Data Insights on

Decisions of India's Chief Commissioner for Persons with Disabilities in 2024

Acknowledgements

Pacta is a social sector exclusive law firm and policy think tank bridging gaps in law and policy implementation through rigorous research.

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Introduction

The Chief Commissioner for Persons with Disabilities (CCPD) occupies a unique position in India's justice system. Unlike the Supreme Court and High Courts, which deliver judgements affirming rights of persons with disabilities, through often long-winded and complex judgements, the CCPD consistently publishes its orders in a structured and accessible manner. This not only strengthens **transparency and accountability** but also lends towards application of **AI-driven analyses** to interpret the orders and transform them into meaningful datasets. In doing so, the CCPD functions not just as a redressal mechanism for persons with disabilities but also as an important source of evidence for understanding how disability rights are being implemented in practice.

Constituted originally under Section 57 of the Persons with Disabilities (Equal Opportunities, Protection of Rights & Full Participation) Act, 1995, and now operating under Section 74 of the Rights of Persons with Disabilities Act, 2016 (RPwD Act, 2016), the CCPD is mandated to safeguard and promote the rights of persons with disabilities across the country. Its responsibilities include coordinating with State Commissioners for Persons with Disabilities (SCPDs),

monitoring the utilisation of central funds, and ensuring compliance with the provisions of the RPwD Act.

Though it is a **quasi-judicial body**, the CCPD has powers akin to a court: its orders are binding (Mukesh Kumar v. National Power Training Institute & Ors., 2025) and can be challenged only before higher courts such as the High Courts. A notable feature of the CCPD is its **low-barrier accessibility**; complainants are not required to hire lawyers, and individuals with disabilities can represent themselves. Since June 2020, the introduction of online and hybrid hearings has further expanded access, reducing geographical and logistical barriers.

In practice, the CCPD plays a crucial role in enforcing disability rights. Its directions often compel ministries, departments, and government-controlled institutions to amend practices that violate provisions of the RPwD Act. In this way, the CCPD not only addresses individual grievances but also contributes to building a broader culture of **compliance and accountability** in the realm of disability inclusion.

Box 1: The CCPD Hearing Process

Any aggrieved person with a benchmark disability (disability of 40% or above) or a person with disability, may file a complaint before the Chief Commissioner. A copy of the complaint will be sent to the relevant party listed, who is then instructed to provide their version of the case to the Chief Commissioner. The parties may be heard in person if required, after which a suitable recommendation is made.

At any point throughout the proceedings, the Chief Commissioner has the authority to adjourn the hearing on terms they deem appropriate.

The CCPD does not require the complainant to be physically present. A complaint may be filed via post or online, and since June 2020, complainants have also had the option of submitting their arguments online during the hearing.

During the COVID-19 pandemic, grievances of persons with disabilities were addressed online.

As of October 2023, 3138 cases had been disposed of by the Office of CCPD. (latest data)

This report presents an analysis of the CCPD orders **delivered between 1st January 2024 and 31st December 2024.** It provides insights into the geographic distribution of cases, gender demographics, and disability profiles of the complainants. The report also examines the nature of disputes and the average resolution time, along with the decisions taken by the CCPD regarding the cases.

Building on the first comprehensive analysis conducted in 2022, this year's report marks the third year of Pacta examining CCPD orders through a quantitative lens. The report aims to

- deepen our understanding of **access to justice for persons with disabilities**[1] in India, a field that remains largely under-explored, and
- contribute towards the ongoing efforts to promote the legal and social inclusion of persons with disabilities

[1] Pacta. (2025, July). ACCESS TO JUSTICE REPORT. pacta.in. https://www.pacta.in/research-reports/access-to-justice-for-persons-with-disabilities%3A-a-data-informed-report

While for the most part the report remains similar to last year's analysis, this year the methodology and the analysis are a bit deeper. **(Annexure 1)**

Methodology

The CCPD has made all its decisions accessible to the public by publishing them digitally on the CCPD website. [2] For this analysis, we focused on orders delivered in cases from January 2024 to December 2024. During this period, a total of 95 cases were disposed of by the CCPD, all of which were used for analysis. The analysis was conducted using generative AI-technology, Large Language Models (LLMs) and Named Entity Recognition (NERs) to peruse the data to convert into analysable '.csv' (comma separated values) formats using a prompt specifying the information required from the order was passed through Google Gemini via its API. The response received was recorded and stored in a '.csv' format. Details of the process, the repeatability, and limitations are provided in **Annexure 1**. The .csv compilation from the LLMs and NERs included essential fields such as the case ID, date of filing, date of disposal, nature of dispute, a concise case summary, and the final orders issued by the CCPD. Additionally, the NER compiled demographic information about the complainants, including gender, type of disability, disability benchmark status, and state of residence.

Each of the 95 cases was then classified into seven broad categories based on the primary nature of the dispute. These categories included:

- **Employment/Livelihood**
- **Education**
- **Health**
- **Financial Services**
- **Physical and Digital Accessibility**
- **Social Security**
- **Denial of Other Rights/Entitlements**

2 https://ccpd.nic.in/

Case Backlog and Disposal Trends

The data reveals a **widening gap** between the number of cases filed and the number of cases disposed of by the CCPD. While the live cases increased sharply, **from 2,728 in 2022 to 5,468 by October 2023**, the number of final orders issued has declined. **In 2022, the CCPD disposed of 365 cases, but this fell to 358 cases in 2023, and further down to only 95 cases in 2024.** The data on the number of live cases with CCPD and the backlog are available only up to October 2023.

