सत्यमेव जयते

Report of the Comptroller and Auditor General of India on Performance Audit of Implementation of Rights of Persons with Disabilities Act, 2016

SUPREME AUDIT INSTITUTION OF INDIA

लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

Government of Rajasthan

Report No. 1 of the year 2023

Report of the
Comptroller and Auditor General of India
on
Performance Audit of
Implementation of Rights of Persons with Disabilities Act, 2016

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Preface

This Report has been prepared for submission to the Governor of Rajasthan under Article 151 of the Constitution of India.

This Report contains the results of Performance Audit of **'Implementation of Rights of Persons with Disabilities Act, 2016'** for the period 2016-21. This performance audit assesses the status of implementation of provisions for specially abled persons in Rajasthan and examines the steps taken by the State Government departments for their welfare, upliftment and empowerment in accordance with the Act.

The Performance Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

Article 41 of the Constitution of India mandates the State to make effective provisions for securing the right to work, to education and to public assistance for people affected by disability. The Rights of Persons with Disabilities (RPwD) Act, 2016 was enacted to give effect to these benefits.

As per Census 2011, Rajasthan had 15.64 lakh persons with disabilities, which was 2.28 *per cent* of the total population (6.85 crore) of the State. Rajasthan had the sixth largest population of PwDs which constituted 5.83 *per cent* of total PwDs in the country.

This Performance Audit is an assessment of the implementation of Rights of Persons with Disabilities Act, 2016 in the state of Rajasthan. It examined whether Government of Rajasthan took adequate measures to ensure the rights and entitlements of Specially Abled Persons (SAPs), provide adequate social security, education and employment. The Performance Audit covered the period 2016-21.

Audit observed significant delay by the Government of Rajasthan in providing rights and entitlements to the physically challenged. Provisions for reservation in promotion, relaxation in upper age limit and concession in marks were notified in October 2021, four years after the enactment of the RPwD Act, 2016. *State Government may ensure that reservation in jobs and promotions are made for the SAPs as per the RPwD Act.*

Equal Opportunity Policy is yet to be approved by the Government. *State Government may take necessary steps for early adoption of Equal Opportunity Policy for the protection of rights of the SAPs.*

The Rajasthan State Policy on Disabilities, 2012 is yet to be revised in accordance with RPwD Act, 2016.

There was significant delay in issue of Disability Certificates to the disabled as 31 *per cent* of the 9.85 lakh applications were pending for more than one year. *State Government may undertake special campaigns to enhance the coverage of SAPs for issue of disability certificates and prescribe norms regarding time limits for various stages of processing of applications.*

When it came to social security, only 5.77 lakh specially abled persons (37 *per cent*) were getting disability pension as of March 2021.

Enrolment of children with special needs in schools reduced by almost 30 *per cent* from 2016-17 to 2020-21. *State Government may*

make all efforts to enhance the enrolment and retention of Children with Special Needs in the educational institutions in the State.

Mentally Retarded homes for persons having intellectual disabilities were not adequate in the state and the existing MR homes suffered from shortage of staff and the amenities. *State Government may establish adequate number of Government/NGO run MR Homes and ensure availability of adequate infrastructure and human resources as per prescribed norms.*

Financial assistance was provided to SAPs without obtaining required documents like Income Certificate, Marriage Card, Domicile, Disability Certificate and receipt of Aids & Devices under *Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana* and *Sanyukt Sahayata Anudan Yojana*. Further, subsidy was released without ascertaining the actual disbursement of full loan and there was irregular disbursal of subsidy to ineligible people under *Mukhyamantri Vishesh Yogyajan Swarojgar Yojana. The State Government may ensure that there is no diversion of benefits meant for PwDs to ineligible persons. Responsibility may be fixed for diversion of benefits to ineligible persons.*

DSAP did not conduct social audit of all programmes and schemes for the PwDs from time to time. *State Government may undertake social audits periodically which would help them in monitoring the progress as well as improving the implementation of schemes and programmes run for the welfare of the SAPs.*

DSAP took excess time in granting new registration and renewal of certificates of NGOs. *State Government may make all efforts to facilitate NGOs through timely grant of registrations and their renewal and prepare proper database for effective monitoring of NGOs.*

State Commissioner did not have any mechanism to monitor the action taken on complaints received from aggrieved specially abled persons. State Advisory Board required to oversee the effective implementation of the Act had not yet been constituted. *State Government may set up the institutional mechanisms envisioned in the Act for effective implementation of the Act for the welfare of the SAPs.*

There was no dedicated staff of DSAP at the district or lower levels though a separate Directorate for SAPs was established in October 2011 for focused intervention for welfare of SAPs. *State Government may establish separate SAP offices with adequate manpower at district/block level for effective implementation of the provisions of the Act and schemes/programmes.*

District officers did not conduct quarterly/monthly inspections of NGOs and instead conducted inspections on a half yearly basis at the

time of making recommendation to DSAP for releasing grants. *State Government may ensure effective Internal Controls by ensuring robust institutional mechanisms as envisaged in the Act and availability of timely and accurate information.*

In the eight test checked districts, many Government buildings were not fully accessible for SAPs as the ramps, railings and accessible toilets had not been constructed.

Chapter-I
Introduction

Chapter-I
Introduction

1.1 Enabling provisions pertaining to Persons with Disabilities

The Constitution of India ensures equality, freedom, justice and dignity of all individuals and implicitly mandates an inclusive society for all, including Persons with Disabilities (PwDs). Article 41 of the Constitution of India mandates the State to make effective provisions for securing the right to work, to education and to public assistance for people affected by disability within the limit of its economic capacity and development. In line with this, the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) (PwD) Act, 1995, was enacted by Government of India (GoI).

The Rights of Persons with Disabilities (RPwD) Act, 2016 which came into force from April 2017 replaced the existing PwD Act, 1995 and was enacted to give effect to the principles adopted by the United Nations Convention[1] on the Rights of Persons with Disabilities 2006. The salient features of the RPwD Act, 2016 are as under:

- The Act prescribes 21 types[2] of disabilities whereas the existing Act of 1995 had only 7 categories under its umbrella.
- This Act provides for various rights and entitlements for PwDs like equality and non-discrimination, community life, protection against cruelty and inhuman treatment, access to justice, legal capacity, etc.
- The Governments are required to make existing public buildings and infrastructure accessible within five years and provide barrier free environment for PwDs.
- The benefits of schemes implemented by GoI/State Governments are related to 'persons with benchmark disability' i.e., not less than 40 *per cent* disability as certified by a certifying authority.

As per Census 2011, Rajasthan had 15.64 lakh persons with disabilities, which was 2.28 *per cent* of the total population (6.85 crore) of the State. Rajasthan had the sixth largest population of PwDs which constituted 5.83 *per cent* of total PwDs in the country. The category wise proportion of PwDs is depicted in **Chart 1:**

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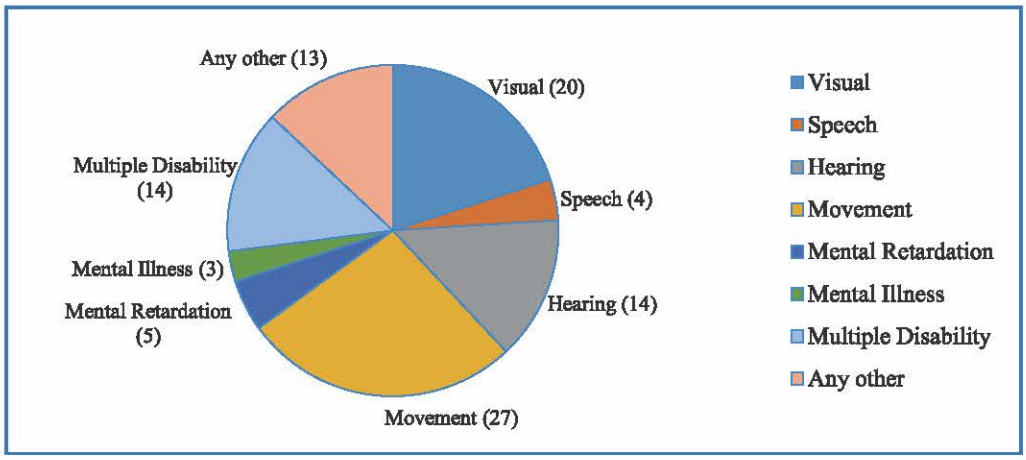
1 India ratified the Convention in October 2007.

2 (i) Blindness (ii) Low-Vision (iii) Leprosy Cured Persons (iv) Hearing Impairment (deaf and hard of hearing) (v) Locomotor Disability (vi) Dwarfism (vii) Intellectual Disability (viii) Mental Illness (ix) Autism Spectrum Disorder (x) Cerebral Palsy (xi) Muscular Dystrophy (xii) Chronic Neurological Conditions (xiii) Specific Learning Disabilities (xiv) Multiple Sclerosis (xv) Speech and Language Disability (xvi) Thalassemia (xvii) Haemophilia (xviii) Sickle Cell Disease (xix) Multiple Disabilities including Deaf Blindness (xx) Acid Attack Victims and (xxi) Parkinson's Disease.

Chart 1: Category-wise percentage of PwDs in Rajasthan as per Census 2011



Source: 'Persons with Disabilities (Divyangjan) in India- A Statistical Profile: 2021' published by Ministry of Statistics and Programme Implementation, GoI.

1.2 Organizational Set-up

With the objective of giving benefits of various schemes, provisions, Act and Rules governing the welfare of the disabled persons in a dedicated manner, a separate Directorate for Disabled Persons was established (October 2011) in the State. Subsequently, the Directorate was renamed as Directorate of Specially Abled Person (DSAP), from March 2012 and the persons with disabilities were termed as "Specially Abled Persons" (SAP) in the State.

The Principal Secretary, Social Justice and Empowerment Department (SJED) Government of Rajasthan (GoR), is the administrative head of the Department and is assisted by Director-cum-Special Secretary, SAP who heads DSAP and is responsible for overall planning, implementation of various schemes and monitoring the utilization of the funds disbursed by GoI/GoR against various schemes[3] implemented for the benefit of SAPs, by coordinating with different departments of the State Government. Deputy/Assistant Directors i.e., District Level Officers (DLO) of SJED at District Level and Block Social Security Officers (BSSOs) of SJED at Block level assist in administration and implementation of schemes. As of March 2021, there were 35 Mentally Retarded (MR) homes and 101 Residential and Non-Residential schools being run by Non Governmental Organisations (NGOs) for SAPs in Rajasthan which were receiving grants from DSAP. In addition, one Government Mentally Retarded Women and Child Welfare Rehabilitation Home, Jamdoli (Jaipur) is functioning under the control of DSAP.

3 Examples include (i) *Mukhyamantri Vishesh Yogyajan Swarojgar Yojana*; (ii) *Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana*; (iii) *Sanyukt Sahayata Anudan Yojana*; (iv) *Vishesh Yogyajan* Scholarship *Yojana*; (v) *Vishesh Yogyajan Anupriti Yojana*; (vi) *Vishesh Yogyajan* Identification *Yojana;* (vii) *Astha Yojana*; (viii) *Vishesh Yogyajan* Sports *Yojana;* (ix) *Vishesh Yogyajan* State Level Award *Yojana;* (x) Polio Correction Camp; (xi) One time financial assistance to pension holder SAPs for self-Business *Yojana*; and (xii) *Vishesh Yogyajan* Self-Employment and Training *Yojana*.

In addition, an independent office of the State Commissioner, SAP was established under Section 79 of the RPwD Act, 2016. The State Commissioner, SAP is responsible to monitor the implementation of schemes, programmes and provisions of the RPwD Act besides inquiring into the complaints relating to deprivation of rights of SAP etc.

1.3 Audit Objectives

The Performance Audit was carried out to examine whether:

(i) *government took adequate measures to effectively ensure the rights and entitlements of SAPs, including dignity, equality, non-discrimination, individual autonomy, independence and accessibility;*

(ii) *societal participation, inclusion and acceptance was ensured through adequate social security and effective rehabilitation and recreational measures;*

(iii) *health services, education, skill development and employment opportunities were adequately and effectively provided in a non-discriminatory manner ensuring equality of opportunity; and*

(iv) *effective system of governance including effective financial management, monitoring and internal control was in place.*

1.4 Audit Criteria

The Performance Audit was benchmarked against the criteria derived from the following sources:

- The Rights of Persons with Disabilities (RPwD) Act, 2016;
- Rajasthan State Policy on Disabilities, 2012;
- Annual Reports of the State Commissioner for SAPs;
- The Rajasthan Rights of Persons with Disabilities (RRPwD) Rules, 2018; and
- Guidelines of the respective schemes, Government orders and circulars issued by the GoI/GoR.

1.5 Audit Scope and Methodology

The Performance Audit covering the period 2016-21, commenced in July 2021 with an Entry Conference (July 2021) with Secretary, SJED wherein audit objectives, audit criteria, selection of units, audit methodology and scope of Performance Audit were discussed. Records of office of the Director-cum-Special Secretary, SAP as well as the Office of the State Commissioner, SAP were examined.

