Have we progressed?

A monitoring report of the social protection response to the COVID-19 pandemic for persons with disabilities in India

August 2021
Organisations and individuals supporting the report

This report has been endorsed by the following organisations and individuals.

Supporting organisations

- ASTHA
- Bapu Trust for Research on Mind and Discourse
- CBR Global Network
- December 3 Movement
- Deaf Advocacy Network, India
- Ektha
- Humanity Welfare Organization Helpline
- Indian Forum for Rehabilitation and Assistive Technology (IFRA)
- KARO
- National Platform for the Rights of the Disabled
- Society for the Empowerment of the Deafblind (SEDB)
- Society for Rights of All Women with Disabilities (SFRAWD)
- Swadhikaar
- Tamil Nadu Disability Federation Charitable Trust
- ActionAid India

Supporting individuals

- Ketan Kothari – Manager, Advocacy, Sightsavers India

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## Abbreviations

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<td>Accredited Social Health Volunteer</td>
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<td>BE</td>
<td>Budget Estimate</td>
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<tr>
<td>BPL</td>
<td>Below Poverty Line</td>
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<td>DPO</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
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<td>IGNDP</td>
<td>Indira Gandhi National Disability Pension</td>
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<td>JICA</td>
<td>Japan International Co-operation Agency</td>
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<td>National Social Assistance Program</td>
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<tr>
<td>PMAY</td>
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<td>RPDA 2016</td>
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Summary

This report follows up on the 2020 “Too Little too Few” study by exploring whether social protection programs in India, particularly cash transfers for persons with disabilities, have adapted in response to the COVID-19 pandemic. This issue is of particular importance given the pre-existing marginalisation of, and the pandemic’s disproportionate socio-economic impact on, persons with disabilities. This report is based on a budget analysis from financial years 2020-22.

This report responds to the following questions:

- Have there been any specific social protection response measures for persons with disabilities during 2021-22?
- Has there been any change in the criteria for accessing cash transfer programs, and have there been any changes in the value of the benefit?
- Has there been any expansion in these programs?
- Has there been any specific focus on persons with disabilities under the health system given the major focus on reviving the health system?
- Has there been any response from the Government to the recommendations of DPOs?

KEY FINDINGS:

1. Few response measures were announced for persons with disabilities to address the intense impact of the pandemic in 2021.
   a. The Union Government mandated States to issue disability ID cards online. However, this has come without addressing process issues related to assessments, accessibility of the hospitals. Further, there was no discussion on the process to ensure access considering the digital divide.
   b. In 2021-22 only Maharashtra, announced a one-off cash transfer for persons with disabilities, and Kerala has ensured a sign language helpline.
   c. A few States announced priority vaccination for persons with disabilities.

2. Restrictive criteria for social protection benefits persists, including incapacity to work and poverty targeting.

3. Only 3 out of the 36 States and Union Territories have cash transfer benefits equal to 70% of the international basic poverty line of USD 1.90.

4. While 5 States have proposed either vertical or horizontal expansion of the State-level cash transfer, there were no corresponding budget allocations. The allocation of cash transfers declined in 3 States and stayed constant in 2.

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5. The Government has not considered any of the recommendations for seeking compensation for extra costs of disability, community-based rehabilitation services, accessibility of information and communication, or involvement of persons with disabilities in the decision-making processes related to social protection measures data disaggregation.

RECOMMENDATIONS:

a. Ensuring the accessibility of information and communication, including availability of sign language interpreters and services.

b. Immediately mobilising maximum available resources to ensure that persons with disabilities receive adequate support, not less than 5000 INR / month, to reflect the catastrophic loss of income and significant increase of basic and disability-related costs. This has to be done for all, beyond NSAP beneficiaries. The basic income ceiling for accessing benefits should be removed and coverage should include:
   - All beneficiaries of State schemes
   - Holders of disability cards
   - Children with disabilities

c. Expanding the registration of persons with disabilities to all States and issuing a temporary certificate at the local level/panchayat for persons with disabilities so that they can benefit from relief support during COVID-19 response and recovery and other emergency situations with effective appeal mechanisms.

d. Further compensation of additional costs of disability, especially for children with disabilities and persons with high support requirements, through any available schemes both at the Uand/or State level.

e. Recognising, supporting and scaling up community-based rehabilitation and support services, including by providing grants to DPOs and NGOs that provide such services.

f. Urgently consulting and considering demands and effectively coordinating with persons with disabilities through their representative organisations, particularly women and girls with disabilities, to address the massive gaps in support and relief.

g. Ensuring inclusion of persons with disabilities in the rural and urban livelihood mission program and skill development programs by ensuring responsive design of the program.

h. Collecting data at all levels on persons with disabilities.
About the report

As an update to the 2020 DPO study, “Too Little too Few: An initial analysis of the social protection response to COVID-19 crisis for persons with disabilities in India”\(^2\), this report further examines the social protection landscape in India, specifically cash transfers, in the light of the intense socio-economic impact of COVID-19 on persons with disabilities.