Limitation

This analysis is solely based on the CCPD's published orders and relies on inferences drawn from the available data. No external consultations with stakeholders, complainants, or officials were undertaken to validate or contextualise the findings.

Figure 1: Live cases and final orders
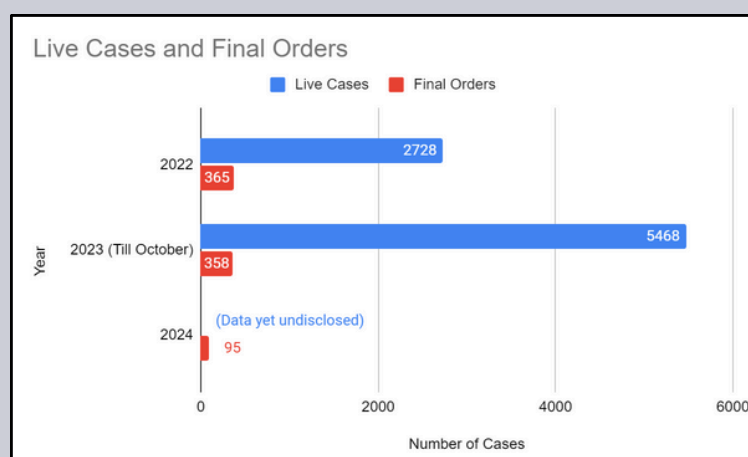
This trend indicates that case disposal has not kept pace with the rising volume of complaints, leading to a growing backlog. However, the rise in complaints shows greater reporting, possibly a positive sign of trust in the CCPD mechanism.

However, the declining disposal rate from 2022 to 2024 reveals a serious backlog issue that undermines the effectiveness of grievance redressal.

Figure 2: State-wise distribution of cases
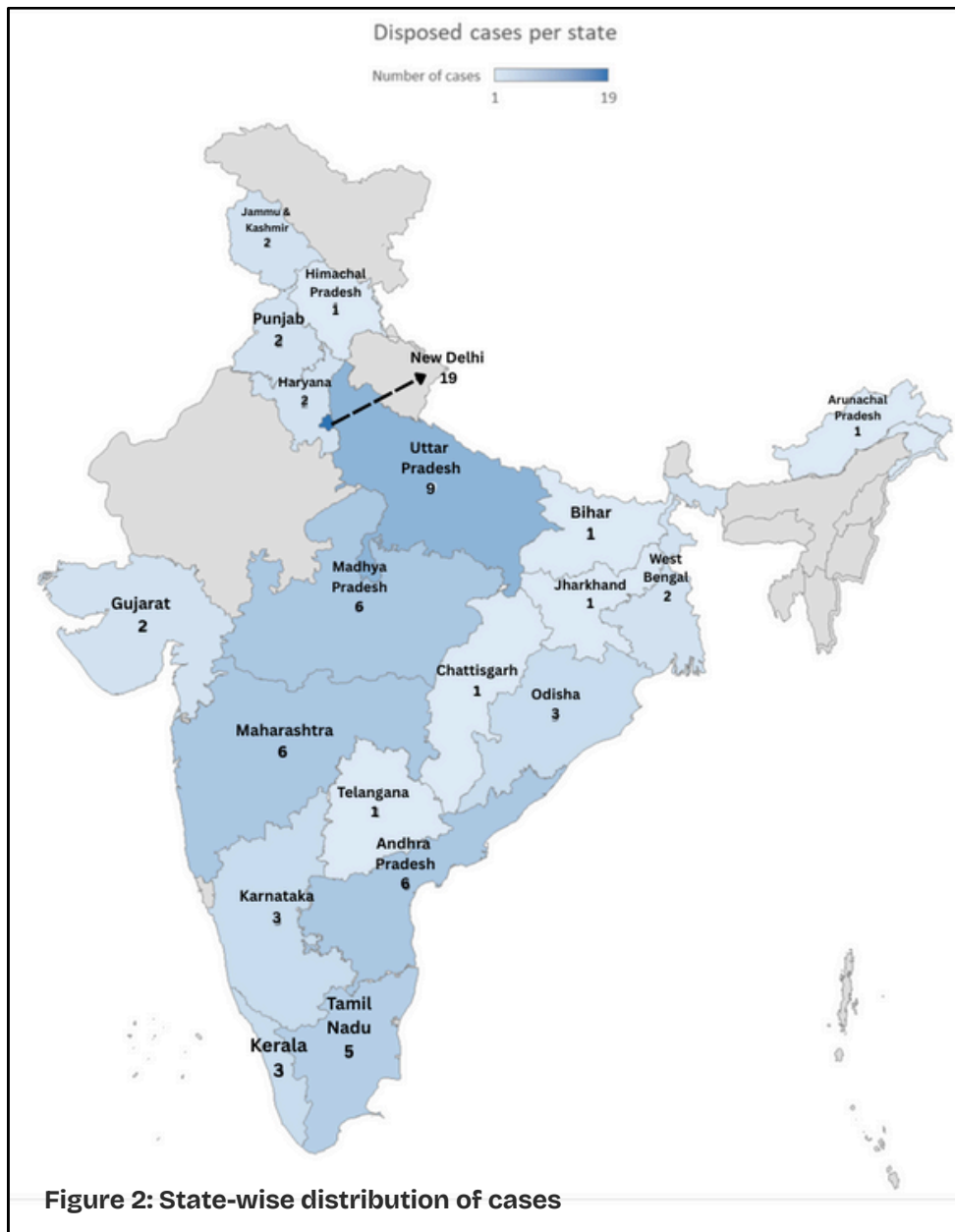
1. State-Wise Distribution of Cases

