CHAPTER – IV

AN OVERVIEW OF POVERTY MEASUREMENTS AND ALLEVIATION PROGRAMMES IN INDIA AND TAMILNADU

At global level, India’s success in addressing multidimensional poverty is critical for the realization of the ambitious sustainable development goals (SDGs) that aim to leave no one behind. As the use of confirmation based strategy making has become broadly sponsored, it is important to collect and use precise data and appropriate imminents, to drive the design of welfare programmes in addition to determine their impact. SECC 2011 has already proved its immense potential for beneficiaries targeting in several social welfare programmes. It needs to be updated at the earliest to avoid exclusion and inclusion errors as data tends to become obsolete. A dynamic Social Registry would be highly useful to attainment of India’s poverty elimination objectives. It would help policymakers make evidence-based decisions by identifying trends and intervention hotspots, which mean public resources officials could be directed more effectively. The more complete picture provided by the MPI would help monitor the effectiveness of poverty reduction efforts, to understand which components of multidimensional poverty are improving, and which are not.

India has an extended narration of studies on the measurement of poverty. The previous Planning Commission was the nodal agency in India for the evaluation of poverty. Based on the methodology recommended by the Expert Groups/Committees set up by the Planning Commission from time to time, India has undertaken intermittent assessments of the prevalence of poverty since 1960s.

The poverty ratio in India has been measured from an exogenously determined poverty line quantified in terms of per capita consumption expenditure over a month and the class distribution of persons attained from the huge sample survey of consumer expenditure statistics of the National Sample Survey Office (NSSO). Households with expenditures below the poverty line are said to be "Below the Poverty Line (BPL)" and considered poor. Expenditure is measured in terms of a compilation of goods and services known as orientation Poverty Line Baskets (PLB).

Thus, inference of poverty in India has been based on two significant constituents:

- ❖ Information on the consumption expenditures and its distribution across households is provided by the NSS consumption expenditure surveys;
- ❖ These expenses by domestics are estimated with indication to a specified poverty line.

POVERTY LINE ESTIMATION

The initial stage in estimating poverty is to classify and enumerate a poverty line.

PRE-INDEPENDENCE POVERTY ESTIMATION

i. Poverty and Unbritish Rule in India (1901): Dadabhai Naoroji' in his manuscript 'Poverty and Un-British Rule in India,' made the earliest estimation of poverty line at 1867-68 charges (`16 to `35 per capita per year) based on the cost of a continuation diet for the migrant coolies during their expedition living in a state of tranquillity.

ii. National Planning Committee's (1938): In 1938, the National Planning Committee arrangement under the chairmanship of Jawaharlal Nehru recommended a poverty line (ranging from `15 to `20 per capita per month) based on a minimum level of comfort.

iii. The Bombay Plan (1944): Bombay Plan promoters recommended a poverty line of `75 per head per year, which was much more unassuming than that of the NPC.

POST- INDEPENDENCE POVERTY ESTIMATION

A variety of expert groups comprised by the Planning Commission have guessed the number of people existing in poverty in India:

i. **Working Group (1962):** The poverty line in India was quantified for the initial time in 1962 by this Group in terms of a minimum constraint (food and non-food) of characters for strong living. The Group materialized to have taken into description the commendation of unprejudiced diet made by the Nutrition Advisory Group of the Indian Council of Medical Research (ICMR) in 1958. The Group originated the divide poverty columns for rural and urban areas (`20 and `25 per capita per month correspondingly in terms of 1960-61 prices) without any regional distinction. The poverty line disqualified expenditure on health and education, together of which, it was believed, were to be afforded by the State. Though not authorized poverty lines, these were commonly used in the 1960s and 1970s to approximate the poverty ratio at national and state intensity.

