## Social Parity a Distant Dream: An Exploratory study on Disabled People in India

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#### **Abstract**

Poverty, stigmatization and social exclusion are terms which best describes people suffering from any form of disability. This is a silent epidemic that has been pushing people to pauperization and further feeding into disintegration of the social fabric. The main aim of this paper is to study the literacy and employment rates of the disabled population which characterises their daily life functioning. We did a cross-sectional study of Census of India, 2011, a decadal survey, and looked into the literacy levels and employment structure of disabled population which are affected by the factors such as age group, sex, place of residence and types of disabilities. According to Indian Census 2011, 26814994 persons (2.21%) were reported to constitute the disabled population, majority of which resided in the rural areas. Amidst the disabled population, only 55% were found to be literate, of which, majority were males. Literacy rate was highest among the movement disability (22%), while it was least for mental illness (2%). Nearly 50% of the disabled male population were working as main workers for in seeing,in speech, hearing and movement disability. It was found that 63% of disabled were non-workers, out of which 45% were dependent individuals and 27% were students. The data collected on disability is an underestimate due to its narrow definition. Further, there is under-reporting because of the fear of social ostracization and stigmatization. The study helps us to unveil the grim situation of disabled people which can be seen from low levels of employment and literacy rates. Thus, it becomes the prerogative of the government to empower these marginalized communities through proper implementation of progressive policies and thereby kick-start a virtuous cycle. The study points at the inability of government interventions in alleviating the suffering of this vulnerable population effectively. So it becomes imperative to have policies which target the direct needs of the disabled people though usage of advanced technology, sensitization of general public and private players; and self-esteem uplifting and empowerment workshops all around the nation.

**Key words-** disability, employment, inclusive development, literacy rate

#### Introduction

Our contemporary times have seen a growing expression to kindle a hope of egalitarian society where the disadvantaged and the marginalized are given a chance to lead a conventional lifestyle. This is what is supposed to be, but the actual picture is rather gloomy when we tried to canvas the plight of the people with disabilities (PWDs) in case of India.Poverty,stigmatization and social exclusion are terms that best describes people suffering from any form of disability. This is asilent epidemic that has been pushing people to pauperization and further feeding into disintegration of the social fabric.

It will ratherbe an understatement, if we say that the potential of the disabled people remains largely untapped and under-utilized only due to lack of employability of this marginalized segment of the population, but also because of other socio-economic conditions such as of increased health expenditure, low level of education attainment, poverty, low self-esteem and personality development. These factors hence lead to low level of employment for PWDs which forms the hunch of the paper.

The paper is divided into four sections; *first section* includes the definitional aspect of disability, prevalence in Indian context, the bidirectional link between poverty and disability and legislative framework for PWDs in India; *second section*entails literature review and data analysis on disabled people in India using Census of India, 2001 and 2011; *third section* deals with various initiatives taken up by the government, private sector, and PWDs themselves to create opportunities for work; and the fourth section will conclude the paper.

## **Section 1: General Overview of Disability**

## **1.1** Defining Disability

Disability is a multifaceted phenomenon and thereby it has been defined in many ways by various organizations and also differently under the different acts passed by the GOI. In the present context, we will be using the definition put forward under the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. As per the section 2 (I) of the Act, Disability is defined as:

- i) Blindness; ii) Low-Vision; iii) Leprosy-cured; iv) Hearing impairment; v) Locomotor disability; vi) Mental retardation; vii) Mental Illness
  - As per Section 2(t) of the Act, 'persons with disability' means a person suffering from not less than forty per cent of any disability as certified by medical authority.
  - Government of India ratified the United Nations Convention on the Rights of the Persons with Disabilities (UNCRPD) in October 2007. Article(1) of the convention states that , 'persons with disabilities include those who have long term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in the society on an equal basis with others'.

"Disability is therefore not defined as a standalone medical condition, but rather the product of the interaction between the environment broadly defined and the health conditions of particular persons" (p.20).

While these definitions only point at the disability as being a problem of impairment or abnormality with the individual being the medical model, the social model of disability looks at the way the regular societal organization overlooks the proper functioning of PWDs. <sup>2</sup> For example, a wheel chair basketball player wants to go to play basketball at a nearby court. Under a social model, arrangements of coaching and play time would be allotted for him but under a medical model he has few options available.

According to the World Bank Report 2009, approximately 6 per cent of Indian population had some form of disability. Moreover, the World Health Organization figure is stated as 10 per cent of the total population. Thus, these varying estimates of disabled persons are itself testimony to the fact that there are definitional issues with the measurement of the exact number of disabled people in the total population. To top it, there are various diseases and ailments which will put a person in the list of disabled category in many developed countries, for which they are not legible in developing countries. Hence, defining disability becomes a relative concept and further this can be considered as a centerpiece determining the variations observed over time and space.<sup>3</sup>

#### 1.2 Prevalence of Disability in India

According to the 2001 Census, there were 21,906,769 (approximately 22 million) people with disabilities in India who constituted 2.13 per cent of the total population. Further they were classified into five categories namely: seeing (47per cent), hearing (5per cent), speech (8per cent), movement (28per cent) and mental (12per cent). These figures increased to 26,814,994 (approximately 27 million) people who constituted 2.21% of the total population in Census 2011. These were classified into eight categories namely: seeing (19per cent), hearing (19per cent), speech (7per cent), movement (20per cent), mental retardation (6per cent), mental illness (3per cent), any other (18per cent) and multiple disability (8per cent).

In a nutshell, literacy rate was highest among the movement disability (22%) while it was least for mental illness (2%). Nearly 50% of the disabled male population were working as main workers for in seeing,in speech, hearing and movement disability. On the contrary less than 20% of disabled female population were working as main workers for the same set of disabilities. It was found that 63% of disabled were non-workers, out of which 45% were dependent individuals and 27% were students. The Work Participation Ratio (WPR) of the normal population is significantly higher than that of disabled population as found in this Census data for 2001 and 2011. These will be discussed in the forthcoming analysissection.

<sup>&</sup>lt;sup>1</sup>Bahl R., Ghosh S. and Ghosh A (2012) .Livelihood Opportunities for Persons with Disabilities.

<sup>&</sup>lt;sup>2</sup> Website: <a href="http://www.scope.org.uk/about-us/our-brand/social-model-of-disability,August,2016">http://www.scope.org.uk/about-us/our-brand/social-model-of-disability,August,2016</a>

<sup>&</sup>lt;sup>3</sup>Bahl R., Ghosh S. and Ghosh A (2012) .Livelihood Opportunities for Persons with Disabilities.