The state-wise distribution of cases (state of residence of the complainant) before the Chief Commissioner for Persons with Disabilities (CCPD) reveals a clear concentration in specific regions of India. While some states record relatively higher numbers, others, particularly in the North-east and among Union Territories, show very limited representation.

Highest Disposed Cases

- New Delhi – 19 cases (highest among all states/UTs)
- Uttar Pradesh – 9 cases
- Maharashtra – 6 cases
- Andhra Pradesh – 6 cases
- Madhya Pradesh – 6 cases

Moderate Disposed Cases

- Tamil Nadu – 5 cases
- Karnataka – 3 cases
- Kerala – 3 cases
- Odisha – 3 cases
- Jammu & Kashmir – 2 cases
- Punjab – 2 cases
- Haryana – 2 cases
- West Bengal – 2 cases

Only One Disposed Case

- Arunachal Pradesh
- Bihar
- Chhattisgarh
- Jharkhand
- Himachal Pradesh
- Telangana

Zero Disposed Cases

- North-eastern states (except Arunachal Pradesh)
- Goa
- Union Territories (except Delhi)
- Bigger states like Uttarakhand and Rajasthan

Key Observations:

- A regional clustering is visible in northern and southern India, with higher final orders for larger and more populous states.

- States such as Uttar Pradesh, Maharashtra, and Andhra Pradesh likely reflect both population size and higher awareness of available redressal mechanisms.

- By contrast, the low/nil presence from the North-east and smaller states may be attributed to gaps in outreach, awareness, and systemic accessibility to grievance redressal.

- These disparities highlight the need for a deeper inquiry into regional accessibility, state-level awareness campaigns, and institutional support systems that influence complaint and case disposal trends.

Note: We came across two instances where the complainants were from different states but had similar complaints so they were consolidated into a single case. However, for the purpose of creating the map, we counted the states separately and included them accordingly.

2. Profile of the Complainants

Figure 3: Profile of the complainants
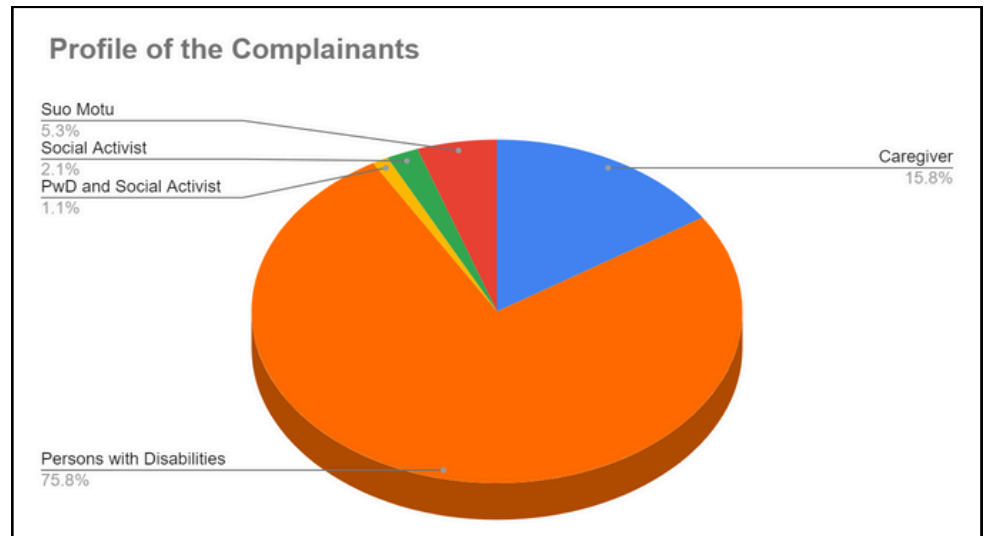
The final orders issued by the Chief Commissioner for Persons with Disabilities (CCPD) show that most complaints originated directly from persons with disabilities. This highlights both the direct impact of rights violations on their lives and their increasing awareness of legal remedies. At the same time, the data underscores the important role of families, civil society, and the proactive stance of the **Commission itself.**

- **Persons with Disabilities: 72 cases (≈76%)** – the overwhelming majority of complaints
- **Caregivers: 15 cases (≈16%)** – reflecting the advocacy role of families and support systems, especially where individuals are unable to approach the Commission themselves
- **Civil Society / Activists: 2 cases filed by social activists (≈2%)** and one case filed by a complainant who was both a person with disability and an activist **(≈1%)**, highlighting civil society's contribution to advancing disability rights