**COVID-19 RESPONSE MEASURES IN 2020**

India announced the world’s biggest lockdown as the pandemic hit the globe on the 20\(^{th}\) of March 2020. Persons with disabilities, like other marginalised groups, were hit particularly hard due to both the pandemic-related closure of services and pre-existing inequalities and marginalisation. This resulted in:

- **No Work**
- **No Money**
- **No accessible information and communication**
- **No regular and specific support services**
- **High risk of isolation, starvation and death**

**UNION GOVERNMENT RESPONSES**

Of the various measures announced by the Union Government, only one specific action was taken: an ex-gratia payment of Rs. 1000 transferred in 3 instalments for persons with disabilities under the PMGKY\(^3\), amounting to 0.0006\(^4\) of the total value of the financial package. The PMGKY was administered only to IGNDP – NSAP beneficiaries\(^5\) without any plan for expansion and without addressing the design issues of the scheme, resulting in:

- Limited coverage of only 7.6% of the working population in India.
- No relief measures to children with disabilities.
- No further relief measures planned for persons with disabilities as the lockdown continued.

Moreover, a survey conducted by Rising Flames and Sight Savers\(^6\) revealed that women with disabilities have limited access to the cash transfer measure.

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\(^2\) ibid


\(^4\) 0.0006% is the ratio of the PMGKY relief package announced on 26th March 2020 to persons with disabilities (product of the Rs. 1000 and the number of NSAP beneficiaries during 2020) and the total value of the package (Rs. 1.70 lakh crore).


Many States advanced their monthly cash transfers. Tamil Nadu announced a one-off cash transfer during the financial year 2020-21 in response to the continued lockdown. Apart from advancing cash transfers states also extended their general publish provisionsing to persons with disabilities and their families hot cooked food. A few States also initiated helplines for mental health counselling.

Measures adopted by the Government of Tamil Nadu

A 24*7 helpline dedicated for persons with disabilities. The helpline had sign language interpretation, including WhatsApp facilities. The purpose of the helpline was to address disability-specific needs such as medication, rehabilitation services, and the supply of basic necessities such as provisions.

Advance payment of 2 months’ maintenance allowance for persons with disabilities having high support requirements. Based on repeated requests and protest from the disability movement, and based on a Public Interest Litigation (PIL) filed in the High of Madras praying to ensure basic income support during the pandemic, the Government announced a one-off payment of Rs. 1000 as relief for all persons with disabilities having a disability ID card. However, the documents required to be submitted included both an Aadhaar and disability ID card.

This relief is one of the pioneering efforts of the Government of Tamil Nadu in comparison with other States in the country. They adopted the principle of universalisation irrespective of income, age, and nature and extent of impairment.

However, survey findings show that this benefit could be accessed by only 50% of those eligible. Key factors that impact benefit access include:

- **Difficulty in accessing disability ID cards:** The RPDA identified 21 conditions as disabling in its schedule. However, a disability certification process has not been established for many new conditions recognised in the schedule, such as blood disorders and neurological conditions like parkinsonism at all levels. This has impacted access to the benefit for many persons with disabilities.

- **Lack of ID card portability:** The disability ID card is a key document for accessing social protection benefits. However, the lack of centralised registry at the State level has impacted portability of both the card and the benefit. Many persons with disabilities who had to migrate back to their villages were not able to access the benefit.

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9. DPO report “Too Little too Few”
Have we progressed?

- **Lack of planning** regarding the implementation mechanisms of the benefit led to lack of convergence between the nodal office and the local government that took responsibility to distribute the benefit.
- **Lack of training and sensitization** of the implementing authorities.
- **Lack of adequate data** on persons with disabilities has led to lack of adequate coverage of the intended beneficiaries.

**Source:** Report: Initial Analysis of the Tamil Nadu Covid 19 relief for persons with disabilities

## UNFOLDING OF 2021

At the end of the first quarter of 2021, the country started to reel under the impact of a ruthless, massive second wave of the pandemic that exposed the systemic and human failure to address emergencies and the long-term failure to build the social sector. As the country gasped for oxygen, the focus at all levels has been to ensure basic life-saving measures aimed at reducing the number of deaths.

**More and more families in both urban and rural areas** have been pushed into a vulnerable situation and have lost their income security due to job loss, long-term sickness, and loss of life to the pandemic. The impact has been especially hard hitting on the most marginalised people, such as children, persons with disabilities, older people, and others.

### Situation of persons with disabilities due to the continued impact of the pandemic

A study conducted by JICA10 and V–Shesh among more than 600 representatives from the disability movement across India during the first quarter of 2021 revealed:

- 66.3% of those using assistive devices experienced a challenge in purchase, repair and customisation.
- 64.8% of respondents using the services of paid caregivers expressed serious challenges in accessing the service.
- 70% of respondents accessing online education services reported an ineffective overall learning experience.
- 13.4% of respondents who lost jobs due to COVID–19 are yet to get any job, with a larger impact on those engaged in small and medium business and other forms of self-employment.
- 64.8% expressed challenges at work.
- As per an NSSO survey, only 28% of the population of persons with disabilities have access to any form of cash transfer.