ii. **Study by VM Dandekar and N Rath (1971):** Although this was not a study commissioned by the Planning Commission, the origins of India's poverty line lie in the influential effort of two economists, V N Dandekar and N Rath, those who first instituted the expenditure levels necessary to meet a minimum calorie type of an average calorie norm of 2,250 calories per capita per day. They prepared the first methodical evaluation of poverty in India, based on National Sample Survey (NSS) data. Contrasting to previous scholars those who had considered continuation living or basic minimum needs criterion as the measure of poverty line, the resulting poverty line from the expenditure enough to offer 2250 calories per day in both rural and urban regions. Expenditure based Poverty line assessment generated a question on minimum calorie consumption standards. They found that the poverty lines to be `15 per capita per month for rural families and `22.5 per capita per month for urban families at 1960-61 prices.

iii. **Hit squad on "Projections of Minimum Needs and Effective Consumption Demand" started by Dr. Y. K. Alagh (1979):** This Task Force was represented in 1977 and it had submitted its report in 1979. Official poverty calculates began for the first time in India based on the loom of this Task Force. Poverty line was delineated as the per capita consumption expenditure level to congregate average per capita daily calorie necessity of 2400 kcal per capita per day in rural regions and 2100 kcal per capita per day in urban regions. The regular calorie requirements were expected as a population weighted average of the age-gender-activity definite calorie payments suggested by the Nutrition Expert Group (1968) with reference to the 1971 population Census. Derived from 1973-74 prices, the Task Force locates the rural and urban poverty appearances at `49.09 and `56.64 per capita per month at 1973-74 prices. Those lines were based on the supposition of various PLBs for rural and urban consumption.

iv. **Lakdawala Expert Group (1993):** Till the 1990s, no effort has been made to confine dissimilarities in prices or differences in utilization patterns across states or over instance. Poverty estimates were modified with each quinquennial NSS survey and price indices were used to regulate for price changes over the period of time. This line of attack for estimating poverty at national and state level was considered by some as unsuitable in giving a diplomat picture of the occurrence of poverty in India. In 1989, The Planning Commission formed the Lakdawala Expert Group to “looking keen on the methodology for estimation of poverty and to redefine the poverty line, if essential”. The Expert Group suggested their report in 1993. It did not redefine the poverty line and maintained the unique rural and urban poverty lines suggested by the Alagh Committee at the national level based on minimum nutritional prerequisites. Nevertheless, it discollectived them into state explicit poverty lines to facilitate reflecting the inter-state price discrepancies. It also recommended their updating that using the Consumer Price Index of Industrial Workers (CPI-IW) in urban regions and Consumer Price Index of Agricultural Labour (CPI-AL) in rural sections somewhat than using National Accounts Statistics. This believed that the container of goods and services used to evaluate CPI-IW and CPI-AL replicate the consumption patterns of the underprivileged. These references led the previous Planning Commission to implement the practice of calculating poverty levels in rural and urban sectors in the states using state-specific poverty lines jointly with the national estimates from 1997 to 2004 and 2005. Over the years, this technique got vanished the trustworthiness. The price data were blemished and consecutive poverty lines failed to safeguard the original calorie models.

v. **Tendulkar Expert Group (2009):** During 2005, one more expert group overseeen by Suresh Tendulkar was constituted to evaluaten the methodology for poverty estimation. It was to concentrate on the three key inadequacies of the earlier techniques: (i) Poverty approximations being associated to the

1973-74 poverty line baskets (PLBs) of goods and services did not replicate considerable changes in consumption patterns of poor over time period; (ii) Issues with the adjustment of prices for inflation, both spatially (across regions) and temporally (across time); and (iii) Presupposition of stipulation of health and education by the State level alone. The Expert Group submitted its report in 2009. It did not construct a poverty line and adopted the officially measured urban poverty line of 2004-05 (25.7%) based on Expert Group (Lakdawala) methodology. It employed diffident for identifying poverty lines that engendered such a poverty price. The Tendulkar Committee recommended numerous alterations to the approach poverty were measured. Initially, it suggested a transfer away from basing the poverty lines from calorie norms used in all poverty inferences ever since 1979 and towards aim nutritional outcomes as a substitute. Secondly, rather than two part PLBs for rural and urban poverty positions, it recommended an identical all India urban PLB across rural and urban regions in India. Thirdly, it suggested by means of Mixed Reference Period (MRP) based approximates, as conflicting to Uniform Reference Period (URP) based estimates used in former methods for estimating poverty. It recommended assimilation of classified expenditure on health and education while estimating poverty. It authenticated the poverty lines by inspecting the sufficiency of authentic private consumption expenditure per capita close to the poverty line on food, education and health by comparing them with normative expenditures reliable with nutritional, educational and health outcomes correspondingly. In place of monthly family consumption,

