-03, none of them had been trained as of June 2003. In Midnapore district 698 CBRWs (out of 1028 required) were selected during 2001-02 and only 504 were imparted training. Manual on prevention of disabilities had not been prepared. The District Authorities of Midnapore, however, had supplied one handbook to each CBRW.

vii. Monitoring

In **Arunachal Pradesh**, no reporting system as envisaged in the scheme was introduced by the nodal department. Moreover, periodical reports in respect of financial and physical achievement as required had not been sent to the Government of India since April 2001.

In **Assam**, no state level committee or district level committees were formed except for Regional Rehabilitation Centre, Dibrugarh. Only one meeting was held till 2002-03 in Regional Rehabilitation Centre, Dibrugarh. No meeting of CBRWs/MRWs was held. No report was furnished by CBRWs/MRWs to their respective departments.

In **Himachal Pradesh**, the district level committee was not formed in Kangra, whereas in Hamirpur though this committee was formed, no meeting was convened during 1998-2003.

Karnataka had developed a system of monthly monitoring of reports at taluk and district levels. However, the department did not have all the information required by the guidelines of the scheme. The evaluation of the scheme had not been taken up till date.

The State Executive Committee for PWD established in **Orissa** under the PWD Act was to function as the State Level Advisory Committee to monitor implementation of NPRPD. However, no meeting of the State Level Advisory Committee had been held (March 2003). No district level committees were constituted though a resolution to that effect was issued by the nodal department in January 2002.

In **Uttar Pradesh**, no meeting of MRWs/CBRWs was held in the districts of Moradabad, Sitapur and Varanasi during 2001-02. The district level committee meetings were also not held in Lucknow, Moradabad, Sitapur and Varanasi during 2001-02. Similarly, in the case of MRWs/CBRWs, no meeting was held during 2002-03 in Moradabad and Sitapur districts. District level committee meetings were also not convened in Sitapur and Varanasi during 2002-03. Consequently, the progress achieved in respect of above districts could not be assessed.

Thus, after four years of implementation of the NPRPD scheme which was,

according to the Ministry, a step in the direction of innovative, strong and focused effort for providing services to the disabled, the achievements were insignificant despite availability of funds.

Recommendations

- **While examining the proposal of the Ministry of Social Justice and Empowerment for launching NPRPD, Planning Commission had emphasized the need to contain the proliferation of new schemes and institutions and streamline the delivery mechanism so as to be more cost effective. Planning Commission had also told the Ministry that instead of taking up a new scheme, the Ministry should attempt to bring about the required coordination and collaboration with different Ministries and ensure that multiple agencies/schemes that existed for providing virtually the same service, are converged and the objectives achieved through optimal utilisation of available facilities.**
- **It is necessary to reconsider the guidelines for selection of districts under NPRPD, because selection of districts with existing infrastructure for rehabilitation of PWD results in multiplicity of agencies for providing service in one district while other districts have no agency for providing service to PWD.**

The Ministry replied (December 2003) that there was no multiplicity of agencies and even where the same district had been taken up under NPRPD and DDRC scheme, the cost of training and honorarium of CBRWs and MRWs was covered by NPRPD while institutional service was provided by DDRC. In effect, therefore, only one centre functioned while different activities were funded from different sources. The Ministry's reply is not tenable since its decision to transfer DDRCs to NGOs resulted in deviation from the earlier funding mechanism in which DDRCs were to be financially supported by NPRPD. It is also not clear whether NGOs would allow State Governments to use their infrastructure or State Governments would have to develop their own district centres under NPRPD.

- **More efforts are required for training of CBRWs/MRWs, development of district referral centres and state resource centre.**

The Ministry stated (December 2003) that the matter was being followed up with the States.

- **Monitoring mechanism needs to be strengthened to optimise the benefit of the scheme.**

The Ministry has accepted the recommendation.

9.2 District Disability Rehabilitation Centre Scheme

To decentralise rehabilitation services the Ministry launched (1999) the District Disability Rehabilitation Centre (DDRC) scheme under which DDRCs were to be

established in 100 districts in the country. The major rehabilitation services that were to be provided through them included facilitation and provision of disability certificates, assessment of the need of assistive devices, provision/fitment/follow up/ repair of assistive devices, therapeutical services, promotion of barrier-free environment, prevention and early detection, vocational training and employment for PWD. Each DDRC was to be staffed with seven specialists in addition to general staff. 132 DDRCs had been established through NIs, ALIMCO and DRCs till June 2003.

Review of DDRC scheme revealed the following:

- (i) There was no annual target for opening of DDRCs.
- (ii) DDRC was part of NPRPD, which was a State sector scheme. Funds for the first three years were to be provided by the implementing agencies, i.e., NIs, ALIMCO and DRCs. Thereafter, these centres were to be financially supported by NPRPD. With this in view, the Ministry of Social Justice and Empowerment had advised the States that DDRCs and NPRPD districts should preferably be the same. But, the scheme was altered and in April 2002, the Ministry issued letters to District collectors for transferring these centres to the local Red Cross Society, District Health Services Society or a reputed NGO. The reason for such alteration was stated to be the operational difficulty of the implementing agencies. However, due to this alteration, there were 20 districts where both DDRC and NPRPD scheme co-existed, which resulted in two agencies catering to the same beneficiaries while there were a large number of districts which had no such agency.

The Ministry replied (December 2003) that there was no duplication since the cost of training and honorarium to CBRWs and MRWs were met through NPRPD while institutional services were provided through DDRC. However, the Ministry did not clarify whether any instruction was issued to NGOs, to whom the DDRC had been transferred, to allow the State Government to use their infrastructure under NPRPD scheme.

- (iii) Out of 132 DDRCs established so far, 45 were functional. The Ministry stated in December 2003 that 107 DDRCs were functional.
- (iv) Out of 35 DDRCs attached to DRCs, 28 DDRCs were functional. However, staff was recruited in only 14 DDRCs; four DDRCs, viz., Sambhalpur, Mayurbhanj, Kalahandi and Krishna were run by the concerned DRC staff through camp approach; DDRC, Anantpur was run by Women's Development Trust. The other nine functional DDRCs were declared functional without any staff.
- (v) Out of 97 DDRCs attached to National Institutes and ALIMCO, 64 DDRCs were functional. It was noticed that 10 DDRCs viz. Shillong, Allahabad, Ranchi, Koraput, Phulbani, Gwalior, Jhabua, Indore, Rajgarh and Raigarh were declared functional without any staff. The DDRC located at East Singhbhum was non-functional despite having a staff strength of 4. Further, DDRCs at Salem and Virudhunagar were declared functional with effect from July 2001. However, each with a staff of five persons did not render any service to PWD.

(vi) Although DDRCs were responsible for survey of PWD in the district, this was still in progress as of March 2003.

Recommendation

- A review should be conducted of the functional DDRCs to determine the extent of their usefulness. Ways should be found to remove bottlenecks like shortage of specialist staff which prevents these from functioning optimally.

The Ministry replied (December 2003) that monitoring of functioning of DDRC was done through periodical reports from implementing agencies and corrective measures were taken, wherever necessary. However, the fact remains that there were still a large number of functional DDRCs which faced the problem of inadequate staff.

9.3 Indian Spinal Injury Centre (ISIC)

ISIC was registered as a society under the Societies Registration Act of 1860 in 1983 to provide comprehensive management to the spinally injured and people with locomotor disabilities. This includes medical and surgical intervention, rehabilitation services, job centres, continuing education, research and community based rehabilitation. ISIC has a state of the art intensive care unit apart from 102 beds, three operation theatres with the latest medical equipment, ambulance services and a 24-hour emergency centre.

The expenditure of ISIC is met from the fees charged from the patients, grants received from the Government of India (Ministry of Social Justice and Empowerment), Delhi Government etc.