Audit selected eight Deputy Director (DD)/Assistant Director (AD) offices of SJED at district level and 16 Block Social Security Offices (BSSOs) of SJED at block level. In addition to the Government Mentally Retarded Women and Child Welfare Rehabilitation Home, Jamdoli (Jaipur), out of the 13 MR Homes run by NGOs in the eight selected districts, eight MR homes were selected. Further, out of 33 Residential/Non-Residential Schools run by NGOs in the eight test checked districts, 11 were selected. All these selections were done through Simple Random Sampling using IDEA software. Apart from this, five Special Schools under Deendayal Disability Rehabilitation Scheme (DDRS), one District Disability Rehabilitation Centre (DDRC) and three centres under Assistance to Disabled Persons for Purchasing/Fitting of Aids/Appliances (ADIP) Scheme run by NGOs through central grants, were also selected for audit, in selected eight districts. Details of selected units are given in ***Appendix-I***.

Audit findings were discussed with the Secretary, SJED and officers of the implementing agencies in an Exit Conference held on 11 April 2022. Replies of GoR and views of GoR expressed in the Exit Conference have been appropriately incorporated in the Report.

1.6 Acknowledgement

Audit acknowledges the cooperation of GoR including Secretary, SJED and State Commissioner, SAP during the conduct of the Performance Audit. Audit also appreciates the assistance provided by the field functionaries of concerned departments for smooth conduct of the audit. However, certain important information[4] has not been provided by SJED due to which Audit could not conduct a more comprehensive and in-depth analysis of various steps taken by the department for successful implementation of the Act.

4 Such as State level consolidated data of all schemes, State level information of NGOs (registered/renewed/cancelled/closed/inspections conducted etc.); State/district level information about SAPs (category wise); State level data of distribution of *Astha* cards; State level information about *Palanhaar* Scheme; State level information about legal guardianship given under National Trust Act; Financial information about DDRC, DDRS and ADIP centres; Information about grievance redressal system (complaints received/resolved etc.).

Chapter-II

Rights and Entitlements

Chapter-II
Rights and Entitlements

Rajasthan State Policy on Disabilities, 2012 had not been revised even after promulgation of the RPwD Act, 2016. The Rajasthan Rights of Persons with Disabilities Rules, 2018 were implemented with delay of more than one year and eight months. Reservation to SAPs was not adequately provided by the departments and SAP employees were deprived of reservation in promotion for more than four years since the enactment of RPwD Act.

State Commissioner office lacked the mechanism for follow up on compliance of its orders and directions. The issues relating to non-constitution of State Advisory Board, State Committee for Research on Disability, State Fund and Assessment Boards in the State, even after lapse of four years of implementation of the Act indicate severe deficiencies in establishing the institutional mechanisms envisioned in the Act.

RPwD Act, 2016 provides various rights and entitlements which include equality and non-discrimination, community life, protection against cruelty and inhuman treatment, reproductive rights, accessibility in voting, access to justice, legal capacity, etc.

Efforts made by the various departments for effective implementation of the RPwD Act, 2016 and the establishment of institutional mechanisms are discussed in the following paragraphs.

2.1 Formulation of new State Policy

The State Advisory Board was mandated under Section 71 (2) of RPwD Act to develop State policy and advise the State Government on policies, programmes, legislation and projects with respect to disability and review and coordinate the activities of all Departments and other Governmental/Non-Governmental Organizations in the State dealing with matters relating to PwDs, recommend steps to ensure accessibility, non-discrimination for PwDs and monitor and evaluate the impact of laws, policies and programmes designed to achieve full participation of PwDs.

Audit observed that the Rajasthan State Policy on Disabilities, 2012 had not been revised as of October 2022, even after promulgation of the RPwD Act, 2016.

Regarding the lack of revision of the Policy, GoR stated (November 2022) that action would be taken after formulation of new policy by GoI in compliance of the RPwD Act and important aspects of that policy would be included in new State Policy. The reply of the State Government is not acceptable as the Policy is required to be revised so that a contemporary policy in line with the latest national and global impetus on inclusion, including the focus on welfare and empowerment of SAPs, is in place for guiding the actions of the State Government in this regard.

2.2 Implementation of Rajasthan Rights of Persons with Disabilities Rules, 2018

As per Section 101 of the RPwD Act 2016, the State Government was required to frame rules for carrying out the provisions of the Act, not later than six months from the date of commencement (April 2017) of this Act. In Rajasthan, the Rajasthan Rights of Persons with Disabilities (RRPwD) Rules, 2018 were implemented in January 2019 after lapse of one year and eight months from the commencement of the Act.

Audit observed that due to delay in implementation of the Rajasthan Rights of Persons with Disabilities Rules, 2018 in the State, some of the important mechanisms, as mandated in the Act highlighted in Paragraph 2.5 were either not established or established with delays due to which the beneficiaries were deprived of their rights and entitlements. GoR accepted the facts (November 2022).

2.3 Providing reservation to SAPs

Section 34 of the RPwD Act provided for four *per cent*[5] reservation in government and public sector jobs to SAPs. The one *per cent* increase (as compared to the provision in PwD Act, 1995) in the present Act was for persons with intellectual disabilities[6], mental illness, multiple disabilities, autism and specific learning disabilities. Further, Sections 34(1) and (3) of the RPwD Act provide for reservation in promotion and relaxation of upper age limit for employment.

Audit observed (July-August 2021) that after the RRPwD Rules, 2018 were notified (January 2019), Department of Personnel took further six months to issue the relevant orders (August 2019) regarding reservation to SAPs.

Information regarding compliance of these orders at State level was sought for from Department of Personnel, GoR (July 2021). The required information has not been made available to audit (December 2022).

Audit observed that the provisions relating to reservation in promotion, relaxation in upper age limit and concession in marks were notified (October 2021) in the State four years after the enactment of the RPwD Act. GoR accepted the facts (November 2022).

Recommendation 1: *The State Government may ensure that reservation in jobs and promotions are made for the SAPs as per the RPwD Act.*

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5 Four *per cent*: one *per cent* each for locomotor disability, visual disability and hearing disability and one *per cent* for intellectual disabilities, mental illness, autism, specific learning disabilities and multiple disabilities.

6 Intellectual disability, a condition characterised by significant limitation both in intellectual functioning (reasoning, learning, problem solving) and in adaptive behaviour which covers a range of every day, social and practical skills including 'specific learning disabilities' and 'autism spectrum disorder'.

2.4 Policy for Equal Opportunity

Section 20 of the RPwD Act provided that no Government establishment should discriminate against any PwD in any matter relating to employment and the Government may frame policies for posting and transfer of employees with disabilities. Further, as per Section 21 of the RPwD Act, every establishment was to notify Equal Opportunity Policy detailing measures[7] proposed to be taken by it in pursuance of relevant provisions of Chapter-IV (Skill Development and Employment) of the RPwD Act, 2016 in the manner as may be prescribed by the Central Government and every establishment was to register a copy of the said policy with the State Commissioner.

Audit observed (July-August 2021) that Equal Opportunity Policy had not been implemented in the State as the same is yet to be approved by the GoR.

GoR accepted the facts (November 2022). GoR however, did not furnish reasons for non-approval of the Equal Opportunity Policy.

Recommendation 2: *GoR may take necessary steps for early adoption of Equal Opportunity Policy for the protection of rights of the SAPs.*

2.5 Institutional mechanisms for implementation of the Act

2.5.1 Constitution of Assessment Board

Section 38 of the RPwD Act provided that any person with benchmark disability, who considered himself to be in need of High Support[8], or any person or organisation on his or her behalf, may apply to an authority to be notified by the appropriate government, for requesting to provide High Support. An application for need of High Support was to be certified by an Assessment Board at district level.

Audit observed (July 2021-January 2022) that the State Government had issued the order to constitute the Assessment Boards at district level in September 2021, more than four years after the enactment of the RPwD Act, 2016. GoR accepted the facts (November 2022).

2.5.2 Constitution of State Committee for Research on Disability

Rule 3 of RRPwD Rules, 2018 provided that the State Committee for Research on Disability at State level should be constituted under the chairmanship of an

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7 Regarding accessibility, post identified suitable for SAPs, post recruitment induction and promotion training, transfer and posting policies etc.

8 High support means an intensive support, physical, psychological and otherwise, which may be required by a person with benchmark disability for daily activities (such as brushing, combing, dressing, toilet hygiene, etc.), to take independent and informed decision to access facilities and participating in all areas of life including education, employment, family and community life and treatment and therapy.

eminent person having vast experience in the field of Science and Medical Research and other members[9].

Audit scrutiny (July-August 2021) of records of Directorate, SAP revealed that the Committee for Research on Disability at State level was not constituted in the State (March 2021) even after lapse of four years of the enactment of the RPwD Act, 2016.

GoR accepted the facts and stated (November 2022) that the process regarding constitution of the State Committee for Research on Disability was under consideration at appropriate level.

2.5.3 Formation of State Fund

Section 88(1) of the RPwD Act provided that a fund should be constituted by the State Government to be called as the State Fund for PwD. Rule 35 of RRPwD Rules, 2018 prescribed utilization of the State Fund for purposes such as welfare, training, education, rehabilitation, direction, counselling and social upliftment of the PwDs etc. in the State.

Audit observed that even after the lapse of four years of enactment of the Act, the State Fund for the SAPs was not constituted in the State as of September 2022. GoR stated (November 2022) that budget allotted for SAPs was to be treated as State Fund. The reply is not acceptable as creation of a special purpose fund is totally different from budgetary allotment.

2.5.4 State Commissioner for SAPs

The office of the State Commissioner, SAPs was setup in the State under Section 60 of the PwD Act, 1995 and was envisaged to play a crucial role in implementing and enforcing the provisions of the PwD Act, 1995 as well as under Section 79 of RPwD Act, 2016.

Section 80 (b) of the RPwD Act provided that the State Commissioner should inquire, *suo motu* or otherwise, in matters relating to deprivation of rights of PwDs and safeguards available to them and take up the matter with appropriate authorities for corrective action. The RPwD Act provided that the State Commissioner shall, for the purpose of discharging the functions under this Act, have the powers of a civil court[10] while trying a suit related to deprivation of rights of SAPs.

During 2016-21, 61 cases[11] (including one case on *suo motu* basis) related to deprivation of rights of SAPs were registered in the Court of State Commissioner, of which 57 cases were decided and orders were issued (during 2016-21) for compliance to the concerned departments.

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9 Director, Department of Medical and Health, Director, SAP and five members from SAPs or registered state level organisation representing each of five groups of specified disabilities.

10 as are vested in a court under the Code of Civil Procedure, 1908.

11 61 cases: 2016-17: 11; 2017-18: 20; 2018-19: 08; 2019-20: 18 and 2020-21: 4.

Audit observed (July-August 2021) that the office of the State Commissioner did not have any mechanism to monitor the action taken on complaints from the aggrieved SAPs.

Deputy Commissioner SAP accepted the facts and stated (August 2021) that if the aggrieved petitioner is not satisfied with the solution on his complaint, he submits a re-appeal and action is taken thereafter and the records of complaints were not prepared due to non-availability of technical staff.

2.5.5 Constitution of State Advisory Board

As per provisions contained in Section 66 of RPwD Act, the State Government was required to constitute a State Advisory Board (SAB) on disability under the chairmanship of Minister in charge of the Department[12].

Audit observed (July-August 2021) that this important mechanism required for the effective implementation of the Act had not been constituted by the State Government even after lapse of four years of implementation of the Act. GoR accepted the fact (November 2022).

The issues brought out in paragraphs 2.5.1 to 2.5.5 indicate severe deficiencies in setting up the institutional mechanisms envisioned in the Act for an effective implementation of the Act. This has contributed to deficient implementation of the RPwD Act, 2016 in the State which has deprived 2.28 *per cent* population of the State of their legal rights and benefits.

Recommendation 3: *The State Government may set up the institutional mechanisms envisioned in the Act for effective implementation of the Act for the welfare of the SAPs.*

12 and also consisting of Secretaries of various Departments, three Members of the State Legislature and 23 Members to be nominated by the State Government.

Chapter-III

Social Security and Rehabilitation

Chapter-III

Social Security and Rehabilitation

The inadequate coverage of the SAPs under social security net was evident from the fact that out of 15.64 lakh, only 5.77 lakh (36.89 per cent) SAPs were being provided disability pension. Further, 14 categories of SAPs added under RPwD Act, 2016 were covered for pension with inordinate delay.

Rehabilitation service could not be made available as District Disability Rehabilitation Centres were not established in all the districts. The MR homes for SAPs having intellectual disabilities were not adequate in the State and the functional MR homes suffered from deficiencies such as non/short deployment of human resources.