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11 “Impact of Covid-19 on persons with disabilities” in India study conducted by JICA and V–Shesh
THE NEED FOR SOCIAL PROTECTION

Social protection measures are established to sustain lives and livelihood and protect people against risks and shocks. They are particularly important to persons with disabilities, who experience ongoing systemic marginalisation.12

Given this backdrop, this report attempts to respond to the larger question, “Has our social protection delivery system progressed in its response to humanitarian emergencies and crises and ensured an adequate standard of living for persons with disabilities?” This report addresses this question by responding to the following specific questions:

- Have there been any specific social protection response measures for persons with disabilities during 2021-22?
- Has there been any change in the criteria for accessing cash transfer programs, and have there been any changes in the value of the benefit?
- Has there been any expansion in these programs?
- Has there been any specific focus on persons with disabilities under the health system given the major focus on reviving the health system?
- Has there been any response from the Government to the recommendations of DPOs?

The report is based in desk review of government announcements, budget documents such as demands for grants across States and Union Governments, and budget speeches by the respective ministers across States.

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Have there been any specific social protection response measures for persons with disabilities during 2021-22?

The only specific measure announced by the Union Government for persons with disabilities was to mandate State Governments to issue disability ID cards online.

As a general relief measure, the Union Government announced a supply of 5kgs food grains for the months of April and May through the regular public distribution systems for those with ration cards. During June, the Government announced deposits for children who lost their parents to the pandemic, apart from announcing a COVID relief and Atmanirbhar (self-reliance) package for self-sustaining industries and small businesses. However, the focus of the Government has been to keep the economy running without a lockdown, leaving State Governments to decide the containment measures within their States.

Many States resorted to partial to periodic complete lockdowns ranging from a week to 15 days. Many States have also committed to the provision of free vaccination for all within the State. Table 1 details COVID-19 response and relief measures announced by various State Governments in 2021.
Table 1: COVID-19 Response and Relief Measures Announced by Various State Governments in 2021

<table>
<thead>
<tr>
<th>Name of the state</th>
<th>COVID-19 social protection measures in 2021</th>
<th>Specific measures for persons with disabilities</th>
</tr>
</thead>
</table>
| Delhi             | Rs. 5000 for taxi and autorickshaw drivers in Delhi\(^7^)  
Free ration for 2 months for family ration card holders  
Rs. 5000 for construction workers in Delhi registered under the Delhi Building and Other Construction Workers Welfare Board  
Rs. 50000 to families that lost their breadwinner and 2500 as pension\(^8^) | No specific measure |
| Tamil Nadu        | Rs. 4000 COVID relief with first instalment of Rs. 2000 to be paid in May 2021 for all families with public distribution cards in the State\(^9^)  
Free COVID-19 treatments for all, including in private hospitals through the State insurance\(^2^) | No specific financial measure announced so far  
Persons with disabilities in Government service are exempt from going to office for the next 16 days from the second week of May\(^2^) |
| Maharashtra       | Free 5kg grains for one month  
Free food  
Rs. 1000 / person for May & June provided for the beneficiaries of the cash transfer program – Sanjay Gandhi Niradhar Yojana, Shravanbal and Centrally Sponsored Indira Gandhi National Old Age Retirement Scheme, Indira Gandhi National Widow Retirement Scheme, Indira Gandhi National Disability Retirement Scheme\(^2^) | Sanjay Gandhi Niradhar program includes persons with disabilities whose annual family income is less than Rs. 21000  
IGNDP beneficiaries\(^2^) |

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\(^8^\) [“Rs. 50000 relief for losing kin to Covid: Delhi CM Arvind Kejriwal” – Alok N Mishra, TNN, May 19 2021](https://timesofindia.indiatimes.com/city/delhi/rs-50000-relief-for-losing-kin-to-covid-delhi-cm-arvind-kejriwal/articleshow/82756619.cms)  
\(^9^\) [New No. 245 Date 07.05.2021, Government of Tamil Nadu](https://cms.tn.gov.in/sites/default/files/press_release/pr070521_245.pdf)  
\(^2^\) [Sanjay Gandhi Niradhar Anudhan Yojana, Government of Maharashtra](https://sjsa.maharashtra.gov.in/en/scheme-category/special-assistance)
<table>
<thead>
<tr>
<th>Name of the state</th>
<th>COVID-19 social protection measures in 2021</th>
<th>Specific measures for persons with disabilities</th>
</tr>
</thead>
</table>
| Kerala                    | Hot cooked meal, free food kits\(^{24}\)  
Helplines                                                                                       | No specific financial or in-kind measures for persons with disabilities  
Specific accessible helpline for persons with disabilities in collaboration with NISH Kerala\(^{28}\) |
| Madhya Pradesh            | Payment of Rs. 500000 for families of those who died while involving themselves in COVID-19 duty, including  
Anganwadi and ASHA workers\(^{26}\)                                                                 | No specific measure                                                                                           |
| Chhattisgarh              | Distribution of rice, provision of food to children going to primary schools, high schools and higher secondary  
schools, and take-home food provisions to children accessing Anganwadi and Balwadi centres  
Compensation to health workers and utility waivers, particularly electricity\(^{27}\) | No specific measure                                                                                           |
| Jammu & Kashmir           | Special pension for senior citizens who lost their earning member  
Ra. 1000 for 2 months to construction workers  
Children who lost parents due to COVID-19 will get special scholarships and timely release to cash allowances under various welfare schemes like OAP, PMAY, MGNREGA, and Laadli\(^{28}\) | No specific mention                                                                                          |