The receipts and expenditure of ISIC upto 2002-2003 were as follows:

Year	(Rs. in crore)								
	Receipts					Expenditure			
	Hospital receipts	Grants from		Contribution from USA and Italy in the shape of equipment	Loan and Advances	Total	Revenue	Capital	Total
	Govt. of India	Delhi State							
1989-90 to 1997-98	2.28	(C) 2.50 (R) 0.45	1.70	10.58	4.50	22.01	4.52	18.43	22.95
1998-99	3.01	(C) 1.19 (R) 2.14	-	-	-	6.34	4.05	1.77	5.82
1999-00	4.20	(C) 4.09 (R) 2.29	-	-	-	10.58	5.63	4.46	10.09
2000-01	6.16	(C) - (R) 2.30	-	-	-	8.46	8.00	3.47	11.47
2001-02	7.46	(C) - (R) 2.07	-	-	-	9.53	9.24	1.40	10.64
2002-03	8.48	(C) - (R) 2.50	-	-	-	10.98	8.51	-	8.51

Note C : Capital, R: Revenue

Audit scrutiny revealed the following:**(i) Violation of terms and conditions agreed to at the time of allotment of land by Delhi Government**

The ISIC had been given land at concessional rates on the condition that the hospital should reserve at least 25 *per cent* of its beds for free treatment of the weaker sections of the society. The Ministry stated (December 2003) that the hospital had started with 46 beds in January 1997, which had been gradually increased over the years to the present strength of 102. The ISIC had informed audit (July 2003) that they had 30 beds reserved for free treatment of poor and indigent patients. They had added that since treatment of spinal injury was expensive, they had approached the Government of India for help towards meeting their expenses. The Government had decided to support ISIC by sponsoring the 30 free beds through a recurring grant computed at the rate of Rs. 1522 per bed per day, which was the rate of super speciality bed at the All India Institute of Medical Sciences. The grant payable was increased by the Ministry by 10 *per cent* every year. Since 1997-98 to 2002-03, ISIC had received a total amount of Rs. 11.75 crore towards sponsorship of free beds with the annual revenue grants received ranging from Rs. 0.45 crore in 1997-98 to Rs. 2.50 crore in 2002-03. The Ministry stated (December 2003) that the percentage of free bed occupancy during the last three years viz. 2000-2001 to 2002-2003 had ranged from 40 *per cent* to 43 *per cent*. The response of the Ministry does not clarify why, in addition to giving land to ISIC at concessional rates on the specific condition that it should reserve 25 *per cent* of its beds for free treatment, it decided to give recurring grant towards sponsorship of free beds. The Ministry has also not clarified whether the value of concession already extended to ISIC in the form of a lower land price was kept in view while deciding to sponsor the free beds.

Only 22.81 *per cent* of the total 5198 OPD cases were treated free in the year 1998-99. Even this percentage had gone down to 10.04 *per cent* (2416 cases out of 24043 OPD cases) in the year 2002-03. The Ministry stated (December 2003) that ISIC had publicised the availability of free OPD services through leaflets and signage posting and no patient reporting for free OPD was denied such services. However, ISIC in its own reply (July 2003) had conceded that non-display of information regarding sponsorship was an oversight. In view of non-dissemination of this information the patient could not be expected to demand free service, which is also reflected in the fall in percentage of patients treated free.

(ii) Research activities

It was noticed that ISIC undertook a research project in 1996 in collaboration with the National Institute of Disability and Rehabilitation Research (NIDRR) – Department of Education, USA that coordinates and sponsors research in the 18 model spinal injury centres in USA. The project lasted from 1996 to 2000. Since then ISIC had undertaken only one new research project. In its reply (May 2003) ISIC mentioned that funds were awaited from the Government for undertaking new activities.

Recommendation

ISIC should display on boards at reception and entrance the facilities of free OPD services and reservation of 25 per cent free beds for the indigent disabled. The Government of NCT of Delhi should take necessary steps to ensure that the benefits of free OPD/reserved beds actually reach the poor disabled.

9.4 District Rehabilitation Centres (DRC)

The District Rehabilitation Centre Scheme was launched in 1985 for providing a package of model comprehensive rehabilitation services such as prevention and early detection, medical intervention and surgical correction, fitment of artificial aids and appliances, therapeutic services, vocational training and awareness generation etc. to the rural disabled. The scheme was operated in eleven districts, namely, Krishna, Bhiwani, Mysore, Bilaspur, Thane, Puri, Kota, Chengalpattu, Sitapur, Sultanpur and Kharagpur in the States of **Andhra Pradesh, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal.**

Test check of records by audit in the Ministry and the District Rehabilitation Centres in States brought out the following:-

During the period 1998-99 to 2002-03, 4732 PWD were provided vocational training by DRCs. Between 1998 and 2003, DRCs conducted only 2992 follow up clinics which constituted merely 43 per cent of the 6970 assessment clinics conducted during this period. While 90 per cent follow-up clinics were conducted during 1998-99, this fell to 25 per cent in 1999-2000, 54 per cent in 2000-02, 26 per cent in 2001-02 and 19 per cent in 2002-03. Thus, proper attention was not paid to follow-up camps for assessing the benefits of earlier camps and providing corrective services to the disabled.

In **Maharashtra**, DRC Virar (Thane) could utilise only Rs. 19.08 lakh (39 per cent) out of the special grant of Rs. 48.67 lakh received during 2001-02 and 2002-03 under ADIP Scheme. There were 4628 cases assessed for fitment during 1998-99 to 2002-03 of which 3117 cases could be provided with fitment. The shortfall ranged between 31 and 58 per cent during 2000-01 to 2002-03 despite resources being available under the scheme. Surgical corrections were done through civil hospitals and the All India Institute of Physical Medicine and Rehabilitation in only 243 cases out of 2352 cases assessed by DRC. The annual shortfall ranged from 65 to 99 per cent during 1998-99 to 2002-03. While DRC incurred expenditure of Rs. 47.47 lakh during 1998-99 to 2002-03 on pay and allowances of 13 posts rendered surplus due to revision of DRC scheme in 1991, the posts of Physiotherapists, Speech Therapist, Audiologist and Mobility Instructor essential for delivery of therapeutical services were not filled. It was also noticed that there were shortfalls in achieving the targets in respect of assessment clinics, surgical correction done and distribution of aids and appliances etc. The reasons

stated by DRC, Virar were (i) non-availability of vehicle upto 2000, (ii) non-release of funds in time, (iii) inaction in deciding the status of DRC staff, (iv) isolated location of DRC, Virar and non-cooperation of State functionaries. The Ministry replied (December 2003) that 180 posts under the DRC scheme were declared surplus in 1991 and the State Governments were requested to remove the surplus staff. They were not able to do so although the surplus had gone down to 70 due to attrition by way of retirements and resignations. The status of the staff (whether they were Central Government employees or State Government employees) had not been determined and was the subject matter of appeal in the Supreme Court. Because of this uncertainty, the authorities were reluctant to fill the vacant posts and limited services were provided keeping in view the availability of staff.

In Orissa, DRC, Bhubaneswar (Puri) could not provide any medical intervention/ surgical correction due to non-availability of operation theatre. Such cases were referred to other institutions. The Ministry replied (December 2003) that DRC was not expected to provide surgical correction services. The reply of the Ministry is not in consonance with the objective of the setting up of DRCs. In **Rajasthan**, while the expenditure on salary of staff ranged between 78 and 86 *per cent*, that on purchase/fitting of aids/appliances was merely 8 to 15 *per cent* during 1999-2000 to 2002-2003. No activity was undertaken in the areas of survey/camps, awareness generation, etc. The Ministry replied (December 2003) that aids and appliances were provided to the DRCs under the ADIP scheme. Since the centres only got grants under non-plan head, the funds available were barely enough to meet staff salary and office expenses. The fact remains that performance of the DRC was not satisfactory in providing service to PWD. In **Uttar Pradesh** during 1998-2003 while DRC, Jagdishpur (Sultanpur) handled 19060 cases of prevention and early detection of disabilities and 171 cases of medical intervention and surgical correction, performance of DRC, Sitapur, was very poor as it could handle only 164 cases of prevention and early detection of disabilities and no service was delivered in the area of medical intervention and surgical correction.

No therapeutic services were provided by DRC, Kharagpur in **West Bengal** as the posts of Physiotherapist, Occupational Therapist, Speech and Audiologist were lying vacant since 1995. In 1997, the DRC was shifted from Kharagpur to S.G. Hospital, Mednipur. However, prosthetic and orthopaedic workshop/stores could not be shifted for want of space at the new centre, rendering the workshop non-functional.

Recommendation

- **The Ministry should consider the possibility of enhancing the effectiveness of DRCs through timely release of funds with structured staffing pattern.**

The Ministry stated in December 2003 that the matter was under consideration.