Financial assistance was provided to SAPs without obtaining required documents like Income Certificate, Marriage Card, Domicile, Disability Certificate and receipt of Aids & Devices under Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana and Sanyukt Sahayata Anudan Yojana. Under Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana, 34 per cent cases were disposed off with delays. Record of SAPs provided with aids and devices through Sanyukt Sahayata Anudan Yojana, ADIP scheme, ALIMCO and also through NGOs and MPLAD/MLALAD schemes, was not maintained by the Department. Mukhyamantri Vishesh Yogyajan Swarojgar Yojana for self-employment of SAPs was not effectively executed in the State as special rebate in interest was not provided to any beneficiary for timely repayment of loan. Further, subsidy was released without ascertaining the actual disbursement of full loan and there was irregular disbursal of subsidy to ineligible people under Mukhyamantri Vishesh Yogyajan Swarojgar Yojana. Efforts at making the buildings of the department in the districts fully accessible to the SAPs were inadequate.

3.1 Social Security

Section 24 (1) of the RPwD Act provides that the Government shall formulate necessary schemes and programmes to safeguard and promote the right of PwDs for adequate standard of living to enable them to live independently or in the community. The State Government has implemented several schemes for the welfare, social security and rehabilitation of SAPs.

Details of benefits and entitlements available in 12 schemes being implemented in the State and their eligibility criteria are given in ***Appendix-II.***

3.1.1 Chief Minister Disability Pension Scheme and Indira Gandhi National Disability Pension Scheme

Section 24 (3) of the RPwD Act provides for facility of disability pension for social security of PwDs. To implement this provision, Chief

Minister Disability Pension Scheme (CMDPS)[13] of GoR and the Centrally sponsored Indira Gandhi National Disability Pension Scheme (IGNDPS)[14] are being implemented in the state. Both the pensions are disbursed by SJED through *RajSSP* portal[15].

Audit scrutiny (July 2021-January 2022) revealed shortcomings in the implementation of these schemes:

(i) ***Coverage of pension***: As per Census 2011, there were 15.64 lakh disabled persons in Rajasthan. Audit observed that out of this, only 5.77 lakh[16] SAPs (36.89 *per cent*) were getting disability pension as of March 2021.

The Deputy Director, SAP accepted (April 2022) the facts and stated that SAPs having more than 40 *per cent* disability were eligible for pension and at present 6.50 lakh SAPs were getting pension in the State. He also stated that all the SAPs, whether they suffered 40 *per cent* disability or less, were covered in the census whereas the pension was to be provided to those which suffered from more than 40 *per cent* disability.

The reply is not acceptable as the Statistical information published by GoI identified disabled persons on the basis of more than 40 *per cent* disability. The reply also needs to be viewed in light of the fact that more than three lakh applications were pending at various levels in the State for issue of disability certificates (detailed in paragraph 4.1), timely processing of which could have enabled many more SAPs to avail disability pension.

(ii) ***Status of applications:*** Audit observed that 4.84 lakh applications were received from SAPs for pension during the period October 2017 to March 2021, of which 0.74 lakh applications had been pending for nine months to more than three years[17] as of December 2021. Information for the period April 2016 to September 2017 was not provided by the Department. Reasons for pendency of the applications were also not provided by the Department (December 2022).

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13 CMDPS: The scheme envisages payment of pension of ₹750 per month (pm) to SAP who is less than 58 years (men) /55 (women) years of age; ₹ 1,000 pm who attains the age of 58 years (men) /55 (women) years but less than 75 years and ₹1,250 pm for SAPs who has attained the age of 75 years.

14 IGNDPS: The scheme envisages payment of pension of ₹ 750 pm to SAP (resident of Rajasthan) who is more than 18 years but less than 58 years (men) / 55 (women) years of age; ₹1,000 pm for SAPs who attain the age of 58 years (men) /55 (women) years but less than 75 years and ₹1,250 pm for SAPs who attain the age of 75 years. GoI reimburse payment amount ₹300 pm upto 80 years and ₹ 500 pm after attaining the age of 80 years per SAP.

15 RajSSP Portal has been developed (02 October 2017) by NIC for SJED and is utilized by SJED for the implementation of Social Security Pension schemes.

16 CMDPS: 5.51 lakh and IGNDPS: 0.26 lakh.

17 2,001 applications were pending for more than three years, 31,576 applications were pending for one to three years and 40,475 applications were pending for upto one year.

GoR accepted the facts and stated (November 2022) that information would be made available after receiving the information from departmental units.

3.1.2 Pension benefits to additional categories

Section 24 of the RPwD Act provides the facility of disability pension for social security of PwDs. The PwD Act, 1995 included seven categories of disabilities within its ambit whereas Section 2 (zc) of RPwD Act, 2016 specified 21 categories of disabilities.

Audit observed (August 2021) that the Secretary, SJED issued the order to extend the pension benefits to the additional categories of disabilities in October 2021 i.e. after a lapse of more than four years since the implementation of the Act.

3.1.3 Facilities to Astha Card Holders

The objective of *Astha Yojana* was to alleviate the financial strain of families having two or more members who were disabled. The notified families were to receive an '*Astha* Card' from the Directorate, SAP. Under the scheme, all institutions providing benefits to BPL families were to extend the same benefits to the families having *Astha* Card.

As of March 2021, 17,786 cards were issued by the DSAP to district offices of SJED for distribution to the concerned families.

Audit observed (August 2021-January 2022) that in three test checked districts[18], 1,037 *Astha* cards[19] were received in district offices for distribution during 2016-21, out of which 508 *Astha* cards[20] (48.99 *per cent*) were not distributed even after a lapse of nine to 17 months.

GoR accepted the facts and stated (November 2022) that *Astha* cards have been distributed to beneficiaries in all test checked eight districts. However, corroborative evidence in support of this claim and reasons for delay were not provided by the Department (December 2022).

3.2 Rehabilitation of Specially Abled Persons

Section 27 of the RPwD Act provided that the Government was to undertake programmes of rehabilitation, particularly in the areas of health, education and employment for all PwDs. Rehabilitation is a process which aims at ensuring that persons with disabilities achieve the best possible level of functioning in all aspects of their being- physical, social, sensory, intellectual, psychological and environmental.

18 Barmer, Tonk, Bikaner.
19 1,037 cards: (Barmer: 289, Tonk: 413 and Bikaner: 335).
20 508 cards: (Barmer: 270, Tonk: 109 and Bikaner: 129).

3.2.1 District Disability Rehabilitation Centre (DDRC)

In order to facilitate creation of infrastructure and capacity building at district level for awareness generation, rehabilitation, training and guidance of rehabilitation professionals, the Department of Empowerment of Persons with Disabilities (DEPwD), GoI sponsored the setting up of DDRCs[21] to be run by NGOs and supervised by the District Management Team[22] with a view to provide comprehensive services to the PwDs.

Audit observed (July-August 2021) that against the 17 DDRCs[23] approved by the GoI (1999) for Rajasthan, only three DDRCs[24] were functional as of March 2021. Ministry of Social Justice and Empowerment, GoI had suggested (November 2019) the Government of Rajasthan for setting up of atleast one DDRC in each district but no progress had been made in this regard as of March 2021. Among the three functional DDRCs, Audit observed (September 2021) that in DDRC Udaipur, only one meeting of the District Management Team had been held (2017) against the mandated 20 meetings during 2016-21.

GoR stated (November 2022) that proposals for setting up six DDRCs were sent to GoI in 2020-21 and for three DDRCs were sent in 2021-22 and the approval from GoI in these cases was awaited.

3.2.2 Management of Mentally Retarded Rehabilitation Homes

The Mentally Retarded Rehabilitation (MR) Homes were established with the aim of providing residential accommodation to mentally retarded persons along with provision of food, clothing, medical facilities etc. GoR established (1983) a MR Home[25] at Jamdoli, Jaipur having residential facility for 250 persons[26]. This MR home functions under the supervision and control of DSAP. In addition, 35 MR Homes with intake capacity of 2,100 SAPs were being operated by NGOs in 26 districts of Rajasthan as of March 2021.

Audit scrutiny (August 2021-January 2022) of records of Government MR Home Jamdoli and selected eight MR Homes (run by NGOs) in the eight test checked districts revealed the following:

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21 Fully funded by GoI.
22 Headed by District Collector.
23 Ajmer, Jodhpur, Tonk, Bikaner, Jaisalmer, Jalore, Pali, Udaipur, Alwar, Bharatpur, Bhilwara, Chittorgarh, Jhunjhunu, Sikar, Nagaur, Barmer and Banswara.
24 Udaipur, Jalore, Chittorgarh.
25 Government Mentally Retarded Women and Child Welfare Rehabilitation Home.
26 Boys: 125 and Women: 125.

(i) Establishment of MR Homes

As per Chief Minister's Budget announcements made during the years 2010-14, MR Homes were to be established in all the districts[27] with intake capacity of 50-250 mentally retarded SAPs.

Audit noticed (July-August 2021) that 42 MR homes had been established through NGOs up to 2015-16 covering all the districts of the State. However, during 2016-19, seven of these MR homes[28] were closed due to which no MR home was functional in seven districts of the State as of March 2021.

GoR stated (November 2022) that 38 MR Homes were functional with 2275 SAPs in the State (November 2022). It was further stated that MR Homes had been closed due to irregularities or lack of beneficiaries noticed during inspection of some homes.

The Government reply needs to be viewed in light of the fact that three NGO run MR Homes[29] had 523 residents against the total designated capacity of 350 and the Government MR Home, Jamdoli (Jaipur) had 323 residents against the capacity of 250. Further, in *Ashadham Ashram Society* (MR Home), Udaipur adequate space was not available for SAPs, as shown in the images below:

Mentally Retarded SAPs sitting in gallery and sleeping on the floor due to shortage of space and essential facilities in *Ashadham Ashram Society*, Udaipur (7 September 2021).

27 Budget announcements 2010-11: Jaipur and Jodhpur with capacity of 250 in each MR Home, 2011-12: Ajmer, Bikaner, Udaipur, Kota and Bharatpur with capacity of 50 in each MR Home, 2012-13: Baran, Barmer, Churu, Jalore, Pali, Rajsamand, Tonk, Jhalawar, Jhunjhunu, Bhilwara, Sawaimadhopur, Chittorgarh and Sikar with capacity of 50 in each MR Home, 2013-14: Alwar, Banswara, Bundi, Dausa, Dholpur, Dungarpur, Sriganganagar, Jaisalmer, Nagaur, Sirohi, Karauli, Hanumangarh and Pratapgarh with capacity of 50 in each MR Home.

28 Seven MR homes (2016-17: Bhilwara, Chittorgarh, Sriganganagar, Rajsamand, Hanumangarh, 2017-18: Dholpur and 2018-19: Dausa).

29 (i) *Ashadham Ashram Society,* Udaipur (ii) *Maa Madhuri Brij Varis Sewa Sadan*, Kota, and (iii) Society to Uplift Rural Economy (SURE), Barmer.

Audit is of the view that some of the SAPs could have been shifted to the MR homes with less number of SAPs which would not only have led to better living conditions in the overcrowded MR homes but would also allow for MR homes to remain functional in more number of districts.

GoR stated (November 2022) that approval has been given for construction of separate building for 125 boys in Government MR Home. It further stated that new building of *Ashadham Ashram Society* is under construction and excess beneficiaries would be shifted after completion of new building work.

(ii) Human Resources in MR homes

(a) Government MR Home Jamdoli: Vacancies ranged between 33.93 *per cent* to 60.71 *per cent* in boys wing and between 57.89 *per cent* to 66.67 *per cent* in women wing during the period 2016-21. It was observed that against the sanctioned posts, some important posts such as those of therapists, educators, physiologists, etc. had been vacant[30] during the period 2016-21.

(b) NGO run MR Homes: Against the norms established by the State Government, manpower shortages, including that of medical staff, were noticed in all the selected eight MR Homes against sanctioned strength[31], ranging between 11.90 *per cent* to 71.23 *per cent* as of March 2021.

Details of the sanctioned and working strength of manpower deployed in Government MR Home during 2016-21 and MR homes operated by NGOs as of March 2021 are provided in ***Appendix III (A)*** and ***(B).***

GoR accepted the facts and stated (November 2022) that regular correspondence was made with DSAP and other departments for filling up of vacant posts in Government MR Home. For NGO run MR Homes, instruction has been issued to concerned DLOs for providing updated information.

Huge vacancies in the MR homes adversely impacts the facilities and care provided to MR SAPs.

Recommendation 4: *The State Government may establish adequate number of Government/NGO run MR Homes and ensure availability of adequate infrastructure and human resources as per prescribed norms.*

30 Posts of Counsellor Junior Specialist (1), Clinical Physiologist (1), Occupational Therapist (1), Special Educator (9) were continuously vacant since March/April 2016 in boys wing. Similarly, posts of Psychiatrist Junior Specialist (1), Vocational Therapist (1), Clinical Physiologist (1), Special Educator (10), Hostel Superintendent (16) were continuously vacant since March 2016 in women wing.

31 As per order issued (September 2011) by State Government: Project Supervisor (1); Caretaker (3 for three shifts); Cook (2); Attendant (15 for three shifts); Part time doctor (1); Nurse (6) and watchman (3) should be deployed by the NGO for running of MR Home with intake capacity of 50 SAPs.

