REPORT

OF

THE EXPERT GROUP

ON

SOCIO ECONOMIC AND CASTE CENSUS (SECC) 2011

सत्यमेव जयते

GOVERNMENT OF INDIA

DEPARTMENT OF RURAL DEVELOPMENT

MINISTRY OF RURAL DEVELOPMENT

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FOREWORD

The Department of Rural Development set up an Expert Group under my Chairmanship on 1st January 2016 to study objective criteria for allocation of resources to States and identification and prioritisation of beneficiaries under various programmes using Socio Economic and Caste Census (SECC) 2011. Detailed presentations were made to the Members of the Expert Group and seven meetings of the Group were organised during this period. Besides the formal meetings, suggestions and changes were made through Video Conferencing as well as through the electronic mail.

The Expert Group decided to focus on the issue of identification and prioritisation of beneficiaries under various programmes using SECC. During the course of the deliberations of the Expert Group, the Department of Rural Development presented draft proposals to the Expert Group on Rural Housing and use of SECC before taking the same to the Union Cabinet for approval. Therefore, the interim recommendations of this Group were also being used by the Department of Rural Development during the course of the finalisation of this Report.

As regards the issue of allocation of resources to States, the Expert Group has made recommendations within the framework currently being used by the Department of Rural Development. The recommendations are based on the identification and prioritisation process as the resource requirements of States in programmes like Housing depend on the eligible beneficiary list. Similarly, other than the National Social Assistance Programme (NSAP), evidence based data from SECC has been used to make recommendations regarding universal coverage. Wherever allocation of resources is demand based and statutory, as in the case of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), the Group has desisted from making any recommendation regarding allocation of resources.

While making its recommendations the Expert Group also had the benefit of making a presentation on the draft recommendations before representatives of State Governments and Union Territories on 15th July 2016 and receiving their feedback. The States/UTs were also requested to give suggestions to the Expert Group.

I am grateful to all the Members of the Expert Group specially Prof. S Mahendra Dev, Dr Rinku Murgai and Dr Himanshu for providing rigorous academic advice to the work of this Expert Group. I would like to thank Shri Manoranjan Kumar, Economic Adviser, Department of Rural Development and Member Secretary of the Expert Group for valuable insights, drafts and logistic support for the Expert Group to complete its work. The Expert Group would like to thank Shri Jugal Kishore Mohapatra, the then Secretary, Rural Development and Shri Amarjeet Sinha, the current Secretary, Rural Development (and earlier Special Secretary) for their constant interaction and extremely valuable inputs.

Support from Shri Dhruva Kumar Singh, Director; Shri Mukesh Kumar, Assistant Commissioner (Plan & Policy); Shri Rupam Kumar Sarkar, Assistant Director (AI); Ms. Rimjhim T. Desai, Shri Tej Tarun Mahindra, Ms. Momita Sarkar, Ms. Anuradha Bhadwal, Mr. Ajay Khanna and Mr. Amit Chhabaria is gratefully acknowledged.

Since over this period, the interim suggestions and recommendations of the Expert Group have been considered by the Department, this Group took a little longer time to complete this report to ensure that the perspectives of States/UTs are fully incorporated. We hope that with the use of socio economic data collected from SECC 2011, the government would be able to design and implement policies with more focused approach towards poor and the marginalized sections of the society.

Sbose

Sumit Bose

We, the undersigned, Members of the Expert Group constituted by the Ministry of Rural Development to study objective criteria for allocation of resources to States and identification and prioritization of beneficiaries under various programmes using SECC have submitted the Report.

(Amarjeet Sinha)

(Sumit Bose)
Chairman

S. Mahendra Dev
(Dr. S. Mahendra Dev)

(Dr. Rinku Murgai)

(Manoranjan Kumar)
Member Secretary

(Dr. Himanshu)

Executive Summary

1. Identification of poor households is a prerequisite for effective targeting of the beneficiaries under various poverty alleviation and rural development programmes. The Ministry of Rural Development has been providing financial and technical support to the States/UTs for conducting the Below-Poverty-Line (BPL) Census to identify BPL families in rural areas who could be targeted under its various programmes.

2. As a successor to earlier BPL censuses, the Government decided to conduct a combined Census namely **'Socio-Economic and Caste Census 2011' (SECC 2011)** for collecting socio-economic and caste data of households in both the rural and urban areas of the country. The SECC 2011 was conducted through a comprehensive programme involving the Ministry of Rural Development, Ministry of Housing and Urban Poverty Alleviation, the Office of the Registrar General and Census Commissioner, Ministry of Home Affairs and State Governments/UT Administrations. SECC 2011 involved innovative ways to realise transparency and good governance at various Stages of enumeration.

3. The main objectives behind conducting SECC 2011 have been outlined as:

(a) To enable ranking of households based on their socio economic status.

(b) To make available authentic information on caste wise population enumeration.

(c) To make available authentic information regarding the socio – economic condition and educational status of various castes and sections of population.

4. The Provisional data and findings of SECC *Rural* 2011 have been placed in the public domain (secc.gov.in) on July 3, 2015. As per the provisional data and the criteria selected at the inception of the SECC, out of 17.94 crore rural households, 7.06 crore households (39.4%) are automatically excluded as they meet at least one of the 13 exclusion criteria. Out of the non-excluded households, 10.73 crore households (about 60%) were considered for deprivation. 8.69 crore households (48.5%) have reported themselves as facing one or other deprivation on the criteria given in the SECC 2011. 2.01 crore households (11.20%) returned themselves as not facing any of the seven selected deprivations. Roughly one percent meet one or more of the automatic inclusion criteria.

5. After automatic exclusion and automatic inclusion, SECC 2011 (Rural) allows ranking of rest of the households based on their status on seven deprivation parameters. The findings on the deprivation parameters reveal that 65,35,456 households did not have any adult member between age group of 16-59 years. 7,20,078 households were female headed households with no adult male member between age group of 16-59 years. 4.2 crore rural households did not have any literate member above 25 years.

6. With the completion of SECC, the Ministry of Rural Development has a potent tool to accurately identify beneficiaries for government programs, using program-specific targeting criteria that reflect the multiple dimensions of poverty and the objectives of each program. This would enable evidence based policy intervention with more focused approaches towards the poor and the marginalized sections of the society. SECC data has possible applications in National Food Security Act, Housing for All, Education and Skills thrust, interventions for differently-abled, interventions for women led households, etc. Universal programs such as MGNREGA can also benefit from the SECC, by identifying those locations where levels and intensity of deprivations are higher, but program take-up is low. Capacity-building and work facilitation efforts could be directed to such locations.

7. In order to study and formulate the objective criteria for allocation of resources to States and identification and prioritization of beneficiaries under various programmes of the Ministry of Rural Development (MoRD) using SECC data the Government constituted an Expert Group under the chairmanship of Shri Sumit Bose, Ex-Finance Secretary. So far, poverty ratios have been the basis of allocation of resources among State Government/UT Administration through various programmes like NRLM, IAY, NSAP etc. The composition of the group is as under:

- Shri Sumit Bose, Ex. Finance Secretary – Chairman
- Shri Amarjeet Sinha, Scretary, Department of Rural Development (the then Addl. Secretary)
- Prof. S. Mahendra Dev, Director, Indira Gandhi Institute of Development Research, Mumbai - Member
- Dr.Rinku Murgai, Lead Economist, World Bank - Member
- Dr.Himanshu, Associate Professor, Jawahar Lal Nehru University - Member
- Shri Manoranjan Kumar, Economic Adviser, Deptt. of Rural Development – Member Secretary

8. To make radical changes in the manner in which social assistance programs are implemented, an institutional and governance framework will need to be developed to leverage the potential of SECC from being only a census-like socio-economic database to becoming the core of a functioning Social Registry Information System (SRIS). While the Expert Group recommends that steps be taken towards the development of an SRIS anchored to the SECC, this report focuses primarily on the objective of recommending SECC-based criteria that could be used for beneficiary identification and inter-state resource allocation for a number of MoRD programs.

Major recommendations

9. The Expert Group emphasizes the need to use SECC data, as far as practicable, in all the Centrally Sponsored Schemes, Central Sector Schemes and the Schemes of the State Governments so as to rejuvenate the focus of these schemes towards the target group and ameliorate the exclusion and inclusion errors.

MGNREGA

10. MGNREGA by design is a demand driven universal programme. SECC criteria of automatic exclusion cannot be applied in this programme to exclude households. However, the Group observed that MGNREGS needs to be more focussed towards the regions where there is greater concentration of landless labourer or people are suffering from multi-dimensional deprivations in order to bring about change in the socio-economic landscape of the poor regions of the country. Cluster Facilitation Teams (CFTs) may be strengthened to address the issues of demand for work in the GPs with higher concentration of deprived households and landless manual labour. Households reporting deprivation and those reporting on automatic inclusion criterion may be pro-actively included by the PRIs for job cards and Aadhar linked bank account.

PMGSY

11. The implementation of PMGSY is not directly related to the rollout of the SECC and its present norms of allocation of resources among states are appropriate.

DAY-NRLM and DDU-GKY

12. DAY-NRLM faces hurdles due to lack of capacity and insufficient human resources to support the Mission structure. Significant contribution has been made in this regard through creation of Jan Dhan Accounts and subsequent linking with Aadhar, paving the path for DAY-NRLM to capitalize on this and empower the households reporting deprivation through facilitating knowledge dissemination, skill acquisition, access to credit, market linkages and access to other livelihoods opportunities.

13. As part of the DAY-NRLM, a placement-linked skill development programme, Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) is being implemented in partnership with people, private, non-government and community organizations. Strong relationships are being built with industry associations and employers to enhance the employability of the rural youth skilled under the programme.

14. SECC 2011 data should be used by DAY-NRLM to undertake planning for Poverty Free Panchayats involving the PRIs. The Expert Group suggests that the 16.32 lakh households meeting automatic inclusion criteria – including households living on alms, primitive tribal groups, manual scavengers, and legally released bonded labour -- should be enabled to join the program. Members of 8.72 crore households meeting one or more deprivation criteria should also be prioritized under DDU-GKY.

15. Allocation of resources to states under DAY-NRLM may be made using an index with the deprivation parameters including female headed households with no male adult member (D3), SC/ST households (D5),

households with no literate adult (D6) and landless households deriving major part of income from manual casual labour (D7). However, keeping in view the fact that different states are at different stages of implementation of the scheme, initially 70% of the resource allocation to states may be made using this index. This may gradually be increased to 80% and finally to 100%, when Wold Bank funding for the programme ends, giving a leeway to the states for a time period for the required adjustment to be made.

PMAY-G

16. Housing is a basic requirement for human survival and decent life. A house contributes significantly to well-being and is essential for a person's social and economic development. Government through Pradhan Mantri Awaas Yojana-Grameen (PMAY-G, erstwhile IAY) aims to provide an adequate, affordable and comfortable house to every shelter less person.

17. Since SECC provides data on housing deprivation, allocation under the scheme amongst the states can be made following SECC data on housing deprivation. As per the SECC 2011 data, 1.7 lakh households are shelter-less, 12 lakh households have reported themselves as households with zero room, 2.26 crore households reported with one room with kutcha walls and kutcha roof and 1.55 crore reported with two room houses with kutcha walls and kutcha roof. Thus, nearly 4 crore rural families need to be given safe houses as per SECC 2011. As the status on housing has changed since 2011, it is estimated that at present 2.95 crore houses, with an anticipated variation of +/- 10%, need to be constructed to provide houses to all houseless households in rural areas.

18. The Group, during its interim discussion with MoRD, had given a road map on selection of beneficiaries as well as criteria for allocation of resources to states. The Expert Group is satisfied that its interim advice has been adopted by the Department and accordingly appropriate guidelines have been issued to make inter-state allocation based on the Socio Economic and Caste Census (SECC 2011) data to cover households that are houseless or living in houses with kutcha walls and kutcha rooms with two rooms or less after excluding households falling under the automatic exclusion category. States are now being allocated funds in proportion to the eligible households falling under them. In the first year, resource allocation is being made giving 75% weightage to SECC housing deprivation ratio and 25% to the existing head count ratio of poverty. The Group strongly feels that from the second year, fund should be allocated to the states based on the SECC housing deprivation data only.

NSAP

19. National Social Assistance Programme (NSAP) is a social assistance programme for the elderly, widows, disabled persons and for families in case of death of the primary breadwinner belonging to Below Poverty Line (BPL) Households. NSAP comprises of Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National

Family Benefit Scheme (NFBS) and Annapurna. The central assistance to States/UTs under NSAP is determined on the basis of BPL population of the State. The State has the option to give pension from their own resource to cover more deserving beneficiaries.