9.5 Regional Rehabilitation Training Centres (RRTCs)

In order to provide comprehensive training to the staff of District Rehabilitation Centres in the area of rehabilitation of persons with disabilities, four Regional Rehabilitation Training Centres were set up at Mumbai, Chennai, Cuttack and Lucknow in premier institutions either run by the Government of India or by the State Government providing services in the area of physical medicine and rehabilitation. For each RRTC, the scheme provided for five Master Trainers each specialised in one of the following disciplines:

- (i) Physical Medicine and Rehabilitation
- (ii) Speech therapy/Audiology
- (iii) Physio/Occupational Therapy
- (iv) Prosthetic/Orthotic Engineering, and
- (v) Psychology/Social Work/Counseling

The work of five Master Trainers was coordinated by the Director of the Institution where the RRTC was located. The RRTCs were to serve as 'referral centre' for DRCs besides evaluation of work of NGOs who were provided financial assistance by the Ministry of Social Justice and Empowerment. The RRTCs were also entrusted with the responsibility of conducting training programmes for professionals working in non-government organisations as well as middle level State Government functionaries working in the areas of disability and rehabilitation.

During 1998-2003, RRTCs conducted 717 courses for manpower development of DRC, DDRC, NPRPD, functionaries of educational institutions, NGO's, ICDS workers, medical staff, village pradhans, etc. and trained 23,876 persons.

During 2000-2001 to 2002-2003 the 4 RRTCs inspected 88 NGOs only. RRTC, Mumbai and RRTC, Lucknow inspected only 6 and 7 NGOs respectively. No inspection was done by any RRTC prior to 2000-2001. Project Director, District Rehabilitation Centre Scheme stated (May 2003) that RRTCs had been doing the inspection work of NGO as assigned by the Ministry. Underutilisation of RRTCs for inspection of NGOs is fraught with the risk of the funds invested not giving the desired benefits. In Lucknow, five non-existent Lucknow based NGO's³ managed to receive grants-in-aid of Rs. 1.07 crore from the Ministry during 1999-2001, which could have been averted had the inspection by RRTC been conducted properly.

The Master Trainers in RRTC are constantly required to update their knowledge and skills for which they are provided refresher/specialised training from time to time through National Institutes and other management institutions. No training was attended by any of the master trainers of RRTC, Mumbai. They also did not conduct any training

³ (i) Anant Ashram(ii) Prabhat Antarashtriya (iii) Rashtriya Samaj Kalyan Sangh (iv) Sarva Kalyan Sansthan (v) Seva Lok Kalyan Samiti

course for Village Level Workers and Multipurpose Rehabilitation Workers. Training courses for 26 specialist staff of DRCs were conducted only in one year i.e. 2000-01 and no training for specialist staff was organised in the remaining four years. Two posts of Master Trainers, viz. (i) Assistant Professor, Physical Medicine and rehabilitation and (ii) Asstt. Professor, Prosthetic and Orthotic remained vacant during 1998-99 to 2002-03, and therefore, no training in these specialised subjects could be imparted. The Ministry replied (December 2003) that RRTC's were part of a project related scheme and the matter relating to status of the staff had not been settled. As a result, no appointments were made against vacant posts. RRTC's were seriously under-staffed. The qualified persons at these centres were being redeployed to National Institutes/CRCs. The Ministry further stated that training facilities had been developed by National Institutes and their Regional Centres/CRCs, and the RRTC's had little role to play. The fact remains that inspection of NGOs was not comprehensively carried out.

In RRTC, Lucknow, against five Master Trainers sanctioned, there were only three during the years 1998-99 to 2001-02 and two in 2002-03. Orientation Training programme for staff of DRCs at Jagdishpur and Sitapur was not undertaken during 1999-2003. Thus, the objective of RRTC to meet the training needs of the staff of DRCs was not achieved. The Ministry replied (December 2003) that DRC staff had been trained over the years. Since there were only 11 DRCs, the need for continued training by RRTC was not felt by them. The reply of the Ministry is not tenable as upgradation of skill is a continuous process involving frequent training.

9.6 Viklang Bandhu Scheme

The Ministry released Rs. 1.50 crore for training of 1776 Viklang Bandhus to provide basic rehabilitation, treatment and referral services for the rural disabled. However, these trained Viklang Bandhus were not appointed as CBRWs and MRWs under NPRPD. Thus, the potential of these trained Viklang Bandhus remained unharnessed. The Ministry stated in December 2003 that they could contribute to awareness generation on disability issues and provide limited counselling to persons with disabilities and their families. The Ministry had not indicated any specific programme/agency with whom these trained Viklang Bandhus would be associated.

Recommendation

- **The Ministry should attempt to bring about co-ordination and convergence between Union and State implementing agencies for optimum utilisation of available facility/trained manpower.**

The Ministry has accepted the recommendation.

9.7 Science and Technology Projects in Mission Mode

The Ministry, under its scheme of 'Science and Technology Projects in Mission Mode', provides full financial support to scientific institutions, autonomous bodies and research laboratories for research and development of appropriate and innovative technological appliances for the benefit of PWD. The project proposals received are evaluated and appraised by the Technical Advisory Groups and finally cleared by the

Apex level committee headed by the Secretary in the Ministry of Social Justice and Empowerment.

It was noticed during audit that:

- (i) of the allocation of Rs. 6.50 crore during 1998-2003 for the research activities under the scheme, only Rs. 3.47 crore (53 *per cent*) was spent. The pattern of expenditure indicates that the research activities in disability sector were slow. The Ministry stated (December 2003) that the scheme was being publicized and institutions of excellence such as IITs, Engineering Colleges and Medical Institutions were being invited to partner this activity.
- (ii) out of 59 projects funded during the period, 31 projects were completed but only nine could be put to production and the process of starting production in respect of nine other projects was initiated. The Ministry informed audit (December 2003) that nine products had been productionised. The process of productionisation needed to be speeded up.

The guidelines for the scheme envisaged a half-yearly review by the Scientific Advisor to the Prime Minister. The Ministry stated that this review had not been done by the Scientific Advisor since 1992.

10 Institutional support to voluntary action

10.1 Scheme to Promote Voluntary Action for PWD (Umbrella Scheme)

To facilitate delivery of various services to PWD by voluntary organizations, the Ministry of Social Justice and Empowerment was administering the following 5 grants-in-aid schemes through NGOs:

- (a) assistance to organisations for disabled,
- (b) assistance to disabled persons for purchase/fitting of aids/appliances,
- (c) assistance to voluntary organisations for rehabilitation of leprosy cured persons,
- (d) assistance to voluntary organisations for special schools for handicapped children, and
- (e) assistance to organisations for persons with cerebral palsy and mental retardation.

The schemes at (a), (c), (d) and (e) were merged into an umbrella scheme titled 'Scheme to Promote Voluntary Action for Persons with Disabilities' with effect from January 1999, which incorporated all the components of the earlier schemes and also covered new areas in the field of disabilities. The scheme at (b) continues as a separate scheme.

Under the umbrella scheme, Rs. 288.34 crore was released (1998-2003) by the Ministry to assist 2747 NGOs.

Audit scrutiny revealed the following areas of concern:**(i) NGO panels not created**

In order to simplify the procedure for submission of application for grants-in-aid by NGOs, the Ministry issued guidelines in 1999 for the 'Scheme to Promote Voluntary Action for Persons with Disabilities' stipulating that all the applications for the assistance under the said scheme should be sent through the Nodal Agency (State-wise NGO Panels). The state-wise panels were to be notified by the Ministry. However, the Ministry stated (October 2003) that these had not been finalised/notified.

(ii) Details not maintained by State Social Welfare Departments

Grants-in-aid to NGOs under the scheme is sanctioned by the Ministry only after recommendation of the State Social Welfare Department/National Institutes. However, State Social Welfare Departments in ten States of **Assam, Bihar, Gujarat, Haryana, Jharkhand, Kerala, Manipur, Orissa, Tamil Nadu** and **Tripura** did not maintain details of grants-in-aid received by NGOs in their States, although copies of sanction were endorsed by the Ministry to the respective State Social Welfare Departments, indicating absence of supervision by State Governments over the working of NGOs.

(iii) Target based approach not adopted

The Ministry had not adopted a target-based approach for the assistance to NGOs. Grants were released to NGOs on the basis of their project proposals received with recommendation from State Welfare Departments/National Institutes. The Ministry stated (June 2003) that the State level agency was the best judge to decide in which geographical area the intervention was required and that it, by and large, depended on their judgement. The Ministry further stated that once the results of survey of the disabled, undertaken during the Census 2001, became available at the end of the year, target-oriented approach in terms of coverage of beneficiaries could be adopted.