(iii) Disability certificate for Mentally Retarded Specially Abled Persons

As per Rule 5(3) of Rajasthan MR Home Operational Rules 2015, disability certificate would be kept in the personal file of the concerned SAP and the grant would not be sanctioned to NGOs for SAPs in case of non-availability of disability certificate. It was also mandated that the NGO receiving grant would be responsible for getting the MR SAP medically tested within three days of admission to MR home for issuing of the Disability Certificate.

Audit examination (August 2021-January 2022) revealed that disability certificates were not available for the MR SAPs admitted to MR homes as detailed below:

Government MR Home Jamdoli: Out of 323 SAPs, only 28 SAPs[32] (8.66 *per cent*) had disability certificates as of March 2021.

NGO run MR Homes: Disability certificates of only 584 SAPs (70.53 *per cent*) out of 828 SAPs were available as of March 2021.

GoR accepted the facts and stated (November 2022) that SAPs were admitted on the basis of *prima facie* disability and thereafter necessary action was taken for preparation of disability certificate. It further added that disability certificates of 44 SAPs have been made available in the Government MR Home and preparation of disability certificates of admitted inmates is under process.

Issuing of disability certificates for all the MR SAPs admitted to MR homes as required under the provisions of Rajasthan MR Home Operational Rules 2015 would enable capturing and maintenance of information related to MR SAPs for providing them all the requisite benefits and serve as an input for the planning and execution of the welfare activities and schemes related to them.

3.3 Schemes for welfare of SAPs

3.3.1 Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana

GoR launched (1997) '*Sukhad Dampatya Jeevan Yojana*' for providing assistance to the SAPs at the time of their marriage. Under this scheme, financial assistance[33] was to be provided to SAPs[34] after marriage. For availing the benefits, the SAPs were required to submit their application for grant of assistance to the BSSO office within six months from the date of marriage with required documents like marriage certificate, disability certificate, birth certificate and income certificate etc. The attested documents were to be verified by the dealing staff and approved by the BSSO within three months from the date of application. The Scheme was implemented at the level of

32 Boys: 9 and Women:19.

33 of ₹ 25,000 upto May 2017 and thereafter ₹ 50,000.

34 Condition: Income limit ₹ 0.50 lakh per annum and thereafter w.e.f. 10 May 2018 Income limit revised ₹ 2.50 lakh per annum of guardian/parent of SAPs.

District Offices (upto April 2018) and thereafter Block Social Security Offices.

Out of 369 applications sanctioned[35] in the eight test checked districts during 2016-21, audit analysed (July 2021-January 2022) 205 sanctioned applications[36]. It was noticed that the applications were sanctioned without the required documents like income certificate (in 15 cases), marriage card (in 35 cases) and Domicile Certificate (in 22 cases). The risk of diversion of assistance to ineligible persons cannot be ruled out in these cases.

In 70 cases (34 *per cent*), there were delays of upto 733 days[37] in disposal of applications.

GoR stated (November 2022) that letters have been issued to concerned DLOs for sending report in this matter and reply would be furnished accordingly.

3.3.2 Sanyukt Sahayata Anudan Yojana

As per Chief Minister's Budget announcement for the year 2011-12, for the rehabilitation of SAPs aids and devices to all the SAPs were to be provided as per their requirement within three years. These devices included *Baisakhi*, artificial leg, tricycle, wheelchairs, hearing aids, etc.

GoR implemented (January 2016) *Sanyukt Sahayata Anudan Yojana* to provide financial assistance to SAPs upto ₹ 7,000 for the purchase of aids and devices and for self-employment. This amount was revised in May 2017 to ₹ 10,000.

Audit observed (July 2021-January 2022) lacunae in the implementation of the scheme during the scrutiny of records of DSAP and eight test checked districts offices.

a) Test check of 252 sanctioned applications[38] in the eight test checked districts revealed that applications had been accepted despite irregularities such as lack of attestation of forms as well as income certificate by Gazetted Officer (203 cases), non-receipt of disability certificate with recommendation of Medical Officer (174 cases) and absence of acknowledgement of receipt of aids and devices from beneficiaries (166 cases). The risk of diversion of assistance to ineligible persons cannot be ruled out in these cases.

b) Even after two to three years of procurement, 212 aids and devices[39] in four districts offices were lying in the storeroom/hostels/open area of district offices, as shown in the following images:

35 District offices: 303 cases and BSSO offices: 66 cases.

36 District offices: 139 cases and BSSO offices: 66 cases.

37 Calculated from the lapse of three months within which the application was required to be processed as per citizen's charter.

38 252 Applications: Jodhpur (43); Bikaner (36); Kota (60); Dungarpur (38); Barmer (50) and Udaipur (25).

39 212 Aids & Devices: (Kota: 16; Sawaimadhopur: 65; Jodhpur: 25 and Bikaner: 106).

Aids and devices lying unutilized in packed boxes in the storeroom of SJED District office, Kota (24 September 2021).

Tricycles lying unutilized (in scrap condition) in the open area of SJED District Office, Sawaimadhopur (20 October 2021).

Audit found that Aids and devices were being distributed to the SAPs through *Sanyukt Sahayata Anudan Yojana* of GoR, ADIP[40] scheme of GoI, ALIMCO[41] under GoI, and also through NGOs and MPLAD/MLALAD schemes. However, a consolidated record of SAPs provided with aids and devices through these schemes/agencies, linked with Disability Certificate/ Aadhaar/ Jan-Aadhaar[42] was not maintained by the Department. Maintenance of such an information would help keep a track of the assistance provided and would prevent duplication of assistance and identification of actually deprived SAPs.

GoR accepted the facts and stated (November 2022) that required documents were not enclosed and signatures were not put on application forms due to applications being received in camps in huge numbers and that shortcomings in applications are being rectified.

40 Assistance to Disabled Persons for Purchase/ Fitting of Aids and Appliances.
41 Artificial Limbs Manufacturing Corporation of India is a Central Public Sector Enterprise.
42 Jan-Aadhaar number is the single/unique identifier of a family and also an individual issued by Government of Rajasthan.

3.3.3 Self-employment loans to SAPs

Under *Mukhyamantri Vishesh Yogyajan Swarojgar Yojana*, loan upto ₹ 5.00 lakh was to be provided to such SAPs for self-employment whose parents/ guardian's and self-income did not exceed ₹ 2.00 lakh per annum. Government was to provide subsidy of ₹ 50,000 or 50 *per cent* amount of loan, whichever was less. As per guidelines, benefit of special rebate of five *per cent* interest rate was to be provided for timely repayment of loan.

Test check of records of Directorate SAP and DDs/ADs of selected eight districts revealed several deficiencies in the implementation of the scheme.

(i) Benefit of special rebate of five *per cent* interest rate was not provided in all test checked districts during 2016-21 to the SAPs who repaid the loan instalments timely.

(ii) As per scheme guidelines, the amount of subsidy was to be transferred by the district/block offices of SJED to the bank after disbursement of full loan to the beneficiary. It was noticed that the district/block offices of SJED released the subsidy (aggregating to ₹ 21.21 lakh) to the bank on the basis of letter received from the bank, without ascertaining the actual disbursement of full loan in 65 cases.

(iii) As per scheme guidelines, the amount of subsidy was to be disbursed in two instalments i.e. first instalment of subsidy would be disbursed at the time of sanction of loan and subsequently second instalment would be disbursed within two months after releasing of first instalment. It was noticed that upto March 2021 there was non-disbursal/delayed disbursal of the second instalment of subsidy in 457 cases. Delay in these cases ranged from two to 36 months from the date of release of first instalment of subsidy.

(iv) Under the scheme, the benefit was to be provided to the SAPs aged between 18 to 55 years. It was noticed that BSSO Khandar had released the subsidy in 10 cases in which SAPs were more than 55 years old, resulting in irregular payment aggregating to ₹ 5.00 lakh.

GoR stated (November 2022) that letters have been issued to concerned DLOs for sending report and reply would be furnished after receipt from DLOs. Necessary action for special rebate of five *per cent* interest rate would be taken after coordinating with banks.

Recommendation 5: *The State Government may ensure that there is no diversion of benefits meant for PwDs to ineligible persons. Responsibility may be fixed for diversion of benefits to ineligible persons.*

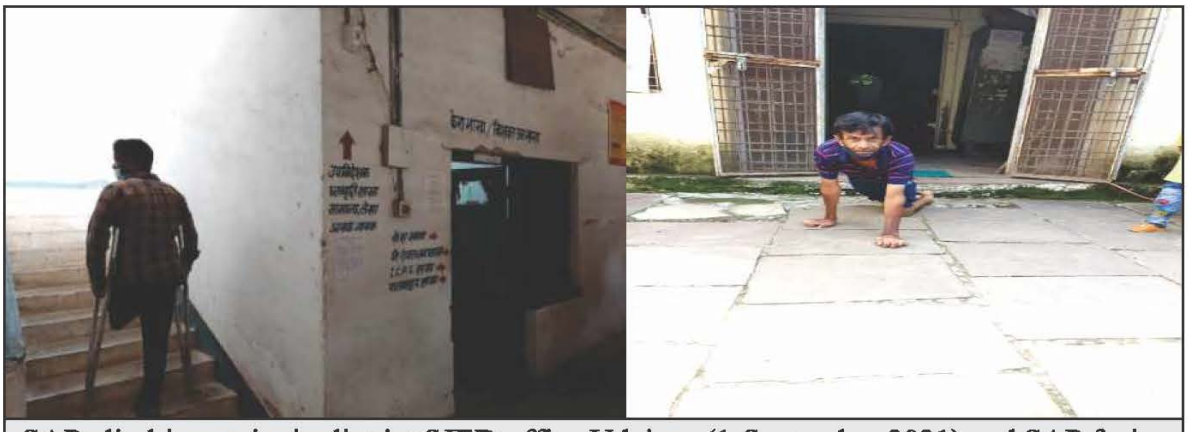
3.3.4 Accessible India Campaign/Sugamya Bharat Abhiyan

GoI launched (December 2015) Accessible India Campaign for achieving universal accessibility for PwDs and to create an enabling and barrier free environment. Chief Secretary, GoR instructed (May 2016) all the departments

to make provision of ramps, special toilets and wheelchairs for PwDs in all their buildings.

Section 45 of the RPwD Act provides that all existing public buildings should be made accessible[43] within a period not exceeding five years from the date of notification of the Rules. Further, the act also mandated that the State Government should formulate and publish an action plan based on prioritization, for providing accessibility in all their buildings and spaces providing essential services such as all primary health centres, civil hospitals, schools, railway stations and bus stops.

(i) In the eight test checked districts, Audit noticed (August 2021-January 2022) that even the SJED district offices were not fully accessible for SAPs as the ramps, railings, and accessible toilet had not been constructed due to which SAPs were facing accessibility problems as shown in the following images:



SAP climbing stairs in district SJED office Udaipur (1 September 2021) and SAP facing problems without ramps and wheelchair in District office Kota (24 September 2021).

(ii) Audit examined accessibility in the offices of CM&HO, RSRTC[44], Rajasthan SC ST Finance & Development Cooperative Corporation Limited and eight Regional/District Offices of Employment Department in the eight test checked districts. The concerned departments[45] informed that only ramps had been constructed for easy accessibility of SAPs. However, other facilities such as accessible toilets, wheelchairs, signage etc., were not available in these buildings as required under the scheme guidelines.

(iii) Analysis of information provided (August 2021) by Commissionerate,

43 Accessible means that disabled persons can approach, enter, pass to and from, and make use of a built environment without undue difficulties or outside assistance.

44 Rajasthan State Road Transport Corporation.

45 Four departments: (Eight test checked CM&HO, RSRTC, Rajasthan SC ST Finance & Development Cooperative Corporation Limited and eight Regional/District Offices of Employment Department).

College Education, Jaipur revealed that out of 328 government colleges in the State, facilities of ramp, special toilets and wheelchairs were not available in 53, 63 and 251 colleges respectively. Department of Higher Education, GoR stated (July 2022) that Government colleges had been instructed to make a provision for construction of ramps, special toilets and provision of wheelchairs.

Thus, the State Government has not made adequate efforts to enhance accessibility of the buildings in State, hampering the inclusion and participation of SAPs in public life.

3.4 Social Audit of Schemes & Programmes

Section 48 of the RPwD Act provided that the State Government should undertake Social Audit of all general schemes and programmes involving the PwDs to ensure that the schemes and programmes do not have an adverse impact upon the PwDs and address the requirements and concerns of PwDs.

It was noticed that DSAP informed (September 2021) the State Commissioner SAP that the office of the Accountant General conducted audit of all programmes and schemes for the PwDs from time to time.

This reflects a clear lack of understanding of the concept of Social Audit and the requirement under the provision of the RPwD Act *ibid.*

GoR stated (November 2022) that instructions/other data of schemes implemented by Directorate SAP were displayed at departmental portal/*Jan Soochna*[46] portal for public for Social Audit and necessary rectification is carried out after receiving necessary suggestions.