20. SECC 2011 data has socio-economic profile of old age persons, widows, and differently abled persons. In these target populations, everyone except for those living in households that meet automatic exclusion criteria should be eligible to receive assistance under NSAP.

21. Eligibility for assistance under NSAP may be decided on the basis of SECC after using automatic exclusion criteria. One of the targets under Goal-1 of the Sustainable Development Goals, "End poverty in all its forms everywhere", aspires to have nationally appropriate social protection systems and measures for all. The Group endorses this target and favours universal coverage of all eligible persons who have not reported on Automatic Exclusion criteria under NSAP. The Group noted that many are already covered under either the Central or State schemes. Additional resources to States should be provided to bridge the financial gap for providing pensions to eligible beneficiaries who are yet to be covered under either the Central or State schemes.

22. The Group recommends that pension for widows in the age group of 18-39 years may be instituted. At present Widow Pension is provided only to the widows of age 40 years and above. Additional support for them should be considered with convergence with other programs, such as prioritized assistance under PMAY-G, skilling or education fee waiver, and a one-time grant for widow remarriage.

23. The Group recommends that the Government may consider providing assistance to the parents of young disabled children up to 18 years of age for their education and skill development. The Group suggests supporting the parents of disabled children in the form of school fees and medical insurance.

24. This Group is of the view that to be eligible to receive higher assistance of Rs 500, the age bracket should be 70 years and above, in place of 80 years and above.

25. The Group is of the view that the amount of pension given under NSAP is not sufficient and needs to be increased annually based on increase in Consumer Price Index. The Group also reiterates that States should provide an additional amount at least equivalent to the assistance provided by the central government.

Social Registry Information System

26. The use of SECC data and its TIN Number would enable the government to ascertain the efficacy of its interventions and result in its proper implementation. However, regular updation and verification of SECC data is a prerequisite to eliminate the need to mount standalone SECC in the long run, which will put additional burden on public resources.

27. The SECC has the potential to move from being only a census-like socio-economic database to becoming the core of a functioning Social Registry Information System (SRIS). SRIS would result in several advantages in implementation of social assistance schemes. It has the potential to streamline programme administration, reduction in benefit duplication and fraud, saving on time and costs for both programme applicants and service providers, monitoring the living standards of beneficiaries over time, better targeting the vulnerable and marginalized sections of the society and enable expansion of the coverage of the programmes and finally better budget planning and allocation for programmes.

Proposed allocation under rural development schemes recommended by the Expert Group

Code with States/ UTs Name	DAY-NRLM				NSAP			PMAY-G	
	Distribution of households deprived on D3,D5,D6, or D7 **	%	Present allocation (2015-16)	Proposed allocation 2016-17 (Rs in crore)*	Present Allocation 2016-17 (Rs in crore)	Distribution of elderly, widows or disabled population ** (in %)	Proposed allocation 2016-17 (Rs in crore)	Distribution of households with housing deprivation **	Proposed allocation 2016-17 ^ (Rs in crore)
ANDAMAN & NICOBAR ISLANDS	18480	0.01	0.00	0.06	1.90	0.02	2.17	0.01	1.19
ANDHRA PRADESH	8337166	5.87	26.81	34.57	260.00	5.45	517.41	1.45	216.68
ARUNACHAL PRADESH	112697	0.08	1.62	0.47	24.70	0.06	5.55	0.11	16.83
ASSAM	4118654	2.90	45.89	17.08	627.95	3.17	300.79	2.60	389.28
BIHAR	17835742	12.57	56.91	73.04	1025.05	10.83	1028.99	16.27	2440.98
CHANDIGARH	5765	0.00	0	0.00	0.95	0.00	0.12	0.00	0.09
CHHATTISGARH	5302896	3.74	12.66	22.03	268.85	3.28	311.62	6.23	934.67
DADRA & NAGAR HAVELI	42832	0.03	0	0.18	1.90	0.02	1.93	0.02	3.63
DAMAN AND DIU	7809	0.01	0	0.06	0.00	0.00	0.32	0.00	0.12
GOA	34167	0.02	0	0.12	6.65	0.03	2.97	0.01	0.97
GUJARAT	4548488	3.20	9.16	18.35	241.30	3.59	341.02	2.75	412.63
HARYANA	1818380	1.28	5.46	7.54	92.15	1.09	103.28	0.39	58.36
HIMACHAL PRADESH	353214	0.25	2.32	1.47	31.35	0.44	41.52	0.08	11.44
JAMMU & KASHMIR	806408	0.57	20.31	3.36	36.10	0.76	71.92	0.66	98.52
JHARKHAND	4078723	2.87	21.44	16.90	352.45	3.21	305.10	4.80	720.38
KARNATAKA	4390777	3.09	21.92	18.20	427.50	4.34	412.26	1.58	237.80
KERALA	1985846	1.40	9.78	8.25	193.80	2.20	209.30	0.42	63.57
LAKSHADWEEP	2049	0.00	0.00	0.00	0.00	0.00	0.15	0.00	0.06
MADHYA PRADESH	12050964	8.49	27.10	50.01	634.00	6.44	611.61	11.76	1764.30
MAHARASHTRA	9898385	6.97	36.51	41.05	933.85	9.24	878.14	4.57	685.00

Code with States/ UTs Name	DAY-NRLM				NSAP			PMAY-G	
	Distribution of households deprived on D3,D5,D6, or D7 **	%	Present allocation (2015-16)	Proposed allocation 2016-17 (Rs in crore)*	Present Allocation 2016-17 (Rs in crore)	Distribution of elderly, widows or disabled population ** (in %)	Proposed allocation 2016-17 (Rs in crore)	Distribution of households with housing deprivation **	Proposed allocation 2016-17 ^ (Rs in crore)
MANIPUR	311960	0.22	2.86	1.30	49.40	0.24	22.83	0.10	14.59
MEGHALAYA	592321	0.42	3.19	2.47	59.85	0.21	19.78	0.21	31.08
MIZORAM	93069	0.07	0.75	0.41	21.85	0.04	4.14	0.07	9.89
NAGALAND	261402	0.18	2.22	1.06	35.15	0.14	13.15	0.08	12.71
NCT OF DELHI	120204	0.08	0.00	0.47	59.85	0.07	6.59	0.01	1.72
ODISHA	9208768	6.49	28.54	38.23	577.60	6.65	631.48	10.37	1555.24
PUDUCHERRY	59793	0.04	4.75	0.24	12.35	0.05	5.05	0.05	6.79
PUNJAB	1668610	1.18	2.63	6.95	70.30	0.86	81.77	0.31	46.57
RAJASTHAN	8558368	6.03	14.17	35.00	330.60	5.18	491.79	6.75	1012.83
SIKKIM	45482	0.03	0.82	0.18	14.00	0.05	4.40	0.01	1.93
TAMILNADU	7918253	5.58	26.02	33.87	528.25	5.84	555.25	3.93	589.75
TELANGANA	3902686	2.75	19.16	16.20	185.25	2.46	233.71	0.71	105.89
TRIPURA	552617	0.39	5.36	2.26	119.00	0.44	42.16	0.25	37.93
UTTAR PRADESH	15887116	11.19	82.59	67.15	1555.00	12.70	1206.59	11.97	1796.20
UTTARAKHAND	642652	0.45	4.35	2.65	100.75	0.63	59.58	0.16	23.64
WEST BENGAL	16348636	11.52	32.21	67.85	620.35	10.27	975.57	11.31	1696.74
ALL INDIA	**141921379**	**100.00**	**527.53**	**589.00**	**9500.00**	**100.00**	**9500.00**	**100.00**	**15000.00**

Note:
* Proposed allocation based on total amount of fund allocated separately for DAY-NRLM activities under 2016-17
**Distributions estimated after applying automatic exclusion criteria
^ Proposed allocation calculated on basis of total amount of fund of Rs 15000 crore allotted towards PMAY-G

Chapter – 1

Background

1.1 Identification of poor households is a prerequisite for effective targeting of beneficiaries under various poverty alleviation and rural development programmes. Beginning 1992, the Ministry of Rural Development has been conducting Below Poverty Line (BPL) Census every five years in the rural areas of the country. Besides providing information on the extent of poverty in rural areas, such census also provides in principle a credible basis for evidence based intervention for poverty alleviation. The data so collected, also help to know the efficacy of existing government interventions in ameliorating socio-economic conditions of the targeted beneficiaries.

1.2 The Ministry has been providing financial and technical support to the States/UTs for conducting the BPL Census. The first BPL Census was conducted in 1992 for the Eighth Five Year Plan. Subsequently, BPL census was conducted in 1997 for the Ninth Five Year Plan. The last such BPL Census was conducted in 2002 for the Tenth Five Year Plan period. For conducting the BPL Census for the Eleventh Five Year Plan, the Ministry on 12th August, 2008 constituted an Expert Group to advise it on the suitable methodology to be adopted for BPL Census.

1.3 Simultaneously, the Ministry of Housing and Urban Poverty Alleviation (MoHUPA) for the first time also decided to conduct a BPL Census in order to provide a basis for identifying beneficiaries for Urban Poverty Alleviation Programmes. Reliable data on urban poor was considered critical for effective implementation of various poverty alleviation programmes implemented in urban areas.

1.4 Meanwhile, the Ministry of Home Affairs (MoHA) had decided to conduct caste enumeration as a separate exercise after the completion of the Population Enumeration Phase of the Census 2011 and accordingly methodology on collection of data on castes was formulated. However, in the wake of demand for socio economic profile along with the caste data and the Government's assurance to consider this demand, MoHA decided to change the methodology for caste enumeration.

1.5 MoHA proposed three alternatives for conducting Caste enumeration along with Socio-economic profile of the households namely, (i) Enumeration of Castes separately as decided earlier (ii) To seek views of all the Political Parties in this regard and put them before the consideration of the competent authority and (iii) Collection of socio-economic data (as proposed by MoRD and MoHUPA under BPL Census) including religion and caste of the heads of households.

1.6 Detailing the pros and cons of each option, the proposal put forward by MoHA described the advantages of conducting a comprehensive 'Socio-Economic and Caste Census' including Rural BPL Census, Urban BPL Census and Caste Census as (a) substantial saving in resources, (b) avoidance of enumerator/respondent fatigue, (c) standardization of data collection and (d) availability of socio-economic profile along with the caste data.

1.7 The Government, therefore, decided to conduct a combined Census namely **'Socio-Economic and Caste Census 2011 (SECC 2011)'** with help of Hand Held Devices (HHDs) for collecting socio-economic and caste data of households in the rural and urban areas of the country simultaneously. Thus SECC 2011 was conducted through a comprehensive programme involving the Ministry of Rural Development, Ministry of Housing and Urban Poverty Alleviation, the Office of the Registrar General and Census Commissioner, India and State Governments/UT Administrations. The subject of Caste Census comes under the purview of Office of the Registrar General and Census Commissioner of India. The issue of identification of beneficiary households under various schemes in rural areas and urban areas comes under the purview of Ministry of Rural Development and Ministry of Housing and Urban Poverty Alleviation (HUPA), respectively. It was decided that socio economic data collected from SECC 2011 will be utilized by respective States/UTs for identifying BPL households in rural as well as urban areas.

1.8 The Socio Economic and Caste Census (SECC 2011) was carried out by the respective State/Union Territory Governments with the financial and technical support of the Government of India using electronic handheld devices (Tablet PCs). Bharat Electronics Limited (BEL) supplied about 6.4 lakhs Tablet PCs to States/UTs to carry out this operation. BEL lead consortium of CPSUs provides Data Entry Operators (DEOs) and other technical services in connection with software for data collection and data transfer etc. National Informatics Centre (NIC) has developed a web based comprehensive Management Information System (MIS) for management, storing, updating and utilization of the data.

1.9 Unlike BPL Census in the past, SECC 2011 provides a fully digitized list of socio-economic characteristics of households in both rural and urban areas. The rural and urban components of the SECC are different as information was collected using different questionnaires in the two sectors. The Report of the *rural* SECC 2011 is available on http://secc.gov.in. It was conducted by the respective State Governments/ UT Administrations with the financial and technical support of the Government of India in six stages viz., enumeration, supervision, verification & corrections, draft list publication, claims and objections and final list publication. The SECC data is respondent based data, as revealed by the households to the enumerators, which got approval of the Gram Sabhas and Panchayats. This Report is based entirely on the SECC data taken from the public domain.