- **Suo Motu Actions (Refer Box 2)**: **5 cases (≈5%)** were taken up directly by the CCPD, demonstrating proactive intervention in rights violations without waiting for formal complaints

Year-on-Year Comparison:
- **In 2022, nearly 95%** of complainants were persons with disabilities
- **In 2023**, this figure declined to **83%**, showing a gradual diversification of complainants
- In the latest data, persons with disabilities continue to dominate but account for **76%**, with a growing share of cases being raised by caregivers, activists, and through suo motu interventions
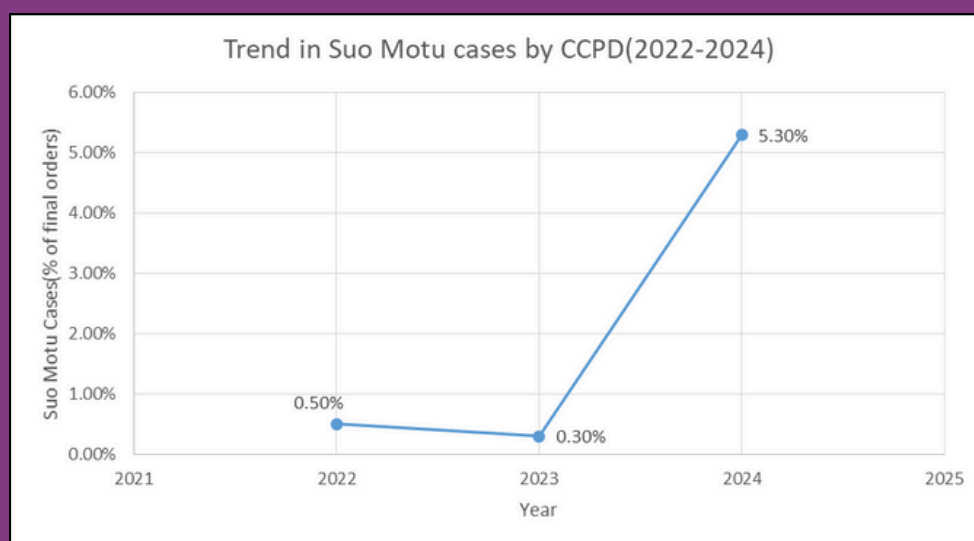
Box 2: Suo Motu Powers of the CCPD


Figure 4: Trend in Suo Motu cases

Under Section 75(1)(b) of the Rights of Persons with Disabilities (RPwD) Act, 2016, the Chief Commissioner for Persons with Disabilities (CCPD) has the authority to act suo motu, that is, to take up matters on its own initiative without a formal complaint being filed. These powers enable the CCPD to:

- Initiate inquiries into instances where the rights of persons with disabilities are being deprived
- Identify provisions in existing laws or practices that are inconsistent with the RPwD Act
- Recommend corrective steps to the relevant authorities
- Review safeguards provided for persons with disabilities to ensure their effective implementation

In 2024, the CCPD exercised its suo motu powers in **5 cases**, compared to 2 in 2022 and 1 in 2023(Refer to **Figure 4**). 2 of the 5 cases in 2024 addressed employment reservations, directing NLC India Limited (formerly Neyveli Lignite Corporation Limited) and the University of Delhi to comply with the 4% quota for persons with benchmark disabilities. In another case concerning accessibility, a professor using a wheelchair was denied boarding, which led to remedial action and recommendations for airline staff sensitisation. Within the health category, the Commission instructed the Ministry of Health to incorporate key provisions of the RPwD Act into policies and training manuals. Lastly, in social security, the CCPD intervened over reported deaths at the Asha Kiran shelter home, though the matter is currently before the Delhi High Court.

These cases illustrate the Commission's role not only as a grievance redressal body but also as a watchdog institution that can independently step in to uphold disability rights.

3. Representation of Disability Type

Figure 5: Representation of disability type
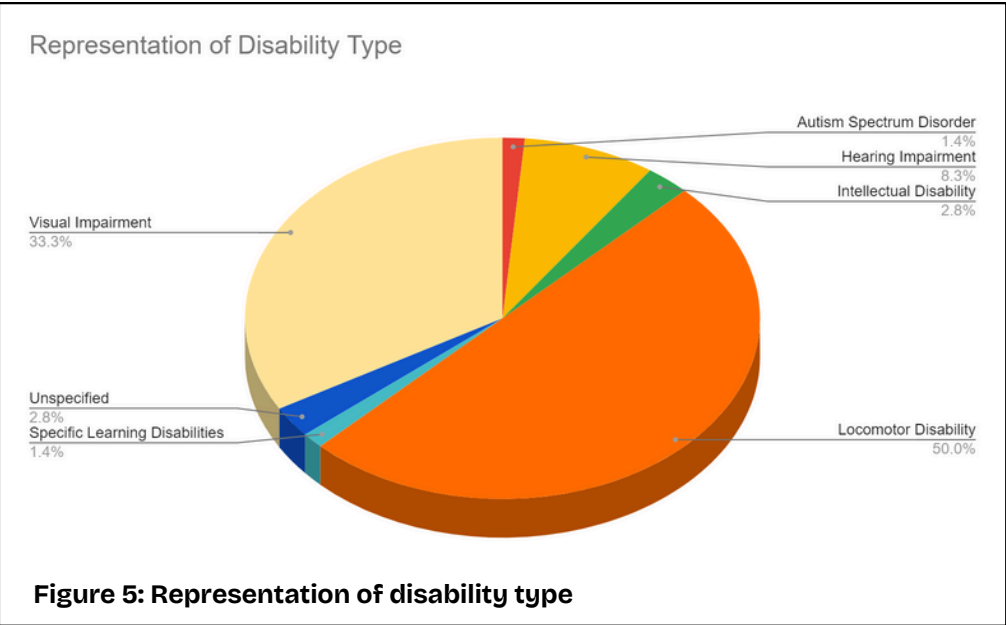
Among the **72 cases** where disability type was recorded, the data reveal a clear concentration in two categories:

Locomotor Disability (36 cases; 50%)

the single largest group, accounting for half of all complaints.

Visual Impairment (24 cases; 33%)

the second largest category, representing nearly 1/3rd of cases.

Together, these two categories make up more than **80% of the total**, underscoring that mobility- and sight-related impairments dominate the complaint profile.

Hearing Impairment – 6 cases (8.3%)

Intellectual Disability – 2 cases (2.8%)

Autism Spectrum Disorder – 1 case (1.4%)

Specific Learning Disabilities – 1 case (1.4%)

Unspecified – 2 cases (2.8%)

The over-representation of locomotor and visual disabilities likely reflects their greater visibility as well as stronger recognition within legal and institutional frameworks.

Neuro-developmental and cognitive disabilities (Autism, Intellectual Disability, Specific Learning Disabilities) appear significantly under-represented. This may be indicative of broader access to justice concerns for persons with cognitive and neuro-developmental disabilities.

All complainants with disabilities in the final orders fell under the category of benchmark disabilities (disability of 40% or above).

4. Categories of Complaints

Figure 6: Categories of complaints
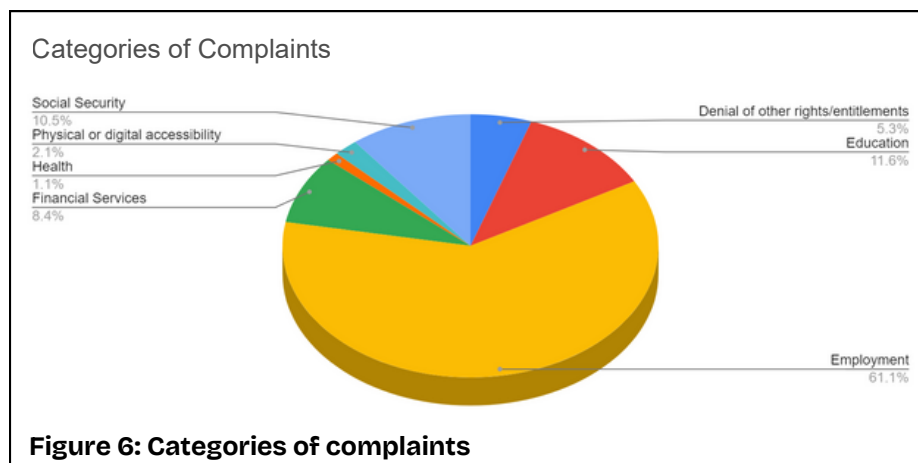
Analysis of the complaints reveal that the majority of cases brought before the CCPD relate to employment, followed by education and social security. This may be reflective of the underlying rights awareness and rights-seeking behaviour of communities of persons with disabilities (RPwD Act, 2016, guarantees Right to Livelihood and Right to Education without discrimination)

- **Employment (58 cases; 60.4%)** is by far the most dominant category. This also reflects the persistent barriers persons with disabilities face in accessing and retaining work opportunities, despite legal protections under the RPwD Act, 2016.
- **Education (11 cases; 11.5%)** forms the second largest group, highlighting ongoing challenges in inclusive education and the need for better accommodations in schools and higher education institutions
- **Social Security (10 cases; 10.4%)** also features prominently, underscoring gaps in access to welfare benefits and support schemes designed for persons with disabilities

- **Financial Services (8 cases; 8.3%)** represent issues around banking, insurance, and other financial entitlements
- **Denial of Other Rights/Entitlements (5 cases; 5.2%)** reflects a diverse set of grievances beyond the major categories
- **Physical or Digital Accessibility (2 cases; 2.1%)** indicates that accessibility, though critical, remains under-represented in complaints, possibly reflecting barriers in recognising or asserting such rights
- **Health (1 case; 1.0%)** was the least reported, suggesting limited recourse to CCPD in health-related discrimination or denial of services