Lack of specific social protection measures for persons with disabilities (except in Maharashtra) implies that the Government relied heavily on existing social protection programs to ensure resilience and address the catastrophic health care costs and loss of livelihood, intensifying pre-existing systemic and intersectional marginalisation.

\(^{24}\) Covid-19 second wave: Here’s a list of states that have imposed full lock down, by Express Web Desk, New Delhi, May 9, 2021 - [https://indianexpress.com/article/india/covid-19-second-wave-heres-a-list-of-states-that-have-imposed-lockdowns-7306634/](https://indianexpress.com/article/india/covid-19-second-wave-heres-a-list-of-states-that-have-imposed-lockdowns-7306634/)

\(^{25}\) [https://twitter.com/vijayanpinarayi/status/1391037080105406464](https://twitter.com/vijayanpinarayi/status/1391037080105406464)


Has there been any change in the criteria for accessing cash transfer programs, and have there been any changes in the value of the benefit?

The pre-conditions to access the National Social Assistance Program (IGNDP)—proof of incapacity to work, at least an 80% impairment level, or belonging to families living below poverty line—has resulted in low coverage of persons with disabilities. This program covers only 10% of the working age population in as many as 34 States and Union Territories and is characterised by low benefits, amounting to $0.13 / per day per person.

All States except Nagaland and Mizoram provide a top-up to the IGNDP (NSAP) of the Union Government, apart from horizontal expansion of beneficiaries out of the State’s own cash transfer / pension program. However, the maximum value of benefits has been only 70% of the basic international poverty line of $1.90.

Image 1 shows the list of States and the range of disability benefit / pension in comparison to the basic international poverty line.

**Image 1: Range of Benefit across States – Ratio of Cash Transfer by States to Basic International Poverty Line**

<table>
<thead>
<tr>
<th>Range</th>
<th>States</th>
</tr>
</thead>
<tbody>
<tr>
<td>70 to 100%</td>
<td>Andhra Pradesh, Telangana, Puducherry</td>
</tr>
<tr>
<td>40 to 69%</td>
<td>Delhi, Goa, Haryana</td>
</tr>
<tr>
<td>25 to 39%</td>
<td>Tamil Nadu, West Bengal, Jammu &amp; Kashmir, Sikkim, Tripura, Assam, Manipur, Arunachal Pradesh, Jharkhand, Chandigarh, Daman &amp; Diu, Dadra Nager Haveli, Himachal Pradesh, Rajasthan, Punjab</td>
</tr>
<tr>
<td>5 to 15%</td>
<td>Maharashtra, Odisha, Gujarat, Madhya Pradesh, Uttar Pradesh, Meghalaya, Bihar, Chhattisgarh, Nagaland, Mizoram, Lakshadweep, Andaman &amp; Nicobar</td>
</tr>
</tbody>
</table>

**Source:** Author’s compilation from various State Government websites. Jharkhand has stopped its cash transfer since October 2020.

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31 Horizontal expansion refers to the expanding the number of beneficiaries to the program.
32 Author’s compilation of data from various State Government documents.
Unlike the Union Government, State Governments expanded the coverage of the cash transfer program to all persons with disabilities with over a 40% impairment. However, in a few States, the benefit varies according to the extent of impairment. For example, Goa pays Rs. 3500 if the extent of impairment is 90% and above, which is a two-thirds expansion of the benefit compared to other persons with disabilities. Sikkim, Daman & Diu, and Dadra Nagar Haveli pay an additional 50% of the value of the benefit for people whose extent of impairment is 80%, 70% and 90% respectively.33

Government of Andhra Pradesh in 2019 vide G.O. Ms.No.103 dated 30.05.2019 and G.O No. 551 dated 26.10.2019, in recognition of the additional costs of medication and/or requirement of personal assistance services has announced a monthly pension of Rs. 5000 (USD 66) for persons with high support requirements, more specifically those with muscular dystrophy, spinal cord injuries and paralysis. For persons with thalassemia major, sickle cell diseases and haemophilia, the Government has announced a pension of Rs. 10000/month (USD 133).34

However, the major problem with the State-level cash transfer has been poverty targeting.35 Most States focus on persons with disabilities living in BPL households, limiting coverage of persons with disabilities. In States like Delhi36, Kerala37, Karnataka, and Haryana there is a higher threshold on the family income, however, not on the individual’s income.