The reply is not acceptable as the provision of information does not fulfil the requirement of Social Audit.

Recommendation 6: *The State Government may undertake social audits periodically which would help them in monitoring the progress as well as improving the implementation of schemes and programmes run for the welfare of the SAPs.*

46 *Jan Soochna* portal was launched in 2019 with the purpose to make information about schemes and their beneficiaries available to the common people.

Chapter-IV

Issue of Disability Certificates and Welfare of SAPs

Chapter-IV

Issue of Disability Certificates and Welfare of SAPs

Shortfall in the issue of Disability Certificates was more than 50 per cent in Sawaimadhopur and Udaipur districts. Significant number of applications for Disability Certificates were pending at various levels of Medical and Health department.

Rajasthan was ranked second lowest (34th rank out of 35) in SAP literacy rate (40.16 per cent). Children with Special Needs who enrolled for school education decreased from 1.07 lakh in 2016-17 to 0.75 lakh in 2020-21, a reduction of 30 per cent. There was shortage of essential human resources as posts of teachers in Government Special Schools (38.10 per cent) and 357 Resource Persons (56.22 per cent) at Resource Centres were vacant.

Non-engagement of Speech Therapist/Audiologist/Physiotherapist for SAPs was noticed in NGO run Residential/Non-Residential schools. There were inordinate delays in registration/renewal of certificates of NGOs working for the welfare of SAPs by the Directorate SAP.

Section 2 (s) of RPwD Act, 2016 provides that person with disability means a person with long term physical, mental, intellectual or sensory impairment which, in interaction with barriers, hinders his full and effective participation in society equally with others. Further, Section 2 (r) of RPwD Act, 2016 provides that person with benchmark disability means a person with not less than forty *per cent* of a specified disability.

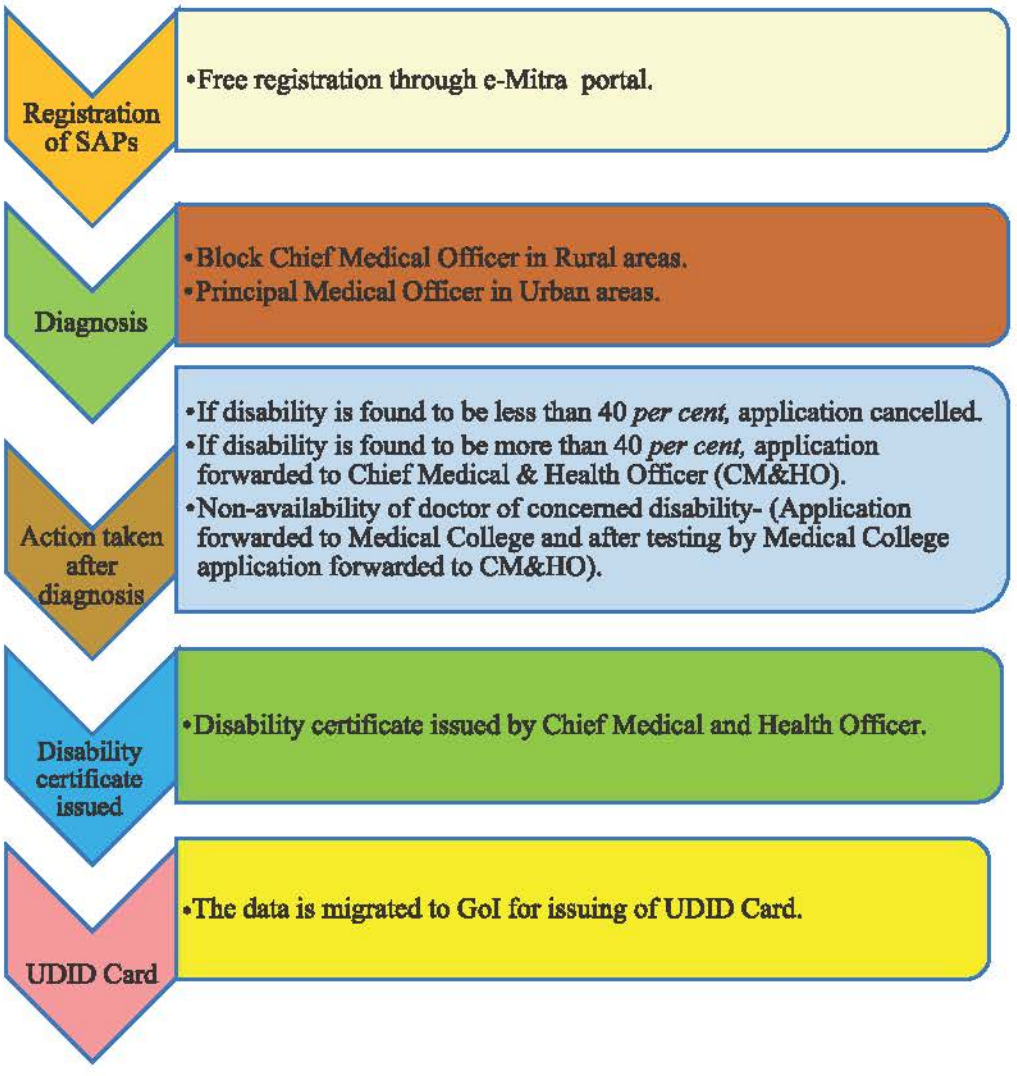
The RPwD Act, 2016 makes provisions for education of children with disabilities and provides for measures that the Government and local authorities must take for maintaining a system of inclusive education. The Act mandates that every child with disability must be admitted to these schools without any discrimination.

4.1 Identification of SAPs and issue of disability certificates

All the rights and entitlements of PwDs and benefits of the schemes being implemented by GoI/GoR are available to the persons with benchmark disability for which a disability certificate issued by certifying authority is required. The process of issue of disability certificate and Unique Disability Identification (UDID)[47] Card, which is valid throughout the country, has the steps as depicted in **Chart 2**.

47 The Department of Empowerment of Persons with Disabilities, GoI implemented the UDID Project with a view to create a national database for PwDs and also to issue unique ID cards to each SAP.

Chart 2: Process of issue of disability certificate and Unique Disability Identification Card



(i) Audit scrutiny (July-August 2021) revealed that in Rajasthan, 15.64 lakh SAPs were identified in Census 2011 against which 11.17 lakh (71.42 *per cent*) had been registered as of March 2021. The position in the eight test checked districts in this regard is shown in the **Table 1** below:

Table 1

Test Checked District	Number of SAPs as per Census 2011	Number of registrations in the District	Shortfall *(Per cent)*
Barmer	56,183	32,617	23,566 *(41.94)*
Bikaner	37,898	32,421	5,477 *(14.45)*
Dungarpur	33,774	18,847	14,927 *(44.19)*
Jodhpur	91,730	57,286	34,444 *(37.55)*
Kota	44,859	33,939	10,920 *(24.34)*
Sawaimadhopur	32,563	15,345	17,218 *(52.87)*
Tonk	40,510	23,745	16,765 *(41.38)*
Udaipur	82,270	25,296	56,974 *(69.25)*

Source: Information provided by the Medical and Health Department and Directorate SAP.

It can be seen that there was shortfall of more than 50 *per cent* in Sawaimadhopur and Udaipur districts. While the seriousness of the issue was acknowledged by the State Government as evident from the instructions of the Chief Secretary, GoR (November 2017) for special focus in districts with less than 50 *per cent* registrations, little was done by the Department in this regard as no special campaign was organised in the State after the campaign of *Pandit Deen Dayal Upadhyay Specially Abled Persons Camps* held in 2017-18.

(ii) Further, examination of records and analysis of information provided by the Department revealed significant pendency in the processing of applications registered with the Department. The details of applications registered for issue of disability certificate, disability certificates issued, rejected applications and pending applications during 2017-21 are given in **Table 2** below:

Table 2

Year	Applications registered	Disability certificates issued	Applications rejected	Pending with BCMOs/ PMOs/ Medical colleges/ CMHOs for diagnosis
2017-18[48]	9,54,850	2,42,489	Information not available	5,46,041
2018-19	10,12,969	3,17,606	1,11,846	4,46,566
2019-20	10,64,540	3,58,943	1,23,435	4,10,362
2020-21	11,17,160	3,94,496	1,32,054	3,05,557

Source: Information provided by the Medical and Health Department and Directorate SAP. Figures in the table are progressive figures.

Information pertaining to 2016-17 was not provided by the Department (July 2021-January 2022).

It can be seen from the table that out of the 11,17,160 applications registered for issue of disability certificates, 1,32,054 applications were rejected as of March 2021. Of the remaining 9,85,106 applications, only 3,94,496 disability certificates (40.05 *per cent*) were issued to SAPs in the State. More importantly, 3,05,557 applications (31.01 *per cent*) were pending with the BCMOs (1,72,710), PMOs (36,351), Medical Colleges (94,232) and CM&HOs (2,264) for diagnosis due to which they could not be processed for issue of disability certificates. While the pendency of applications came down during the period 2017-21, the rate of processing of applications was not adequate as reflected in the significant pendency as of March 2021. Detail of applications on which objections had been raised were not furnished by the department.

GoR accepted the facts and stated (November 2022) that concerned applicants were informed through message on mobile, but they did not take interest and these applications were kept on hold.

48 Position as on 21 March 2018.

In the absence of timely processing of applications, a significant number of SAPs could not be issued disability certificates and thus were deprived of various benefits for long periods of time.

Recommendation 7: *The State Government may undertake special campaigns to enhance the coverage of SAPs for issue of disability certificates and prescribe norms regarding time limits for various stages of processing of applications.*

4.2 Education

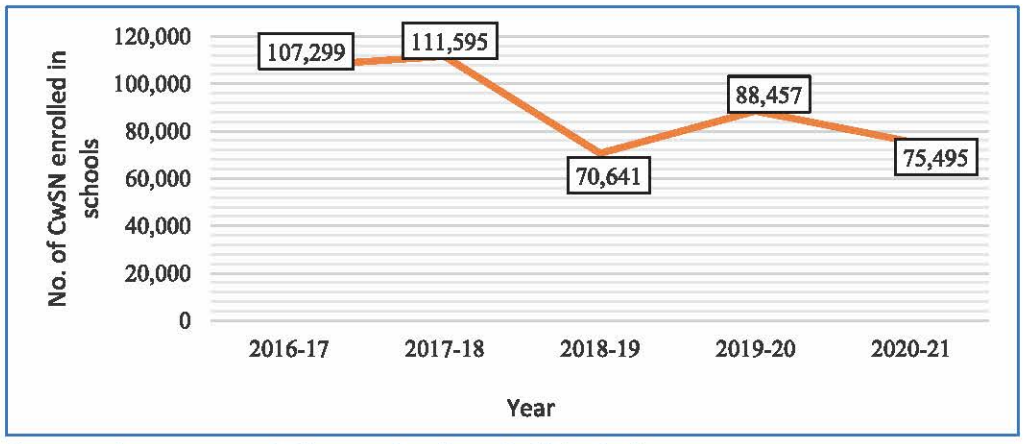
Disability may act as a major hindrance in formal education. Educational attainment of SAPs is important in improving their living condition and enhancing their participation in the public life with dignity.

(i) Enrolment of SAP children in educational institutions

Section 16 of RPwD Act, 2016 provided that the State Government should endeavour that all educational institutions funded or recognised by them provide inclusive education to the children with disabilities. Section 31 of RPwD Act, 2016 mandated that every child with benchmark disability between the age of six to eighteen years should have the right to free education in a neighbourhood school, or in a special school of her/his choice.