(iv) Imbalance in release of funds

- (a) There were imbalances in release of funds to NGOs during 1998-99 to 2002-03 with reference to the number of PWD residing in those States as follows:

State	Total funds released during 1998-03 (in lakh)	Percentage of share in total release	Estimated disabled population as per CCPD* report (1998-99) (Annex-IV) (in lakh)	Percentage of disabled population to that in the country
Andhra Pradesh	6113.44	21.20	36.34	7.68
Bihar	693.59	2.40	42.66	9.01
Delhi	3270.02	11.34	6.52	1.37
Gujarat	491.68	1.70	21.66	4.57
Madhya Pradesh	231.48	0.80	34.83	7.36
Maharashtra	1087.00	3.76	41.12	8.69
Rajasthan	507.21	1.75	21.32	4.50

* CCPD : Chief Commissioner for persons with disabilities

Andhra Pradesh with 7.68 per cent of PWD received 21.20 per cent of the total release; **Delhi** with 1.37 per cent of PWD in the country received 11.34 per cent of total release. **Bihar, Gujarat, Madhya Pradesh, Maharashtra, and Rajasthan** where 34 per cent of PWD resided, together received only 10 per cent of the total release.

(b) Groups with special needs need special care. The Ministry did not conduct a specific disability survey to build a data bank of the number of severely disabled children requiring special care in special schools. During 2002-03, 462 schools/institutions were assisted covering 84,183 disabled children; out of whom 32511 (38 per cent) beneficiaries were from **Andhra Pradesh**. The beneficiary profile (**Annex V**) indicates that the Government failed to play the role of a catalyst where NGO base was not strong.

The Ministry replied in December 2003 that a committee had been constituted to go through the pending applications for new cases in order to redress the regional imbalances. The Committee had taken a view that focus should be on the 325 districts where not a single programme was funded under the Umbrella Scheme.

(v) **Black-listed NGOs**

Eleven fake/non existing NGO's⁴ to whom assistance of Rs. 1.38 crore was released, were black listed by the Ministry. No amount released to them could be recovered till date. This adversely reflects on the working of the State Social Welfare Departments which had recommended the projects for grants-in-aid.

(vi) **State-wise observations** on the functioning of State Social Welfare Departments/UTs and NGOs are as follows:

Bihar Of Rs. 5.96 crore sanctioned as grants-in-aid to 13 NGOs by the Government of India during 1998-2003, only Rs. 5.20 crore was released and Rs. 4.23 crore utilised as of March 2003. The balance Rs. 0.97 crore remained unutilised with the NGOs. Against the target of 4260, only 3204 disabled persons were benefited.

Delhi Maintenance grant to Balwant Rai Vidya Bhawan was released at the rate of Rs. 0.99 lakh per annum against the maximum admissible amount of Rs. 0.50 lakh per annum resulting in excess release by Rs. 1.96 lakh during 1998-99 to 2001-02.

In 10 special schools, there was shortfall of teachers ranging from 45 to 63 during 1998-2002.

⁴ Gramin Vikas Sangathan, Gaya (Bihar), Rashtriya Samaj Kalyan Sangh, Lucknow (U.P.), Bal Vikas Avam Mahila Kalyan Parishad, Gonda (U.P.), Jan Sewa Sansthan Kaundhiyara, Allahabad (U.P.), Sarva Kalayan Sansthan, Lucknow (U.P.), Anant Ashram, Lucknow (U.P.), Prabhat Antarashtria, Lucknow (U.P.), Sewa Lok Kalayan Samiti, Lucknow (U.P.), Bhartiya Samojjothan Seva Sansthan, Deoria (U.P.), Akhil Bhartiya Samaj Kalayan Avam Mahila Vikas Seva Sansthan, Deoria (U.P.), Jambuant Maharaj Shikshan Santha, Aurangabad (Maharashtra)

Karnataka One NGO in Belgaum district diverted grant of Rs. 6.60 lakh (2002-03) for payment of EPF to teachers in violation of conditions of grant. Two NGOs in Bangalore Rural District and Belgaum had not recruited teachers with special education or training in teaching the visually handicapped/hearing impaired.

In the case of nine NGOs honorarium was paid to their personnel in excess by Rs. 15.22 lakh during the years 2000-2001 and 2001-2002. During 2000-2001 in the case of 19 NGOs, 85 teachers were serving against the admissible strength of 220 teachers. The trend also continued during 2001-02 when only 118 teachers were serving against the admissible strength of 259 teachers. The figures for other years were not available.

Kerala The Foundation for Ability Improvement and Technology for the Handicapped – India (FAITH – INDIA), received grant of Rs. 50.86 lakh during 1998-99 to 2002-03 to meet the interventional needs of 120 disabled persons per annum under the Crisis Intervention Service Project (CISP). Assistance from the Government of India included stipend @ Rs. 600 per month per person for 12 months (10 months only during 2001-02) on the assumption that they would be staying in a hostel to be run by the organisation, the salary of a cook @ Rs. 2000 per month for 12 months and excursion trip charges of Rs. 15,000 per annum. Test check of records revealed that the NGO did not maintain any hostel for CISP scheme beneficiaries. The NGO also failed to produce any evidence of having undertaken any excursion trip. The total expenditure booked under the scheme during 1998-99 to 2001-02 on account of stipend, honorarium to cook and excursion charges (from 1999-2000), which worked out to Rs. 27.09 lakh, needs to be thoroughly investigated.

Tamil Nadu For the mentally handicapped, the prescribed teacher – student ratio was one teacher for every 5 students. Sadhana Trust and St. Paul's Society for the Mentally Disabled, Madurai, did not maintain the required ratio where they employed 5 teachers for student strength of 56 and 46, which required 11 and 9 teachers, respectively.

Uttar Pradesh Allahabad Gram Swasthaya Sewa Samiti, Allahabad paid Rs. 7.43 lakh as transportation money to two rickshaw-pullers. As the rickshaw-pullers were engaged on monthly honorarium basis as regular staff of NGO, the payment of transportation money was irregular.

Uttar Pradesh Mook Badhir Vidyalaya, Allahabad, was given building rent grant of Rs. 4.32 lakh during 1999-2003 although the NGO had its own building. Kiran Mahila Gram Udyog Sansthan, Azamgarh and Viklang Sewa Samiti, Azamgarh had paid stipend of Rs. 1.25 lakh to students whose names were not found in the records of the concerned class during 2000-2001.

It was also observed that 33 NGOs had not maintained separate cash book and 37 NGOs did not operate separate Bank Accounts for accounting for the funds received from the Ministry.

The Ministry replied in December 2003 that the draft report had been forwarded to the State Governments. Specific cases that had been cited would be looked into by them.

10.2 Scheme of Assistance to Disabled Persons for Purchase/ Fitting of Aids and Appliances (ADIP Scheme):

The main objective of the scheme was to assist the needy disabled persons in procuring durable, sophisticated and scientifically manufactured, modern, standard aids and appliances that could promote their physical, social and psychological rehabilitation, by reducing the effects of disabilities and enhance their economic potential. The scheme was to be implemented through voluntary organisations, National Institutes under the Ministry, Artificial Limb Manufacturing Corporation (ALIMCO), Zila Panchayats, District Rural Development Agencies etc. The implementing agencies were provided grants-in-aid for purchase, fabrication and distribution of aids and appliances. The scheme also included medical/surgical correction and intervention, which were essential prior to fitment of aids and appliances. Aids and appliances costing between Rs. 50 and Rs. 6000 were covered under the scheme. Full cost of aids and appliances was provided if the income of the disabled beneficiary was up to Rs. 5000 per month and fifty *per cent* of the cost was provided if the income of the beneficiary was between Rs. 5000 and Rs. 8000 per month.

Grants-in-aid of Rs. 87.76 crore were released to 778 NGOs of 29 States/Union Territories during 1998-2003. No NGO was assisted in the States/Union Territories of **Meghalaya, Nagaland, Sikkim, Andaman & Nicobar Islands, Lakshadweep and Pondicherry.**

The irregularities noticed as a result of test check of records by Audit of implementing agencies in States/UTs were as follows: -

(i) Field agencies not created

To ensure proper utilisation of grants-in-aid and distribution of aids and appliances by implementing agencies, the recommending authority was required to create field agencies who were to conduct sample checking of at least 5 to 10 *per cent* of the beneficiaries covered under the scheme in the previous year. The State Government had not created field agencies for sample checking of beneficiaries in **Chhattisgarh, Delhi, Himachal Pradesh, Karnataka, Madhya Pradesh and Tamil Nadu.**

(ii) Absence of networking and linkages

Implementing organisations were required to network and establish linkages with medical colleges/district hospitals/rural hospitals/PHCs/fitment centres of ALIMCO/DRCs/any other professionally competent agency to avail of the professional and technical expertise of these agencies for fitment and post-fitment care of the beneficiaries as well as aids/appliances. However, implementing agencies in **Delhi, Madhya Pradesh and Tripura** did not make any arrangement for such networking and linkage.