#### 1.3 Poverty and Disability

Disability combined with poverty can be seen as a double disadvantage, pushing the odds further against the PWDs. Both disability and poverty negatively feeds into each other as the opportunity for persons with disabilities to earn is much less and their expenses are more, resulting in people with disabilities and their families being poorer than the others, and people suffering from extreme poverty are unable to access proper services to prevent disability. There is gamut of issues which are perversely affected by the presence of poverty, which includes lack of access to proper food and nutrition, education, basic hygiene and sanitation, health care, self-esteem and confidence. Lack of sufficient funds means direct cost of disability to get treated is very high which includes costs of medical treatment, purchase and maintenance of special devices and travelling costs, to name a few, which further exacerbates the process of economic and social exclusion. While PWDs constitute a huge population, they are rarely seen as productive human capital of the state. The direct correlation between disability and poverty needs special emphasis while formulating policies for their upliftment. According to Kandamuthan and Kandamuthan (2004), the mean expenditure of the families with a disabled child was \$254 per year compared with an expenditure of \$181 per year of families with normal children. Moreover, parents of disabled children estimated that they would require, on average, an additional amount of \$203 per year as social security payments from the Government to meet the essential necessities of their disabled children.<sup>4</sup> Thus it can be averred that-

'Poor people are disproportionately disabled ...and people with disabilities are disproportionatelypoor'~~ Robert Holzmann (President World Bank)

#### 1.4 Legislative Frameworks in India

Here we discuss the four main landmark Acts that has been passed by the government to benefit the people with disability:

## a. Rehabilitation Council of India (RCI) Act, 1992<sup>5</sup>

The Rehabilitation Council of India was setup under the 1992 Act of the Parliament and further amended in 2000 to broaden its basis. The council regulates and monitors the training of rehabilitation professionals and personnel and promotes research in the rehabilitation and runs special educational programs for the disabled. The main objectives of this council are to regulate the programs for training professionals that transact with PWDs, maintain uniform standards of such programs across the country, to get qualifications provided by these rehabilitation centers recognized by the center and maintain a Central record of PWDs possessing such qualification. The mains functions of the council are to make sure that qualifications from a university under the Schedule is recognized for PWDs, prescribe standards, etiquette, code for trainers, to set minimum standards of education required from

ISBN no. 978-81-923211-9-6

<sup>&</sup>lt;sup>4</sup>Kandamuthan, M, and Kandamuthan,S (2004), "*The economic burden of disabled children on families in Kerala in South India*," Centre for Development Studies Discussion Paper 91

<sup>&</sup>lt;sup>5</sup>Department of Empowerment of Persons with Disabilities, Ministry of Social Justice and Empowerment. *Swavalamban, Annual Report*2015-16

universities granting such qualifications, to grant approval and recognition for institutes/universities for training rehabilitation professionals or withdraw of the recognition with the center, etc.Presently, "553 institutions and 12 Open Universities are approved to run RCI approved courses from Certificate, Diploma, P.G. Diploma, Bachelors, Masters, M.Phil. andPsy. D. level courses"(p.32) and 62 courses are operating under the regular mode.

# b. Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, $1995^6$

The Act was enacted in order to give effect to the Proclamation on the Full Participation and Equality of the People with Disabilities (PWDs) in the Asian and Pacific Region since India is a signatory of the Proclamation<sup>4</sup>. Few main provisions of the Act are as mentioned as follows:

- 1. Prevention and early detection of disability through research, screening tests, awareness campaigns, etc.
- 2. Provision of free and compulsory education to children upto the age of 18 years under Right to Education of PWDs.
- 3. 3% of government jobs are reserved for PWDs with 1% each for in seeing, in hearing and locomotor disability/Cerebral Palsy.
- 4. Affirmative Action through granting of lands at concessional rates; aids and appliances to be made available.
- 5. Research and manpower development through promotion of research in prevention, rehabilitation and creation of assistive devices and provision for financial assistance for the same.

# c. National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999<sup>7</sup>

The National Trust is a statutory body setup under the Act of Parliament. This Act is concerned with enabling and empowering PWDs to live independently and as fully and close to their community as possible, to extend need based support to families with PWD in difficult times, to take care of the PWDs in times of death of parent/guardian and further appoint a guardian for the protection, to evolve procedures for appointments of guardians and trustees for PWDs,, to facilitate realization of equal opportunities, protection of rights and full participation of PWDs.

#### d. Mental Health Act 1987<sup>8</sup>

<sup>6</sup>Sightsavers. Policies and Schemes for Central and State Governments for People with Disabilities. Nature (2011)

ISBN no. 978-81-923211-9-6

<sup>&</sup>lt;sup>7</sup>Department of Empowerment of Persons with Disabilities, Ministry of Social Justice and Empowerment. *Swavalamban, Annual Report*2015-16, p.16

Mental Illness is one of the disabilities mentioned in the PwD Act, 1995. However, treatment and care of mentally ill persons is governed by this act, which is administered by the Ministry of Health and Family Welfare. The Act grants right to mentally ill to be admitted to psychiatry hospitals/nursing hospitals established by the government, safeguard the property of the mentally ill through appointment of a guardian, allow the State Government to borne the cost of in patient custodian, provides for legal aid to mentally illand disallows permission to make the ill participate in any form of research without their consent.

## National Policy for People with Disability, 20069

"The National Policy recognizes that PWDs are a valuable human resource for the country and seeks to create an environment that provides them with equal opportunities, protection of their rights and full participation in society" (Government of India, MOSPI. It is in spirit with the basic fundamental rights of equality and freedom that are enshrined in the constitution of India. The policy has taken into consideration every aspect that could further the vision of inclusive society for all and recognizes the fact that a majority of persons with disabilities can lead a better quality of life if they have equal opportunities and effective access to rehabilitation measures. The major focus of the policy hinges on adopting programs for prevention of diseases that directly sources disability and spreading its awareness, adopting rehabilitation measures through physical rehabilitation that tasks on early detection and therapies for disability, education rehabilitation which provides for free education to children upto 18 years of age and economic rehabilitation through reservation in government and PSUs jobs and encouraging selfemployment and wage employment in private sector; and special rehabilitation measures for women and children, who are most vulnerable and at the receiving end. The policy also calls for providing effective social security, creating a barrier-free environment, undertaking research and encouraging sports and recreational activities for PWDs.

## Accessible India Campaign,2015<sup>10</sup>

More recently, on December 2015, Government of India has launched Accessible India Campaign or Sugamya Bharat Abhiyan with the virtuous aim of providing universal accessibility for the PWDs. It's a leap forward in taking the cause of inclusive development by providing PWDs with equal opportunity and accessibility in three major categories: "Built Environment; Public Transportation and Information & Communication Technologies". 'Built environment' focuses on recognizing and making the most important government buildings accessible, 'Public transportation' caters to enhancing the number of airports, railway stations and public transport accessible while 'ICT' focuses on increasing the number of public documents and website which are accessible, enlarging the number of sign language interpreters and promoting daily captioning and usage of sign language interpretation on television news program. Accessibility

<sup>10</sup>lbid, p.163

<sup>&</sup>lt;sup>8</sup>Sightsavers. *Policies and Schemes for Central and State Governments for People with Disabilities*. Nature (2011), p.23

<sup>&</sup>lt;sup>9</sup>Department of Empowerment of Persons with Disabilities, Ministry of Social Justice and Empowerment. *Swavalamban, Annual Report*2015-16, p.19

for PWDs is a recognized right in India under the PWD Act(1995) and while India is a signatory to United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) which provided for the signatory governments to take appropriate measures to implement the right, India is already set to make accessibility for PWDs as equal with the other people.