Figure 7: Number of cases in each category
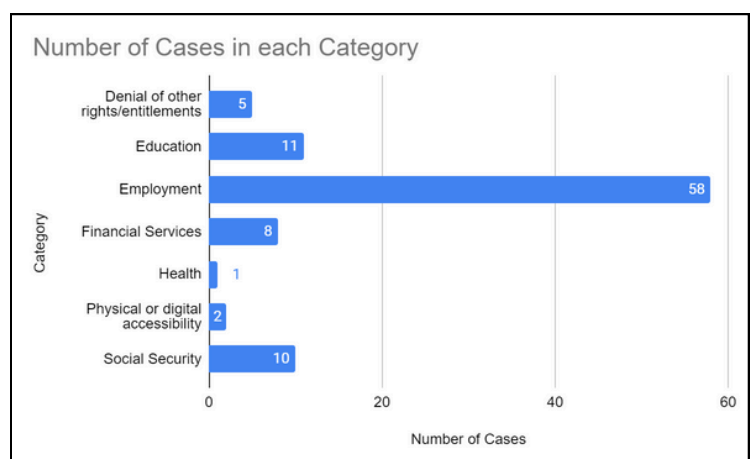
- **Trends in Categories of Complaints (2022–2024)**

Trend in Categories of Complaints (Percentage distribution) over the last three years
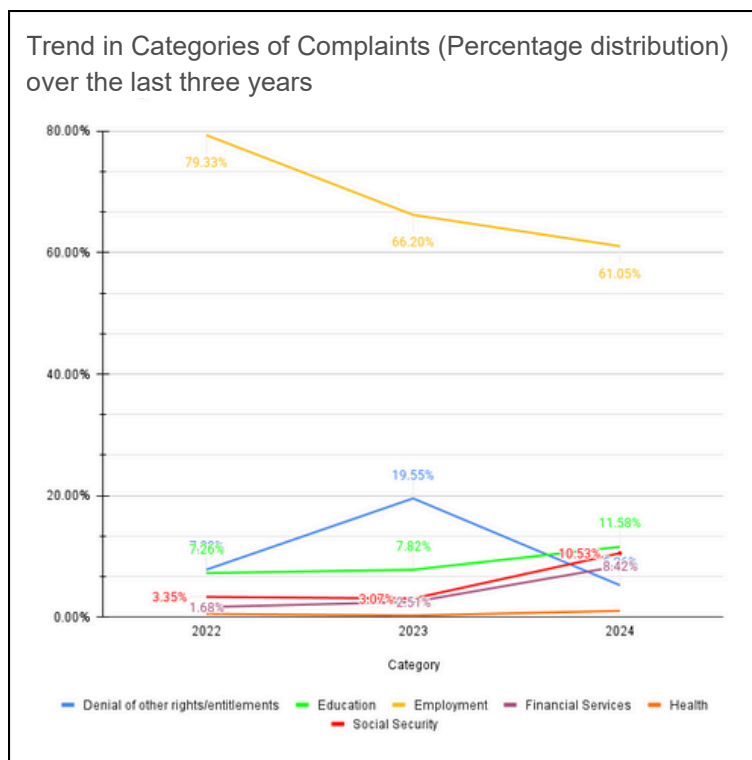
Figure 8: Trends in the categories of complaints

The data over the last three years **(Refer to Figure 8)** shows significant shifts in the distribution of complaints filed with the CCPD:

- **Employment-related** complaints, while still dominant, **are steadily declining** - from **79.3% in 2022 to 61.0% in 2024**. This indicates either a diversification of issues being reported or possibly greater awareness and assertion of other rights beyond employment.
- **Education-related** complaints show a **gradual increase**, from **7.3% in 2022 to 11.6% in 2024**, suggesting growing awareness of the right to inclusive education

- **Social Security** complaints **rose steadily**, from **3.4% in 2022 to 10.5% in 2024**, pointing towards "service seeking behaviour", benefits and entitlements of persons with disabilities
- **Denial of Other Rights/ Entitlements spiked** in **2023 (19.6%),** before dropping again in 2024 (8.4%)
- **Financial Services** complaints remain **relatively stable** (around 7%–8%), reflecting persistent issues with access to banking, loans, and insurance
- **Health-related complaints** are minimal across all years (never exceeding 2%), suggesting either under-reporting or redressal through alternative avenues

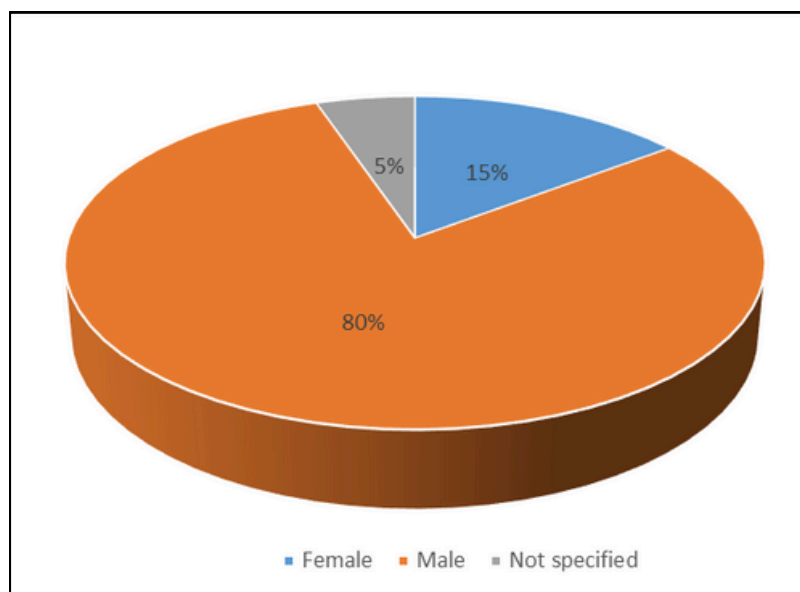# 5. Gender-Wise Distribution of Complainants