(iii) The following **deficiencies** were observed by audit in the implementation of the scheme in the states:

- Chhattisgarh** During the period 2001-03, only 536 beneficiaries were covered against a target of fitting 6321 disabled with aids and appliances.
- Haryana** Aids/appliances are to be of BIS certification or manufactured/certified by ALIMCO. The Red Cross Society, Jind, purchased material/appliance (tricycle and wheel chairs) worth Rs. 15.66 lakh from **Delhi** based firms, which were neither of BIS specification nor manufactured by ALIMCO.
- Himachal Pradesh** Against project proposals of Rs. 4.66 crore for covering 15976 persons with disabilities, the Ministry released Rs. 81.80 lakh (18 *per cent*) and only 2247 persons (14 *per cent*) were actually covered. Further, out of available resources of Rs. 86.41 lakh during 1998-2003, Rs. 47.40 lakh remained unutilised with implementing agencies.
- Jharkhand** The Red Cross Society, Ranchi and Mukti Sansthan, Ranchi, purchased aids and appliances worth Rs. 6.00 lakh and Rs. 5.00 lakh without following prescribed purchase procedure. The items purchased also did not conform to BIS standards.
- Kerala** The Kerala State Handicapped Persons' Welfare Corporation (KSHPWC) distributed aids and appliances worth Rs. 5.20 lakh in two medical camps organised at Mangalpady Grama Panchayat (Kasargod district) and Kasargod Municipal Town. The aids and appliances were distributed to 278 out of 458 persons whose disability and need for aids and appliance were not certified by Medical Officers.
- Manipur** Aids and appliances valued at Rs. 4.46 lakh, received by DDRC, Imphal from ALIMCO in 2001-02 could not be distributed as of June 2003.
- Orissa** Grants-in-aid of Rs. 25 lakh received by the Indian Red Cross Society, Orissa State Branch, Bhubaneswar, in the year 2000-2001 was advanced to three suppliers between March 2002 and March 2003 for supply of aids/appliances. Records in support of receipt of aids/appliances or vouchers from suppliers for adjustment of advance were not furnished to audit (May 2003).
- Rajasthan** In **Rajasthan**, Shri Bhagwan Mahaveer Viklang Sahayta Samiti, Jaipur incurred excess expenditure of Rs. 24.68 lakh during 2000-2003 on purchase of 6798 tricycles on rates higher than those at which the firm had supplied the tricycles to district social welfare offices under 'Joint assistance scheme' of the State Government. The tricycles purchased also did not meet BIS specifications.

- Tamil Nadu** Out of six DDROs selected for test check, only two DDROs (Madurai and Cuddalore) could furnish information regarding financial assistance received by NGO's in their districts. Test check revealed that the assistance could cover only a small percentage of disabled population in these two districts. In Cuddalore, against 8651 ortho-disabled persons, only 653 (7.60 *per cent*) were assisted and in Madurai against 12,956 ortho-disabled persons, assistance was provided to only 158 persons (1.21 *per cent*)
- Tripura** In **Tripura**, even after the lapse of five years, the District Rural Development Agency, Kailashahar, could utilise only Rs. 1.46 lakh (24 *per cent*) out of Rs. 6.00 lakh received by it in the year 1998-99. In Udaipur district, as of March 2003, the District Rural Development Agency had undistributed stock of 337 aids/appliances valued at Rs. 3.84 lakh, purchased as early as 1998-99.
- Uttar Pradesh** During 1998-2003 seven NGOs purchased aids and appliance from firms, which did not have BIS specification. The Indian Red Cross Society, Allahabad and Samajotthan Evam Shiksha Pracharini Sansthan, Meerut did not obtain income certificates from beneficiaries. Disability certificates were also not obtained by the Indian Red Cross Society, Allahabad.

The Ministry replied in December 2003 that the matter had been brought to the notice of the State Governments.

Recommendations

- **The implementing departments (Social Welfare) in the States require to maintain upto date records of grants-in-aid received by NGOs, which will be helpful in monitoring their activities.** The Ministry replied in December 2003 that State Governments were required to take action. The Ministry would pursue this.
- **Proper checks should be applied to avoid release of fund to fake/non-existing NGOs.**

11. Monitoring

11.1 Central and State-level Committees

The Central Co-ordination Committee (CCC), which was required to be constituted under the PWD Act, had to review and coordinate the activities of all the Departments of Government and other Governmental and non-Governmental Organisations, and monitor and evaluate the impact of policies and programmes designed for achieving equality and full participation of PWD. The Central Executive Committee (CEC), constituted under the PWD Act as the executive body of CCC, was responsible

for carrying out the decisions of the CCC. The CCC, which was constituted in February 1997, was required to meet at least once in six months. However, it met only six times against 12 meetings that were due. The CEC, which was constituted in September 1997, was required to hold quarterly meetings. However, only 11 meetings were held against 22 meetings that were due.

State Governments were also required under the PWD Act to constitute State Coordination Committees (SCC) to serve as the State's focal point on disability issues and facilitate continuous evolution of a comprehensive policy towards solving the problems faced by PWD. State Executive Committees (SEC) were also to be constituted for carrying out the decisions of the SCC. SCC was required to meet at least once in every six months, whereas the SEC was required to meet at least once in three months. In Union Territory Administrations no SCC was required to be constituted and the CCC was to exercise the functions of SCC. Analysis (**Annex VI**) revealed that while no SCC and SEC were formed in the States of **Uttaranchal** and **Jharkhand**, there were shortfalls in the meetings of SCC ranging between 40 and 100 *per cent* and those of SEC ranging between 45 and 100 *per cent*. The large shortfalls in the meeting of these core committees indicate that the Government did not accord adequate priority to monitoring and evaluation of these policies and programme.

Recommendation

The core committees should be more active in co-ordinating with all departments, monitor utilisation of funds and safeguard the rights of PWD.

The Ministry has accepted the recommendation.

11.2 Chief Commissioner and Commissioners for PWD

The PWD Act provides for appointment of a Chief Commissioner for PWD by the Central Government and Commissioners for PWD by State Governments. The Chief Commissioner and the Commissioners for PWD were to act as watchdogs for the implementation of laws, rules, bye-laws, regulations, executive orders, guidelines or instructions made or issued by the Central/State Governments and local authorities for the welfare and protection of rights of PWD. Under Section 58 of the PWD Act, the Chief Commissioner for PWD was required to (a) coordinate the work of the Commissioners, (b) monitor the utilisation of funds disbursed by the Union Government, and (c) take steps to safeguard the rights and facilities made available to PWD.

Audit scrutiny of the records of the office of the Chief Commissioner for PWD (CCPD) and State Commissioners for PWD (SCPDs) revealed the following deficiencies:

- (A) Poor monitoring of the utilisation of funds disbursed by the Central Government:**

CCPD did not have information relating to the allocation of budget for the disability sector by various Ministries/Departments of the Government of India. In response to an audit inquiry, the office of the CCPD replied (June 2003) that it had requested concerned departments, but the information had not been supplied. The Ministry informed audit (December 2003) that CCPD had requested the Secretaries of all the Ministries/Departments of the Government of India to include a separate Chapter in the Annual Reports of Ministries/Departments on various measures taken by them for the welfare of persons with disabilities as well as to provide information about the budget allocation for the welfare of PWD.

CCPD also did not have data relating to the number of NGOs assisted by the Ministry of Social Justice and Empowerment. CCPD stated (June 2003) that it was not his mandate. The reply is not tenable as CCPD cannot monitor the utilisation of funds without reference to data relating to NGOs to whom central assistance was provided. The Ministry stated (December 2003) that the information was available in the annual report of the Ministry of Social Justice and Empowerment. However, the information available was only on NGOs which had received grant above Rs. 1 lakh and did not contain details of activities of NGOs. Although the office of CCPD inspected three NGOs during the year 2002-03 and two NGOs during the year 2001-02, no inspections were conducted during 1998-99 to 2000-01. Given that grants were released to 2747 NGOs under the 'scheme to promote voluntary action' alone, NGOs' inspection by CCPD was inadequate. The Ministry stated (December 2003) that CCPD was constrained by limited staff for inspection of NGOs.