Chapter – 2

Key Findings of SECC

2.1. As per the provisional data of Socio Economic and Caste Census, 2011 (Rural) there are 17.94 crore rural households in the country. Out of the total rural households, 7.07 crore households (39.36%) returned themselves on the parameters that automatically excludes them. The findings of SECC 2011 (Rural) on Exclusion criteria are summarized below:

Table-1

*	Particular	All India
E1	Motorized 2/3/4 wheeler/fishing boat.	37226938 (20.71)
E2	Mechanized 3-4 wheeler agricultural equipment	7369738 (4.1)
E3	Kissan Credit Card - credit limit Rs. 50,000 +	6484086 (3.61)
E4	Household member government employee	8953821 (4.98)
E5	Households with non-agricultural enterprises registered with Government.	4908761 (2.73)
E6	Any member of HH earning more than Rs. 10000 per month	14829747 (8.25)
E7	Paying Income Tax and Professional Tax	8220117 (4.57)
E8	3 or more rooms with Pucca walls and roof.	33169102 (18.46)
E9	Owns a refrigerator	19785623 (11.01)
E10	Owns landline phone	6693097 (3.72)
E11	Owns more than 2.5 acres of irrigated land with 1 irrigation equipment	7642962 (4.25)
E12	5 acres or more of irrigated land for two or more crop seasons.	5400770 (3.01)
E13	Owning at least 7.5 acres of land or more with at least one irrigation equipment.	4064205 (2.26)
	At least One Exclusion	70745131 (39.36)

2.2. Non-excluded households constitute automatically included households, households facing one or more deprivations; and households not reporting on any deprivation criteria but considered for deprivation (zero deprivation). Out of the total non-excluded households, 10.73 crore households (about 60%) were considered for deprivation. 8.72 crore households (48.49%) have reported themselves as facing one or other deprivation on the criteria given in the SECC 2011.

2.3. 16.32 lakh rural households have retuned themselves on the parameters that allows them for automatic inclusion. The findings of SECC 2011 (Rural) on Automatic Inclusion criteria are summarized in the following table:

Key Findings on 'Automatic Inclusion'

Table-2

*	Particular	All India
AI1	Households without shelter	1.34 (0.07%) in lakhs
AI 2	Destitute Households living on alms = 5.49 (0.31%) in lakhs	5.49 (0.31%) in lakhs
AI 3	Manual Scavengers households = 0.84 (0.04%) in lakhs	0.84 (0.04%) in lakhs
AI 4	Primitive Tribal Group households	8.49 (0.47%) in lakhs
AI 5	Legally Released Bonded Labour households	0.75 (0.04%) in lakhs
	Automatically Included	16.32 Lakh (0.91%)

2.4. Out of the total rural households, 2.01 crore households (11.20%) have returned themselves as not facing any of the seven indicators of deprivation.

2.5. The key findings of the SECC 2011 (Rural) are summarized below:

Rural India - Key Statistics

- Total Households in the Country= 24.49 Crore
- Total Rural Households= 17.97 Crore (73.40%)
- Households Excluded= 07.07 Crore (39.36%)
- Automatically Included= 0.16 Crore (0.91%)
- Considered for Deprivation= 10.73 Crore (59.73%)
- Not reporting Deprivation= 02.01 Crore (11.20%)
- Household with Deprivations= 08.72 Crore (48.53%)
- Households facing at least one or more deprivations:
  - Households with at least 1Deprivation = 08.72 Crore (48.53%)
  - Households with at least 2 Deprivation = 5.36 Crore (29.80%)
  - Households with at least 3 Deprivation = 2.35 Crore (13.09%)
  - Households with at least 4 Deprivation = 0.70 Crore (3.87%)
  - Households with at least 5 Deprivation = 0.14 Crore (0.80%)
  - Households with at least 6 Deprivation= 0.02 Crore (0.14%)
  - Households with all the 7 Deprivations= 12,924 (0.01%)

2.6. SECC 2011 (Rural) allows ranking of households based on their socio economic status and therefore provides not only the names and number of families in each Panchayat that need benefits of government entitlement programmes but also details of their status on seven deprivation parameters. The SECC-2011 enables grading of households based on multidimensional aspects of poverty and generates granularity that allows prioritization of households and locations as financial resources in any given year may not be sufficient to cover the full target population simultaneously.

2.7. The findings on the seven deprivation parameters reveal that 2.38 crore households (3.63%) did not have any adult member between age group of 16-59 years. Whereas, 6.53 crore households were female headed households with no adult male member between age group of 16-59 years. 4.2 crore rural households did not have any literate member above 25 years. A summary of findings on seven deprivation criteria is given below:

SECC Deprivation Data

D1. Households with only one room, kucha walls and kucha roof;

D2. No adult members between ages of 16 and 59

D3. Female headed households with no adult male member between 16 and 59;

D4. Households with disabled member and no able bodied member

D5. SC/ST Households

D6. Households with no literate adult above 25 years

D7. Landless households deriving a major part of their income from manual casual labour.

Table 3

Total Households	**Total Households considered for deprivation**	**No. of Deprived Households with deprivation**						
		D-1	**D-2**	**D-3**	**D-4**	**D-5**	**D-6**	**D-7**
17,97,21,817	10,73,43,781	2,38,47,983	65,28,593	69,34,622	7,19,542	3,86,96,316	4,22,54,594	5,39,69,797
	08.72 Crore	13.27%	3.63%	3.86%	0.40%	21.53%	23.51%	30.03%

2.8. The SECC 2011 has also withstood the scrutiny and ground validation of its data at Gram Sabhas in 2532 Blocks of the country during Intensive Participatory Planning Exercise (IPPE) on 2nd October 2015.

Chapter – 3

3. Allocation of Funds to States under Rural Development Programmes

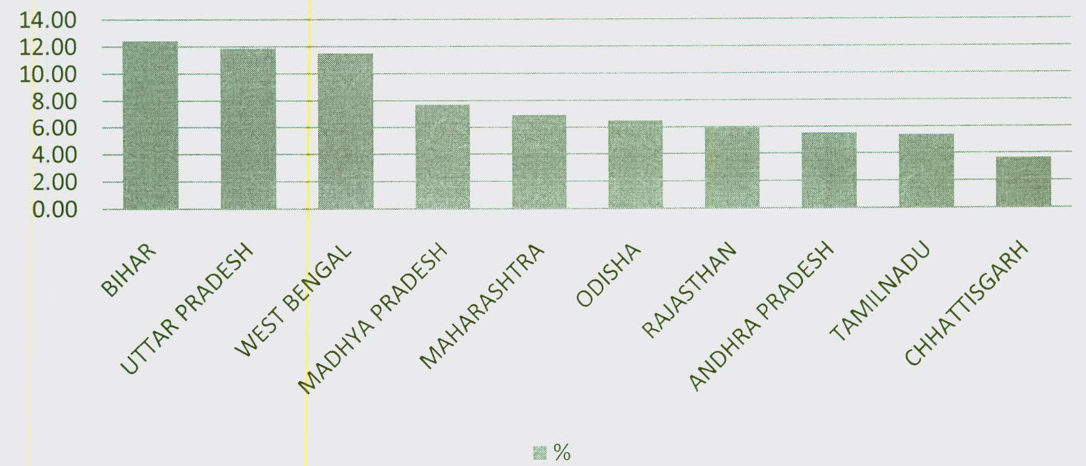
3.1. The Department of Rural Development implements schemes for generation of wage employment, promotion of self-employment, skilling of rural youths, provision of assistance for housing to the rural poor, creation of rural road connectivity and provision of social assistance to the elderly, widow and the disabled persons for improving socio-economic conditions of the rural poor.

3.2. In order to arrive at objective criteria for allocation of resources to States/UTs and identification and prioritization of beneficiaries under various programmes using SECC database, existing criteria being followed for identification of beneficiaries and allocation of resources to States/ UTs under different RD schemes were analysed.

3.3. So far, poverty ratios have been the basis for allocation of resources and earmarking of targets among the State Governments/UT Administrations under various rural development programmes like DAY-NRLM, IAY (now restructured as PMAY-G) and NSAP. MGNREGA, being a demand driven programme, no allocation is made to the states/UTs upfront. PMGSY is a programme that provides rural all weather road connectivity to the eligible rural habitations. The target beneficiary under this programme is eligible habitation and not individual.

3.4. In the Socio Economic and Caste Census, 2011 (SECC), 8.72 crore rural households were found to be deprived on at least one deprivation parameter. The data reveal high inter-state disparity in terms of distribution of deprived households across the States. More than half of the deprived households are concentrated in only five States of the country (figure 1). On the other hand, less than one tenth of the deprived households are distributed over 22 States/UTs.

Figure 1: Distribution of deprived HHs



3.5. On analysis of release of funds to states under Indira Awaas Yojana (IAY) and National Social Assistance Programme (NSAP), it was found that release of funds under these programmes is in accordance with the concentration of deprivation across the states. 52.0% and 52.8% of funds respectively under these programmes were released to those five States where concentration of deprivation is the most. Under PMGSY, such States accounted for 43.5% of total fund released during the period. Ten States with highest concentration of deprivation have received 63.2% of funds under PMGSY.

3.6. Ideally the flow of MoRD's fund should be in proportion to the extent of deprivation in different states. The flow of fund should be more towards the states where concentration of deprived households is more. Programme wise analysis of flow of funds to the States/ UTs is reported separately in the following chapters.

Table 4: State-wise deprivation status and release of funds under major rural development programme during 2012-13 to 2015-16

Sl No	State/ UT	SECC -2011			Release of funds during 2012-13 to 2015-16 (Rs in crore)									
		Total Households	Atleast 1 deprivation	% deprivation	MGNREGA	% release	IAY	% release	PMGSY	% release	NRLM	% release	NSAP	% release
1	BIHAR	17829066	10876054	12.47	4792.33	3.63	6617.28	15.74	6506.57	18.65	181.27	9.18	4923.57	15.44
2	UTTAR PRADESH	26015544	10381289	11.90	9397.52	7.13	5530.50	13.16	2270.98	6.51	93.07	4.71	4977.67	15.61
3	WEST BENGAL	15756750	10056266	11.53	14746.56	11.18	5129.01	12.20	2930.63	8.40	111.33	5.64	3102.86	9.73
4	MADHYA PRADESH	11288946	6748026	7.74	8268.93	6.27	2006.61	4.77	2687.88	7.70	204.37	10.35	2740.29	8.59
5	MAHARASHTRA	13834092	6058601	6.95	4764.03	3.61	2561.20	6.09	765.83	2.19	204.35	10.34	1101.86	3.45
6	ODISHA	8624075	5693785	6.53	4120.22	3.12	2979.04	7.09	3280.37	9.40	151.19	7.65	2753.37	8.63
7	RAJASTHAN	10223073	5165212	5.92	10316.71	7.82	1543.18	3.67	1564.52	4.48	43.06	2.18	1069.74	3.35
8	ANDHRA PRADESH	9344180	4822104	5.53	13944.17	10.57	2691.40	6.40	417.18	1.20	486.53	24.63	1826.73	5.73
9	TAMILNADU	10088119	4704939	5.39	17488.44	13.26	1526.50	3.63	865.86	2.48	185.47	9.39	2351.95	7.37
10	CHHATTISGARH	4540999	3179327	3.65	6046.50	4.59	1211.18	2.88	768.75	2.20	100.74	5.10	995.09	3.12
11	GUJARAT	6920473	2967972	3.40	1470.12	1.11	647.83	1.54	1537.85	4.41	28.45	1.44	494.70	1.55
12	ASSAM	5743835	2892859	3.32	2486.49	1.89	3280.89	7.81	1058.65	3.03	161.77	8.19	915.79	2.87
13	KARNATAKA	8048664	2836539	3.25	5536.43	4.20	1590.13	3.78	407.40	1.17	68.17	3.45	1639.09	5.14
14	JHARKHAND	5044234	2694061	3.09	3133.73	2.38	1117.47	2.66	1242.31	3.56	63.49	3.21	1126.17	3.53
15	TELANGANA	5643739	2136159	2.45	3744.81	2.84	658.23	1.57	274.61	0.79	80.66	4.08	370.04	1.16
16	KERALA	6319215	1469167	1.68	5702.21	4.32	889.58	2.12	305.41	0.88	85.41	4.32	509.62	1.60
17	HARYANA	2969509	997129	1.14	1018.10	0.77	348.56	0.83	523.66	1.50	14.25	0.72	279.99	0.88
18	PUNJAB	3269467	778245	0.89	775.18	0.59	45.24	0.11	818.65	2.35	15.91	0.81	211.82	0.66
19	J & K	1601606	586345	0.67	2445.65	1.85	210.13	0.50	1694.16	4.85	108.55	5.49	138.84	0.44
20	UTTARAKHAND	1479742	429888	0.49	1335.40	1.01	186.56	0.44	875.36	2.51	6.99	0.35	324.98	1.02
21	TRIPURA	693469	359529	0.41	3708.13	2.81	381.07	0.91	899.61	2.58	15.44	0.78	208.30	0.65
22	MEGHALAYA	485897	327506	0.38	996.85	0.76	225.39	0.54	263.26	0.75	6.40	0.32	70.64	0.22
23	HIMACHAL PRADESH	1263500	259673	0.30	1590.80	1.21	100.31	0.24	367.80	1.05	4.91	0.25	119.72	0.38
24	MANIPUR	448163	236653	0.27	1296.53	0.98	131.85	0.31	589.97	1.69	1.78	0.09	62.25	0.20
25	NAGALAND	284310	182441	0.21	1131.98	0.86	166.13	0.40	257.86	0.74	21.71	1.10	55.11	0.17
26	NCT OF DELHI	1051097	89744	0.10	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	194.37	0.61
27	ARUNACHAL PRA.	201510	72873	0.08	277.86	0.21	150.88	0.36	1184.10	3.39	3.58	0.18	29.62	0.09
28	MIZORAM	111626	66499	0.08	893.62	0.68	48.65	0.12	177.46	0.51	8.13	0.41	36.89	0.12
29	PUDUCHERRY	115249	40336	0.05	37.98	0.03	0.00	0.00	0.00	0.00	2.85	0.14	35.13	0.11
30	SIKKIM	88723	33480	0.04	341.01	0.26	29.46	0.07	358.77	1.03	2.17	0.11	16.95	0.05
31	D & N HAVELI	45352	25378	0.03	0.40	0.00	1.38	0.00	0.00	0.00	0.00	0.00	2.04	0.01
32	GOA	220731	23816	0.03	8.32	0.01	16.79	0.04	0.00	0.00	0.00	0.00	2.92	0.01