consumption expenses were variable to person by person per day consumption, which results in the figure of `32 and `26 per day for urban and rural regions. The national poverty line for 2011-12 was projected as `816 per capita per month for rural regions and `1,000 per capita per month for urban regions.

vi. **Rangarajan Committee (2014):** Due to widespread criticism of Tendulkar Committee approach as well as due to changing times and aspirations of people of India, Rangarajan Committee was set up in 2012. This Committee submitted its report in June 2014. It reverted to the practice of having separate all-India rural and urban poverty line baskets and deriving state-level rural and urban estimates from these. It suggested unique consumption baskets for rural and urban regions which include food items that make certain suggested calorie, protein and fat intake and non-food such as clothing, education, health, housing and transport. This group increased the daily per capita disbursement to `47 for urban regions and `32 for rural regions from `32 and `26 respectively at 2011-12 prices. Monthly per capita consumption expenditure of `972 in rural areas and `1407 in urban areas is recommended as the poverty line at the all India level. The government didn't obtain a sanction on the testimony of the Rangarajan Committee.

DATA COLLECTION METHOD FOR NSSO EXPENDITURE SURVEY

- **Uniform Resource Period (URP):** Till 1993-94, the poverty line was based upon URP records, which implicated asking people about their utilization expenditure across a 30-day recall stage, i.e, information was based on the remember of consumption expenditure in the earlier 30 days.

- **Mixed Reference Period (MRP):** From 1999 to 2000 onwards, the NSSO changed to an MRP method which measures consumption of five low regularity things (clothing, footwear, resilients, education and institutional health disbursement) over the prior year, and all other items over the previous 30 days.

In India, 456 million people live on less than 1.25 USD a day (Bolle, 2011), and 75% of these exist in in rural regions (World Bank, 2011a). In rural India, poverty has not anything besides but increased (UNDP, 2011), united with greater than constantly unemployment (Negi, 2010). In an effort to conflict rural poverty, the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was incepted in the year 2006.

RECENT POVERTY MEASUREMENTS IN INDIA 2020

Poverty increasing in India ever since 2018: Niti Aayog

In 2018 December, the Niti Aayog discharged a baseline SDG Index. In that Baseline Report 2018 to plot India's improvement in the 17 SDG Goals setup by the UN in 2015. It has increased 62 indicators to conclude 13 of these 17 SDGs, excluding SDGs 12 (expenditure and manufacture), 13 (climate action), 14 (life below water) and 17 (partnership for the goals) "because relevant state level data could not be strengthened otherwise will be established".

The Niti Aayog employs diverse principles in 2018 and 2019. Whereas it was the Palma proportion in 2018, it was **the Gini Coefficient in 2019**. This reshake of statistics makes it unattainable to track the growth in this region.

That is not astonishing since the Government of India littered the 2017-18 consumption expenditure survey by the National Statistical Office (NSO). 'Household Consumer Expenditure in India' - on flimsy grounds after it was leaked and showed that for the first time in more than 40 years 'real' per capita household expenditure in India had fallen.

The fall was from `1,501 in 2011-12 to `1,446 in 2017-18.

Following this report was littered, a group of 214 economists and other researchers from across the world wrote to the government requesting it not to restrain any data that showed its presentation in underprivileged light.