(B) Grievance redressal

The CCPD is required, on own volition or on the application of any aggrieved person, to look into complaints with respect to (i) deprivation of rights of PWD, and (ii) non-implementation of laws, rules, bye-laws, regulations, executive orders, guidelines or instructions made or issued by the Union Government and local authorities for the welfare and protection of rights of PWD. The Ministry stated (December 2003) that as on 31 October 2003, out of 6789 matters received by CCPD, 6466 matters had been disposed of.

CCPD did not have information regarding grievance redressal by State Commissioners for PWD. Non-availability of such data indicated lack of coordination between CCPD and the State Commissioners in this matter. The Ministry stated (December 2003) that CCPD had already devised the co-ordination mechanism which was working satisfactorily. Under the arrangement, detailed reports on the implementation status of the PWD Act were being called for from the States/ UTs in a format devised by that office which were reviewed and the concerned Commissioners were advised suitably. CCPD took review meetings with the Commissioners and advised them to focus on areas that needed more attention. Every year in the month of February,

a National meeting of the State Commissioners was organized and implementation of the PWD Act by the States/ UTs was reviewed. The fact, however, remains that the said mechanism appears to be inadequate as CCPD could not provide (June 2003) the information regarding state of grievance redressal by State Commissioners.

(C) SCPD

SCPDs were required to forward a copy of the report on the implementation of the PWD Act, to CCPD. It was noticed that out of 35 reports annually due from States/U.T.s, the number of reports received during 1999-2003 was 20 (1999-2000), 24 (2000-01), 31 (2001-02) and 25 (2002-03).

As SCPDs were to take steps to safeguard the rights and facilities made available to PWD, advocacy and information dissemination were among the important functions. However, SCPDs in the States of **Arunachal Pradesh, Haryana, Meghalaya, Mizoram, Manipur, Madhya Pradesh, Maharashtra and Tamil Nadu** could not produce any records regarding advocacy meetings held by them. The Ministry stated (December 2003) that CCPD would impress upon SCPDs to organise more advocacy meetings in their respective States/UTs.

Recommendations

- **CCPD should maintain data relating to the allocation of budget for disability sector by various Ministries/Departments of Government of India.**
- **CCPD should also maintain data relating to the number of NGOs assisted by Ministry of Social Justice and Empowerment and a certain percentage of NGOs assisted should be inspected by CCPD annually.**
- **CCPD should devise a mechanism for effective coordination with the SCPDs.**

12 Summary of conclusions and recommendations

- **The PWD Act, enacted by the Parliament in 1995 as a hope for the disabled to lead a dignified life and to provide comprehensive national mandate for the elimination of discrimination against persons with disabilities, has been poorly implemented. Adequate measures were not taken for prevention of disabilities through early detection, awareness campaigns and training of PHC staff, the development of educational infrastructure for the disabled, research for new assistive devices and training of teachers for the disabled.**

- State Governments should adopt target-based approach for training of PHC staff for 'at risk' cases disability management, take steps for non-discrimination of PWD in transport, on road and in the built-in environment, ensure three *per cent* reservation for persons with disabilities for government jobs and in poverty alleviation schemes to achieve economic rehabilitation of the disabled and secure their integration with general people as contributors to the socio-economic development of the country.
- Schemes of NHFDC designated to provide means of sustained livelihood to PWDs were characterised by delays in loan processing and disbursement, and the passive attitude of State Channelising agencies.
- The poor performance of Special Employment Exchanges and Special Cells for the disabled in Employment Exchanges in providing employment to the disabled needs to be seriously reviewed to find ways to make them effective instruments for helping PWD in securing employment.
- Various schemes launched for the welfare of the handicapped, suffered from deficiencies in planning and implementation resulting in the benefits not reaching the target groups. The NPRPD scheme did not yield adequate results even after four years of implementation and release of Rs. 104.13 crore by the Ministry. It is necessary to speed up the pace of identification and training of CBRWs and MRWs, provision of multi-purpose kits to MRWs and development of district and State-level resource centres. The problem of shortage of specialist staff at functional DDRCs needs to be addressed.
- National/Apex-level institutions also failed to produce the desired impact in their respective areas of rehabilitation services. There is a need to assess the satisfaction levels of the disabled provided with aids and appliances in outreach camps through follow up camps. The National Institutes should ensure optimum utilisation of their infrastructure for human resource development. Research in the field of new innovative, assistive devices needs to be given more attention. Although Indian Spinal Injury Centre, New Delhi was given land at concessional rate subject to the express condition of providing 25 *per cent* beds free of cost to indigent PWD, the Ministry has been providing them with a substantial amount of grant since 1997-98 towards sponsoring of the free beds. The grant is increased by 10 *per cent* every year. This needs to be reviewed. Further, the proportion of total patients getting free OPD treatment is falling steadily. This needs to be addressed and free OPD treatment should be provided to maximum number of indigent PWD.

- The core committees constituted under the Ministry and the State Governments for monitoring of welfare schemes for PWD need to be more active in reviewing and evaluating existing schemes on a continuous basis. Better co-ordination between CCPD and various Government departments is required.
- State Social Welfare Departments need to monitor the working of NGOs in their respective states. Siphoning off of funds by fake NGOs need to be arrested through proper checking of documents before release of funds and thorough inspections.

Out of the 29 recommendations appearing above, the Ministry has accepted 14 and has not offered any comments on 10.

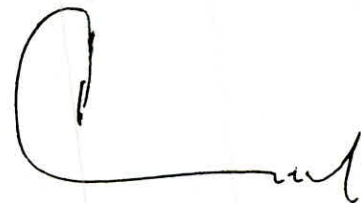
New Delhi
Dated 12 May 2004



(Dr. A.K. BANERJEE)
Director General of Audit
Central Revenues

Countersigned

New Delhi
Dated 14 May 2004



(VIJAYENDRA N. KAUL)
Comptroller and Auditor General of India

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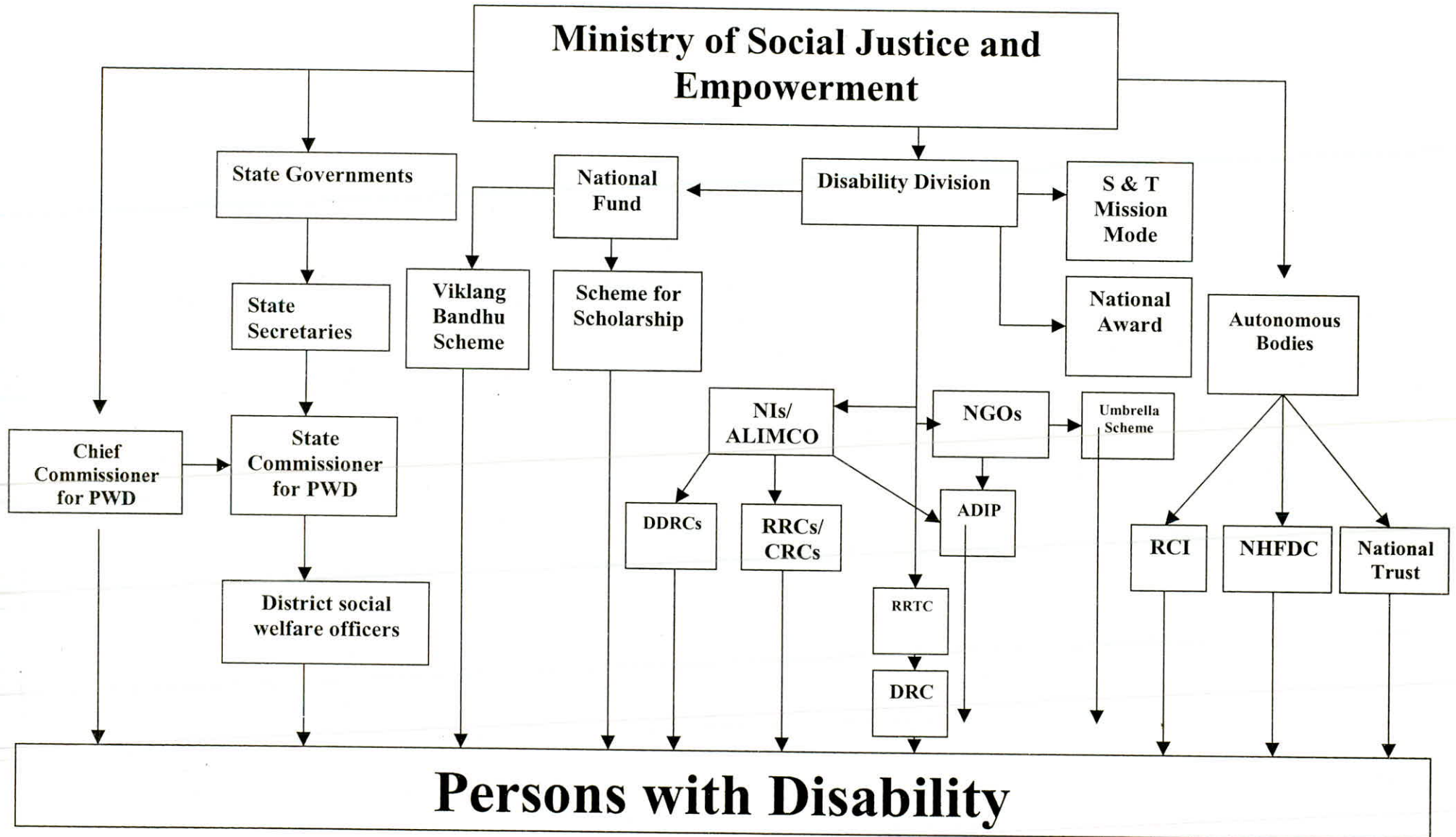
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Annex-I
 Organisation Chart
 (Refers to Paragraph 1.2)