33	A & N ISLANDS	68481	15976	0.02	56.37	0.04	10.13	0.02	0.00	0.00	0.00	0.00	1.74	0.01
34	DAMAN AND DIU	31795	6313	0.01	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.33	0.00
35	CHANDIGARH	15657	3925	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	5.42	0.02
36	LAKSHADWEEP	10929	1455	0.00	1.91	0.00	1.37	0.00	0.00	0.00	0.00	0.00	0.21	0.00
	Total	**179721817**	**87219564**	**100**	**131875.30**	**100**	**42033.92**	**100**	**34895.43**	**100**	**1975.51**	**100**	**31894.45**	**100**

Chapter – 4

4. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

4.1. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was notified on 7th September, 2005. The Act provides a legal guarantee of upto 100 days of wage employment in every financial year to every rural household whose adult members volunteer to do unskilled manual work. The Act was implemented in 200 districts in first phase with effect from 2nd February, 2006 and was extended to all the rural districts of the country in phases. MGNREGA is premised on demand for employment and aims at creating durable assets. Employment is generated through a shelf of permissible works which includes works related to water conservation and water harvesting, drought proofing (including afforestation/tree plantation), land development and rural connectivity. Such works, besides generating rural income through generation of unskilled wage employment, also enhance rural productivity.

4.2. Successful implementation of MGNREGA depends on proper planning and timely availability of funds. The States are required to prepare a labour budget well before the beginning of a financial year. Labour budget is prepared at the GP level and is aggregated at the state level. MGNREGS fund at the state level has two parts- (1) Central government share that includes entire wages of unskilled workers, 75 per cent of cost of material and wages of skilled and semi-skilled workers, administrative expenses and expenses of Central Employment Guarantee Council and (2) State government Share, which includes 25 per cent of material cost and wages of skilled and semi-skilled workers, unemployment allowance, and administrative expenses of State Employment Guarantee Council. Normally, Central government share is released in two tranches on the basis of agreed to Labour Budget and performance of the States/UTs during a year. Each tranche may consist of more than one instalment. First tranche is released in the month of April based on the number of person days projected by the States/UTs for the first six months of the year after adjusting unspent balance and pending liabilities, if any. Based on unspent balances and actual performance against the agreed Labour Budget, second tranche is released.

4.3. Under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), which is a demand driven programme, a marginal increase has been seen in the release of funds to the states with highest concentration of deprivation (Table 5) over the last three years (2013-14 to 2015-16). The Expert Group has noted that funds released to the top five States (in terms of total fund disbursement) is around 50% during the last three years (Table 6). During 2013-14 and 2014-15, amongst these states, only Uttar Pradesh and West Bengal find place from amongst the list of states where concentration of deprivation is the most. Whereas, Bihar and Maharashtra despite having greater concentration of deprived households, are not amongst the top five recipients of MGNREGA fund. This suggests that though flow of fund became marginally progressive over the year, further efforts are required to make it more progressive. MGNREGS in principle should be more focussed towards the regions where concentration of deprived households is more.

Table 5: Release of funds under MGNREGA to States where concentration of Deprived Households is the most

State	2013-14		2014-15		2015-16	
	Release (Rs in crore)	% of total release	Release (Rs in crore)	% of total release	Release (Rs in crore)	% of total release
Bihar	1580.71	4.83	959.68	2.95	1024.12	2.79
Uttar Pradesh	2896.39	8.85	2513.41	7.74	2695.69	7.36
West Bengal	2894.38	8.84	3744.95	11.53	4711.74	12.86
Madhya Pradesh	1839.82	5.62	2451.63	7.55	2367.32	6.46
Maharashtra	1152.92	3.52	799.51	2.46	1238.35	3.38
Cumulative share	**10364.22**	**31.66**	**10469.18**	**32.23**	**12037.23**	**32.85**

Table 6: Funds released under MGNREGA to top most States

2013-14			2014-15			2015-16		
State	% release	Cumulative share in release	State	% release	Cumulative share in release	State	% release	Cumulative share in release
Andhra Pradesh	14.51	14.51	Tamil Nadu	11.64	11.64	Tamil Nadu	14.93	14.93
Tamil Nadu	14.32	28.83	West Bengal	11.53	23.18	West Bengal	12.86	27.79
Uttar Pradesh	8.85	37.68	Rajasthan	9.16	32.34	Andhra Pradesh	8.39	36.17
West Bengal	8.84	46.52	Andhra Pradesh	8.94	41.28	Rajasthan	7.36	43.53
Rajasthan	6.29	52.81	Uttar Pradesh	7.74	49.02	Uttar Pradesh	7.36	50.89

4.4. The Ministry therefore, needs to evolve some institutional arrangement to support those states with higher concentration of deprived households to respond to potential demand. This not only will ensure better performance of the scheme but will also help in changing the socio-economic landscape of the poor regions of the country.

Chapter – 5

5. Deen Dayal Antyodaya – National Rural Livelihoods Mission (DAY-NRLM)

5.1. National Rural Livelihood Mission (NRLM) was launched in June 2011 with the objective to organize all rural poor households of the country and support them till they come out of abject poverty. NRLM has now been renamed as Deen Dayal Antyodaya Yojana – National Rural Livelihoods Mission (DAY-NRLM). It seeks to reach out to 8 – 9 crore rural poor households and organize one woman-member from each household into affinity based women Self Help Groups (SHGs) and federations at the village level and at higher levels by 2021-22. While doing so, DAY-NRLM aims to ensure adequate coverage of vulnerable sections of the society in a manner that 50% of the beneficiaries are members of the Scheduled Castes and Scheduled Tribes, 15% minority and 3% persons with disability.

5.2. The SHGs and their federations promoted under DAY-NRLM are expected to provide a close and long term handholding support to each of their members and enable them to access financial services from banks, diversify and stabilize their livelihoods and effectively access their entitlements. The objective is to ensure that each family, once it is in the SHG network for a period of 6 – 8 years, is able to achieve household food security and have stabilized livelihoods. Special emphasis is particularly given on vulnerable communities such as manual scavengers, victims of human trafficking, Particularly Vulnerable Tribal Groups (PVTGs), Persons with Disabilities (PwDs) and bonded labour. NRLM has devised special strategies to reach out to these communities and help them graduate out of poverty. The financial assistance under DAY-NRLM is shared between the Centre and states in the ratio of 60:40 except for North Eastern States including Sikkim and the Himalayan states of Himachal Pradesh, Jammu & Kashmir, and Uttarakhand where the funding ratio is 90:10.

5.3. The NRLM has another component of National Rural Livelihood Project (NRLP). The Government of India has availed credit from the International Development Association (IDA) for implementing the NRLP, under NRLM. National Rural Livelihoods Project (NRLP) has been designed as a sub-set of NRLM to create 'proof of concept', build capacities of the Centre and States and create an enabling environment to facilitate all States and Union Territories to transit to the NRLM. NRLP is being implemented in 13 high poverty states accounting for about 90 percent of the rural poor in the country. Intensive livelihood investments are made by the NRLP in 107 districts and 422 blocks of 13 states (Assam, Bihar, Chhattisgarh, Jharkhand, Gujarat, Maharashtra, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, West Bengal, Karnataka and Tamil Nadu). The allocation of NRLP project funds among the states is demand based.

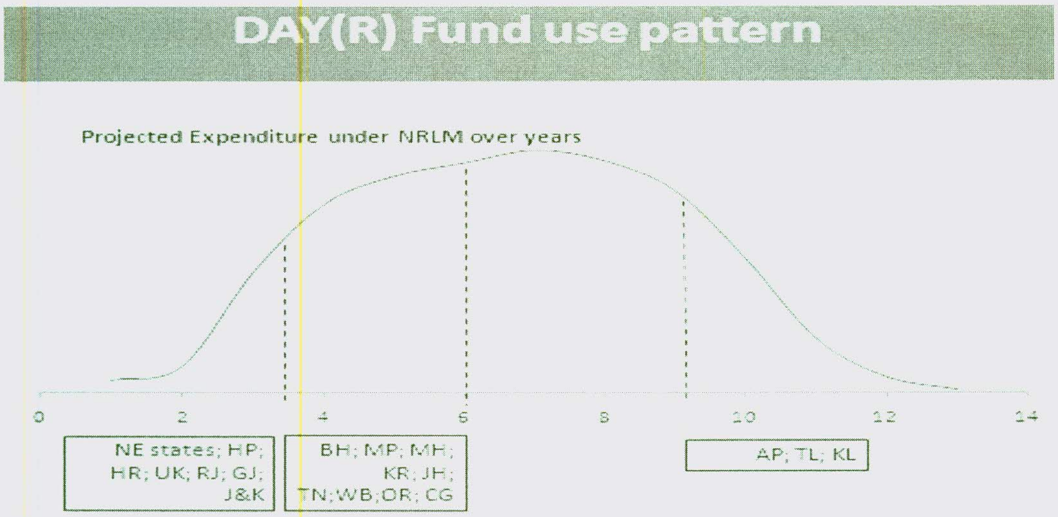
5.4. NRLP broadly supports the following components:

- Institution and human capacity development at the national, state, district and sub-district level such that support institutional structures are created,

- State livelihood support towards establishment of institutional platforms of the rural poor for improved access to financial, livelihood and public services,
- Innovation and partnership to identify and partner innovative ideas which address the livelihood needs of the rural poor and help pilot or scale them,
- Project management and monitoring and learning systems.

5.5. As part of the DAY-NRLM, a placement linked skill development programme, Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY), is also being implemented. The skill development programme seeks to provide skills to the rural youth and place them in relatively high wage employment sectors of the economy. The programme is implemented in partnership with people, private, non-government and community organizations. Strong relationships are being built with industry associations and employers to enhance the employability of the rural youth skilled under the programme.

5.6. At present, the criteria for interstate allocation of resources under NRLM is inter State poverty ratio with weightage of 80% as defined by adjusted poverty ratio of 1993-94 and 20 % weightage is given to the total interest subvention. It is important to bear in mind that NRLM fund utilisation in intensive block increases gradually till it reaches to its peak and then declines. The fund requirements of States also follow a similar pattern.



5.7. Release of fund under DAY-NRLM has been lower than the budget allocation under the programme which has further reduced over the years as is evident from Table-11. The overall allocation of funds under DAY-NRLM has seen a reduction over time from Rs 1689.84 crore in 2013-14 to Rs 919.63 crore in 2014-15 to Rs 444.90 crore in 2015-16. The allocation is based on fund utilization by states. States, namely, Bihar, West Bengal, Uttar Pradesh, Madhya Pradesh and Odisha where concentration of deprived households are more were allocated more than 45% of the funds under the programme during last three years. In 2015-16, the allocation of funds to these states increased by about 6 percentage points to 51% compared to the previous year (2014-15).