## Section 2: Literacy and Employability of PWDs

#### 2.1 Literature Review

Work or employment remains one of the key avenues which makes people independent and is a prerequisite to lead a dignified life. This, then becomes even more important when we talk in context of people with disabilities (PWDs). The labor market theory suggests, for reasons of both supply and demand, that the employment rate of PWDs will be lower than that of people without disabilities. On the supply side, PWDs will experience a higher cost of working, because more effort may be required to reach the workplace and to perform the work. In countries with more generous disability allowances, employment may result in a loss of benefits and health care coverage, whose value is greater than the wages that could be earned 11 by PWDs so their "reservation wages" are likely to be higher than that of a person without a disability. The resulting "benefit trap" is a source of concern in many high-income countries<sup>12</sup>. In developing and underdeveloped countries, the lack of adequate infrastructural and supportive services to assist the disabled acts as an added disadvantage for them to supply labor power. On the demand side, the "undesirable characteristics" (physical or mental impairment) possessed by this disfavored group make it more expensive to employ them. Therefore, the employer either refuses to hire the members of the group, or hires them if they are willing to work at a lower wage<sup>13</sup>. Since the disabled are excluded from certain work, they are crowded into limited number of occupations thereby lowering the wage in those occupations. Thus, the higher reservation wage and lower market wage make a person with disability less likely to be employed 14.

While considering the employment condition of the disabled in the Indian perspective, we came across some important points: first, average annual GDP Growth rate of India is 8.45 per cent (2004-2011) and employment opportunities have increased in the last two decades. The employment rate of disabled has fallen from 43 per cent in 1991 to 38 per cent in 2002 despite the galloping economic growth<sup>15</sup>. Second, one may find plethora of programs to promote the employment of the PWDs, though their impact has been negligible and mostly confined to the urban areas. Third, public sector employment reservations have also yielded poor outcomes due to design and implementation problems.

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ISBN no. 978-81-923211-9-6

<sup>&</sup>lt;sup>11</sup>Stapleton et al., 1997, as cited in 'Employment of People with Disabilities: An Analysis of Nature and Determinants' by Manju S. Nair, Labor & Development, Vol. 21, No. 1, June 2014

<sup>&</sup>lt;sup>12</sup>Kemp et al., 2006, ibid.

<sup>&</sup>lt;sup>13</sup>Becker, 1971, 'Employment of People with Disabilities: An Analysis of Nature and Determinants' by Manju S. Nair, Labor & Development, Vol. 21, No. 1, June 2014

<sup>&</sup>lt;sup>14</sup>Mitra and Sambamoorthy, 2006, ibid

<sup>&</sup>lt;sup>15</sup>World Bank Report, 'People with Disabilities in India From Commitments to Outcomes, 2007, http://siteresources.worldbank.org/INDEXTN/Resources/295583-1171456325808/Chapter05.pdf

These above arguments can be reconciled by empirical evidences from both the developed and developing countries. "Analysis of World Health Survey (2002-04) results from 51 countries gives employment rates of 52.8 per cent for men with disability and 19.6 per cent for women with disability, compared to 64.9 per cent for non-disabled men, 29.9 per cent of non-disabled women"(p.237)<sup>16</sup>. A study by International Labor Organization in the Asia and Pacific region indicates that there are 370 million persons with disabilities and 238million of them are in the 'working age'. Their unemployment rate is usually double that of the general population and is often as high as 80 per cent or more.

Therefore, it become clear from the brief review that is crucial to report evidences about the literacy rates with the corresponding educational levels attained across different kinds of disabilities. These figures become pivotal for unraveling the plight of disabled people as latter forms a crucial cog in the wheel to attain employment which forms the basis of the following section.

#### 2.2 Findings and Analysis

In Census 2001, the data was collected across five kinds of disabilities namely: *seeing, speech, hearing, movement and mental disability*, whereas in Census 2011 this was increased to eight kinds of disabilities namely: *seeing, speech, hearing, movement, mental retardation, mental illness, any other and multiple disability*. Therefore, this makes the data sets non-comparable over time. But we can still use analysis done with the Census 2001 data as a vantage point to see how the overall disabled people in the country have fared over a decade.

The results of the subsequent analysis pertain to the data collected in 2011 on overall literacy rates and employment levels across different kinds of disabilities and male/female. We further go on to analyze the educational levels attained within the literates across different kinds of disabilities and male/female. This will give us holistic understanding about the level of education attained by the disabled people. The other strand is employability of disabled which is captured by closely analyzing information for disabled individuals working as *Main workers*, who are employed for more than six months in a year; *Marginal Workers*, who are employed for less than six months in a year (further broken up into two categories in Census 2011: marginal worker working for less than three months and working between 3-6 months); and *Non-workers*, who are not employed at all, for both Census 2001 and 2011. We have restricted our whole study for analysing the question of employment to the age group (15-59 years) because this represents the working age group.

#### 2.2.1 All India Level

#### A. Literacy Analysis of Disabled Population

<sup>16</sup>ILO,2006, as citied in 'Employment of People with Disabilities: An Analysis of Nature and Determinants' by Manju S. Nair, Labor & Development, Vol. 21, No. 1, June 2014

ISBN no. 978-81-923211-9-6 http://www.internationalseminar.org/XVIII\_AIC/INDEX.HTM

We would closely study the literacy trend across each kind of disability using latest Census 2011 data.

**Figure 1 as given here**, highlights the distribution of literacy rates across different kinds of disabilities: seeing (53per cent), hearing (57per cent), speech (58per cent), movement (60per cent), mental retardation (41per cent), mental illness (49 per cent), any other (60 per cent) and multiple disability (33 per cent). Thus maximum literacy rates were attained by people suffering from movement disability and the least by the people having multiple disabilities.

Figure 2 given here, encapsulates the percentage distribution of literate disabled people by educational status across each kind of disability. For instance within seeing disability: 11 per cent were literate up to primary level, 13 per cent up to middle level, 9 per cent completed the middle level but were below matric/secondary, 12 per cent completed matric/secondary but were below graduate and 5 per cent were graduate and above. A similar trend in attainment of educational levels was depicted by the disability categories: speech, movement, hearing, and any other, where the percentage of people attaining education level up to middle level goes up for all three compared to up to primary level education category. This is followed by a fall across the disabilities in question for the education level between middle and matric and then a spike for education level till matric/secondary but were below graduate. But a little different trend was observed for disability categories of mental retardation and multiple disability: the percentage of disabled people declined as we moved from educational status of below primary to below matric/secondary. Further there was a marginal increase in the percentage of disabled people attaining additional education level till matric/secondary but below graduate. Common to all is that a sharp decline was recorded in the percentage of literate disabled people attaining educational level at graduation and above.