Figure 9: Gender wise distribution of complainants

- The overwhelming majority of complaints were filed by **male** persons with disabilities, accounting for **80% of the total complaints** disposed of by the CCPD. This significant gender disparity suggests that men with disabilities are more likely to engage with the complaint and redressal mechanisms.
- **Females** with disabilities accounted for only **15% of the complaints**
- A small percentage of complainants, 5%, fall under the "Not Specified" gender category, which could indicate complaints filed by NGOs on behalf of a group of persons with disabilities or suo motu cases.

- **Trends in Gender of Complainants in the Last Three Years**

Over the last three years, the gender distribution of complainants to the CCPD reveals both continuity and gradual change. Male complainants have consistently dominated, accounting for **89% in 2022, 84.8% in 2023, and 80% in 2024**. The proportion of female complainants has shown a slight increase, **rising from 11% in 2022 to 13.5% in 2023 and further to 15% in 2024.**

Note: The 2024 gender distribution is based on only 95 disposed cases, compared to ~360 cases in previous years. The shift in percentages isn't very significant and thus should be read with caution. Also, the Artificial Intelligence(AI) system has identified the gender of the complainants by analysing the salutations like 'Shri' or 'Sh.' used in their submissions.

6. Composition of the Type of Decision by CCPD
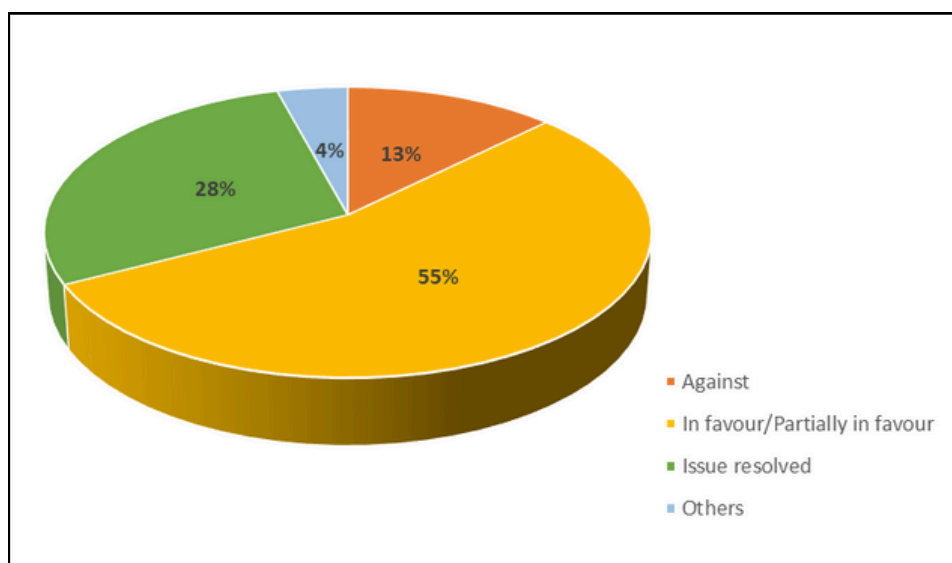
Figure 10: Composition of the type of decision

- Nearly **half (55%) of the cases decided** by the CCPD have been decided either fully or partially in favor of the complainant. Judgments falling into this category reflect instances where the CCPD agreed with the claims of the complainants, either resolving the issue completely or providing partial relief.

- In **13% of cases**, the CCPD ruled against the complainant. This means the complaint was either considered unwarranted or the complainant was unable to prove their case to the satisfaction of the authority.

- In around **28% of cases,** the issues were resolved before a final hearing. These resolutions could be due to settlements, mutual agreements, or other means outside of a formal judgment.

- The "Others" category accounts for **4% of cases**. These are cases where the judgment could not be classified under standard categories or where the complainant moved the High Court for justice.

Conclusion

The 2024 CCPD report highlights both the promise and the persistent challenges of India's disability rights framework. On one hand, the CCPD continues to serve as a critical, low-barrier avenue for justice, with more than half of cases decided fully or partially in favor of complainants, demonstrating its role as a genuine protector of disability rights. The steady diversification of complaints beyond employment into education, social security, and financial services suggests a growing awareness of the broader spectrum of rights enshrined under the RPwD Act, 2016. Likewise, the increasing participation of caregivers, activists, and suo motu interventions indicates that disability rights are gradually being recognised as a shared societal responsibility.

Regional disparities, particularly low representation from the North-east and smaller Union Territories, point to gaps in awareness and accessibility. Gender imbalance remains stark, with women constituting only 15% of complainants, signalling deep structural barriers that inhibit their access to justice. Further, the dominance of locomotor and visual disability complaints reflects not only prevalence but also possible underreporting of less visible or more stigmatised disabilities.