Table 8: Allocation of funds under NRLM to States where concentration of households facing deprivation are more

State	2013-14		2014-15		2015-16	
	Allocation (Rs in crore)	% of total allocation	Allocation (Rs in crore)	% of total allocation	Allocation (Rs in crore)	% of total allocation
Bihar	196.16	11.61	101.42	11.03	56.91	12.79
West Bengal	115.58	6.84	70.28	7.64	32.21	7.24
Uttar Pradesh	287.47	17.01	142.23	15.47	82.61	18.57
Madhya Pradesh	93.05	5.51	47.19	5.13	27.10	6.09
Odisha	106.55	6.31	57.30	6.23	28.54	6.42
Total	**798.81**	**47.27**	**418.42**	**45.50**	**227.37**	**51.11**

5.8. Andhra Pradesh, Telangana and Kerala are now in the declining phase of fund requirement under DAY-NRLM. Bihar, Madhya Pradesh, Maharashtra, Karnataka, Jharkhand, West Bengal, Odisha and Chhattisgarh are moving towards increasing expenditure which is expected to peak in two to three years' time. Strict formula based allocation to states therefore, may result in funds getting lapsed. It was advocated that 20-30 percent of annual budget allocation be kept unmarked to give impetus to states that need strengthening of state Rural Livelihoods Mission.

5.9. NRLM depends critically on dedicated sensitive support units at the State, district and sub-district levels, to catalyse the process of social mobilization; build institutions, capacities and skills; facilitate financial inclusion and access to financial services; support livelihoods and to promote convergence and partnerships with various programmes and stakeholders. These units need to be staffed with professionally competent and dedicated human resources. The challenge before DAY-NRLM is to find human resources that are capable and committed to SHGs and its development. States are constrained by lack or inadequacy of such human resources which limits utilization of DAY-NRLM budget provisioned year after year.

5.10. Financial Inclusion is critical for success of DAY-NRLM. However, the poor had not significantly succeeded in breaking entry barrier to banks and insurance companies. Financial Institutions' drive to include poor has yielded rich dividend and would help considerably in increasing their absorption capacity. With 21.39 crore Jan Dhan accounts with banks (with a deposit of Rs. 34,842 crore), 9.39 crore Suraksha Bima Yojana and 2.95 crore Jeevan Jyoti Yojana beneficiaries and linking of these accounts with Aadhaar, there is a strong exogenous push to the DAY-NRLM objective of financial inclusion of the poor. Since one of the objectives of DAY-NRLM is to facilitate universal expansion to the affordable, cost effective and reliable financial services to the poor, this financial inclusion push is a wind fall gain for the DAY – NRLM, which now needs to capitalize on this. DAY-NRLM needs to link 8.72 crore household reporting deprivation with Jan Dhan Yojana Accounts, which would allow these SHGs to secure credit for investments. This exercise needs to be undertaken on mission mode to empower all poor households (women) and transform them into aggregate institutions of the poor that would provide them with voice, active economic space and resources through DAY-NRLM every day.

Chapter - 6

6. Pradhan Mantri Awaas Yojana - Rural

6.1. Housing is a basic requirement for human survival and decent life. A house contributes significantly to well-being and is essential for a person's social and economic development. It supports livelihoods and promotes social integration. Investment in rural housing stimulates local economic development by providing employment and opportunities for skill development. Government through Pradhan Mantri Awaas Yojana - Gramin (erstwhile IAY) envisions to provide adequate, affordable and comfortable house to every shelter less person; promote inclusive and sustainable habitats, thereby facilitate holistic development of the family and community through a process that is proactively inclusive, participatory and socially just.

6.2. Under the PMAY-R scheme, financial assistance is provided to shelter-less rural BPL households for construction of dwelling units. The ceiling for construction of a new house under erstwhile Indira Awaas Yojana (IAY) is Rs.70,000/- per unit in plain areas and Rs.75,000/- in hilly/difficult areas/Left Wing Extremists affected districts. For upgradation of a kutcha / dilapidated house, Rs.15,000/- is provided. Sanitary latrine is now a mandatory requirement of an IAY house in convergence with 'Swachh Bharat Mission (G)'. The grants under the erstwhile scheme of IAY are released by the Centre and States in the ratio of 75:25 (now 60:40). However, in case of eight North-Eastern States and three Himalayan states, the funding is shared in the ratio of 90:10 by the Centre and the States. In case of UTs, the entire funds are provided by the Centre. For the poorest of the poor who are landless and do not have house-sites, an assistance of Rs 20,000/- for purchase of a house site is also provided which is shared on 50:50 basis between the Government of India and the States. From the financial year 2014-15, Central Government transfers the funds to the consolidated fund of the state and the state government has to transfer the funds along with state's share within two weeks to the local bodies.

6.3. Under the rural housing scheme, assistance used to be provided to the BPL households identified by the community through Gram Sabha following the criteria suggested from time to time. In the absence of SECC data the annual allocation for the States/UTs used to be made broadly on the basis of 75% weightage to the housing shortage in rural areas in the state as per the latest census data and 25% weightage to the number of people living below poverty line (BPL). Within this overall target, allocation of funds for SCs, STs and Minorities are made on the basis of the proportionate population of these categories in the States/UTs, suitably adjusted to avoid distortions.

6.4. The Government during 2014-15 had announced in the President's address to the Parliament that – "By the time the nation completes 75 years of its Independence i.e., 2022, every family will have a pucca house with water connection, toilet facilities, 24x7 electricity supply and access". The Finance Minister had stated, while presenting the Union Budget 2015-16 that the call given for 'Housing for all by 2022' would require completion of 2 crore houses in urban areas and 4 crore houses in rural areas.

6.5. Since SECC provides data on housing deprivation, allocation under the scheme amongst the states can be made commensurate with the number of houses that need to be built in each state. As per the SECC 2011 data, 1.7 lakh households are shelter-less, 12 lakh households have reported themselves as households with zero room, 2.26 crore households reported with one room with kutcha walls and kutcha roof and 1.55 crore reported with two room houses with kutcha walls and kutcha roof. Thus, nearly 4 crore rural families need to be given safe houses. As the status on housing has changed since 2011, it is estimated that 2.95 crore houses, with an anticipated variation of +/- 10%, need to be constructed to provide houses to all houseless households in rural areas.

6.6. The Group, during its interim discussion with MoRD, had given a road map on selection of beneficiaries as well as criteria for allocation of resources to states. The Group is satisfied that its interim advice has been adopted by the Department and accordingly appropriate guidelines have been issued to make inter-state allocation based on the Socio Economic and Caste Census (SECC 2011) data to cover households that are houseless or living in houses with kutcha walls and kutcha rooms with two rooms or less after excluding households falling under the automatic exclusion category. States are now being allocated funds in proportion to the eligible households falling under them. In the first year, resource allocation is being made giving 75% weightage to SECC housing deprivation ratio and 25% to the existing head count ratio of poverty. The Group strongly feels that from the second year, funds should be allocated to the states based on the SECC housing deprivation data alone.

6.7. The assistance provided under the rural housing scheme and implementation structures has now been changed. The IAY has been restructured as Pradhan Mantri Awaas Yojana - Gramin with enhanced unit cost assistance of Rs. 1,20,000 for plain areas and Rs 1,30,000 for hilly states, difficult areas and IAP districts.

6.8. The rural housing scheme has suffered from lack of transparency and infirmities in the process of selection of beneficiaries. SECC provides an objectively verifiable set of parameters which can be used to make the selection norm unbiased and transparent, thereby enhancing efficiency in implementation of the programme. The Group notes that the SECC data has been published after inviting objections.

Chapter – 7

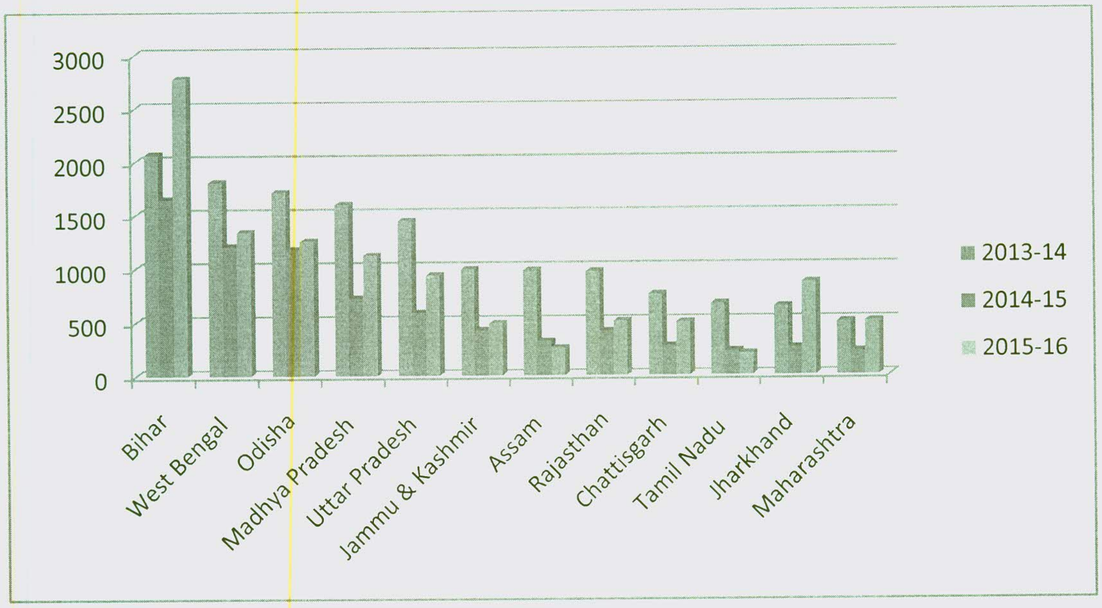
7. Pradhan Mantri Gram Sadak Yojana (PMGSY)

7.1. Pradhan Mantri Gram Sadak Yojana (PMGSY) is a Centrally Sponsored Scheme with the objective to provide all-weather road connectivity to all eligible unconnected habitations, existing in the core network, in rural areas of country. The programme envisages connecting all eligible unconnected habitations with a population of 500 persons and above (as per 2001 Census) in plain areas and 250 persons and above (as per 2001 Census) in Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura Himachal Pradesh, Jammu & Kashmir and Uttarakhand), Tribal (Schedule-V) areas, the Desert Areas (as identified in Desert Development Programme) and in Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs/erstwhile Planning Commission). The PMGSY permits upgradation (to prescribed standards) of existing rural roads in districts where all the eligible habitations of the designated population size have been provided all weather road connectivity. For most intensive IAP blocks as identified by the Ministry of Home Affairs, unconnected habitations with population 100 and above (as per 2001 census) would be eligible to be covered under PMGSY.

7.2. The funds under PMGSY are released from the Centre to the State Rural Road Development Agency (SRRDA) and then disbursed to the district level implementing agencies. Funds to the States are released in two instalments. The first instalment of 50 per cent of the value of the projects cleared by the Ministry or total allocation of the State, whichever is lower, are released after the projects have been cleared by the Ministry. Since the cost of only the contracted works have to be paid, the second instalment is calculated on this basis and is equal to the balance due on the cost of the awarded works. Release of second instalment is made subject to the utilisation of 60 per cent of the available funds and completion of at least 80 per cent of the road works awarded in the year. This ensures that the funds do not remain unutilized in the states.

7.3. PMGSY is benefiting the States with poor infrastructure and funds are allocated as per the pre-determined formula. The combined share of the five states, where concentration of deprivation is most in the country, has been more than 43% during the last three years. The pattern of flow of funds to states under PMGSY among major states may be seen in Figure 2.

Figure 2: Fund allocation pattern under PMGSY in some major States



7.4 Roads are essential for connecting villages to schools, hospitals, market for produce and services, and for creating a dynamic interface with development process itself. All weather road connectivity of hamlets and villages reporting higher deprivation should immediately be considered. A stronger financial support to PMGSY with indicative budget figures of 2-3 years is recommended. This would be in tune with government's renewed focus to revive the rural economy.

Table 7: Allocation of funds under PMGSY to five states where concentration of deprivation is the most

State	2013-14		2014-15		2015-16	
	Allocation (Rs. in crore)	% of total allocation	Allocation (Rs. in crore)	% of total allocation	Allocation (Rs. in crore)	% of total allocation
Bihar	2071.00	12.15	1650.00	16.25	2781.00	19.70
Uttar Pradesh	1446.00	8.48	591.00	5.82	937.00	6.64
West Bengal	1812.00	10.63	1209.00	11.91	1343.00	9.51
Madhya Pradesh	1600.00	9.38	726.00	7.15	1122.00	7.95
Maharashtra	496.00	2.91	221.00	2.18	503.00	3.56
Total	7425.00	43.55	4397.00	43.31	6686.00	47.36

7.4. The Group is pleased to note that the Government has decided to connect all eligible rural habitations with all-weather roads under PMGSY by March 2019 by enhancing the pace of implementation of the programme. However, the Group felt that the implementation of PMGSY is not directly related to the rollout of the SECC and its present norms of allocation of resources among states are appropriate.