<u>Table 1 given here</u>, investigates further if there are variabilities in the educational levels distributed across the types of disabilities for across sex, that is, male and female. And one clear observation is that disabled male literate percentage is significantly higher than disabled female literate percentage across all five educational levels for the eight listed disability categories.

Moreover, figures 3 and 4 given here, show the percentage of people in two categories of disability, that is mental retardation and multiple disability, spread across five levels of educational levels for both male and female separately. And we get an interesting result that with increase in the educational levels, the percentage of people in the respective categories decline for both the disability categories in question. Further the fall in female participation to attain higher education was more than fall in male participation.

## B. Employment analysis for disabled people

We would like to closely analyze the employment trends in Census 2011 by incorporating the disabled people lying in the working age group (15-59 years). The distribution of disabled people in the working age group across different kinds of disability was: seeing (17per cent), hearing (18per cent), speech (8per cent), movement (22per cent), any other (19per cent), mental retardation (6per cent), mental illness (4per cent) and multiple disability (6per cent). We found

that nearly half of the disable population in the working age group were non-workers (49per cent). The remaining 51per cent were distributed among main workers (37per cent) and marginal workers (14per cent).

**Figure 5 given here** captures the discrimination in gaining employment for female workers in the working age group which is prevalent in both Census 2001 and 2011. One unambiguous conclusion is that there are more male workers than female workers. Within male, 5 per cent main workers shifted to become marginal workers in 2011, as compared to 2001. The position of female is unchanged across both Census 2001 and 2011, as almost twice the number of females (68 per cent) constituted the proportion of non-workers as compare to males (36 per cent). This carves out the extremely disadvantageous position of a woman having disability.

There are eight categories of disabled people in Census 2011, and next step is to see the proportion of disabled people in the working age group (15-59 years) divided by work status (Main-worker, Marginal-worker and Non-worker) for each type of disabilities: seeing, hearing, speech, movement, mental retardation, mental illness, any other and multiple disability.

This is encapsulated by <u>figure 6, given here</u>, which further summarizes that people suffering from seeing, hearing, speech, movement and any other form of disability have nearly more than 40per cent of their population working as main workers. On the contrary, almost three-fourth of the population lies in the category of non-workers for people suffering from mental retardation (72per cent), mental illness (75per cent) and multiple disability (71per cent). The distribution of marginal workers remains in the range of 10-16per cent, maximum being for disability category 'any other' (16per cent) and minimum 10per cent for disability categories 'mental retardation', 'mental illness' and 'multiple disability' (MMM). These results points at the fact even among the disability types, these three categories denoted as 3Ms employ the least number of people as compared to the rest of the five disability categories.

The next step is to see if there is any gender bias within these eight disability categories arranged according to the work status. This is captured by **figure 7**, **given here**, which depicts the alarming disparities against the disabled females vis-à-vis disabled males, falling in the working age group, in getting employment across all the eight disability categories. Employment in this paper will be defined as people who are classified as main and marginal workers together. There is a wide gap of employment rate between male and female. Male employment is almost twice that of females and this holds true across all the eight disability categories, except the 'any-other' category where the difference between male and female is less than twice.

Therefore, the preceding analysis points to two major findings: firstly, more proportion of disabled people lie in the category of non-workers as very less find gainful employment across eight kinds of disability, and secondly even within these tapering employment opportunities, females lag behind males to get employment and hence are more underprivileged. These conclusions give prudence to the employability of disabled in India. Further to get a holistic picture of the current situation we have analyzedeach state individually and tried to encapsulate the question of employability of disabled on a broader canvas in the succeeding sub-section.

#### 2.2.2 State Wise Analysis

**Figure 8, given here**, is an attempt to get a snapshot of how different states fair in terms of development. We have taken per capita Net State Domestic Product (NSDP) as a proxy for the level of development which are then superimposed by the level of disabled employment across each of the states. We get a very interesting finding that the level of development across the states tend to play a minimal role in ensuring employment to the disabled people. The share of employment of disabled is reported to more in the bottom most in five states (Bihar, Uttar Pradesh, Jharkhand, Madhya Pradesh and Orissa) [52per cent] in comparison to the five states (Haryana, Maharashtra, Tamil Nadu, Gujarat and Kerala) [46per cent] lying in ten highest per capita NSDP cohort. The latter figure even surpasses the All India average level of disabled employment which stands at 51per cent.

**Figure 9, given here,** gives us the comparison of how the states have performed providing employment to the disabled people across the two Census periods. Though the all India average employment rate remains the same but there have been changes recorded in some particular states. There were some seemingly startling results. For instance, take the state of Kerala which has excellent human development indicators, on one hand, but it has the least percentage of disabled employment (33per cent) in the whole country. Some states like Maharashtra and Jharkhand have shown more than a five percentage point increase in the employment of disabled in the working age group from 2001 to 2011. On the other, there are states like Rajasthan and Haryana which have shown a more than five percentage fall in the employment of disabled in the same reference period.

Rate of disabled employment patterns by region, states and Union Territories are presented in Table 2, given here, across the two census periods. A clear unambiguous trend is that rural area employ more disabled people than urban area. This fact is reflected by the distribution of rural national average of disabled employment across spread across the two census years which was reported to be 55 per cent and 53 per cent for 2001 and 2011 respectively. These figures were found to be significantly more than urban national average which stood at 42 per cent and 45per cent for the same two periods respectively. There has been a more than two and a half percentage point decline on an average across the three regions of Central, North and South of India in rural disabled employment. On the other hand, there was three and a half percentage point increase recorded in urban disabled employment across the five regions of North, Central, East, West and South. The highest increase was recorded by West region (8per cent) and within this highest increase was recorded by Goa (11per cent).

**Figure 10, given here**, depicts the distribution of disabled people across the work status for the five disabilities (seeing, speech, hearing, movement and any other) clubbed together for all the Indian states. The national average of percentage of disabled people working as main workers stood at 41 per cent, percentage of disabled people working as marginal workers stood at 14 per cent and percentage of disabled people in non-worker category stood at 45 per cent. The state which employed least number of people as main workers is Jharkhand (30 per cent) followed by Jammu and Kashmir (31 per cent) and Kerala (32 per cent). The state which employed least

number of as marginal workers is Maharashtra (7 per cent) but it employed maximum percentage of main workers (54 per cent). High focused states like Bihar, Uttar Pradesh Odisha and Madhya Pradesh had 19 per cent, 18 per cent, 14 per cent and 19 per cent of disabled people working as main workers respectively.

To get a clear picture about the standing of disabled people vis-à-vis non-disabled people, we look at the work participation rate for both as it is considered to be the basic indicator of measuring labor market status. The results of the same are captured in **figure 11 given here**. From the data we get that WPR of disabled people is lower than the WPR of non-disabled people across all the states and all India level. Kerala is still one of the worst performing states when it comes to providing employment to the disabled as the gap between the respective WPR of disabled and non-disabled is the maximum. This variation in the work participation ratios takes us a step forward to calculate the ratio of employment rate of disabled to non-disabled across all the states.