Annex-II
Details of test checked districts
(Refers to paragraph 2.2)

Sl. No.	Name of the State	Total no of districts	Districts test-checked	Names of districts
1.	Andhra Pradesh	23	07	Anantpur, Chittoor, East Godavari, Mahaboobnagar, Nalgonda, Prakasam and Visakhapatnam
2.	Arunachal Pradesh	14	03	Papumpare, Lower Subhansir, Kurung Kumeng
3.	Assam	23	04	Guwahati, Dibrugarh, Golpara, Silchar
4.	Bihar	37	11	Vaiahali, Patna, Muzaffarpur, Gaya, Bhojpur, West Champaran, Purnia, Katihar, Jamui, Darbhanga, Munger
5.	Chhattisgarh	16	04	Raipur, Bilaspur, Durg, Bastar
6.	Delhi	09	09	North, Central, South, New Delhi, South West, West, North East, East & North West
7.	Goa	02	02	North Goa, South Goa
8.	Gujarat	25	06	Ahmedabad, Junagarh, Kuchh-Bhuj, Rajkot, Sabarkantha, Surat
9.	Haryana	19	07	Ambala, Faridabad, Jind, Karnal, Panipat, Panchkula, Sonipat
10.	Himachal Pradesh	12	05	Bilaspur, Hamirpur, Kangra, Sirmaur, Solen
11.	Jammu & Kashmir	16	-NA-	-NA-
12.	Jharkhand	22	08	Ranchi, Hazaribagh, East Singhbhum, Dumka, Deoghar, Giridik, Chaibasa, Lahardaga
13.	Karnataka	27	09	Bangalore(Rural), Bangalore(Urban), Belgaun, Gulbarga, Kolar, Mandya, Mysore, Shimoga, Tumkur
14.	Kerala	14	04	Thiruvananthapuram, Ernakulam, Thrissur, Kozhikode
15.	Madhya Pradesh	45	12	Morena, Sheopur, Gwalior, Guna, Indore, Badwani, Shojapur, Bhopal, Jabalpur, Sagar, Shahdot, Umaria
16.	Manipur	09	03	Imphal West, Thoubal, Senapati
17.	Meghalaya	07	03	East Khasi hills, West Garo hills, Jaintia hills
18.	Mizoram	08	02	Aizwal East, Aizwal West
19.	Nagaland	08	02	Mokokchung, Tuensang
20.	Orissa	30	02	Cuttack, Khurd
21.	Punjab	17	02	Ropar, Sangrur
22.	Rajasthan	32	08	Bhilwara, Dausa, Jaipur, Kota, Sikar, Sawai Madopur, Tonk, Udaipur
23.	Sikkim	04	04	East Sikkim, West Sikkim, North Sikkim, South Sikkim
24.	Tamil Nadu	29	06	Chennai, Chengalpattu, Cuddalore, Madurai, Tirunelveli, Tiruvannamalai
25.	Tripura	04	02	North Tripura, South Tripura
26.	Uttar Pradesh	70	19	Agra, Allahabad, Badaun, Barabanki, Bareilly, Deoria, Ghazipur, Hardoi, Jalaun, Jhansi, Kanpur Nagar, Lucknow, Merrut, Moradabad, Pilibhit, Rampur, Sitapur, Sultanpur, Varanasi
27.	Uttaranchal	13	04	Almora, Dehradun, Haridwar, Nainital
28.	West Bengal	19	04	Bardhman, Maidinipore, Dakshin Dinajpore, North 24-Parganas
29.	A & N Islands	02	01	Andaman
30.	Chandigarh	01	01	Chandigarh
31.	Dadra & Nagar Haveli	01	01	Silvassa
32.	Pondicherry	04	02	Pondicherry, Karaikal
	Total	562	157	

NA Not available

Annex-III
State-wise expenditure under NPRPD Scheme
(Refers to Paragraph 9.1)

(Rs. in lakh)

S. no.	Name of State	Availability of Resources			Unutilised		UC received as per Ministry's records
		Grant released by Central Government	Fund provided by State Government	Total fund available	Amount	% of total fund	
1.	Andhra Pradesh	257.10	Nil	257.10	206.18	80	136.40
2.	Arunachal Pradesh	366.90	Nil	366.90	201.05	55	0.00
3.	Assam	476.70	Nil	476.70	211.92	44	254.60
4.	Bihar	599.00	Nil	599.00	547.57	91	309.70
5.	Chhattisgarh	363.95	Nil	363.95	308.35	85	0.00
6.	Delhi	147.30	Nil	147.30	147.30	100	0.00
7.	Gujrat	366.90	Nil	366.90	366.90	100	0.00
8.	Goa	147.30	Nil	147.30	117.47	80	20.42
9.	Haryana	257.10	Nil	257.10	227.10	88	0.00
10.	Himachal Pradesh	257.10	Nil	257.10	207.00	81	57.37
11.	Jammu & Kashmir	257.10	Nil	257.10	257.10	100	0.00
12.	Jharkhand	366.90	Nil	366.90	216.90	59	0.00
13.	Karnataka	379.40	Nil	379.40	268.93	71	66.31
14.	Kerala	257.10	Nil	257.10	257.10	100	0.00
15.	Madhya Pradesh	708.80	Nil	708.80	672.30	95	0.00
16.	Maharashtra	379.40	Nil	379.40	150.00	40	223.35
17.	Manipur	257.10	Nil	257.10	237.10	92	0.00
18.	Meghalaya	257.10	Nil	257.10	217.84	85	0.00
19.	Mizoram	147.30	Nil	147.30	74.74	51	4.65
20.	Nagaland	257.10	Nil	257.10	Nil	0	134.42
21.	Orissa	379.40	Nil	379.40	249.76	66	0.00
22.	Pondicherry	147.30	Nil	147.30	80.51	54	28.64
23.	Punjab	257.10	Nil	257.10	108.00	42	12.56
24.	Rajashtan	379.40	Nil	379.40	379.40	100	0.00
25.	Sikkim	147.30	Nil	147.30	14.46	10	147.30
26.	Tamil Nadu	379.40	Nil	379.40	257.16	68	26.85
27.	Tripura	147.30	Nil	147.30	140.93	96	0.00
28.	Uttar Pradesh	818.60	Nil	818.60	596.03	72	25.64
29.	Uttaranchal	257.10	Nil	257.10	257.10	100	0.00
30.	West Bengal	257.10	Nil	257.10	190.29	74	65.12
31.	Andaman Nicobar	147.30	Nil	147.30	NA	NA	0.00
32.	Chandigarh	147.30	3.00	150.30	8.43	06	0.00
33.	Dadra & Nagar Haveli	147.30	Nil	147.30	133.03	90	5.08
34.	Daman & Diu	147.30	Nil	147.30	144.64	98	2.66
35.	Lakshdweep	147.30	80.00	227.30	NA	NA	0.00
Total		10413.15	83.00	10496.15			1521.07