Niti Aayog explains nothing offers anything for improvement

It being the major consideration tank of the Government of India, it is astonishing that the Niti Aayog does not explicate why there is a drop in such critical indices as poverty, hunger and income discrimination in 22 to 25 of 28 states/UTs it tracked within 2018 and 2019. Consequently, it is complicated to comprehend what accurately is happening and why India is abruptly observing rise in poverty and hunger after having registered unexpected development between 2005-06 and 2015-16 as was exposed by the 2018 UNDP-Oxford report on multidimensional poverty index (MPI).

The World Bank has classified India as a lower middle-income country - the corresponding poverty line would be PPP $3.2 (about `200) (PPP stands for Purchasing power parity).

ABSOLUTE APPROACH OF POVERTY

There are two editions of supreme characterization of poverty: Bourgeois and Marxist. The Bourgeois philosophers try to identify poverty with regard to human physiology and in terms of subsistence levels of nourishment. The Marxists treat subsistence minimum more than physiologically determined. They include both natural and necessary wants. Marx told: “The worker’s natural requirements, for instance food, clothing, fuel and housing differ in accordance with the climatic and other physical conditions of the country.

Alternatively, the number and level of that so called essential wants are themselves the result of historical improvement and depend, as a result, to a great degree, on the degree of a development of a country" (Marx, 1909). Marxists thus bicker that the subsistence minimum varies traditionally, but at any given time and place it can be recognized and approximately calculated.

Out of the total 17 Sustainable Development Goals (SDGs), to which India is entrusted, the primary two are "ending poverty in all forms and hunger". SDGs, by 2030 to reduce at least by 50% the ratio of men, women and children of all ages living in poverty in all its proportions along with national definitions. India has not simply committed in achieving the Sustainable Development Goals (SDGs), it was a leading promoter of the first goal that resolves the problem of poverty. This objective commits the signatories in eliminating poverty according to the general international poverty line of $1.25 per person per day (2005 Purchasing Power Parity or PPP) and cutting it in half "according to national definitions".

Illiteracy has also concealed their improvement owing to lack of communication with the exterior world. They are sluggish in implementing new methods, which are necessary with the varying period. Aside from lack of communication, social forbidden has also hampered their development. Numerous vested attentions, both local and outsiders have browbeaten this circumstances. The rich proprietors did not want any infrastructure improvement, which would promote the poor, as a consequence of the fear that they would not get despicable labour to work on their farms. The local moneylenders did not need alternating financial institutions to give cheaper credit required by the poor. The traditional healers investigated against the latest medicine under the array of religion and godly power. Therefore, the poor prolonged to live in the authorities of the powerful, accommodating it as their fortune. They avoided argument and favored to live a voiceless and concealed life. Tolerating the most horrible and hoping for an improved day has been their way of life. In this circumstance, alleviation of poverty by the diverse schemes is the need of the hour today in ensuring equivalent allotment of income as well as accessibility of food materials to the human beings in an essential extent.

WORLDWIDE MPI 2018 ON INDIA ILLUSTRATES DURING 2005-06 TO 2015-16

Along with 10 selected countries, India (and Cambodia) concentrated their MPI values the fastest and did not put down the poorest groups at the back. Fastest poverty reduction in India was among the country's most at risk (including Muslims and inhabitants of the poorest states) signifying they are "catching up" with the rest of the society. India (together with Ethiopia and Peru) appreciably reduced deficiencies in all 10 indicators, specifically nutrition, sanitation, child mortality, drinking water, years of schooling, electrical energy, school attending, housing, cooking energy and assets. India exhibits the clearest pro-poor model at the sub-national level: the poorest areas diminished multidimensional poverty the fastest in complete terms. Poverty reduction in rural regions outpaced that in urban regions. Improvement in average attainment in all the above 10 indicators among the bottom 40% exceeded that among the total population.