Audit scrutiny (July-August 2021) revealed significant deficiency in the educational attainment of Children with Special Needs (CwSN) in the State. As per Census 2011, there were 3,06,750 disabled children in the age group of 5-19 years in Rajasthan. Rajasthan Council of School Education (RCSE) informed (August 2021) the State Commissioner, SAP that only 75,495 Children with Special Needs (CwSN) were enrolled in schools (Private, Government and Government aided) during the session 2020-21. This shows that a significant number of CwSN have not been enrolled in educational institutions in the State. In fact, the enrolment of CwSN has been declining during the period 2016-21 as depicted in **Chart 3:**

Chart 3: Number of CwSN students enrolled in the school during session 2016-21

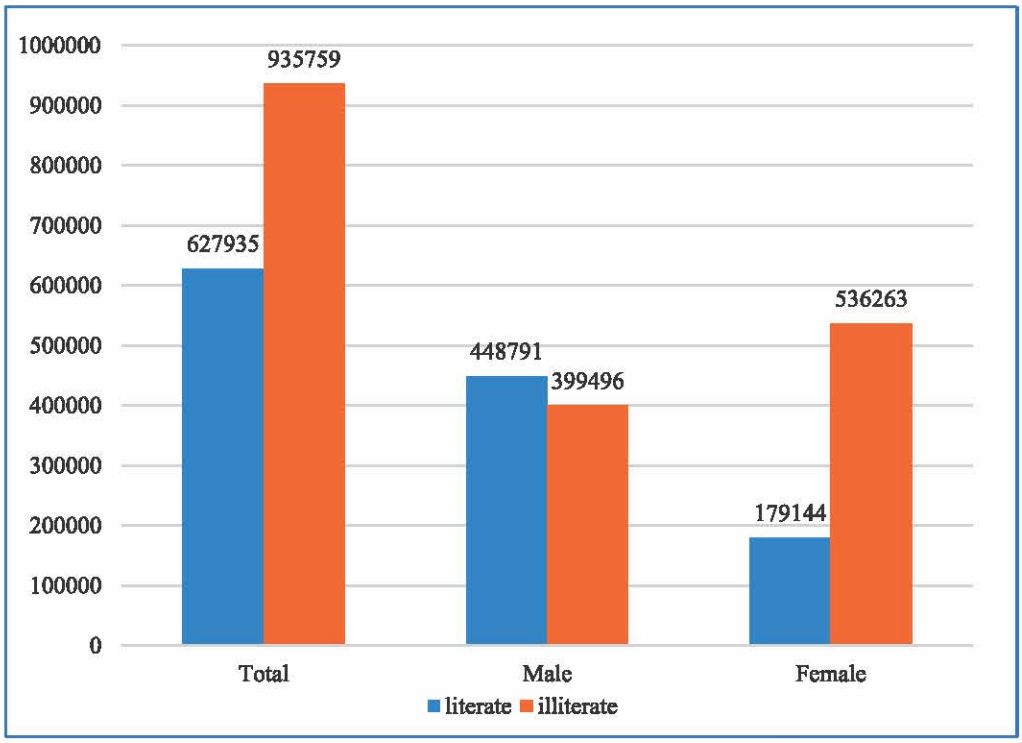


Source: Information provided by Rajasthan Council of School Education, Jaipur.

The chart depicts that enrolment of CwSN students decreased from 1,07,299 in 2016-17 to 75,495 in 2020-21, a reduction of 30 *per cent*.

Deficient enrolment of CwSN in schools has resulted in poor literacy status among SAPs in the State. According to the report Persons with Disabilities (*Divyangjan*) in India- A Statistical Profile: 2021 published by GoI, Rajasthan was ranked second lowest (34th rank out of 35) in literacy rate of SAPs (40.16 *per cent*) in the country. Literacy among SAPs in Rajasthan is given in **Chart 4**:

Chart 4: Literacy status of SAPs by gender in Rajasthan as per Census 2011



Source: Persons with Disabilities (Divyangjan) in India- A Statistical Profile: 2021 published by Ministry of Statistics and Programme Implementation, GoI.

The chart depicts that in Rajasthan, 59.84 *per cent* SAPs were not literate. Further, among the female SAPs, 74.96 *per cent* (5,36,263) were not literate as compared to 47.09 *per cent* (3,99,496) male SAPs who were illiterate.

GoR stated (November 2022) that action is being taken for compliance of this section through Inclusive Education Campaign. Further, SAPs could avail free education under Right to Education Act and 110 special schools were running in the State through NGOs for providing free education to SAPs.

Recommendation 8: *The State Government may make all efforts to enhance the enrolment and retention of Children with Special Needs in the educational institutions in the State.*

(ii) Availability of teachers and Resource Persons

Section 17 of RPwD Act provided that State Government should take measures to promote and facilitate Inclusive Education like conducting survey of school going children, establishing adequate number of resource centres and teacher training institutions, train and employ teachers, etc.

It was observed that the State Government was operating seven Government Special Schools[49] having special teachers[50] in six districts to promote education of CwSN. In addition, Resource Centres have also been developed in the State with suitably trained Resource Persons to provide necessary educational and therapeutic support to the special needs boys and girls of the State to develop their inherent abilities.

Audit examination (August 2021-January 2022) revealed that these Special Schools and Resource Centres were not suitably staffed to cater to the needs of CwSN. It was observed that:

a. Only 65 teachers (61.90 *per cent*) were working against sanctioned 105 posts of teachers in the seven Government Special Schools with 1,131 students in 2020-21 session.

b. Against 635 posts[51] of Resource Persons, 357 posts (56.22 *per cent*) were vacant in the State as of March 2021. In the eight test checked districts, against the sanctioned 234 Resource Persons, 149 posts (63.67 *per cent*) were vacant as of March 2021 with vacancies ranging from 22.22 *per cent* in Tonk to 92.16 *per cent* in Udaipur.

In the absence of adequate number of Special Teachers and Resource Persons, the requisite educational and therapeutic support to CwSN could not be provided.

4.3 Functioning of Residential/Non-Residential Schools for SAPs

In Rajasthan, 101 Special Schools (Residential/Non-Residential schools) were established in 31 districts as of March 2021. The remuneration is provided by GoR to the NGOs for sanctioned/actual staff[52] (whichever is less) in these Residential/Non-Residential schools. Similarly, Mess allowance is provided by the GoR to NGOs on the basis of inmates residing in the Residential schools.

49 Deaf and Dumb schools: 03 and Blind Schools: 04.

50 A special teacher is a teacher who works with children of all ages who have cognitive, emotional or physical special needs.

51 District level: 33 and Block level: 602.

52 Norms for deployment of staff by NGOs are prescribed by the Directorate SAP. If NGO deploys less than the norms, the Directorate SAP release the grant according to staff deployed by the NGOs.

4.3.1 Providing quality education to Children with Special Needs

As per condition of grants released to the Special Schools run by NGOs by the DSAP, Special Educators should be qualified according to norms of Rehabilitation Council of India (RCI) and in case of Special Educators not being properly qualified, the payment made to these Special Educators was recoverable from the institution. Further, the teacher student ratio prescribed by the department (in 2006) was 1:15 for Special Schools with visual impairment and hearing impairment students and 1:8 in Special Schools for the Mentally Retarded.

Audit scrutiny (August 2021-January 2022) of records of 11 NGOs run Special Schools in the eight test checked districts revealed that:

(i) Special Educators registered with RCI were not deployed in two Special Schools run by two NGOs[53]. However, these NGOs were receiving grants from DSAP. On being pointed out, both the NGOs accepted the facts. Out of these, one NGO[54], stated (September 2021) that it did not deploy RCI registered teachers as qualified teacher demanded high salary which could not be borne by the NGO.

Lack of proper qualification of Educators may have an adverse impact on the quality of education being provided to the Children with Special Needs in Special Schools.

(ii) Speech Therapist/Audiologist/Physiotherapist[55] were not engaged by six NGOs[56] during 2016-21. GoR stated (November 2022) that medical specialist were not deployed due to non-availability in the district and due to less honorarium (Bikaner and Dungarpur).

These instances reflect lack of effective monitoring by the Department to ensure proper utilization of grants released to NGOs for the education and well-being of the Children with Special Needs.

4.4 Registration of institutions

Section 49 of RPwD Act provided that the State Government should appoint an authority to be a competent authority for the purposes of registration of institutions for PwD and giving grants to such institutions. As per Rule 7 of RRPwD Rules, 2018, the Director, DSAP should be the competent authority for the registration of institution. Accordingly, GoR appointed (June 2018)

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53 *Sucheta Kriplani Shiksha Niketan Manklav*, Jodhpur and *Viklang Kalyan Samiti*, Udaipur.

54 *Viklang Kalyan Samiti*, Udaipur.

55 Commissioner cum Secretary, SJED issued orders (April 2011) for engagement of services of one Speech Therapist/Audiologist/Physiotherapist/Braille Teacher/Yoga Teacher/Psychologist having specialization in the subject in the Special School according to the category of school.

56 (i) *Viklang Kalyan Samiti*, Udaipur (ii) Welfare India Society, Kota (iii) *Tapas Shekshik Punervash evam Anusandhan Sansthan*, Dungarpur (iv) Society to Uplift Rural Economy (SURE), Barmer (v) *Saur Chetna evam Urja Vigyan Shodh Sansthan*, Bikaner (vi) *Yogesh Shekshik Punervash evam Shodh Sansthan*, Niwai, Tonk.

Director DSAP as the competent authority. District Collector was authorized for issuing certificate of registration/renewal to NGOs upto May 2018.

Audit scrutiny (July-August 2021) of records of DSAP revealed that 184 NGOs were registered for five years by the DSAP during the period July 2018 to March 2021.

(i) ***Granting of new registration -*** Section 51 (2) of RPwD Act, 2016 provided that on receipt of an application from the NGO, the competent authority should grant a certificate of registration to the applicant within a period of ninety days of receipt of application. Audit scrutiny of 23 applications received for new registration of NGOs during September 2019 to March 2021 by DSAP revealed that 109 days to 526 days were taken in granting of 22 registration certificates from the submission date /date of sending by District Officer ***(Details in Appendix-IV)***.

(ii) ***Granting of renewal of registration -*** Director, DSAP issued (July 2018) orders that on receipt of an application from the NGO for the renewal of certificate of registration, the competent authority should grant renewal certificate to the applicant within a period of sixty days of receipt of application. Audit scrutiny of 23 cases of renewal of registration of NGOs revealed that in 17 cases, DSAP took 78 days to 529 days for renewal of registration certificates from the date of receipt of the application during 2018-21 ***(Details in Appendix-V)***.

GoR stated (November 2022) that registration certificates are issued after the required documents are provided and timely issuance of registration certificates may be hindered by the lack of required documents. The reply also stated that making the process online is under consideration.

Recommendation 9: *The State Government may make all efforts to facilitate NGOs through timely grant of registrations and their renewal and prepare proper database for effective monitoring of NGOs.*

Chapter-V
Financial Management and Internal control

Chapter-V
Financial Management and Internal Control

The utilization of budgetary funds for the welfare of SAPs was found to be inadequate, especially in the schemes being run for SAPs in the State. The Directorate of SAPs lacked adequate dedicated staff which hampered its effective functioning with regard to programs and activities related to the SAPs.
District officers did not conduct quarterly/monthly inspection of NGOs.

5.1 Financial Management

During 2016-21, an amount of ₹ 286.79 crores (GoI: ₹ 84.93 crore and GoR: ₹ 201.86 crore) was allotted through budget to Directorate, SAP under various schemes and programmes for welfare of SAPs. Out of this, it was found that the Directorate had utilized ₹ 246.46 crore (85.94 *per cent*). The details of budget allotment and expenditure incurred during 2016-21 are shown in the **Table 3**:

Table 3

(₹ in crore)

Year	Budget Allocation			Expenditure		
	Plan[57]/ Central assistance	Non-Plan/ State Fund	Total	Plan/ Central assistance	Non-Plan/ State Fund	Total (*Per cent*)
2016-17	22.41	10.06	32.47	19.25	9.71	28.96 (*89.19*)
2017-18	7.00	55.87	62.87	0.47	50.84	51.31 (*81.61*)
2018-19	32.00	41.00	73.00	21.98	39.49	61.47 (*84.21*)
2019-20	11.94	46.12	58.06	4.14	44.25	48.39 (*83.34*)
2020-21	11.58	48.81	60.39	8.63	47.70	56.33 (*93.27*)
Total	**84.93**	**201.86**	**286.79**	**54.47**	**191.99**	**246.46 (*85.94*)**

Source: Information provided by DSAP.

The table indicates deficient utilization of funds for the welfare of SAPs as the savings exceeded 10 *per cent* in four out of five years during the period 2016-21.

Utilization of funds during 2016-21 in the schemes being run by the State Government through DSAP was also examined by Audit. The details are given in **Table 4** below:

57 From 2017-18, the classification of Plan/Non-Plan has been abolished.

Table 4

(₹ in crore)

S. No.	Name of Scheme	Budget allotment	Actual expenditure	Savings
1	*Sanyukt Sahayata Anudan Yojana*	27.06	22.81	4.25
2	*Vishesh Yogyajan Scholarship Yojana*	0.63	0.44	0.19
3	*Mukhyamantri Vishesh Yogyajan Swarojgar Yojana*	25.17	23.32	1.85
4	*Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana*	6.03	5.64	0.39
5	*Vishesh Yogyajan Identification Yojana*	5.78	4.42	1.36
6	One-time financial assistance to Pension Holders for self-Business	0.00[58]	0.00[58]	0.00
7	*Vishesh Yogyajan Anupriti Yojana*	0.18	0.13	0.05
8	*Astha Yojana*	0.09	0.04	0.05
9	*Vishesh Yogyajan State Level Award Yojana*	0.43	0.43	0.00
10	Polio Correction Camps	0.00	0.00	0.00
11	*Vishesh Yogyajan Self Employment and Training scheme*	0.00	0.00	0.00
12	*Vishesh Yogyajan Sports Yojana*	0.50	0.24	0.26

Source: Information provided by DSAP.