The State of Tamil Nadu follows the method of affluence testing with a ceiling of Rs. 300000 and considers individual income rather than family income while reaching out to beneficiaries for cash transfers. This is an evolution from targeting only persons with disabilities who are destitute. There has also been a horizontal expansion to consider all persons with disabilities in the State. However, the procedure is yet to be established.

33 Based on author’s compilation from various State Government documents.
36 Poverty targeting has proved to be ineffective in ensuring the right to social protection for all, and particularly those who are exposed to vulnerable situations and risks due to lower economic background and intersectional marginalisation. This is because poverty targeting is usually based on a poverty line that is fixed based on family income, consumption and calorific intake. However, since the line is based mostly on a household income census that does not happen regularly, the assumption is that the line is constant over time and people do not progress. Further, it does not take into account intra-household poverty, diversities, and the costs required due to disability, being a child or old age.
Has there been any expansion in the cash transfer programs?

13 States have referred to persons with disabilities in their budget speeches for 2021-22\(^{39}\) out of 36 States and Union Territories.\(^{40}\) Out of these 13, 8 States specifically mention cash transfers, with 3 States mentioning horizontal expansion, 2 States proposing vertical expansion of benefits, and the rest reemphasising existing programs. Table 2 provides details of these budget commitments.

Table 2: Cash Transfer Budget Commitments 2021-22

<table>
<thead>
<tr>
<th>Name of the state</th>
<th>Budget commitments specific to cash transfer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Karnataka</td>
<td>“To take care of those intellectually disabled with more than 75% disability, pension will be increased to 2,000”(^{41})</td>
</tr>
<tr>
<td>Jharkhand</td>
<td>Universalising the pension(^{42})</td>
</tr>
<tr>
<td>Haryana</td>
<td>Rs. 2250 for adults with disabilities and Rs. 1650 for non-school-going children with disabilities(^{43})</td>
</tr>
<tr>
<td>Gujarat</td>
<td>Reframing the eligibility criteria on the extent of impairment from 80% to 75%(^{44})</td>
</tr>
<tr>
<td>Uttarakhand</td>
<td>Vertical expansion from Rs. 1000 to Rs. 1200 / month(^{45})</td>
</tr>
</tbody>
</table>

Financial documents were analysed to understand any effort made to ensure realisation of the budget commitments. Graph 1 highlights that the allocation to cash transfer programs has been either constant or declined marginally in 4 out of 5 States that committed to either vertical or horizontal expansion compared to the previous 2 financial years, indicating a lack of budget to fulfil the commitment. The fifth State, Haryana, had a small increase in allocation.

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39 Compiled for the purposes of this report from the budget documents of various States. This method therefore misses the fluidity of income and movement of people from one income level to another.

40 This report has not considered the interim budget documents (States that had elections post budget) since the priority might change. This will get updated once all States come up with their budgets.


Graph 1: Budget Allocation to Cash Transfer Program in Karnataka, Haryana, Jharkhand, Gujarat and Uttarakhand for the Years 2019-20 (BE) to 2021-22 (BE)

*Chart showing allocations to cash transfers in States that committed to expand cash transfer vertically or horizontally in 2021-22 compared to previous financial years*

Source: Data compiled from the budget documents of Karnataka, Haryana, Jharkhand, Gujarat and Uttarakhand.
Has there been any specific focus on persons with disabilities under the health system given the major focus on reviving the health system?

The Union Government came up with a guideline document for the health system to support persons with disabilities during the first phase of the pandemic in the year 2020. However, there is no system of monitoring and redressal mechanisms to monitor the implementation of the guideline. Many persons with disabilities experienced difficulty in navigating the inaccessible health infrastructure and a lack of support during the phases of illness due to COVID-19.

Persons with disabilities and their representative organisations filed public interest litigation seeking accessibility and priority vaccination for persons with disabilities and their families in a few States of the country (Chennai\textsuperscript{46}, Karnataka\textsuperscript{47}, Delhi\textsuperscript{48} and Maharashtra\textsuperscript{49}). This has resulted in some momentum to prioritise vaccination for persons with disabilities. States like Tamil Nadu, Delhi and Maharashtra announced vaccination at the doorstep of the individual. Rajasthan\textsuperscript{50} announced a survey for ensuring vaccination and resorted to specific camps and priority queuing. Karnataka resorted to establishing convergence between disability nodal agency and the health department for vaccination of persons with disabilities as close to the community as possible. Nagaland conducted special vaccination drives for persons with disabilities to begin within the capital.\textsuperscript{51}

Cities fare better than rural and semiurban areas in reaching out to persons with disabilities. Vaccination shortages and lack of information on the availability of vaccines has led to multiple visits by persons with disabilities.

\textsuperscript{47} HC notice on plea for priority vaccination of persons with disabilities - https://www.thehindu.com/news/cities/bangalore/hc-notice-on-plea-for-priority-vaccination-for-persons-with-disabilities/article34394978.ece
\textsuperscript{50} Rajasthan to organise special camps to vaccinate people with disabilities - https://timesofindia.indiatimes.com/city/jaipur/raj-to-organise-special-camps-to-vax-people-with-disabilities/articleshow/83047817.cms
Has there been any response from the Government to the recommendations of DPOs?