TARGETED POPULATION

The final mile reach strategies can endeavor to spotlight the advantage of public expenditure to the poor by identifying them as direct beneficiaries, screening out unplanned beneficiaries as well as by merging the programmes to outfit the definite needs of the targeted populations. Last mile reach strategies involve identification of the potential beneficiary and the administration of the benefit. These strategies refer to strategies for targeting, allocation of funds or benefits, and conversion of funds or benefits into outcomes aimed at achieving the MDGs.

Increasing poverty and joblessness have led to the disintegration of land and an increase in number of agricultural labourers. Agricultural labour increased considerably from 7.08 million in 1981 to 121 million in 2013. In the mean time, the percentage of functional land holdings under small and marginal farmers has risen from 70% in 1971 to 82% in 2013. The policy reaction to a position of poverty and inequality has focused on comprehensive development. The construction of inclusive growth is defined by prioritizing key result areas throughout major programmes aiming at time bound delivery of effects, viz. infrastructure through Bharat Nirman, Human Resource Development in the course of Sarva Shiksha Abhiyan (SSA) and National Rural Health Mission (NRHM), and livelihoods through Mahatma Gandhi NREGA. There has also been a greater distress for social security determination.

Poverty eradication has lingered a major confront right from independence and lies at the core of India's national development schema to create a immediately and equitable society. Known the restricted resources, trustworthy estimation of poverty is the initial step towards eradication of poverty as a fundamental input for design, implementation and monitoring of anti poverty programmes. Poverty measurement is also significant to provide as an indicator of the extent of the success of strategies for inclusive growth and poverty reduction.

Poverty can be defined as a situation in which an individual or family lacks the financial resources to pay for a basic minimum quality of living. On the other hand, the observation regarding what comprises poverty may vary over time and across countries. The conformist approach to measuring poverty is to identify a minimum expenditure (or income) required purchasing a basket of goods and services essential to satisfy basic human wants. This expenditure is called the poverty line. The container of goods and services mandatory to persuade basic human wants is the Poverty Line Basket (PLB). Poverty can be determined in terms of the number of people living below this line (with the frequency of poverty communicated as the Head Count Ratio (HCR) or the poverty ratio number of poor to the total population articulated as percentage). Globally, countries use different measures for measuring poverty but the underlying principle remains the same as a poverty line is calculated based on of consumption required for maintaining some minimum standard of living in the country. Conversely, difficulties of measuring incidence of poverty in a similar behavior over time and across regions have given rise to substitute approaches also such as measures of the intensity of poverty and of its severity.

RELEASE OF POVERTY LINE ESTIMATES

The former Planning Commission discharged the estimates of poverty as number of persons below poverty line as a percentage of Indian population for the years 1973-74, 1977-78, 1983, 1987-88, 1993-94, 1999-2000, 2004- 05, 2009-10 and 2011-12 respectively. During July 2013, derived from the Tendulkar poverty line, Planning Commission released poverty statistics for 2011-12. The number of poor in the country was nailed at 269.8 million or 21.9% of the population. Hereafter, no administrative poverty estimates in India have been released.

SOCIO-ECONOMIC CASTE CENSUS SURVEY (SECC) 2011

In an exertion to address different apprehensions concerning BPL Censuses, and to reduce inclusion/ exclusion errors, for the fourth BPL identification exercise, alternative targeting methodologies were proposed and debated. The Ministry of Rural Development (MoRD) employed an expert committee chaired by Dr. N. C. Saxena to recommend a new methodology to recognize BPL families. The committee projected a fundamental exodus from previous BPL Censuses and recommended a three fold up classification of households into “excluded”, “automatically included” and “others”.

On the basis of Saxena Committee’s suggestions, in 2011, the MoRD instigated the Socio-Economic and Caste Census (SECC) a door-to-door inventory across both rural and urban India gathering household-level socio-economic data. Its main purpose was not to reinstate the poverty line, but to make available *‘information regarding the socio economic condition, and education status of various castes and sections of the population and ‘facilitate households to be positioned on their socio economic condition’* to identify households that live below the poverty line.