It can be seen from the table that no expenditure was incurred during 2016-21 on the following two schemes being run by the GoR

a. Polio Correction Camps
b. *Vishesh Yogyajan* Self Employment and Training scheme

Further, only nominal expenditure was incurred in

c. One-time financial assistance to Pension Holders for self-Business (₹ 0.15 lakh during 2016-17)
d. *Astha* Yojana (₹ 3.67 lakh during 2020-21).

GoR accepted the facts and stated (November 2022) that no expenditure was incurred on schemes due to non-receipt of application forms from the SAPs. The reply is not acceptable as the Department needs to make more efforts to increase awareness among the SAPs regarding the schemes and enhance coverage of SAPs within the government schemes through awareness campaign.

Poor utilization of funds is also evident from the fact that the funds received from GoI for specific purposes were also not adequately utilized by DSAP. Two instances are given below:

(a) GoI released ₹ 0.12 crore during 2017-18 towards IT infrastructure for the certification of disability of SAPs which was further released by GoR to

58 ₹ 0.15 lakh incurred during 2016-17.

12 districts of the state. However, Audit noticed that the Utilization Certificate (UC) of this amount had not been sent to GoI as of March 2021 i.e. more than three years after the release of the grant.

State Government accepted the facts and stated (November 2022) that instructions have been issued for submission of UCs to concerned districts and UCs were received only from three districts Dungarpur, Jalore and Barmer.

(b) GoI released ₹ 0.21 crore to Rajasthan Residential Educational Institutions Society (RREIS), Jaipur in January 2019 for procurement of IT infrastructure for the purpose of certification of disability of SAPs. GoR was required to release this amount to 21 districts of the state. However, Audit noticed that the funds had not been released to the districts and instead were lying in the RREIS bank account as of March 2021 i.e. even after the lapse of more than two years. Further scrutiny of records revealed that the Department was making efforts to seek the bank details of the concerned authorities in the district for transferring the amount.

Deputy Director DSAP accepted the facts and stated (April 2022) that plan would be prepared for incurring expenditure on procurement of IT infrastructure funds received from GoI.

5.2 Human Resource Management

Clause 11 of the Rajasthan State Policy on Disabilities 2012, provided that one officer with adequate support staff trained in Rehabilitation Management would be deployed at district level for implementation of welfare schemes related to SAPs.

Audit scrutiny of records of Directorate SAP and test checked eight districts revealed that:

(i) For the execution of work relating to SAPs like implementation of provisions of Rights of persons with Disabilities Act and various schemes for welfare of SAPs of GoI and GoR, etc. there was no dedicated staff of DSAP at the district or lower levels. For these purposes, DSAP is dependent on the district offices of SJED which are already understaffed as vacancies in these district offices ranged from 18.18 *per cent* to 47.06 *per cent* in the eight test checked districts. This needs to be viewed in light of the fact that a separate Directorate for SAPs was established in October 2011 for focused intervention in the 'vast field for welfare of specially abled people'[59].

Lack of dedicated and adequate staff at the ground level defeats the purpose of setting up a distinct Directorate and hampers the special focus needed for the welfare of SAPs.

(ii) SJED established the office of Block Social Security Officers (BSSO) (January 2018) at Block level and assigned (April 2018) the work related to the

59 https://dsap.rajasthan.gov.in/home.aspx

implementation of six schemes including two schemes related to SAPs viz. *Mukhyamantri Vishesh Yogyajan Swarojgar Yojana* and *Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana* to BSSOs. Audit examination of the information received from Additional Director SJED (November 2021) revealed that against 295 sanctioned posts of BSSOs, only 129 BSSOs (43.73 *per cent*) were deployed as of March 2021. It was further noticed that not a single BSSO was deployed in four districts[60] while only one BSSO was deployed in 10 districts[61] of the state as of March 2021.

Audit scrutiny in the selected 16 blocks of eight test checked districts revealed that blocks in which post of BSSO was vacant were additionally allotted to other BSSOs of the concerned district and these blocks were geographically far apart, with distances ranging from 30 kms to 40 kms. Therefore, the SAPs of such blocks had to travel long distances to BSSOs holding additional charge to apply for these schemes or get their grievances resolved. Considering the difficulties in commute faced by SAPs, huge vacancy of BSSOs results in undue hardships to them to get their grievances resolved.

GoR accepted the facts (November 2022).

Recommendation 10: *The State Government may establish separate SAP offices with adequate manpower at district/block level for effective implementation of the provisions of the Act and schemes/programmes.*

5.3 Internal Control Mechanism

Internal control is an important management tool and comprises methods and procedures adopted to assist in achieving the Department's objective of ensuring orderly and efficient conduct of its schemes, including adherence to policies and safeguarding of assets. Monitoring through inspections and reports is a critical component of an effective Internal Control Mechanism.

5.3.1 Inspections

GoR issued (June 2015) order for inspection of NGOs working for SAPs receiving grants from the State Government on a quarterly basis. Thereafter, Additional Chief Secretary, SJED and DSAP instructed (July 2018, May 2019 and August 2020) the district officers for conducting inspection of activities of institutions managed by NGOs receiving grants on a monthly basis themselves or through District Probation and Social Welfare Officer or BSSOs.

Audit scrutiny of records in the selected eight districts revealed that the district officers did not conduct quarterly/monthly inspection of NGOs and instead conducted inspections on a half yearly basis at the time of making

60 Rajsamand, Kota, Jalore, and Baran.
61 Bhilwara, Bundi, Chittorgarh, Dholpur, Hanumangarh, Jaisalmer, Jhalawar, Karauli, Sirohi and Tonk.

recommendation to the Directorate SAP for releasing grants. The test checked 19 NGOs, who managed MR Homes and Residential/Non-Residential schools, accepted the facts and stated (August 2021-January 2022) that monthly/quarterly inspections were not being done by the district officers.

GoR accepted the facts and stated (November 2022) that joint inspections of NGOs have been carried out by District Officer and a representative of District Collector. It further added that now monthly inspections of institutions are conducted by the officers of various levels. However, no corroborative evidence in support of this reply was furnished by the Department (December 2022).

Lack of effective monitoring and deficient due diligence in preparation of half yearly inspection reports is also illustrated by the fact that the NGOs received donation/other income as reflected in the annual accounts prepared by the NGOs (certified by the Chartered Accountant) but *nil* information in this regard was shown in the half yearly inspection report submitted by district office to DSAP. It is pertinent to mention here that Rule 7 (a and b) of Grant in Aid (GIA) to NGOs Rules, 1972 as amended in May 1992 provided that since the GIA released to the NGOs by the State Government is on the basis of their sanctioned expenditure, the sum of GIA and the own income of NGOs should not exceed the sanctioned expenditure. In other words, the own income should be deducted from the GIA to be provided by the State Government. However, in the absence of proper reflection in the half yearly report, the State Government released excess GIA on the basis of half yearly report in case of one NGO as detailed in ***Appendix-VI***.

GoR stated (November 2022) that action would be taken as per rules after obtaining of report from the DLOs.

In addition to the lack of prescribed inspections of the NGOs receiving grants and lack of due diligence in preparation of the inspection reports of NGOs, the Internal Control Mechanism was found to be weak as highlighted in paragraphs 2.3, 2.5.4, 3.1.3, 3.3.2 and 3.3.3.

There were also several lapses in critical institutional mechanisms through which the Internal Control Mechanism of the Department was required to function as highlighted in paragraphs 2.5.1 to 2.5.5.

Thus, the Internal Control Mechanism of the Department regarding implementation of the provisions of RPwD Act was found to be *ad-hoc* and deficient in multiple aspects. Proper and effective implementation of the provisions of the RPwD Act requires plugging these loopholes for efficient execution of the schemes and activities envisaged under the Act and their regular and effective monitoring.

Recommendation 11: *The State Government may ensure effective Internal Controls by ensuring robust institutional mechanisms as envisaged in the Act and availability of timely and accurate information.*

JAIPUR,
The 17 March, 2023

(K. SUBRAMANIAM)
Principal Accountant General
(Audit-I), Rajasthan

Countersigned

NEW DELHI,
The 20 March, 2023

(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

Appendices

Appendix- I

(Refer Paragraph 1.5)

Details of units selected for test check

S. No.	Name of district	Name of Blocks	MR Homes	Residential/Non-residential schools	Special Schools under DDRS	Centres under DDRC	Centres under ADIP scheme
1	Barmer	Gidha, Samdari	Society to Uplift Rural Economy (SURE), Barmer	Society to Uplift Rural Economy (SURE), Barmer	-		
2	Bikaner	Panchu, Bikaner	*Saur Chetna evam Urja Vigyan Shodh Sansthan*, Bikaner	*Saur Chetna evam Urja Vigyan Shodh Sansthan*, Bikaner	*Gramin Uthan Manav Sansthan*, Bikaner		
3	Dungarpur	Aspur, Galiyakot	*Tapas Shekshik Punervash evam Anusandhan Sansthan*, Dungarpur	*Tapas Shekshik Punervash evam Anusandhan Sansthan*, Dungarpur	-		
4	Jodhpur	Bapini, Shergarh	*Netraheen Vikas Sansthan*, Jodhpur	*Sucheta Kriplani Shiksha Niketan Manklav*, Jodhpur *Jodhpur Badhir Kalyan Samiti*, Jodhpur	*Marudhara Bal Shikshan Sansthan*, Jodhpur		
5	Kota	Ladpura, Itawa	*Maa Madhuri Brij Varis Sewa Sadan*, Kota	*Shivika Welfare Society*, Kota Welfare India Society, Kota	*Shikhar Society for the Welfare of Mentally Handicapped*, Kota		
6	Sawai madhopur	Bamanwas, Khandar	*Yash Viklang evam Mandhbuddhi Seva Sansthan*, Sawaimadhopur	*Yash Viklang evam Mandbudhi Sewa Sansthan*, Sawaimadhopur *Mercy Rehabilitation Society*, Sawaimadhopur	*Prayas Sansthan*, Sawaimadhopur.		
7	Tonk	Uniyara, Malpura	*Manav Dharam Viklang Seva Sansthan*, Tonk	*Yogesh Shekshik Punervash evam Shodh Sansthan*, Niwai, Tonk			
8	Udaipur	Kurabad, Gogunda	*Ashadham Ashram Society*, Udaipur	*Viklang Kalyan Samiti*, Udaipur	*Narayan Seva Sansthan*, Udaipur	*Narayan Seva Sansthan*, Udaipur	*Narayan Seva Sansthan*, Udaipur
							Bhagwan Mahaveer Viklang Sahayata Samiti, Jaipur *Gyana Ram Jhamman Lal Saini Manav Sewa Samiti*, Jaipur

Appendix- II

(Refer Paragraph 3.1)

Details of 12 schemes implemented by the Directorate of SAP during 2016-21

S. No.	Name of Scheme (Year of starting)	Entitlements	Eligibility
1	*Sanyukt Sahayata Anudan Yojana* (1986)	Special Abled Persons provided financial assistance for self-employment and artificial limbs/devices up to ₹10,000/- to meet the physical deficiency.	• Domicile of Rajasthan • Disability certificate (not less than 40 *per cent*) • The family should not be income tax payer.
2	*Mukhyamantri Vishesh Yogyajan Swarojgar Yojana* (2013-14)	An amount of up to ₹ 5.00 lakhs is made available through various banks in the form of loans for self-employment, on which 50 *per cent* of the loan amount or maximum ₹ 50,000 whichever is less is provided as a grant.	• Applicant should be a native of Rajasthan. • Applicant's age should be between 18 to 55. • The annual income of the applicant's family from all sources should not exceed ₹ 2.00 lakhs. • Disability identity
3	*Vishesh Yogyajan Sukhad Dampatya Jeevan Yojana* (1997)	Financial assistance of ₹ 50,000 per couple is provided to specially abled youths/girls to lead a happy married life after marriage.	• Applicant should be a native of Rajasthan. • The age of the groom should not be less than 21 and that of the bride should not be less than 18. • The annual income of the applicant's family from all sources should not exceed ₹ 2.50 lakhs.
4	*Vishesh Yogyajan Identification Yojana* (1986)	The survey work of 40 *per cent* and more disabled people with disabilities is organised and disability certificates are issued to the specially abled people having 40 *per cent* or more disability.	• Special Abled Person should be domiciled in Rajasthan.
5	*Vishesh Yogyajan Scholarship Yojana* (1981)	Under the Scheme ₹ 40 per month will be payable from class 1 to 4 and ₹ 50 per month from class 5 to 8.	• The student should be studying regularly in a government/recognized school. • The annual income of the guardian should not exceed ₹ 2.00 lakh per annum. • The student must have passed in the previous year's class. • Domicile of Rajasthan • Disability certificate (not less than 40 *per cent*)
6	*Vishesh Yogyajan Anupriti Yojana* (2011-12)	Grant is sanctioned in the form of incentive amount after passing Rajasthan State and Subordinate Services (Direct Recruitment), All India Civil Services Examination and after taking admission in professional, technical courses. On passing and taking admission at various levels, grant amount of ₹ 5,000 to ₹ 65,000 is given.	• Candidate should be domiciled in Rajasthan. • The family income including the income of the candidate should not exceed ₹ 2.50 lakhs. • The candidate must have passed the entrance examination and taken admission in the listed educational institutions.