Chapter – 8

8. National Social Assistance Programme

8.1. National Social Assistance Programme (NSAP) is a social assistance programme for elderly, widows, disabled persons and to the families in case of death of the primary breadwinner belonging to Below Poverty Line (BPL) Households. This scheme has been launched keeping in view the spirit of Article 41 of the Constitution of India which directs the State to provide public assistance to its citizens in case of unemployment, old age, sickness and disablement and in other cases of undeserved want within the limit of its economic capacity and development. The intention of launching the scheme is to ensure that social protection to the beneficiaries is available throughout the country and for this 100 percent central assistance is provided.

8.2. Presently NSAP comprises the following schemes for Below Poverty Line (BPL) Households:

i) **Indira Gandhi National Old Age Pension Scheme (IGNOAPS):** Under the scheme, assistance is provided to person of 60 years and above and belonging to family living below poverty line as per the criteria prescribed by Government of India. Central assistance of Rs. 200/- per month is provided to person in the age group of 60-79 years and Rs. 500/- per month to persons of 80 years and above.

ii) **Indira Gandhi National Widow Pension Scheme (IGNWPS):** Under the scheme Central assistance @Rs. 300/- per month is provided to widows in the age-group of 40-79 years and belonging to family living below poverty line as per the criteria prescribed by Government of India.

iii) **Indira Gandhi National Disability Pension Scheme (IGNDPS):** Under the scheme Central assistance @Rs. 300/- per month is provided to persons aged 18-79 years with severe and multiple disabilities and belonging to family living below poverty line as per the criteria prescribed by Government of India.

iv) **National Family Benefit Scheme (NFBS):** Under the scheme a BPL household is entitled to a lump sum amount of money on the death of the primary breadwinner aged between 18 and 59 years. The amount of assistance is Rs. 20,000/-.

v) **Annapurna:** Under the scheme, 10 kg of food grains per month are provided free of cost to those senior citizens who, though eligible under IGNOAPS, are not receiving old age pension.

8.3 Currently, Central assistance to States/ UTs under NSAP is determined on the basis of BPL population of the State. For estimating number of beneficiaries under each scheme for each State/UT, the population figure as per the census of 2001 and the poverty ratio determined by the erstwhile Planning Commission have been taken into account. The estimated number of beneficiaries for ensuing year is determined based on the reports of the previous year submitted by the State Governments/ UT Administrations. State wise and sub-scheme wise number of rural and urban beneficiaries under NSAP for the year 2016-17 are reported in Table 9. The total number of beneficiaries in the country under the scheme are 3,20,22,708, of which 87.3% are from rural areas.

Table 9: State/UT-wise and Scheme-wise Rural and Urban NSAP Beneficiaries

S.No	STATE/UT	STATE-CAP	SCHEMES							
			IGNOAPS		IGNDPS		IGNWPS		TOTAL	
			Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
1	A & N ISLAND	7,729	545	1	1	0	3	0	549	1
2	ANDHRA PRADESH	932,661	898,259	124,596	38,372	3,405	268,909	39,221	1,205,540	167,222
3	ARUNACHAL PRADESH	34,139	7,793	0	0	0	0	0	7,793	0
4	ASSAM	864,306	710,844	57,688	35,487	2,583	109,676	8,151	856,007	68,422
5	BIHAR	3,757,323	3,763,333	287,551	64,747	5,127	463,778	37,489	4,291,858	330,167
6	CHANDIGARH	6,257	339	2,551	18	82	303	2,412	660	5,045
7	CHHATTISGARH	937,139	510,941	97,824	28,604	7,235	118,912	27,726	658,457	132,785
8	DADRA & NAGAR HAVELI	9,700	8,994	605	131	11	1,712	267	10,837	883
9	DAMAN & DIU	1,376	3,212	1,162	259	215	1,423	1,508	4,894	2,885
10	DELHI	162,085	0	429,706	0	43,555	0	64,452	0	537,713
11	GOA	21,687	1,653	52	34	7	296	19	1,983	78
12	GUJARAT	832,638	304,191	155,359	3,562	3,836	16,733	10,984	324,486	170,179
13	HARYANA	267,514	159,195	35,752	19,024	5,055	66,261	24,326	244,480	65,133
14	HIMACHAL PRADESH	119,472	85,125	2,207	669	20	19,742	900	105,536	3,127
15	JAMMU AND KASHMIR	150,448	118,143	15,715	2,460	335	6,141	1,307	126,744	17,357
16	JHARKHAND	1,119,915	889,355	38,075	17,822	397	276,003	6,049	1,183,180	44,521
17	KARNATAKA	1,404,820	748,404	143,904	41,257	2,312	444,371	112,703	1,234,032	258,919
18	KERALA	688,329	519,079	12,737	199,127	5,360	733,282	20,867	1,451,488	38,964
19	LAKSHADWEEP	905	191	0	69	0	90	0	350	0
20	MADHYA PRADESH	2,205,963	1,371,425	244,881	86,744	20,477	487,183	100,593	1,945,352	365,951
21	MAHARASHTRA	1,346,215	945,110	151,351	5,625	580	40,014	5,929	990,749	157,860
22	MANIPUR	65,413	53,068	15,123	936	384	3,456	1,201	57,460	16,708
23	MEGHALAYA	87,447	43,544	3,154	1,412	46	6,554	322	51,510	3,522
24	MIZORAM	27,576	16,425	7,749	549	168	1,541	649	18,515	8,566
25	NAGALAND	49,210	46,282	1,458	525	98	1,240	156	48,047	1,712
26	ODISHA	2,037,955	1,325,939	95,089	69,889	5,092	462,869	36,713	1,858,697	136,894
27	PONDICHERRY	28,757	20,093	18,084	0	0	17,930	10,239	38,023	28,323
28	PUNJAB	249,699	89,369	15,686	4,063	428	8,268	1,517	101,700	17,631
29	RAJASTHAN	1,135,202	818,430	93,294	21,862	3,402	107,912	23,263	948,204	119,959
30	SIKKIM	18,849	14,310	1,078	481	8	718	102	15,509	1,188
31	TAMIL NADU	1,866,210	1,356,879	364,086	61,910	0	581,661	0	2,000,450	364,086
32	TELANGANA	666,553	505,118	93,214	23,087	7,444	131,367	61,801	659,572	162,459
33	TRIPURA	161,581	129,574	10,855	2,166	331	15,673	2,774	147,413	13,960
34	UTTARAKHAND	349,197	241,539	12,796	3,046	625	25,600	183	270,185	13,604
35	UTTAR PRADESH	5,519,621	3,929,453	274,779	74,985	295	1,025,236	0	5,029,674	275,074
36	WEST BENGAL	2,154,532	1,431,806	291,054	47,209	15,797	618,611	232,736	2,097,626	539,587
GRAND TOTAL		29,288,423	21,067,960	3,099,216	856,132	134,710	6,063,468	836,559	27,987,560	4,070,485

8.4 States are also urged to provide at least an equivalent amount over and above the assistance provided by the Central Government under the scheme to increase the level of assistance to beneficiaries. Except the States of Arunachal Pradesh, Manipur and Nagaland, all States/ UTs are providing top-up to enhance amount of pension available to the beneficiaries. Top-up varies from State to State as is evident from Table 10.

Table 10: Top-up given by the States/UTs

Sl no	Top-up in Rs per person per month	States/UTs
1	No top-up	Arunachal Pradesh, Nagaland and Manipur
2	Top-up of Rs 50/-	Meghalaya and Mizoram
3	Top-up of Rs 75/-	Madhya Pradesh
4	Top-up of Rs 100/-	Chhattisgarh, Odisha and Uttar Pradesh
5	Top-up of Rs 200/-	Assam, Gujarat and Jammu & Kashmir
6	Top-up of Rs 250/-	Kerala, Punjab and West Bengal
7	Top-up of Rs 300/-	Tripura and Karnataka
8	Top-up of Rs 400/-	Bihar, Maharashtra and Sikkim
9	Top-up of Rs 600/-	Uttarakhand
10	Top-up of Rs 800/-	Andhra Pradesh, Dadar and Nagar Haveli, Daman and Diu, Lakshadweep and Tamil Nadu
11	Top-up of Rs 1000/-	Chandigarh, Delhi, Himachal Pradesh and Telangana
12	Top-up of Rs 1200/-	Haryana
13	Top-up of Rs 1800/-	Puducherry and Goa

8.5 Many States also have their own social assistance schemes with more relaxed eligibility criteria to extend assistance to a larger group of elderly, widows, and disabled persons. Some of these schemes were started before the implementation of NSAP. For instance, in addition to 8.92 lakh beneficiaries covered under IGNOAPS in Karnataka, the state provides old age pension to 12.2 lakh persons under its scheme Sandhya Suraksha Yojana on more liberal income criteria. The State Government of Goa has launched the "The Goa Welfare / Pension Scheme for Seafarers, 2012" to provide a monthly pension of Rs. 2,500/- to retired Goan Seamen who held low paid jobs on board the ship, or retired prematurely on medical grounds before retirement and widows of deceased seamen on compassionate grounds, provided the annual income from all sources of such persons does not exceed Rs. 1.20 lakhs. Puducherry has instituted old-age pension scheme for persons 55 years and above for those with annual income of less than Rs.75,000. Uttar Pradesh has the Samajwadi Pension Scheme which covers 54.99 lakh beneficiaries, targeted to the household heads of poor families. It covers 50.29 lakh beneficiaries under NSAP. As an upper-bound (i.e., assuming no duplication of benefits between the State and NSAP scheme), nearly 1.05 crore persons are covered under pension assistance in the state. This is well above roughly 83 lakh SECC-based estimate of elderly, widows, and disabled persons who reside in households that do not meet the exclusion criteria in Uttar Pradesh. Based on aggregate numbers, however, it is difficult to say whether some draw benefits from multiple schemes while others are excluded altogether.

8.6 National Social Assistance Programme has seen a reduction in allocation of funds over the last three years. Around 80% of the programme funds have been allocated to 10 States which covers all the five States where concentration of deprivation is the most. Total allocation to five States where concentration of household reporting deprivation is the most has been over 50% during 2013-14 to 2015-16. The allocation of funds to the top 10 States in terms of total availability of funds is given at Table -14.

Table 11: Details of funds allocated under NSAP (in decreasing order)

2013-14			2014-15			2015-16		
State	Allocation (Rs in Crore)	% of total allocation	State	Allocation (Rs in Crore)	% of total allocation	State	Allocation (Rs in Crore)	% of total allocation
Uttar Pradesh	1579.51	16.43	Uttar Pradesh	1092.70	15.43	Uttar Pradesh	1483.08	16.34
Bihar	1323.92	13.77	Bihar	992.94	14.02	Bihar	976.94	10.76
West Bengal	831.56	8.65	West Bengal	716.04	10.11	Maharashtra	855.67	9.42
Madhya Pradesh	744.54	7.74	Madhya Pradesh	558.40	7.88	West Bengal	618.48	6.81
Maharashtra	722.58	7.52	Odisha	534.71	7.55	Madhya Pradesh	611.57	6.74
Odisha	712.95	7.42	Tamilnadu	438.90	6.20	Assam	599.79	6.61
Andhra Pradesh	624.95	6.50	Karnataka	400.13	5.65	Odisha	544.29	6.00
Tamilnadu	585.19	6.09	Maharashtra	370.54	5.23	Tamilnadu	526.20	5.80
Karnataka	533.50	5.55	Andhra Pradesh	273.36	3.86	Karnataka	418.02	4.60
Rajasthan	312.75	3.25	Rajasthan	234.57	3.31	Jharkhand	335.65	3.70
Total	**7971.46**	**82.91**	**Total**	**5612.27**	**79.23**	**Total**	**6969.69**	**76.77**

8.7 With the completion of SECC 2011, the data on distribution of old age people, widow and differently abled, along with their socio-economic profile across the states are available. These are amongst the most vulnerable sections of society. Therefore, the Group recommends that elderly, widows and disabled persons residing in households that do not meet any of the automatic exclusion criteria should be covered under the pension schemes.

8.8 9.93 crore persons out of 88.66 crore rural population are of the age 60 years and above. 8.38 lakh old-age persons belong to households that have reported on automatic inclusion criteria of SECC for identifying poorest of the poor. 4.06 crore old-age persons belong to households that have reported on deprivation parameters. 1.12 crore persons belong to households with zero deprivation who are vulnerable. Thus, nearly 5.27 crore old-age persons would be eligible to receive social assistance under NSAP. At present 2.10 crore old-age persons are receiving pension under IGNOAPS. States in addition are giving pension from its own resources under their own schemes to nearly 1.12 crore old-age persons.