The Census was conducted by the State Governments and Union Territories concurrently for rural and urban regions under technical and financial support from the Government of India. This door to door respondent based survey of rural and urban families in the nation started in June 2011 and were finished in March 2016. SECC 2011 used the Census taken on 2011 statistics which was collected during House Listing Operations (HLO) phase, as its base data. The data was endorsed by Gram Sabha and Gram Panchayat. It confined data on households, individual details, housing, deficiency, employment, income, assets/amenities, and landownership. The SECC 2011 ranked households in three categories:

Automatically Excluded: Households meeting elimination criteria - any of the 13 assets and income based strictures is automatically excluded from wellbeing benefits;

Automatically Included: Households fulfilling inclusion criteria - any one of the 5 acute social insolvency parameters are automatically included for wellbeing benefits;

Others: "Others" are ranked on the basis of 7 indicators of deficit and would, resources consenting be entitled for the wellbeing benefits. SECC 2011 confined statistics on socio economic status of 17.97 crore rural families which have effected in automatic exclusion of 7.07 crore (39.36%) of households as not poor, automatic accumulation of 0.16 crore (0.91%) families as poorest of the poor, and grading of deficiency of 8.72 crore (48.54%) of rural households.

CURRENT "LEVEL" OF POVERTY IN INDIA

The final administrative estimation of Poverty in 2011-12 was released by Planning Commission at 21.92%, which was expected using Tendulkar Committee approach. **After that, no estimates have been officially released.** SDG 2019 Report by Niti Ayog furthermore reveals Tendulkar Poverty Line of 21.92% approved in 2011 as the official poverty line. It is quiet fascinating to identify that Global MPI Reports from 2019 and 2020 show India's poverty line for 2011-12 as 21.2% (for the year 2011-12), based on World Bank's 1.90$ poverty line for extreme poverty, quite near to Tendulkar Committee based Poverty line. Some developments in recent years are briefly discussed below:

TASK FORCE SET UP BY NITI AYOG

Derived from the work of the Task force and deliberations with states of India, the report of the Task Force was suggested in July, 2016. The task force suggested four options for tracking the poor.

1) Continue with the Tendulkar poverty line;
2) Change to the Rangarajan Committee or other advanced rural and urban poverty lines;
3) Track progress of the bottom 30% of the population;
4) Track progress along definite constituents of material poverty for instance nutrition, housing, drinking water, sanitation, electricity and connectivity.

It was recommended that the given choices (3) and (4) deepen our understanding of the progress in fighting various extents of poverty but they do not surrogate the poverty ratio approach.

Enhancements in the expenditure intensities of various deciles would not tell us accurately what the incidence of poverty is exclusive of specification of a poverty line. Similarly, there is no any accepted approach to aggregating across different dimensions of poverty to appear at a solitary indicator of poverty. The advantage of the level of expenditure as an indicator of poverty is that it is something can be directly observed and it closely correlates with poverty along different dimensions. Hence it emerges that while there are further balancing approaches to tracking poverty, nothing of them can replace the poverty line based approach. Without the poverty line of reference, one cannot decide whether a given household has egressed poverty. Tracking reduction in poverty requires a poverty line.

This leaves to decide between options (1) and (2) above. Main criticism of the Tendulkar line is that being slightly small, it risks grudging many worthy families from government programmes by categorizing them as Above Poverty Line (APL) families. The contradict argument, though, is that if the purpose is to assess whether making the progress in fetching households out of extreme poverty, it terms for setting the poverty line at a point that endures households to attain two square meals a day and other basic requirements of life. It is the households below this minimum good enough survival level whose wellbeing should apprehend us the most and whose progress one must observe. Put differently, if set the poverty line at too high a level, would be tracking what percentage of population that has already achieved a certain level of comfort has been made yet further comfortable. It will fail to inform us about the households in abject poverty. Thus, the only intention after the poverty line should be to track progress in skirmishing extreme poverty and not to classify specific households/individuals as poor for purposes of government benefits. Therefore, it makes more sagacity to set it at a level just adequate for admitting the essential necessities of life. On this opinion, the factor against the Tendulkar line is undermined. Locating the poverty line at a level at which the individual has comfy subsistence will not permit us to evaluate the development in the affluences of those in hopeless poverty. The Task Force, consequently, suggested that the final conclusion on this question wants to be informed by additional considerations by paying adequate concentration to all the above facets.