The growing gap between the number of complaints and their disposal **(Figure 1)** highlights the urgent need for stronger institutional capacity within the CCPD. This challenge has been compounded by the prolonged vacancy of the **Chief Commissioner's post**, which has remained **unfilled since 2019**[3] and continues to be held as an additional charge by the Secretary of the Department of Empowerment of Persons with Disabilities. Such an arrangement undermines the independence and effectiveness expected of a quasi-judicial authority.

India, as a signatory to the UN Convention on the Rights of Persons with Disabilities (UNCRPD), is obligated to ensure effective, independent monitoring and enforcement mechanisms for disability rights. Leaving the CCPD without a dedicated head for over five years jeopardises compliance with these commitments and weakens public confidence in redressal processes.

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3 Rajya Sabha. (2024, December 4). Vacancy of the post of CCPD. https://sansad.in/rs/questions/questions-and-answers. https://sansad.in/getFile/annex/266/AU1084_IzNqB8.pdf?source=pqars

Annexure 1: CCPD Orders Analysis – Process Document

Process

1. The monthly orders in PDF format are fetched from the <u>CCPD website</u>.
2. A Python library for data extraction is used to read data from the PDF files for analysis. The information is copied to a text file for further analysis.
3. Based on the common format of each order, which contains a specific start and end text, the beginning and end of each order are identified, and the corresponding line numbers for the same are recorded.
4. The text corresponding to each order, along with a prompt specifying the information required from the order, is passed on to a generative AI tool (OpenAI or Google Gemini) via its API.
5. The response thus received is recorded and stored in a .csv (comma-separated values) format. Since a comma is used as a separator in .csv files, its presence elsewhere in the response can cause the information to be spread across multiple columns. To prevent this, a different separator (semicolon in this case) is used that is unlikely to be used in regular text.
6. Steps 4 and 5 are repeated for all orders in a file to generate an analysis of monthly orders.

What made performing this analysis possible?

1. Existence of libraries (computer programmes for common tasks) for reading data from PDF files.
2. The common format of orders, each beginning with the same header (the email and website of CCPD in a single line in this case), enabled it to act as a marker for the beginning and end of an order for analysis.
3. Technological advancement and commercial availability of generative AI tools and API's aiding summarisation and extraction of required information using simple human language from the provided data.
4. Public availability of orders in a digital, pseudo-machine-readable format.

Challenges encountered

- **Missing data** – AI tools can effectively extract information directly presented in the case/order, but might find it difficult to do the same from context. Language – In case of CCPD, some cases were listed either fully or partially in Hindi, which prevented their analysis through this method since the AI tools used couldn't comprehend the language.
- **Case length** – The length of orders also presents a challenge in analysis since there are character limits in API requests. However, this problem was only encountered while using OpenAI API's but not with Google Gemini.

Recommendations for Government entities / Quasi-judicial bodies

Below are some recommendations for publishing their orders in a manner that would aid automated analysis and extraction of insights.

- Maintain a standard format for orders or proceedings that comprises a header to mark the beginning of a new case, which aids in demarcation.
- Ensure the complete document is in a single language, i.e., either English or any regional language.
- Refrain from uploading scanned PDFs or those not in a machine-readable format since it complicates text extraction.
- It is noted that the primary reason scanned documents are uploaded despite them being initially typed on a computer, is to facilitate the physical signature of the officer in charge. It is only then that orders are considered valid and eligible for circulation. The use of digital signatures by officers can obviate this unnecessary step while also bringing in increased transparency and reducing instances of fraud, like backdating and tampering with documents.

Replicability/Potential uses

The method used for this analysis is relatively simple, significantly reduces the time required for analysis, and is easily replicable to similar orders/judgements from other quasi-judicial bodies or appellate tribunals where orders are short, in a specific format, and are digitally available. This analysis will help uncover patterns among disputes and identify frequently occurring problems. Some of these problems could stem from systemic issues or problems with specific government departments, industries, or be concentrated in specific geographies. Provision of data-backed insights and analysis would effectively aid in the identification of problems faced by members of vulnerable communities, as well as inform policy-making towards their mitigation by uncovering their root causes.

Some of these potential use cases have been listed below. These include analysis of orders / judgments produced by other quasi-judicial bodies listed in **Table 1**.

Table 1: List of quasi-judicial bodies with publicly published orders

Quasi-judicial body	Link to posted orders
National / State Consumer Disputes Redressal Commission	https://e-jagriti.gov.in/judgement
National / State Human Rights Commission	https://hrcnet.nic.in/HRCNet/public/NHRCStatisticsList.aspx?

Quasi-judicial body	Link to posted orders
National / State Commission for Women	http://ncwapps.nic.in/onlinecomplaintsv2/
National / State Commission for Scheduled Castes	Orders are not published, but the complaint status is trackable
National / State Commission for Backward Classes	https://ncbc.nic.in/User_Panel/UserView.aspx?TypeID=1200
National Green Tribunal	https://www.greentribunal.gov.in/judgementOrder/zonalbenchwise
Labour Commission	https://samadhan.labour.gov.in/
National Company Law Tribunal (NCLT)	https://nclt.gov.in/order-judgement-date-wise
Income Tax Appellate Tribunal (ITAT)	https://itat.gov.in/judicial/tribunalorders

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