8.9 As an upper-bound (assuming no duplication of benefits between the Central and State schemes) of the 5.27 crore old-age persons eligible for pension in rural areas i.e., who do not get automatically excluded, only 3.22 crore persons are receiving assistance under old-age pension. Fiscal resources would accordingly need to be arranged to extend coverage to all eligible elderly.

8.10 The SECC criteria for identifying poor and deprived have not been worked out for urban areas by Ministry of Housing and Urban Poverty Alleviation. However, following existing ratio of allocation under NSAP for rural and urban areas, additional resources for providing pension to urban poor would also be needed.

8.11 Many old age persons are already covered under either the Central or State schemes. Additional resources to States should be provided to bridge the financial gap for providing pensions to eligible beneficiaries who are yet to be covered under either the Central or State schemes. Identification of eligible beneficiaries who are presently excluded from both schemes (or of ineligible beneficiaries drawing one or more pensions) can be facilitated by digitization of records under the scheme and Aadhaar seeding of TIN of all households getting pension benefits.

8.12 Under the IGNOAPS a central assistance of Rs 200 is provided to the person in the age group of 60-79 years and belonging to BPL category. Persons of 80 years and above are given the central assistance of Rs 500 per month. The Expert Group is of the view that to be eligible to receive higher assistance of Rs 500 the age bracket should be 70 years and above, in place of 80 years and above. 5,27,45,903 persons in rural areas are reported as above 60 years of age who are not automatically excluded. This number reduces to 35% (2,35,95,760) in the age group of 70 plus and further to 12% (63,59,630) in the age group of 80 plus. Additional financial requirement on account of providing higher pension of Rs. 500 from the central fund to the old age people of 70 years and above in rural areas would be around Rs. 6000 crores annually.

8.13 The Expert Group is of the view that the amount of pension given under NSAP is not sufficient and needs to be increased annually based on increase in Consumer Price Index. The Group also notes the good practice by a number of states that are matching or exceeding the Central Scheme contribution (see Table-17). Adoption of this practice by all states would extend critical assistance to these vulnerable groups.

8.14 SECC data reports 1,99,86,896 women (18-79 years) as widows in rural areas. Out of this 74,90,895 meet the SECC automatic exclusion criteria. Thus, 1,24,96,001 widows in rural areas need the benefits under IGNWPS.

Widows of age 80 years migrate to IGNOAPS and get higher pension benefit. Out of 1,24,96,001 widows, 1,05,58,578 (84.49%) are of above 60 years of age. 6,04,614 widows (3.02%) are of above 60 years of age and disabled requiring urgent assistance.

8.15 Amongst those reported as widows, 12,31,127 (6.15%) are in the age group of 18-39 years. Presently, widows in the age group of 18-39 are not covered under Widow Pension Scheme. The Group is of the view that they should also be included. The additional financial requirement for the central government on account of providing Widow Pension to the widows of age 18-39 would be around Rs 300 crore annually at present rate. Special provisions for additional support should also be provided to them. A one-time grant for widow remarriage may be considered for them. It should be structured in a manner that it is financially neutral as the widow pension would cease upon marriage. Topping it with a further incentive by providing assistance under PMAY and skilling or education fee waiver would elevate social status of young widows helping them in remarriage.

8.16 The Disability Pension is given to the disabled persons from the age of 18 years and above. The Government may consider providing assistance to the parents of young disabled children up to 18 years of age for their proper upbringing, education and skill development also. Under SECC 79,80,811 persons reported themselves as disabled and who are not automatically excluded. Out of this 13,39,058 (16.88%) are in the age group of 0-18 years and 66,41,753 (83.22 %) are in the age group of 18-79. Out of the total number of non excluded disabled persons, 24,22,691 (30.35%) are of above 60 years of age. It may be noticed that the percentage of below 18 years population who are disabled and are not automatically excluded is much less than in the age group of 18 years and above. The Group recommends that parents of disabled children in the age group of 0-18 years, who are not automatically excluded, should be supported by the Government for additional expenditure on schooling and medical assistance for regular check-up. Additional financial requirement at present rate of disability pension benefit on account of this would be around Rs. 500 crore for rural areas.

8.17 The Expert Group deliberated upon the definitions of disability followed in the SECC and those given in the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. The disability identification criteria adopted by SECC was finalized after due consultation at the level of erstwhile Planning commission. A large scale identification/enumeration for conducting exercise like Census cannot ensure the strict criteria as per Disability certification guidelines. This could not be followed during enumeration in the field since the enumerators employed by the SECC were non expert.

8.18 The Group had consultation in this regard with the Ministry of Social Justice and Empowerment which appreciated the initiative taken by the Department of Rural Development to collect disability data in the SECC. The Expert Group is of the view that besides NSAP, in all poverty alleviation schemes like

MGNREGA, PMAY-G and DAY-NRLM, 3% of total beneficiaries should be from disabled as defined in Section 40 of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. Hence, approximately 7.5 lakh such households should be covered in the first instance under these major schemes. However, at the time of actual selection at the district level, those identified as disabled under SECC may be assisted after they submit their disability certificates.

Table 12 Amount of pension given by the States/UTs Government in addition to the amount paid under NSAP

S. No.	State	IGNOAPS						IGNWPS			IGNDPS		
		60-79 years			80 years and above								
		Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total
1	Andhra Pradesh	200	800	1000	500	500	1000	300	700	1000	300	700 (Below 80%) 1200 (Above 80%)	1000 1500
2	Arunachal Pradesh	200	-	200	500	-	500	300	-	300	300	Rs. 5000-10000 under Relief & Rehabilitation Scheme Rs. 1000 per month under Chief Minister's Disability Pension Scheme	-
3	Assam	200	200 (60 years and above)	400	500	200	700	300	-	300	300	-	300
4	A & N Island	200	1800	2000	500		500	300	1700	2000	300	1700	2000
5	Bihar	200	400 (60 yrs-64 yrs)	600	500		500	300	400 (18 years onwards)	700	300	400	700
6	Chandigarh	200	1000	1200	500	1000	1500	300	1000	1300	300	1000(< 70 % diability) & 2000 (> 70% disability)	1300/2300
7	Chhattisgarh	200	100	300	500	-	500	300	-	300	300	300	600
8	Delhi	200	1000 (60 yrs - 69 yrs) + Additional 500 to SC/ST Minorities & 1500 (70+)	1200, 1800 to SC/ST	500	-	500	300	1500 (18 yrs-59 yrs)	1800	300	1500 (0-59 yrs)	1800
9	D&N Haveli	200	800	1000	500	500	1000	300	700	1000	300	700	1000
10	Daman & Diu	200	800	1000	500	-	500	300	700	1000	300	700	1000
11	Goa	200	1800	2000	500	1500	2000	300	1700	2000	300	1700	2000
12	Gujarat	200	200	400	500	-	500	300	450	750	300	300	600

S. No.	State	IGNOAPS						IGNWPS			IGNDPS		
		60-79 years			80 years and above								
		Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total
13	Haryana	200	1200 (60years and above)	1400	500	1200	1700	300	1200 (18 yrs and above)	1500	300	1200 (18 yrs and above)	1500
14	Himachal Pradesh	200	1000	1200	500	-	500	300	900	1200	300	900	1200
15	J&K	200	200	400	500	200	700	300	200	500	300	200	500
16	Jharkhand	200	400	600	500	200	700	300	300	600	300	300	600
17	Karnataka	200	300 (65yrs-79yrs)	500	500	250	750	300	500 (18yrs-39 yrs) 200 (40 yrs-59 yrs) 500 (60yrs-64 yrs)	800 500 800	300	500(0-17 yrs) 200(18 yrs-79 yrs) 1200(above 75% disability)	800 500 1500
18	Kerala	200	250	450	500	-	500	300	150	450	300	150	450
19	Lakshadweep	200	800	1000	500	500	1000	300	700	1000	300	700	1000
20	Madhya Pradesh	200	75	275	500	NIL	500	300	NIL	300	300	NIL	300
21	Maharashtra	200	400	600	500	100	600	300	300 600 (> One Beneficiary)	600 900	300	300 600 (> one beneficiary)	600 900
22	Manipur	200	-	200	500	-	500	300	-	300	300	-	300
23	Meghalaya	200	50	250	500	50	550	300	NIL	300	300	-	300
24	Mizoram	200	50	250	500	50	550	300	-	300	300	-	300
25	Nagaland	200	NIL	200	500	-	500	300	-	300	300	-	300
26	Odisha	200	100	300	500	200 (for PWDs having disability 60% &above w;e;f, 1st Nov, 2015)	700	300	-	300	300	200 (w.e.f. 1st Nov, 2015)	500
27	Punjab	200	250	450	500		500	300	250	550	300	250	550
28	Puducherry	200	1800	2000	500	2500	3000	300	1200	1500	300	2700	3000
29	Rajasthan	200	300 (60 yrs-75yrs) 550 (75 yrs-79 yrs)	500 750	500	250	750	300	200(40 yrs-75 yrs) 450 (75 yrs-79 yrs)	500 750 550	300	200 (18 yrs-75 yrs) 450 (75 yrs-79 yrs)	500 750 550

S. No.	State	IGNOAPS						IGNWPS			IGNDPS		
		60-79 years			80 years and above								
		Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total	Central Govt.	State Govt.	Total
									250 (80 years and above)			250(80 years and above)	
30	Sikkim	200	400	600	500	1000	1500	300	400	700	300	400	700
31	Tamil Nadu	200	800	1000	500	500	1000	300	700	1000	300	700	1000
32	Telangana	200	1000 (65 years and above)	1200	500	1000	1500	300	1000 (18 years and above)	1300	300	1500	1800
33	Tripura	200	300	500	500	200	700	300	200	500	300	200 & 800 For 100% eye sight lost	500 & 1100
34	Uttarakhand	200	600	800	500	300	800	300	500	800	300	500	800
35	Uttar Pradesh	200	100	300	500	-	500	300	300	600	300	300	600
36	West Bengal	200	200	400	500	-	500	300	300	600	300	300	600

Chapter – 9

The Way forward

MGNREGA

9.1 MGNREGA is a rights based legislation and an instrument of social protection. Its objectives include strengthening of the livelihoods resource base of the poor, proactively ensuring social inclusion and strengthening Panchayati Raj Institutions. To make MGNREGS more inclusive, states reporting larger share of households under deprivation need to be facilitated to increase their absorption capacity since the scheme is elastic to accommodate their job demand needs. Ideally, the demand for work under MGNREGA from these states should have been the most. In order to remove any impediment in the demand for works, use of technology for registration for job, with no human discretion, should be promoted. This can be done through use of MGNREGA MIS platform, SMS, IVRS, etc. Provision should be made to receive application for work through multiple channels.

9.2 MGNREGA by design is a demand driven universal programme. SECC criteria of automatic exclusion cannot be applied in this programme to exclude households. But the legal intent to proactively include deprivation reporting households and poorest of the poor needs to navigate MGNREGA implementation so that deprivation reporting households get the social protection of MGNREGA. Progress of households can also be mapped over the years using TIN Number and its seeding with Aadhaar.

9.3 Cluster Facilitation Teams (CFTs) may be strengthened to work from the demand side and help record existing demand for work from the states/ regions where the concentration of deprivation is more. For this purpose, GPs with the higher concentration of deprived households and landless manual labour may be identified and CFTs may be assigned those GPs to work from the demand side - identify impediments in articulating and recording demand for work and help remove those impediments. PRIs may be advised to proactively include all households reporting deprivation and those reporting on automatic inclusion criterion for job cards and Aadhar linked bank account both.

PMGSY

9.4 The Expert Group examined the design of the PMGSY and concluded that SECC, 2011 does not have bearing on its roll out.

DAY-NRLM

9.5 DAY-NRLM should use the SECC 2011 data to undertake planning for Poverty Free Panchayats involving the PRIs.

9.6 While the process of Participatory Identification of Poor and approval by Gram Sabhas, which is a core element of social mobilisation, should continue to identify households to be mobilized, all households with at least one deprivation as per the SECC data should be covered under DAY-NRLM.

9.7 The Expert Group is of the view that all 16.32 lakh households that meet automatic inclusion criteria should be covered under DAY-NRLM. As this group constitutes most deprived sections of the society like households living on alms, primitive tribal groups, manual scavengers, legally released bonded labour, amelioration of socio-economic condition of these groups require special efforts and may require additional budgetary resources. The states should accordingly be allocated funds under the scheme.