UPDATION OF SOCIO ECONOMIC CASTE CENSUS (SECC) DATA

Problem begins whether Socio Economic Caste Census (SECC) offer an alternative to Poverty line or not. SECC permits schemes to be embattled for each of the inclusion criteria or deficiency indicator. To an extent of poverty, SECC data is more vigorous and in tune with ground realism than the traditional poverty line, that is based on consumption expenditure of households - Poverty Line Basket (PLB). The opening consumption expenditure is based on a definite postulation of what people need to meet their basic requirements. While it is normal, it is also subject to discuss and argument. Second thing is the threshold is also based on household utilization survey on sample basis and not a census of each and every family, dissimilar SECC. Finaly, the SECC information is also exceptionally granular, with the locality and house number as well as informations of family members, employment, education level, type of house, ownership of selected devices, among other things. The SEC Census is therefore helpful for identifying the possible beneficiaries of social programs such as reasonable housing, electricity, water and toilets but not for tracking overall poverty over time. The SECC does not gather information on the whole income or expenditure of the household, which may recommend whether a family is BPL or not. Even if initiated collecting such detail, over time, there is a high risk of household responses getting inclined since they understand that their responses decide whether or not they would receive benefits under various social schemes. To maintain the utility of SEC Census 2011 statistics, it involves updating so as to confine strengthened vision of benefits delivered, alteration in socio-economic status and use of updated data to deliver pro poor public welfare programmes powerfully. Therefore, the multi-dimensional SECC data could be used for classifying beneficiaries in different schemes, while poverty estimates are appropriate for tracking progress in combating poverty on the whole.

SETTING UP SOCIAL REGISTRY

Social Registry is a vibrant information method on beneficiaries and benefits to encourage inclusion of intended beneficiaries over and above synergies between welfare programmes. It is being implemented in many countries such as Chile, Brazil and Turkey the forerunners in implementing Social Registry. **Sumit Bose Committee** had recommended leveraging the potential of SEC Census data from simple database to become core of a social registry information system. It was measured that repetitive mounting of standalone SEC Census would be unnecessary exhaust on public resources and could be evaded. It can be used for effective implementation of multiple programmes by using potential of SECC and Aadhaar through development of integrated MIS interface with individual social programmes. In India, Social registries similar to systems are currently being executed in certain states such as Samagra in Madhya Pradesh and Bhimashah in Rajasthan.

MULTIDIMENSIONAL POVERTY INDEX BY NITI AYOG

NITI Ayog has constituted a Multidimensional Poverty Index Coordination Committee (MPICC) with members from relevant Line Ministries and Departments. Specialists from OPHI and UNDP, as the publishing organization, have also been on embarked for their technical proficiency. Grounding of a MPI Parameter control panel to rank States and UTs, and a State Reform Action Plan (SRAP) are at an advanced point of improvement. The work out is aimed at convincing states to take forceful poverty reductions measures by challenging with every one. The results are also expected to feed into the UNDP's Multidimensional Poverty Index (MPI).

Shared Prosperity Goal: Tracking progress of Bottom 30-40%. As well as the goal of poverty reduction in 2013, the World Bank Group has accepted the collective prosperity goal that defines it as growth of real income of the bottom 40%. It has reinforced the Bank's view on inclusive growth, the bottom income deciles and the wide development schema which includes inequality. India as well could think tracking the developments in the average standards of living of the underneath 30% - 40% of the population over time as an accompaniment to Poverty Line /MPI. Then the tracking progress is in fighting the poverty by analyzing development in the average and median actual expenditures of the bottom 3 or 4 deciles of the population over time. This approach reverses the conventional approach. Rather than taking a threshold level of complete expenditure as the poverty line and tracking the change in the percentage of the population below it over the time period, it takes a rigid proportion of the population at the bottom to be poor and tracks change in the affluences of this population over time.