<u>Figure 12 given here</u> gives us the ratio of employment rate calculated by taking the ratio of employed disabled to employed non-disabled. Value one indicates that both the disabled and non-disabled have the same proportion of employment in their respective categories. We can clearly see that none of the Indian state achieve perfect equality. The national rate of 0.86 implies that disabled people in India are 14 per cent less likely to be employed as compared to non-disabled people. Ratio of employment rate for state of Bihar was the highest and stood at 0.98. On the other hand, Kerala had lowest rate of 0.67, implying that disabled people in Kerala are 33 per cent less likely to be employed as compared to non-disabled people in the state.

But the major limitation of these findings is that Census of India only looks into the work participation and occupational patterns. Other important aspectsof discrimination faced, work satisfaction, nature, determinants and impact of employment are not analyzed. An understanding of these aspects becomes necessary for proper design and implementation of policies to improve the labor market status of the disabled and to include them in the mainstream development path.

We are now well acquainted with the difficulties faced by PWDs to be involved as an equal member of the society and thus drafting viable solution is the need of the hour. Hence the next section will entail a discussion to look into different avenues that will assist in alleviating the problems of PWDs by effectively answering important questions surrounding the employability in the form of:

What should be done?
Why it should be done?
How can it be done?

#### **Section 3: Initiatives**

The barriers to the inclusion of disabled people are physical (access to buildings, infrastructural, etc.), institutional (discriminatory practices) and attitudinal (stigma and bias). Many traditional approaches towards disabilities are patronizing, exclusive and only reach a small number of PWDs. In order to ensure a dignified livelihood for this marginalized section of the society, it

becomes imperative on the part of the society as a whole to look at them as people who are endowed with an equivalent potential and capabilities. And so, some of the most forward and necessary initiatives has been taken, so as to ensure that this potential is reckoned upon in the best possible way. This would ensure that PWDs are equally competitive, self-dependent, and in turn make them motivated and confident to progress and prosper even in their dire circumstances. This answers the 'Why' part of the question.

The following section would analyze the various initiatives that have been taken up by these sector – government, private, and disabled people themselves. The analysis will depict both the positives and the negatives of these policies and initiatives and provide uswith the dual answers to 'What should be done' and 'How it is actually done'.

#### 3.1 Government and Public Sector

There have been several provisions by the government for the disabled people but effective implementation on the ground remains the key. It wouldn't be wrong to say that Government departments and Public Sector undertakings remains an important employer of the disabled. In fact, the first Special Employment Exchange was set up way back in 1959 in Mumbai. There are 42 special employment exchanges and 38 special cells for PWDs in regular employment exchanges as of 2005. These are mainly to register job seekers and provide them with employment mainly in public sector. However, private sector and NGOs catering to skill development and employment generation for PWDs have remained aloof from these exchanges. <sup>17</sup>

According to Employment Exchange Statistics, 2015, the percentage of placement to registration for special employment exchanges has fallen from 6.6 per cent in 2009 to 3.5 per cent in 2013 and the figure for percentage of placement to live register has fallen from 0.6per cent to 0.2per cent<sup>18</sup>. These figures point serious questions in the efficacy of these employment exchanges.

GovernmentofIndiainitiatedthepolicyof3%reservationinjobsthrough the PWD Act,1995 in government sector and Public sector undertakings. "The status of reservation for Government in various Ministries/ Departments against identified posts in Group A, B, C & D is 3.07%, 4.41%, 3.76% and 3.18% respectively. In PSUs, the reservation status in Group A, B, C & D is 2.78%, 8.54%, 5.04% and 6.75%, respectively"(p.9)<sup>19</sup>.

However, there are some shortcomings in the implementation of this Act, namely:

1. The jobs are identified in an arbitrary manner by a Central Level committee who have less knowledge of exact jobs in each department and so every department is recommended to have their own committees for this purpose.

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<sup>&</sup>lt;sup>17</sup>People with Disabilities in India: From Commitments to Outcomes; Document of the World Bank; Human Development Unit; South Asia Region; May 2007

<sup>&</sup>lt;sup>18</sup>Ministry of Labour and Employment. Government of India. *Employment Exchange Statistics* 2015.

<sup>&</sup>lt;sup>19</sup>Ministry of Social Justice and Empowerment, Government of India. *National Policy for Persons With Disabilities*. 2006. No.3-1/1993-DD

2. Though 2011 census recognizes disability over eight forms, the PWD Act provides for 3per cent reservations in the job list for just three categories of loco motor, visual and hearing having 1per cent each; leaving out 42per cent the population with disabilities.

#### Challenges to employment

#### **Backlog Vacancies:**

Disability sector has been demanding fulfillment of 3% quota for disabled people for a long time which makes the policy itself futile, so necessary steps must be taken for its time bound clearance.

The Delhi High Court has also ruled, "the Centre to conduct a "special recruitment drive" to fill thebacklog in posts reserved for this category by December 2010"<sup>20</sup>. In lieu of low number of filling up these vacancies, the supreme court has extended the reservation of 3% to promotions as well in July,2016<sup>21</sup>.

#### **Accessibility:**

It is a major issue in Government offices. When we spoke to some Government employees, they said there are now some facilities in the Head Offices but in smaller offices there are no facilities atall. There are no ramps, washrooms, etc. for persons with disabilities. A major breakthrough to negate this challenge has been through the launching of Accessible India Campaign in 2015.

#### 3.2 Private Sector

Privatesectorhas been evergrowinginourcountry. The recent years have seen an upsurge in the employment of PWDs in the private sector. Despite negative attitudes and perceptions, private sector is now hiring disabled workers due to social reasons such as corporate social responsibility and economic reasons such as increased demand for labor force. In 2008, Government of India launched The Scheme of Incentives to Employers in the Private Sector for Providing Employment to Persons with Disabilities<sup>22</sup>. The scheme is made to encourage private sector employment of PWDs by providing employer's contribution to Employees Provident Fund(EPF) and Employees State Insurance (ESI) for first three years for the PWD employed after 1st April,2008 with a monthly salary of upto Rs.25,000.Till September 2010,392 and 918 persons have been registered by Employees Provident Fund Organization (EPFO) and Employees State Insurance Corporation (ESIC) respectively.More and more companies are pitching in inclusive HR practices as they are recognizing the fact that PWDS are likely to be as productive, are more dedicated and loyal, have lower rate of attrition and absenteeism, workforce morale is boosted<sup>23</sup>.Still though, the private sector forms a very tiny part of employment of PWDs.