This section is based on the recommendations by persons with disabilities and their representative organisations from the report “Too Little too Few”\(^\text{52}\).

**Table 3:** Government Response to Recommendations of Persons with Disabilities

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Response by Union</th>
<th>Response by State Government</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Immediately mobilising maximum available resources to ensure that persons with disabilities receive adequate support, not less than 5000 INR / month, to reflect the catastrophic loss of income and significant increase of basic and disability-related costs. This has to be done for all, beyond NSAP beneficiaries.</em></td>
<td>There is no discussion at the Union level for the NSAP. It remains at Rs.300 / month.</td>
<td>Only Andhra Pradesh’s cash transfer program considers Rs.5000 for persons with high support requirements.</td>
</tr>
<tr>
<td><strong>Coverage:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• All beneficiaries of State schemes</td>
<td>No consideration</td>
<td>States cover all persons with disabilities. However, the income ceiling is retained. Only Goa has benefits for children with disabilities.</td>
</tr>
<tr>
<td>• Holders of disability cards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Children with disabilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Expanding the registration of persons with disabilities to all States and issuing a temporary certificate at the local level/panchayat for persons with disabilities so that they can benefit from relief support during COVID-19 response and recovery and other emergency situations.</em></td>
<td>Union has recently announced that it is mandatory to issue disability certificate online.(^\text{53}) However, no discussion on the process to ensure access for all persons with disabilities considering the digital divide.</td>
<td>No discussion</td>
</tr>
<tr>
<td><strong>Further compensation of additional costs of disability, especially for children with disabilities and persons with high support requirements, through any available schemes at the Union Territory and/or State level.</strong></td>
<td>No consideration</td>
<td>Only Andhra Pradesh</td>
</tr>
</tbody>
</table>

---


<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Response by Union</th>
<th>Response by State Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recognising, supporting and scaling up community-based rehabilitation and support services, including by providing grants to DPOs and NGOs that provide such services.</td>
<td>No consideration</td>
<td>No consideration</td>
</tr>
<tr>
<td>Urgently consulting and considering demands and effectively coordinating with persons with disabilities through their representative organisations, particularly women and girls with disabilities, to address the massive gaps in support and relief.</td>
<td>No consideration</td>
<td>No consideration</td>
</tr>
<tr>
<td>Collecting data at all levels on persons with disabilities.</td>
<td>No consideration</td>
<td>No consideration</td>
</tr>
</tbody>
</table>
Conclusion

As the COVID-19 pandemic intensifies its impact on the country, persons with disabilities are further left behind. Though some States have responded positively by giving persons with disabilities priority for a vaccination, the socio-economic impact on persons with disabilities is completely neglected and forgotten by almost all governments in the country. The budget document of 2021-22 reveals a lack of progress in the social protection measures for persons with disabilities.

Though the country strives to keep the economy moving, it is barely the case for persons with disabilities. The majority of us are unemployed or employed in sheltered or informal jobs. The report by JICA and V-Shesh strongly highlights the impact of the pandemic on the work and employment of persons with disabilities.

Recovery from the pandemic’s impact and the pre-existing systemic marginalisation relies heavily on the effectiveness of the social protection programs taking a life cycle approach, particularly for persons with disabilities.

There is an urgent need for all stakeholders to engage in meaningful dialogue to reframe and reform the social protection landscape for persons with disabilities, taking into consideration the pre-existing inequalities, extra costs of disability and the lack of accessibility.
Recommendations

a. Ensuring the accessibility of information and communication, including availability of sign language interpreters and services.

b. Immediately mobilising maximum available resources to ensure that persons with disabilities receive adequate support, not less than 5000 INR / month, to reflect the catastrophic loss of income and significant increase of basic and disability-related costs. This has to be done for all, beyond NSAP beneficiaries. The basic income ceiling for accessing benefits should be removed and coverage should include:
   - All beneficiaries of State schemes
   - Holders of disability cards
   - Children with disabilities

c. Expanding the registration of persons with disabilities to all States and issuing a temporary certificate at the local level/panchayat for persons with disabilities so that they can benefit from relief support during COVID-19 response and recovery and other emergency situations with effective appeal mechanisms.

d. Further compensation of additional costs of disability, especially for children with disabilities and persons with high support requirements, through any available schemes at the Union and/or State levels.

e. Recognising, supporting and scaling up community-based rehabilitation and support services, including by providing grants to DPOs and NGOs that provide such services.

f. Urgently consulting and considering demands and effectively coordinating with persons with disabilities through their representative organisations, particularly women and girls with disabilities, to address the massive gaps in support and relief.

g. Ensuring inclusion of persons with disabilities in the rural and urban livelihood mission program and skill development programs by ensuring responsive design of the program.