NA: Not available

Annex-IV
Population of the disabled in India
 {Refers to Paragraph 10.1(iv)(a)}

Sl. No.	Name of the State/UT	Estimated disabled population (in lakh)	Percentage of the disabled to total population
1.	Andhra Pradesh	36.34	7.68
2.	Arunachal Pradesh	0.56	0.11
3.	Assam	10.77	2.27
4.	Bihar	42.66	9.01
5.	Delhi	6.52	1.37
6.	Goa	0.76	0.16
7.	Gujarat	21.66	4.57
8.	Haryana	8.51	1.79
9.	Himachal Pradesh	2.63	0.55
10.	Karnataka	22.94	4.84
11.	Kerala	15.25	3.22
12.	Madhya Pradesh	34.83	7.36
13.	Maharashtra	41.12	8.69
14.	Manipur	1.19	0.25
15.	Meghalaya	1.15	0.24
16.	Mizoram	0.45	0.09
17.	Nagaland	0.80	0.16
18.	Orissa	17.65	3.73
19.	Punjab	11.09	2.34
20.	Rajasthan	21.32	4.50
21.	Sikkim	0.26	0.25
22.	Tamil Nadu	29.83	6.30
23.	Tripura	1.79	0.37
24.	Uttar Pradesh	73.82	15.60
25.	West Bengal	34.76	7.34
26.	Andaman & Nicobar Islands	0.18	0.03
27.	Chandigarh	0.45	0.09
28.	Dadara & Nagar	0.09	0.01
29.	Daman & Diu	0.07	0.01
30.	Lakshadweep	0.03	0.006
31.	Pondicherry	0.53	0.11
Total		439.98	

(Source: Annual report of CCPD for the year 1998-99)

Annex – V
Beneficiary profile under grant in aid released for special schools
{Refers to Paragraph 10.1(iv)(b)}

STATE	Number of beneficiaries		
	2000-01	20001-02	2002-03
Andhra Pradesh	7926	24010	32511
Aruncahal Pradesh	-	170	104
Assam	161	405	679
Bihar	925	1526	1280
Chhattisgarh	52	225	245
Delhi	2726	1717	7819
Goa	64	268	244
Gujarat	591	888	959
Haryana	445	221	740
Himachal Pradesh	114	146	174
Jammu & Kashmir	-	-	44
Jharkhand	-	110	60
Karnataka	7283	8075	9630
Kerala	2554	4170	4499
Madhya Pradesh	609	606	2112
Maharashtra	838	645	1608
Manipur	325	240	638
Meghalaya	453	776	483
Mizoram	165	165	178
Nagaland	-	100	-
Orissa	1255	908	1885
Pondichery	60	65	75
Punjab	1160	1127	1441
Rajasthan	948	1165	1300
Sikkim	-	-	42
Tamil Nadu	1448	2481	3653
Tripura	60	72	104
Uttar Pradesh	4106	4844	6860
Uttaranchal	660	60	620
West Bengal	3317	2512	4089
Chandigarh	105	100	107
Dadra & Nagar Haveli	-	100	-

Annex VI
Meetings of SCC and SEC
(Refers to Paragraph 11.1)

S. No.	Name of State	SCC				SEC			
		Date of formation	No. of meetings required	No. of meetings held	Percentage shortfall	Date of formation	No. of meetings required	No. of meetings held	Percentage shortfall
1.	Andhra Pradesh	11.2.1996	12	05	58	11.12.1996	24	05	79
2.	Arunachal Pradesh	January 1998	10	02	80	Not formed	-	-	-
3.	Assam	08.10.1996	10	04	60	08.10.1996	20	02	90
4.	Bihar	05.08.1996	10	01	90	05.08.1996	20	03	85
5.	Chhattisgarh	14.05.2002	02	01	50	22.03.2002	04	01	75
6.	Goa	29.07.1997	10	02	80	29.07.1997	20	Nil	100
7.	Gujarat	13.05.1997	10	02	80	23.05.1997	16 (upto 2001-02)	04	75
8.	Haryana	24.09.1997	10	04	60	08.12.1997	20	11	45
9.	Himachal Pradesh	07.01.1997	10	03	70	07.01.1997	20	01	95
10.	Jharkhand	Not formed	-	-	-	Not formed	-	-	-
11.	Karnataka	12.09.1997	10	05	50	23.04.1998	20	07	65
12.	Kerala	31.03.1999	08	02	75	31.03.1999	16	04	75
13.	Madhya Pradesh	01.05.1997	10	04	60	05.05.1998	19	05	74
14.	Maharashtra	06.12.1999	07	04	43	06.12.1999	14	04	71
15.	Manipur	07.10.1997	10	Nil	100	07.10.1997	20	Nil	100
16.	Mizoram	21.06.1999	07	04	43	05.08.1999	14	Nil	100
17.	Meghalaya	26.03.1997	10	02	80	16.06.1998	20	02	90
18.	Nagaland	14.11.1996	10	03	70	16.01.1998	20	Nil	100
19.	Orissa	13.11.1997	12	Nil	100	13.11.1997	24	03	88
20.	Punjab	30.12.1996	10	03	70	19.01.1998	20	08	60
21.	Rajasthan @	16.07.1997	04	01	75	16.07.1999	04	Nil	100
22.	Sikkim	19.10.1998	09	01	89	19.10.1998	18	03	83
23.	Tamil Nadu	27.05.1997	10	06	40	21.03.1998	20	06	70
24.	Tripura	17.01.1997	10	04	60	17.01.1997	20	04	80
25.	Uttar Pradesh	04.09.1997	10	04	60	20.11.1997	20	05	75
26.	Uttaranchal	Not formed	-	-	-	Not formed	-	-	-
27.	West Bengal	13.01.1998	10	03	70	18.12.1998	18	04	78

NA: Not available

@ SCC and SEC were not constituted in Rajasthan after July 2000

List of Abbreviations

Some prominent abbreviations that have been used in this report are as follows:

ADIP	Assistance to Disabled Persons for Purchase/ Fittings of Aids and Appliances
ALIMCO	Artificial Limbs Manufacturing Corporation Limited
AYJNIHH	Ali Yavar Jung National Institute of Hearing Handicapped
CBRW	Community Based Rehabilitation Worker
CCC	Central Co-ordination Committee
CCPD	Chief Commissioner for PWDs
CEC	Central Executive Committee
CISP	Crisis Intervention Service Project
CPWD	Central Public Works Department
DDRC	District Disability Rehabilitation Centre
DHLS	Diploma in Hearing Language and Speech
DM	District Magistrate
DRC	District Rehabilitation Centre
DSCFDC	Delhi Scheduled Caste Financial and Development Corporation Limited
DSW	Department of Social Welfare
ESCAP	Economic and Social Commission for Asia and Pacific
FAITH	Foundation for Ability Improvement and technology for the Handicapped
GPF	General Provident Fund
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Scheme
IED	Integrated Education for Disabled
IPH	Institute of Physically Handicapped
ISIC	Indian Spinal Injury Centre
JGSY	Jawahar Gram Samridhi Yojana
KSHPWD	Kerala State Handicapped Persons Welfare Corporation
LLC	Local Level Committee
MRW	Multipurpose Rehabilitation Worker
NCT	National Capital Territory
NGO	Non-government organization
NHFDC	National Handicapped Finance and Development Corporation
NI	National Institute
NIMH	National Institute of Mentally Handicapped
NIOH	National Institute of Orthopaedically Handicapped
NIRTAR	National Institute of Rehabilitation Training and Research
NPRPD	National Programme for Rehabilitation of Persons with Disability
NSSO	National Sample Survey Organisation
PHC	Primary Health Centre
PWDs	Persons with disabilities
RCI	Rehabilitation Council of India

R & D	Research and Development
RRC	Regional Rehabilitation Centre
RRTC	Regional Rehabilitation Training Centre
RSFDCC	Rajasthan Scheduled Castes and Scheduled Tribe Finance & Development Co-operative Corporation
SABCO	SC/ST/OBC Development Corporation
SC	Special Cell
SCA	State Channelising Agency
SCC	State Coordination Committee
SCPD	State Commissioner for Persons with Disabilities
SEC	State Executive Committee
SEE	Special Employment Exchange
SGSY	Swarn Jayanti Gram Swaraj Yojana
SRC	State Resource Centre
UT	Union Territory
WCD	Women and Child Department