promotions/story-ec1OWMNbtNl0XNAMwsWlfP.html,August,2016

ISBN no. 978-81-923211-9-6

<sup>&</sup>lt;sup>20</sup>Website: <a href="http://archive.indianexpress.com/news/hc-gives-govt-time-till-2010-to-fill-up-quota-for-disabled/401160/">http://archive.indianexpress.com/news/hc-gives-govt-time-till-2010-to-fill-up-quota-for-disabled/401160/</a>
<sup>21</sup>Website: <a href="http://www.hindustantimes.com/india-news/after-reservation-in-govt-jobs-sc-allows-disability-quota-in-disabled

<sup>&</sup>lt;sup>22</sup>Planning Commision, Government of India. *Twelfth Five Year Plan (2012-2017), Social Sectors*. SAGE Publications India Pvt Ltd .2013

<sup>&</sup>lt;sup>23</sup> Best Practices in Employment of People with Disabilities in the Private Sector in India, An Employer Survey, American India Foundation 2014

## 3.2.1 Industry Initiatives<sup>24</sup>

In lieu of promotion of employment of PWDs in private sector, primary industrial units-CII, FICCI and NASSCOM were encouraged by National Centre for Promotion of Employment for Disabled People (NCPEDP) in 1998 to further the cause of PWDs. This development marked a breakthrough since the difficulties faced by the marginalized group got acknowledged as social and human resource issue.

- 1. Confederation of Indian Industry (CII): In order to promote employment of PWDs,CII advanced a 'Corporate Code on Disability' in 2006 where companies were asked to make their policies on disability. The core groups which have been setup in Delhi and Bangalore are obligated to promote PWDs' employment through job fairs, awareness programs, etc.CII has also setup PWD Sectoral Skill Council which acts as a conduit between the skill needs of the industry and the actual skills imparted to PWDs<sup>25</sup>.
- 2. National Association of Software and Services Companies (NASSCOM): One of the core functionary of NASSCOM foundation is its 'Disability Initiative', wherein they promote the employment of PWDs in IT-BPM industry<sup>26</sup>. Their three focus area of work are: "(1) Web Accessibility (2) Employment of Differently abled (3) Affordability of ICT applications and tools". The foundation acts as a bridge between companies and qualified PWDs by engaging with the HR agenda of companies on one hand and skill imparting institutes on the other to showcase their workforce.

#### 3.2.2 Individual Company Initiatives

On individual front, many companies have begun to understand the need to employ disabled people in their organization both socially and economically. As JavedAbidi remarked regarding disabled people, "These are isolated islands that show that linking disabled to jobs is doable, not from a charity perspective but looking at the company profits".

- 1. ITC: At ITC Hotels, differently-abled people are engaged in core functions like finance, HR, housekeeping, reservations and concierge services. The company has 292 differently-abled employees across all its hotels.<sup>27</sup>
- 2. MphasiS: MphasiS states that it fundamentally necessary to recruit PWDs because it brings in diversity which creates systems advantageous to both PWDs and clients. Remarkably, from 2007 to 2010, the number of disabled workers within the company grew from 56 to 350, now comprising 1 per cent of its workforce.<sup>28</sup>

http://www.cii.in/sectors.aspx?enc=prvePUj2bdMtgTmvPwvisYH+5EnGjyGXO9hLECvTuNt6S7ds9HnbfW0Ydg/

<sup>&</sup>lt;sup>24</sup> 'Employment of Disabled People in India', Baseline Report 2009, prepared for National Centre for Promotion of Employment of Disabled People (NCPEDP), prepared by Diversity and Equal Opportunity Sector (DEOS)

<sup>&</sup>lt;sup>25</sup> Website:

<sup>&</sup>lt;sup>26</sup> Website: http://www.nasscomfoundation.org/get-engaged/disability-initiative.html

<sup>&</sup>lt;sup>27</sup> Persons with Disability & the Indian Labor Market: Challenges and Opportunities', ILO, December 2011

<sup>&</sup>lt;sup>28</sup>Bureau for Employers' Activities and Skills and Employability Department. Disability in the Workplace: Company Practices. ILO 2010.

3. Titan: In the early 1980s, Titan became one the first few enterprises to hire PWDs and now they comprise of 4% of its total workforce. Titan undertook careful hiring of PWDs by finding the right job for the various kinds. It also took onto itself to create a nurturing workforce environment by providing counselling sessions to the employees, their families, and training the other employees to effectively communicate with them; they taught sign language to their employees where it became difficult to tell hearing compromised from the other.<sup>29</sup>

#### **Challenges to employment**

- The mindset: Corporates have insufficient knowledge and preconceived notions of which makes it difficult to entice corporates to look at the disabled as viable employment profiles.
- The private sector employment only tends to hire PWDS in hearing, seeing and orthopedically challenged wherein they are usually stuck to entry level stage with little hope of rising the ladder. People with mental illnesses find negligible employment in private sector. 30
- Workplace accessibility and adjustments: the problem of accessibility (ramps, washrooms, etc.) remains a serious problem and corporate houses are reluctant to invest in accessible infrastructure. Also, at times disabled people do not find it easy to adjust in the normal workplace.
- Corporate social responsibility: Many companies hire a few persons with disability or fund some training as a part of corporate social responsibility (CSR). Unless companies hire persons with disability because it makes business or commercial sense, the initiative will not be sustainable.

#### 3.2.3 Self Employed

In a scenario, where public and private sector have a ceiling to employment of PWDs, the only positive option is to promote self-employment. Fruitful self-employment depends on attainment of proper education or training in vocational courses and also availability of credit finance. For this, the National Policy(2006) advocates propelling through vocational education and management training. The World Report on Disability(2011) points out four factors for successful self-employment of PWDs:

- 1." a self-directed identity (self-confidence, energy, risk-taking);
- 2.relevant knowledge (literacy and numeracy, technical skills, business skills);
- 3.availability of resources (advice, capital, marketing assistance);
- 4.an enabling social and policy environment (political support, community development,

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<sup>&</sup>lt;sup>29</sup>World Report on Disability: Summary, WHO 2011, WHO/NMH/VIP/11.01

<sup>&</sup>lt;sup>30</sup>Best Practices in Employment of People with Disabilities in the Private Sector in India, An Employer Survey.

American India Foundation 2014

disability rights)"(p.247)<sup>31</sup>.

National Initiative: To promote self- employment among disabled people, the role of microfinance or loans is important. In India, National Handicapped Finance and Development Corporation (NHFDC), MSJEwhich promotes economic development activities, selfemployment ventures, higher education and marketing for the benefit of persons with disabilities, has been granting loans and scholarships for such ventures at softer terms through state channelizing agencies. During the financial year 2015-16, NHFDC disbursed Rs.69.75crores to 10552 beneficiaries. Also, to spread the outreach of this program, lending policies have been liberalized. Furthermore, the scheme of GyanPrabha launched in Novermber, 2011 aims to provide educational support in graduation, professional or vocational training courses for people with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities to help them find gainful employment or self-employment.<sup>32</sup>

#### **Challenges to employment**

However, this type of employment too is not highly feasible or remunerative for PWDs. Self-Employment is not just about providing loans/grants. There are many related issues whichcontribute to the success of the venture. NGOs have been providing vocationaltrainings in chalk making, candle making, etc. However, many of these initiatives have either failed or have not yielded the desired result. These will not become income generating activities, unless there is market for the products / services. Disabled people also find it difficult to take the materials to the urban market due to lack of accessible transportation, accommodation, excessive expenditure and other issues. The challenges faced include lack of information or business skills, poor access to NHFDC loans, remote access to centers providing vocational training and skill upgradation etc.