h. Collecting data at all levels on persons with disabilities.
Annexure 1

**Table 4: Major Public Expenditure Supporting Inclusion of Persons with Disabilities**

<table>
<thead>
<tr>
<th>Particular</th>
<th>Details</th>
<th>2019-20 (BE)</th>
<th>2020-21 (BE)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Union</td>
<td>All States</td>
</tr>
<tr>
<td>Social Protection</td>
<td></td>
<td>827.37</td>
<td>7991.294</td>
</tr>
<tr>
<td>Cash Transfer</td>
<td></td>
<td>247.37</td>
<td>7156.228</td>
</tr>
<tr>
<td>Assistive Devices</td>
<td></td>
<td>290</td>
<td>99.7147</td>
</tr>
<tr>
<td>Institutions</td>
<td></td>
<td>192.8409</td>
<td>192.8409</td>
</tr>
<tr>
<td>Rehabilitation</td>
<td></td>
<td>290</td>
<td>542.5103</td>
</tr>
<tr>
<td>Employment &amp; Training</td>
<td></td>
<td>41.21</td>
<td>43.2504</td>
</tr>
<tr>
<td>Social Welfare- skill development/ subsidies</td>
<td></td>
<td>41.21</td>
<td>34.9303</td>
</tr>
<tr>
<td>Labour &amp; Employment</td>
<td></td>
<td>8.3201</td>
<td>8.3201</td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td>1191.6</td>
<td>580.0708</td>
</tr>
<tr>
<td>Special Schools &amp; scholarships</td>
<td></td>
<td>125</td>
<td>455.5608</td>
</tr>
<tr>
<td>Department of School Education</td>
<td></td>
<td>1066.6</td>
<td>114.6</td>
</tr>
<tr>
<td>Higher Education</td>
<td></td>
<td>9.91</td>
<td>9.91</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>10674.8</td>
<td>0.26</td>
</tr>
</tbody>
</table>
Table 4 indicates a marginal increase in social protection measures during the financial year 2020-21(BE) compared to 2019-20(BE). However, the ratio to GDP and to total public spending remained at 0.05% and 0.22%, respectively. At the same time, the Union Government instituted a huge reduction in budget allocations to employment, skill development and education.

Marginal increases in allocations towards social protection were due only to the one-off cash transfer announced by the State of Tamil Nadu and increased data availability in some States like Maharashtra compared to the 2019-20(BE).

Among the categories considered under social protection (such as cash transfer, assistive devices and rehabilitation), cash transfers contribute approximately 85% of the overall specific allocation to social protection for persons with disabilities.

A deeper analysis of cash transfers reveals that not all States contribute the same proportion of cash transfers, implying huge diversity among States. Overall, 76% of cash transfers come from 6 out of the 36 States and Union Territories. This impacts persons with disabilities’ resilience to risks and shocks and their ability to realise an adequate standard of living, given their experience of systemic marginalisation.

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54 Table 4 primarily considers allocations towards social protection that included cash transfers, assistive devices, rehabilitation services, employment and skill development, and education including scholarships across the country.

55 The budget figures in Table 4 for 2019-20(BE) are revised from the budget figure in the “Too Little too Few” study because of the availability of new information in some States from budget documents and further disaggregation of data within the documents.

56 Calculation based on the compilation of data from budget documents across States and Union Territories. Refer to Graph 1 for details.
### Table 5: COVID-19 Social Protection Announcements across States and Union with Initial Reaction of the Disability Movement

<table>
<thead>
<tr>
<th>Level</th>
<th>Name of the state</th>
<th>Measures announced in 2020</th>
<th>Initial reaction of the disability movement</th>
<th>Measures announced in 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td>Union</td>
<td></td>
<td>One-off top-up to NSAP pension for those who already receive pension, segregated in 3 instalments</td>
<td>63% of respondents to NCPEDP survey did not receive the pension. Possessing a disability certificate is crucial for availing this benefit. However, a large number of persons with disabilities do not possess this. This is a major impediment to accessing pension.</td>
<td>Supply of food grains through public distribution system for 2 monthsMANDATED ISSUE OF DISABILITY ID CARDS ONLINE</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Guideline for ensuring accessibility and support services during the emergency period for persons with disability</td>
<td>The guideline is not implemented at the State level. There is no specific reference to the issues concerning women with disabilities.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>NREGA expansion of registration and wages</td>
<td>A DPO from Jaipur, Rajasthan has raised the issue of the need to expand the number of working days for persons with disabilities.</td>
<td></td>
</tr>
<tr>
<td>State</td>
<td>Kerala</td>
<td>Food kit Hot cooked food Kerala top-up to NSAP pension in advance</td>
<td>The disability movement is happy with the implementation plan. The food kits and hot cooked food are universal and reaches all. The disability pension has already been transferred.</td>
<td>Food kit Sign language interpretation service helpline</td>
</tr>
</tbody>
</table>
## Have we progressed?