7	*Vishesh Yogyajan* State Level Award Yojana (1984-85)	Every year on International Day of Persons with Disabilities on 3 December, 2 categories such as best qualified persons, voluntary organizations, offices, agencies and others are awarded by the directorate, in which ₹ 10,000 to 15,000 per person / organization is given cash prize provided.	• Applicant should be a native of Rajasthan. • Selection by State Level Selection Committee.
8	*Vishesh Yogyajan* Sports Yojana (1996 amended in 2014)	The main objective of the sports scheme is to increase the skill and ability of the specially abled people through sports competitions so that the specially abled people can connect with the main stream of the society.	• Applicant should be a native of Rajasthan. • Candidate must be a special qualified person.
9	One-time financial assistance to Pension Holders for self-Business (2007-08)	If a SAP pensioner wants to do his business with the aim of becoming self-reliant, then provided a lump sum amount of ₹15,000 by stopping the monthly pension.	• Applicant should be a native of Rajasthan. • The applicant should be a specially qualified person pensioner from the Treasury Office.
10	*Astha* Yojana	Such families in which two or more persons have more than 40 *per cent* disability, Aastha cards are issued to those families, from which facilities are provided to these families at par with BPL.	• Such families in which two or more members are specially abled and the annual income of that family does not exceed ₹ 1.20 lakhs.
11	Polio Correction Camps (2000)	A grant of ₹ 5,000 per operation is sanctioned to voluntary organizations to make them physically capable by conducting free polio correction operations for the polio patients.	• Any polio affected person from the state of Rajasthan
12	*Vishesh Yogyajan* Self Employment and Training scheme (2012-13)	To provide education and training to the specially abled persons like other persons, to provide them equal opportunities in the society and to rehabilitate them for living.	• Domicile of Rajasthan • Disability Certificate

Appendix-III

(Refer paragraph 3.2.2 (ii))

(A) Details of sanctioned and working strength of manpower deployed in boys and women wing of Government MR Home during 2016-21

Year	Boy's wing				Women's wing			
	Sanctioned Post	Person in position	Shortage	Shortfall *Per cent*	Sanctioned Post	Person in position	Shortage	Shortfall *Per cent*
2016-17	56	22	34	**60.71**	57	21	36	63.16
2017-18	56	23	33	58.93	57	24	33	**57.89**
2018-19	56	37	19	**33.93**	57	23	34	59.65
2019-20	56	31	25	44.64	57	19	38	66.67
2020-21	56	25	31	55.36	57	19	38	**66.67**

(B) Details of total sanctioned and working strength of manpower including Medical Staff in MR Homes operated by NGOs as of March 2021

S. No.	Name of MR Homes run by NGO	Sanctioned Post	Working Position as of March 2021	Vacant Post Shortage	Shortfall *Per cent*
1	*Ashadham Asharam Society,* Udaipur	167	87	80	47.90
2	*Maa Madhuri Brij Varish Sewa sadan,* Kota *(Apana Ghar)*	77	40	37	48.05
3	*Yash Viklang evam mandbudhi seva Sansthan,* Sawaimadhopur	42	23	19	45.24
4	*Netraheen Vikas Sansthan,* Jodhpur	146	42	104	**71.23**
5	Society to Uplift Rural Economy *(SURE),* Barmer	42	32	10	23.81
6	*Saur Chetana evam Urja Vigyan shodh sansthan,* Bikaner	42	23	19	45.24
7	*Tapas Shekshik Punervash evam Anusandhan Sansthan,* Dungarpur	30	19	11	36.67
8	*Manav Dharam Viklang Seva Sansthan,*Tonk	42	37	05	**11.90**
		11.90% to 71.23%			

Appendix-IV

(Refer to paragraph 4.4 (i))

Details of time taken in issue of new registration certificate to NGOs

S. No.	Name of NGO	Date of submission of application by NGO	Date of inspection by District Officer	Date of forwarding the application to Directorate, SAP by District officer	Date of issue of new registration certificate by Directorate, SAP	Time taken to issue of new registration certificate (Delay in days)
1	*Rajputana Shikshan evam Anusandhan Sansthan,* Jaipur	21.03.21	23.03.21	23.03.21	08.07.21	109
2	*Khema Baba Shikshan evam Shodh Sansthan*, Baiytu, Barmer	25.08.20	04.09.20	08.09.20	29.07.21	338
3	*Santhosh Shiksha Samiti,* Jaipur	NA*	NA	09.07.21	28.07.21	19
4	*Deepak Sansthan*, Jhadol, Udaipur	NA	19.11.19	25.11.19	15.04.21	513
5	*Maa Bharti Seva Sansthan*, Tonk	NA	30.12.20	01.01.21	23.07.21	205
6	*Vivekanand Vidhya Aashram Sanstha,* Churu	NA	09.10.20	12.10.20	05.03.21	147
7	*Chaturverg Fulparda Higher Education and Moral Payniyar Society,* Alwar	18.03.21	26.03.21	05.04.21	09.07.21	113
8	*Jan Jagrity Sansthan*, Alwar	14.08.20	17.08.20	05.10.20	31.12.20	139
9	*Shiv Shakti Gramin Vikas Samiti,* Karauli	NA	18.03.20	18.03.20	24.06.21	463
10	*Sharda Shiksha evam Samajik Sansthan,* Peeplu, Tonk	03.03.21	15.03.21	16.03.21	07.07.21	126
11	*Shardar Patel Shiksha Samiti,* Tonk	25.02.21	10.03.21	16.03.21	24.06.21	119
12	*Subodh Shikshan Sansthan,* Kanoota, Sujangarh, Churu	16.07.20	20.07.20	20.07.20	06.07.21	355
13	*M R Public Shikshan Sansthan,* Churu	29.11.19	02.12.19	02.12.19	17.03.21	474
14	Mahatma Gandhi University of Medical Sciences and Technology, Jaipur	NA	02.10.19	04.10.19	25.06.20	267
15	*Al Ashraf Shikshan Society*, Basni, Nagaur	17.09.19	10.10.19	10.10.19	22.01.20	127
16	Community Development Society, Ladnun, Nagaur	17.09.19	09.10.19	10.10.19	22.01.20	127
17	*Maharaja Sawai Mansingh Welfare Society*, Jaipur	07.07.20	12.07.20	28.07.20	07.12.20	153
18	*Lakshya Shikshan Sansthan,* Jaipur	18.09.20	23.10.20	09.12.20	12.03.21	175
19	*Suresh Gyan Vihar University,* Jaipur	26.09.19	24.10.19	09.12.19	05.03.21	**526**
20	*Partyek Vyakti ki Ummid ki Sansthan,* Jaipur	NA	16.10.19	31.10.19	02.12.20	413
21	*R N Vikas and Shikshan Sansthan,* Jodhpur	05.08.20	25.08.20	21.09.20	17.03.21	224
22	*Manav Kalyan evam Vikas Shikshan Sansthan*, Jodhpur	05.08.20	25.08.20	21.09.20	17.03.21	224
23	*Adarsh Bal Vidhalaya Samiti,* Jodhpur	NA	27.02.20	27.02.20	31.12.20	308

* Not Available.

Appendix-V

(Refer to paragraph 4.4 (ii))

Details of time taken in issue of renewal certificate to NGOs

S. No.	Name of NGO	Validity date of registration of NGO	Date of submission of application by NGO	Date of forwarding the application to Directorate SAP by District Office	Date of issue of renewal certificate by Directorate SAP	Time taken to issue of renewal certificate in days
1	Society to Uplift Rural Economy *(SURE)*, Barmer	29.09.2019	NA*	28.06.2019	08.12.2020	529
2	*Saur Chetna evam Urja Vigyan Shodh Sansthan*, Bikaner	24.04.2020	NA	19.02.2020	08.09.2020	202
3	*Tapas Shekshik Punarwas evam Anusandhan Sansthan*, Dungarpur	20.03.2021	NA	01.02.2021	26.02.2021	25
4	*Netraheen Vikas Sansthan*, Jodhpur	16.02.2020	15.01.2020	21.01.2020	04.09.2020	233
5	*Yash Viklang Mandbudhi Seva Sansthan*, Sawaimadhopur	28.09.2019	27.06.2019	02.07.2019	20.08.2019	54
6	*Manav Dharam Viklang Seva Sansthan*, Tonk	26.11.2019	14.09.2019	17.09.2019	22.01.2020	130
7	*Asha Dham Ashram Society*, Udaipur	15.03.2019	12.02.2019	15.03.2019	30.05.2019	107
8	*Shivika School for Mentally Challenge Children*, Kota	17.03.2020	NA	04.03.2020	19.06.2020	107
9	Mercy Rehabilitation Society, Sawaimadhopur	26.01.2021	13.10.2020	04.03.2021	15.04.2021	184
10	*Yogesh Shekshik Punarwas evam Shodh Sansthan*, Sirohi Niwai, Tonk	25.10.2020	25.08.2020	15.09.2020	13.10.2020	49
11	*Viklang Kalyan Samiti*, Udaipur	07.01.2020	NA	24.12.2020	15.03.2021	81
12	Welfare India Society, Kota	13.02.2020	27.12.2019	18.02.2020	13.10.2020	291
13	*Shikhar Society for the Welfare of Mentally Handicapped*, Kota	19.01.2021	NA	22.11.2020	10.02.2021	80
14	*Prayas Sanstha*, Sawai madhopur	03.10.2020	14.09.2020	16.09.2020	22.10.2020	38
15	*Gramin Utthan Manav Sansthan*, Bikaner	21.10.2019	05.09.2019	03.10.2019	29.11.2019	85
16	*Marudhara Bal Shikshan Sansthan*, Pipar City, Jodhpur	05.10.2020	NA	18.09.2020	27.10.2020	39
17	*Bhagwan Mahaveer Vikalang Sahayata Samiti*, Jaipur	09.11.2020	02.09.2020	07.10.2020	14.10.2020	42
18	*Gyana Ram Jhamman Lal Saini Manav Seva Samiti*, Jaipur	08.12.2019	22.10.2019	15.11.2019	27.01.2020	97
19	*Harprabh Aasra Sewa Samiti*, Sriganganagar	28.06.2020	02.06.2020	03.06.2020	19.08.2020	78
20	*Jubin Spastic Home and Charitable Trust*, Sriganganagar	14.10.2019	14.08.2019	09.01.2020	10.11.2020	454
21	*Maa Sewa Sansthan*, Jhunjhunu	15.09.2019	09.08.2019	19.08.2019	22.01.2020	166
22	*Swami Vivekanand Mook Badhir Vidhyalya evam Chatrawas*, Kolana, Dausa	21.05.2020	13.08.2020	21.07.2020	15.04.2021	245
23	*Maa Madhuri Brij Varis Sewa Sadan Apna Ghar Sanstha*, Bharatpur	03.12.2019	26.09.2019	01.11.2019	27.02.2020	154

* Not Available.

Appendix-VI

(Refer paragraph 5.3.1)

Details of grant paid to *Badhir Kalyan Samiti*, Jodhpur during 2016-17 to 2019-20

(Amount in ₹)

Year	Samiti accounts (Badhir Kalyan Samiti, Jodhpur)			Hostel accounts (Gandhi mook Badhir chatrawas Jodhpur)			School Accounts (Gandhi Badhir Uchacha Madhyamik vidyalaya)			Grand Total (col. 4 + 7+10)	Sanctioned amount	NGO contribution (10%) of sanction	Net difference (col. 11-13)
	S. No.	Particulars/Head	Amount	S. No.	Particulars	Amount	S. No.	Particulars	Amount				
1	2	3	4	5	6	7	8	9	10	11	12	13	14
2016-17	1	Income shown in financial Statement of the NGO	229130	1	Bank interest	9072	1	Bank interest	10353				
	2			2	Donation in Mess	362129	2	Donation in books	8010				
							3	Misc. income	25345				
Total			**229130**			**371201**			**43708**	**644039**	**2595220**	**259522**	**384517**
2017-18	1	Income shown in financial Statement of the NGO	612903	1	Bank interest	4109	1	Bank interest	11420				
				2	Donation in Mess	417693	2	Misc. income	6550				
Total			**612903**			**421802**			**17970**	**1052675**	**2850010**	**285001**	**767674**
2018-19	1	Income shown in financial Statement of the NGO	1236715	1	Bank interest	1936	1	Bank interest	12242				
				2	Donation in Mess	546527							
Total			**1236715**			**548463**			**12242**	**1797420**	**3791375**	**379138**	**1418282**
2019-20	1	Income shown in financial Statement of the NGO	3739243	1	Bank interest	1669	1	Bank interest	13129				
				2	Donation in Mess	573953							
Total			**3739243**			**575622**			**13129**	**4327994**	**4250730**	**425073**	**3902921**
Grand Total			**5817991**			**1917088**			**87049**	**7822128**	**13487335**	**1348734**	**6473394 i.e., 64.73 lakh**

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