9.8 Skill development and placement in skilled wage employment is an additional tool for empowering households to move out of poverty. DDU-GKY, a skill-cum-placement scheme under DAY-NRLM, therefore should also give due priority to these households and based on their concentration in different states/UTs, fix targets and transfer resources to these states/UTs.

9.9 The government has decided to bring all the households under DAY-NRLM SHG fold which report either on automatic inclusion criteria or any one of the deprivation criteria. The Group is of the view that allocation of resources to states should be made using an index with the deprivation parameters including D3, D5, D6 and D7; besides automatic inclusion criteria. D1 relates to housing deprivation which is already taken care of in the allocation for rural housing scheme. D2 is the deprivation criteria showing household having no adult member, which cannot be brought under SHG fold. However, keeping in view the fact that different states are at different stages of implementation of the scheme, initially 70% of the resource allocation to states may be made using this index. This may be increased to 80% and finally to 100%, when World Bank funding for the programme ends, giving a leeway to the states for a time period for the required adjustment to be made.

Rural Housing

9.10 In view of the need to indicate to states the targets under Rural Housing for 2016-19 early, the Expert Group had a detailed deliberation with the MoRD and others. The Group, during its interim discussion with MoRD, had given a road map on selection of beneficiaries as well as criteria for allocation of resources to states. The Group is satisfied that its interim advice has been adopted by the Department and accordingly guidelines have been issued to make inter-state allocation based on the Socio Economic and Caste Census (SECC 2011) data to cover households that are houseless or living in houses with kutcha walls and kutcha rooms with two rooms or less after excluding households falling under the automatic exclusion category.

9.11 The Expert Group is pleased to note that States are being allocated funds in proportion to the eligible households falling under them. In the first year, resource allocation is being made giving 75% weightage to SECC housing deprivation ratio and 25% to the existing head count ratio of poverty. The Group strongly feels that from the second year, fund should be allocated to the states based on the SECC housing deprivation data only.

9.12 The Government may adopt saturation approach for providing housing assistance to the houseless households, and to households meeting automatic inclusion criteria, taking Gram Panchayat as a unit. States may themselves decide as to which GPs should be taken first. Thereafter, for coverage of households living in kutcha one or two room houses, states may be advised to give preference to the GPs with more concentration of deprived households. Gram Panchayats should also be informed about such sequencing of GPs for providing housing assistance in a saturation approach.

9.13 Keeping in view the housing dynamics of last four years after the enumeration exercise, the Expert Group further recommends additional ground verification of data, since four years have elapsed since the enumeration exercise was held. Accordingly, it is recommended that list proposed beneficiaries under PMAY-G based on SECC data be presented to the Gram Sabha. Claims and objections received should be processed through the appellate mechanism already established under the SECC for updating the SECC data. This will obviate exclusion and inclusion error in selecting beneficiaries under the scheme.

9.14 The Group is pleased to note that top most priority is being given to 1.37 lakh shelter less households and 16.32 lakh households in the automatic inclusion list which have reported zero or one room kutcha house with kutcha walls and kutcha roof as was agreed in the interim discussion with the MoRD. Amongst the households reporting deprivation, *inter se* priority should be governed in terms of intensity of deprivation reported in the SECC. After exhausting houseless and zero or one room kutcha house reporting households, Ministry needs to take up households with two room kutcha houses.

9.15 The Expert Group notes the increase in unit cost assistance under PMAY-G and better convergence of the scheme with other schemes of the Ministry such as MGNREGA as well as schemes of other Ministries like Swachha Bharat Mission and Deen Dayal Upadhyay Gram Jyoti Yojana. The Group emphasizes convergence of PMAY-G with the related schemes of the respective state governments also to saturate all houseless household with the assistance for housing. Effective and Organic linkage with SBM is highly recommended.

NSAP

9.16 Eligibility for assistance under NSAP may be decided on the basis of SECC after using automatic exclusion criteria. One of the targets under Goal-1 of the Sustainable Development Goals "End poverty in all its forms everywhere", aspires to have nationally appropriate social protection systems and measures for all. The Group endorses this target and favours universal coverage of all eligible persons who have not reported on Automatic Exclusion criteria under NSAP. In order to ensure universal coverage of all eligible persons under Pension Scheme, additional resources to States should be provided to bridge the financial gap for providing pensions to eligible beneficiaries who are yet to be covered under either the Central or State schemes.

9.17 The Group recommends pension for widows of the age of 18 years and above. At the same time the Group strongly recommends instituting a far more incentivizing one time grant for widow remarriage. Topping it with a further incentive by providing assistance under PMAY and skilling or education fee waiver would elevate social status of young widows helping them in remarriage.

9.18 The Expert Group is of the view that to be eligible to receive higher assistance of Rs 500 the age bracket should be 70 years and above in place of 80 years and above.

9.19 Presently eligibility for disability assistance is 18 year or above. The Group also recommends assistance to the parents of young disabled up to 18 years age with linkages to ICDS, education, skill and health coverage.

9.20 The Group is of the view that the amount of pension given under NSAP is not sufficient and needs to be increased annually based on increase in Consumer Price Index. The Group also reiterates that States should provide an additional amount at least an equivalent amount to the assistance provided by the central government.

9.21 Annapurna scheme under NSAP, under which 10 kg of food grains per month are provided free of cost to those senior citizens who, though eligible under IGNOAPS, are not receiving old age pension scheme under NSAP need to be reviewed with implementation of National Food Security Act, 2013. The Act provides for coverage of up to 75% of the rural population for receiving subsidized food grains under Targeted Public Distribution System (TPDS). Under the Act, the eligible persons are entitled to receive 5 Kgs of food grains per person per month at subsidized prices of Rs. 3/2/1 per Kg for rice/wheat/coarse grains. 2.49 crore Antyodaya Anna Yojana (AAY) families, which constitute the poorest of the poor, continue to receive 35 Kgs of foodgrains per household per month.

Overarching Recommendations

9.22 The SECC data uses National Population Register's Temporary Identification Number (TIN) for identification of the households. The same should be used under DAY-NRLM and other beneficiary (individual/household) oriented rural development programmes to enable better convergence with other programmes and to track the flow of benefit and impact over time.

9.28 A movement away from anecdotal development expenditure requires continued engagement with poor households for tracking usefulness of the programmes in ameliorating their socio-economic conditions and for suggesting midcourse correction. All development expenditure in favour of households must carry TIN number of the households so that over the years the impact of various programmes could be assessed. The database on households needs to be further strengthened by continuous updation of government expenditure in respect of every household.

9.29 The Expert Group deliberated on the frequency and modality for updating priority lists generated under various social assistance programme using the proposed procedure. It felt the need for having a grievance redressal mechanism which would address issues of exclusion and inclusion errors. It was suggested that a mechanism on the lines of Claims and Objections followed during the SECC should be adopted while identifying beneficiaries.

9.30 The Expert Group is of the view that as far as practicable, SECC data should be used for all the Centrally Sponsored Schemes, Central Sector Schemes and the Schemes of the State Governments to refine them and reorient the focus of these schemes towards the focussed group and to obviate exclusion and inclusion errors. This will also optimize the impact of the schemes by reducing leakages.

Social Registry Information System

9.31 SECC data allows ranking of households on several parameters and provides verifiable details of households including location and their socio economic status. The data is being used for implementing National Food Security Act in many states. Government is using the SECC data for Deen Dayal Antyodaya Yojana-NRLM and PM Awaas Yojana and for skilling programme. Thus SECC enables government to intervene in ameliorating conditions of poor households on the basis of evidence.

9.32 Group strongly recommends that government programmes use SECC data and its TIN Number. This would enable the government to ascertain the efficacy of its interventions. Balance of convenience lies in adopting SECC TIN based intervention as a recording mode of government interface with households and data updating on continuous basis which would obliterate the need to mount standalone SECC in future.

9.33 Repeated mounting of standalone SECCs would be an unnecessary drain on public resources. Further, the respondent based data may get biased if it is too closely pivoted to Government benefits. Hence, an organic exercise of data updating linked with beneficiary selection process based on SECC would be a far better option. While selecting beneficiaries for inclusion Government would specify reasons for inclusion in the list as well reasons for exclusion of each and every household. A two-layer mechanism for verification and settlement of claims for inclusion and objections to wrongful exclusion/ inclusion would be provided at the District administration. This way data would get verified and updated on a continuous basis through people participation.

9.34 Further, value addition of this data set is recommended by adding governments' interaction with all households, say birth and death registry, motor vehicle registry, land transaction/records etc. all of which are maintained by NIC. It would position Government to structure a large data set akin to social security/registry. As a result, in the beginning of each financial year, the Government may display latest status of households on assets and deprivation factors.

9.35 Since Government is already in the process of seeding Aadhaar data on TIN of NPR, there is a strong case for using SECC as the base for structuring a Social Registry with information about the beneficiaries of the social security programmes of the government. It would include information about both potential as well as actual beneficiaries of the government's programmes and would not be merely a list of beneficiaries under one or more programmes. Such social registry can be used for effective implementation and management of multiple programmes.

9.36 Thus the SECC has the potential to move from being only a census-like socio-economic database to becoming the core of a functioning Social Registry Information System (SRIS).

9.37 SRIS would result in several potential gains in program administration, including reduction in benefit duplication and fraud; administrative streamlining and savings on time and costs for both program applicants and service providers; monitoring of the living standards indicators of potential and actual beneficiaries over time; potential for scaling up programs to the affected or vulnerable populations in time of crisis or shocks; simulation of program coverage expansion and likely fiscal impacts; and informing budget planning and allocation for programs.

9.38 While the building blocks are now in place for India to move towards a unified SRIS, many challenges remain in realizing the vision. At the national level, the SECC database to date lacks the institutional and governance framework to leverage its potential as the core of a functioning SRIS (i.e., it is a comprehensive population listing with good information on household welfare indicators, but is not yet integrated into the information systems and business processes of social programs). At the state level, the situation is mixed. Other states such as Madhya Pradesh and Rajasthan have moved ahead with development of a unified registry or SRIS of sorts (servicing social programs across multiple agencies), based on state level surveys which mirror the data captured in SECC. Others as yet lack a strategy and implementation capacity to design the institutional arrangements and IT systems linkages which would leverage the potential of SECC and Aadhaar through development of integrated MIS interfaces with individual social programs and potentially other databases. The Group recommends that the Government examine the experiences of these states and those of other countries to arrive at a set of institutional arrangements, in consultation with states, to lay out a road-map for developing a SRIS anchored to the SECC.

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Annexure – I

No H-11018/20/2015-SECC(RD)
Government of India
Ministry of Rural Development
Department of Rural Development
(MGNREGA Division)

Krishi Bhawan,
New Delhi: 1st January , 2016

OFFICE MEMORANDUM

Sub: Setting up of an Expert Group to study objective criteria for allocation of resources to States and identification and prioritization of beneficiaries under various programmes using SECC.

Poverty ratio have been the basis of allocation of resources among State Govt./UT administration through various programmes like NRLM/NSAP etc. The Socio-Economic Caste Census has established the application of a compound deprivation criterion to measure multi-dimentional aspect of poverty.

2. To enable a systematic analysis of objective criteria for allocation of resources to states and for identification and prioritization of beneficiaries under various programmes using SECC, an expert group is being set up with the approval of the competent authority as follows:-

a) Shri Sumit Bose, Ex. Finance Secretary -Chairman
b) Shri Amarjeet Sinha , Additional Secretary, Ministry of Rural Development , Govt. of India - Member
c) Prof. S. Mahendra Dev, Director, Indira Gandhi Institute of Development Research, Mumbai - Member
d) Dr. Rinku Murgai, Economist, World Bank - Member
e) Dr. Himanshu, Associate Professor, Jawahar Lal Nehru University - Member
f) Shri Manoranjan Kumar, Economic Adviser, Deptt. of Rural Development Govt. of India - Member Secretary

3. The Expert Group will submit its report by 31st January 2016.

(D.K. Singh)
Director

Copy:-
1. Shri Sumit Bose, Ex. Finance Secretary
2. Shri Amarjeet Sinha , Additional Secretary, Ministry of Rural Development, Govt. of India
3. Prof. S. Mahendra Dev, Director, Indira Gandhi Institute of Development Research, Mumbai
4. Dr. Rinku Murgai, Economist, World Bank
5. Dr. Himanshu, Associate Professor, Jawahar Lal Nehru University
6. Shri Manoranjan Kumar, Economic Adviser, Deptt. of Rural Development, Govt. of India
7. PS(MRD)/PPS(Secretary-RD)/PPS(AS-RD)/PPS(AS&FA)