#### **Section 4: Concluding Remarks**

The approach that is adopted while addressing the problems and plight of disabled becomes pivotal. The policy makers should ideally transcend the 'charity model' and view their case as the 'rights' of the disabled which is being widely prophesized around the world. Therefore, it should not be seen as favor that any government in the world does while addressing critical aspects of dealing with disabled people, rather it should be seen as collective responsibility of all to make sure that the system is made equitable, and opportunities are provided to disabled and non-disabled people alike. But the irony remains even after being aware of what's desirable. Severe bottlenecks in the implementation of the policies which are targeted for the people with disabilities are prevalent and even the concerned authorities remain oblivious to this fact. People with special needs must be provided with special entitlements, and so it is important to break free from the stereotypical thinking of considering these people as a liability just because they are

<sup>&</sup>lt;sup>31</sup>World Report on Disability: Summary, WHO 2011, WHO/NMH/VIP/11.01

<sup>&</sup>lt;sup>32</sup>Department of Empowerment of Persons with Disabilities, Ministry of Social Justice and Empowerment. Swavalamban, Annual Report2015-16

having certain impairments. Or lest, this will carry a lot of socio-economic repercussions, which will in turn exacerbate the stigmatization of PWDs.

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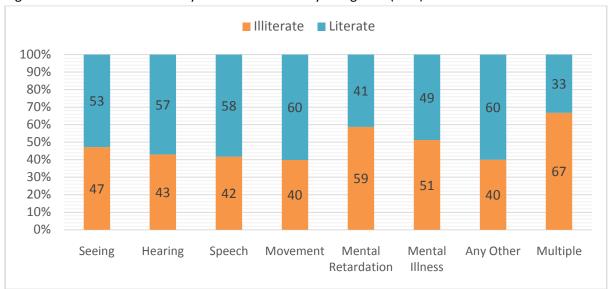


Figure 1: Distribution of Literacy rate across disability categories (In %)

Source: Author's calculation using Table C-29, Census2011

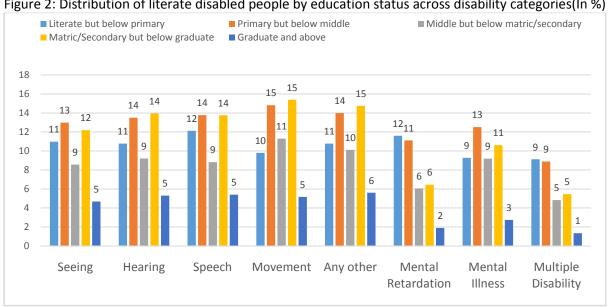
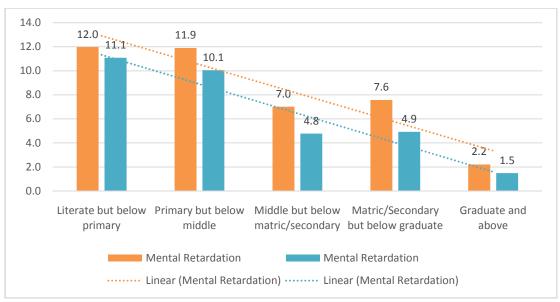


Figure 2: Distribution of literate disabled people by education status across disability categories (In %)

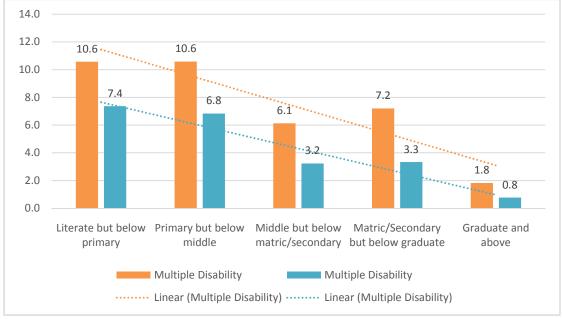
Source: Author's calculation using Table C-29, Census2011

Figure 3: Distribution of Literate across various educational categories for Mental Retardation for both Male and Female (In %)



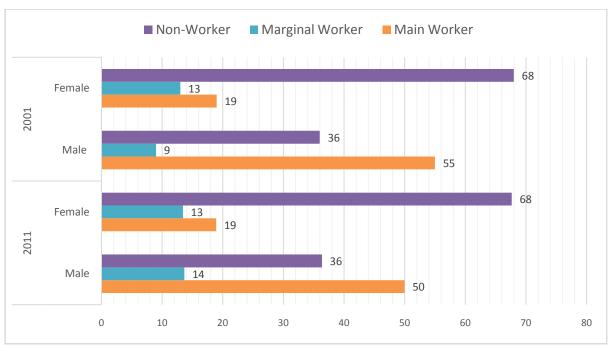
Source: Author's Calculation from Table C-29, Census 2011

Figure 4: Distribution of Literate across various educational categories for Multiple Disability for both Male and Female (In %)



Source: Author's Calculation from Table C-29, Census 2011

Figure 5: Distribution of Male/Female by work status in working age group across two Census 2001 and 2011 (In %)



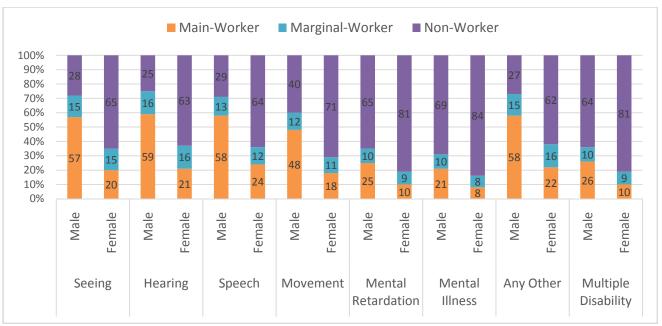
Source: Author's calculation using Table C-23, Census 2001 & 2011

Figure 6: Distribution of disabled people in the working age group divided by work status across each type of disability (In %)



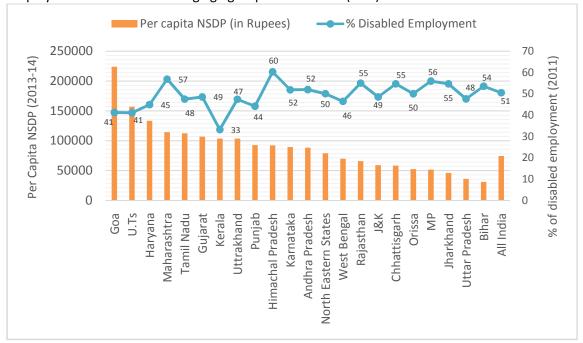
Source: Author's calculation using Table C-23, Census 2011