<table>
<thead>
<tr>
<th>Level</th>
<th>Name of the state</th>
<th>Measures announced in 2020</th>
<th>Initial reaction of the disability movement</th>
<th>Measures announced in 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>The distribution of extra payment pension and maintenance allowance is slow and only a couple of districts are covered so far.</td>
<td>NA</td>
</tr>
<tr>
<td>Tamil Nadu⁶⁵</td>
<td>2 months’ maintenance allowance to be paid in advance⁶⁶</td>
<td></td>
<td>Helpline is responsive in urban areas, but many people in rural areas are either not informed, can’t get through to helpline, or do not get the support they requested.</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>One-off cash transfer of Rs. 1000 to all persons with disabilities having disability ID card⁶⁷</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Helpline for in-kind service and rehabilitation services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Himachal Pradesh⁶⁸</td>
<td>State-specific disability allowance – advance payment of the first quarter</td>
<td></td>
<td>The resources have already been transferred.</td>
<td>NA</td>
</tr>
<tr>
<td>Delhi⁶⁹</td>
<td>Advance payment of 2 months’ pension with the usual State top-up</td>
<td></td>
<td>Uneven distribution with issues in accessing banks, as well as lack of cash payment points for those without a bank account.</td>
<td>NA</td>
</tr>
<tr>
<td>Karnataka⁷⁰</td>
<td>No specific announcement for persons with disabilities</td>
<td></td>
<td></td>
<td>NA</td>
</tr>
<tr>
<td>Maha-rashtra⁷¹</td>
<td>Helpline for counselling</td>
<td>Huge back-log for the regular payment of NSAP pension has not been cleared. Helpline seems to be highly dysfunctional. The reach of jan dhan accounts are not consistent.</td>
<td>One-off top-up of Rs. 1000 to the Sanjay Gandhi Niradhar pension</td>
<td>NA</td>
</tr>
<tr>
<td>Andhra⁷²</td>
<td>No specific announcement for persons with disabilities</td>
<td></td>
<td></td>
<td>NA</td>
</tr>
</tbody>
</table>

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⁶⁶ Proc. No. 3000/GRH2020 dated 01.04.2020


⁷⁰ As shared by DPOs during our interview on 10.04.2020

⁷¹ As shared by persons with disabilities during our interview on 10.04.2020

⁷² As shared by persons with disabilities during our interview on 10.04.2020
<table>
<thead>
<tr>
<th>Level</th>
<th>Name of the state</th>
<th>Measures announced in 2020</th>
<th>Initial reaction of the disability movement</th>
<th>Measures announced in 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Jammu &amp; Kashmir&lt;sup&gt;73&lt;/sup&gt;</td>
<td>Pension in advance for 3 months</td>
<td>Amount is transferred.</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>Bihar&lt;sup&gt;74&lt;/sup&gt;</td>
<td>Advance disbursement of 3 months’ State pension</td>
<td>Accessing is a question due to lack of Aadhar and disability ID cards.</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>Assam&lt;sup&gt;75&lt;/sup&gt;</td>
<td>No specific announcement for persons with disabilities</td>
<td>Disaster response group has ensured that all information related to COVID-19 is in an accessible format.</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>West Bengal&lt;sup&gt;76&lt;/sup&gt;</td>
<td>No specific announcement for persons with disabilities</td>
<td>The general helpline is not accessible.</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>Odisha&lt;sup&gt;77&lt;/sup&gt;</td>
<td>Government has announced it will pay 4 months’ disability pension with State top-up depending on the nature of disability</td>
<td>Advance payment of pension does not compensate the loss of income of the individual or the family, and people fear it might turn out to be a deterrent on those months when they will not have anything. Those with ration cards are getting food provisions. At the District level, through SHGs&lt;sup&gt;78&lt;/sup&gt;, cooked food is supplied based on the collector’s order. Women with disabilities are getting the women’s allowance announced by the Union Government, which is transferred to their jan dhan account ₹ 500.</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>Gujarat&lt;sup&gt;79&lt;/sup&gt;</td>
<td>State pension through direct bank transfer</td>
<td></td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>Uttar Pradesh&lt;sup&gt;80&lt;/sup&gt;</td>
<td>Advancing State pension by 3 months</td>
<td>No clarity as yet</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>Nagaland</td>
<td>NA</td>
<td>NA</td>
<td>Sign language interpretation – helpline</td>
</tr>
</tbody>
</table>

---

73 As shared by persons with disabilities during our interview on 10.04.2020
74 COVID-19: Issues, challenges, responses and suggestions for the inclusion of persons with disabilities, by ASTHA, India
75 As shared by persons with disabilities during our interview on 11.04.2020
76 As shared by persons with disabilities during our interview on 10.04.2020
77 As shared by persons with disabilities during our interview on 10.04.2020
78 Self Help Groups
79 COVID-19: Issues, challenges, responses and suggestions for the inclusion of persons with disabilities, by ASTHA, India
80 COVID-19: Issues, challenges, responses and suggestions for the inclusion of persons with disabilities, by ASTHA, India
Key findings:

Only 5 out of 36 States and Union Territories have announced either vertical or horizontal expansion of cash transfer programs in their budget speeches, without corresponding budget allocations. The State of Maharashtra announced a one-off cash transfer for persons with disabilities in response to the impact of COVID-19 in 2021. The demands of persons with disabilities to reform both social protection measures and the disability certification process has not been considered.