Figure 7:Distribution of disabled males/females by work status for each type of disability in the working age group (In %)



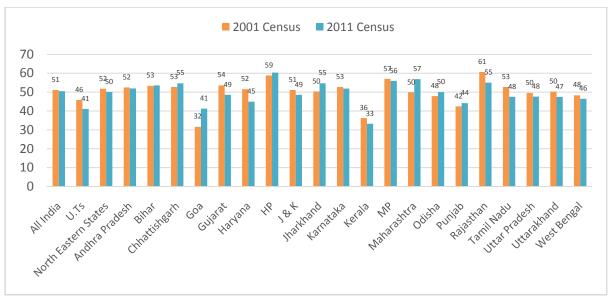
Source: Author's calculation using Table C-23, Census 2011

Figure 8: Distribution of per capita NSDP at current prices (In Rupees) and distribution of disabled employment rate in the working age group across states (In %)



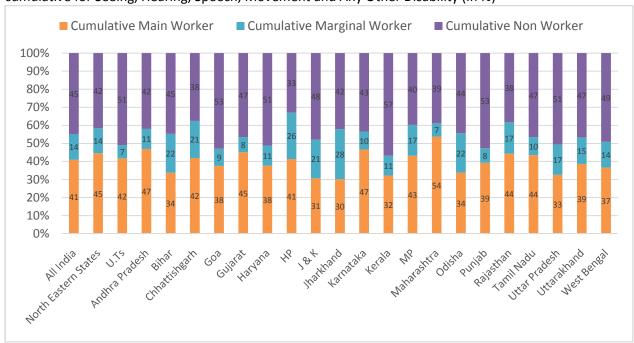
Source: Centre for Statistical Office (CSO)&Author's Calculation using Table C-23, Census 2011

Figure 9: Distribution of Employment rate of disabled in the working age group across two Census Rounds 2001 and 2011 ( $\ln \%$ )



Source: Author's Calculation using Table C-23, Census 2011& Census 2001

Figure 10: Distribution of disabled people in the working age group by work status for each state cumulative for Seeing, Hearing, Speech, Movement and Any Other Disability (In %)



Source: Author's Calculation using Table C-23, Census 2011

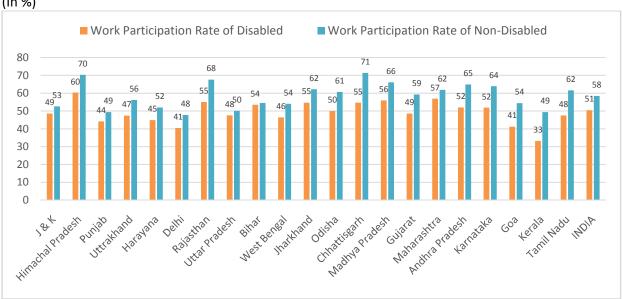


Figure 11: Distribution of Work Participation rate of disabled and non-disabled population across states (In %)

Source: Author's Calculation using Table C-23, Census 2011

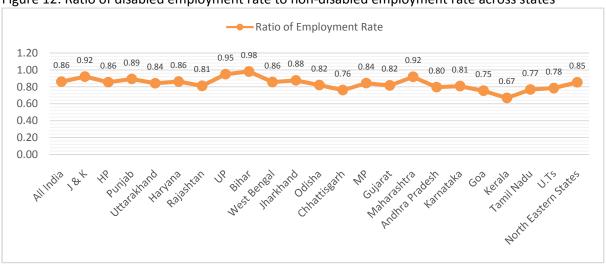


Figure 12: Ratio of disabled employment rate to non-disabled employment rate across states

Source: Author's Calculation using Table C-23, Census 2011

#### List of Tables

Table 1: Distribution of Literate across various educational categories for each disability: Across Male and Female (In %)

			Primary	Middle but	Matric/Secon	
		Literate but	but	below	dary but	Graduate
		below	below	matric/secondar	below	and
Category	Gender	primary	middle	у	graduate	above
Socing	Male	12	15	10	15	6
Seeing	Female	10	11	7	9	3
	Male	12	15	11	17	6
Hearing	Female	10	12	7	10	4
	Male	13	14	10	16	6
Speech	Female	12	13	8	11	4
	Male	11	17	13	18	6
Movement	Female	8	12	8	11	4
	Male	11	15	12	17	7
Any other	Female	10	13	8	12	4
Mental	Male	12	12	7	8	2
Retardation	Female	11	10	5	5	1
	Male	10	14	11	13	3
Mental Illness	Female	9	11	7	7	2
Multiple	Male	11	11	6	7	2
Disability	Female	7	7	3	3	1

Source: Author's Calculation from Table C-29, Census 2011

Table 2: Distribution of sector wise employment rate of disabled across Census 2001 and 2011 (In %)

	Census	2001	Census 2011		
State	Rural	Urban	Rural	Urban	
India	55	42	53	45	
<b>Union Territories</b>	49	45	44	41	
NORTH-EAST	53	46	52	43	
NORTH	53	42	50	45	
Jammu and Kashmir	54	44	49	48	
Haryana	55	42	47	42	
Punjab	44	39	44	44	
Himachal Pradesh	60	48	62	48	
Uttarakhand	53	39	50	41	
CENTRAL	59	42	57	44	
Rajasthan	66	45	59	43	
Uttar Pradesh	52	41	49	43	
Chhattishgarh	56	38	58	44	
Madhya Pradesh	63	42	61	45	
EAST	53	39	53	43	
Jharkhand	55	36	60	40	
West Bengal	51	43	47	45	
Odisha	49	40	52	42	
Bihar	55	38	55	43	
WEST	49	38	52	46	
Gujarat	59	43	52	45	
Goa	32	31	40	42	
Maharashtra	56	41	63	50	
SOUTH	52	42	48	43	
Andhra Pradesh	56	43	55	46	
Karnataka	56	45	53	50	
Kerala	36	36	34	32	
Tamil Nadu	59	44	50	45	

Source: Author's Calculation using Table C-23, Census 2011& Census 2001

†able 3: Distribution of disabled employment across various regions for each disability in the working age group (In %)

State	Seeing	Hearing	Speech	Movement	Any Other	Mental Retardation	Mental Illness	Multiple Disability
India	55	58	56	49	58	28	25	29
U.Ts	49	52	45	48	52	15	16	25
NORTH-EAST(8 States)	61	68	55	46	62	37	30	36
NORTH (5 States)	54	58	50	49	57	28	27	27
CENTRAL(4 States)	58	63	57	52	63	35	28	31
EAST(4 States)	57	59	53	47	58	35	28	30
WEST (3 States)	54	55	56	48	56	21	21	26
SOUTH (4 States)	52	57	52	47	55	20	20	27

Source: Author's Calculation using Table C-23, Census 2011