ANTI-POVERTY PROGRAMMES IN TEN FIVE YEAR PLANS

From the initiation of the development planning in India, the policies of the government have continued to be pointed by the firm certainty that rapid economic growth is the prime mover in elevating the poor by contributing them more productive employment and enhancing their income. However, the outcome of the first twenty years of planning in the country does not seem to have strengthened this conviction as there has been much delayed progress both in expressions of economic growth with the terms of reduction of income poverty (GoI, 2002). It was not awaiting the late 70s that the growth rate of the Indian economy in fact picked up. The economy grew at the rate of more than 4% per annum in the late seventies, at about 5% during the early eighties and accelerated further since the mid-nineties. Currently, the growth rate is hovering around 8%. Table 4.1 below depicts India’s achievements on the growth front from the first to the tenth plan.

TABLE 4.1

GROWTHS, TARGETS AND ACHIEVEMENTS (% per year)

Plan	Target	Actual
First Plan (1951-1956)	2.1	3.6
Second Plan (1956-1961)	4.5	4.2
Third Plan (1961-1966)	5.6	2.7
Fourth Plan (1969-1974)	5.7	2.1
Fifth Plan (1974-1979)	4.4	4.8
Sixth Plan (1980-1985)	5.2	5.5
Seventh Plan (1985-1990)	5.0	6.0
Eighth Plan (1992-1997)	5.6	6.7
Ninth Plan (1997-2002)	6.5	5.7
Tenth Plan (2002-2007)	8.0	7.1
Eleventh Plan (2007-2012)	10.2	8.2
Twelfth Plan (2012-2017)	12.4	9.4

Source: Government of India (2019). NITI Ayog.

SOME IMPORTANT POVERTY ALLEVIATION (RURAL) PROGRAMMES IN INDIA

One of the most important aspects of the implementing stratagem of the 10th Five Year Plan is the critical role given to the Panchayati Raj Institutions (PRIs) in the deliverance of TPDS. Upto the ending of 11th five year plan, Govt. of India aims at fetching down people below poverty line to the degree of 10%. Following programmes have been introduced by the Govt. of India for solving the problems.

PRIME MINISTER'S ROZGAR YOJANA (PMRY)

PMRY was launched in the year 1993 with the purpose of making accessible self-employment opportunities to the skilled unemployed youth by assisting them in setting up any economically feasible movement. Until now, nearly 20 lakh entities have been set up under the PMRY scheme, creating 30.4 lakh further employment opportunities. The objectives for supplementary employment opportunities under the 10th Plan and in 2004-05 are 16.50 lakh and 3.75 lakh, correspondingly. Whilst the REGP is executed in the rural regions and small towns (population up to 20,000) for setting up village industries without any restriction on income, educational qualification or age of the beneficiary, PMRY is intended for educated unemployed youth with family income of up to `40,000 per year, in both urban and rural areas, for engaging in any economically feasible movement.

RURAL EMPLOYMENT GENERATION PROGRAMME (REGP)

REGP, initiated in 1995 with the purpose of creating self employment opportunities in the rural areas and small towns, is being executed by the Khadi and Village Industries Commission (KVIC). Under REGP, entrepreneurs can institute village industries by aiming of fringe money support from the KVIC and bank loans, for projects with a maximum cost of `25 lakh. Since the initiation of REGP, up to 31st March 2004, 1,86,252 projects have been financed and 22.75 lakh job opportunities created. An objective of creating 25 lakh new employments has been set for the REGP during the Tenth Plan. 8.32 lakh employment opportunities have previously been created during 2003-04. For 2004-05, a target of creating 5.25 lakh job opportunities has been permanent.

NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)

This programme was launched in during 1995-96. It provides three categories of services to the poor people. (a) National Family Benefit Scheme (b) National Old Age Pension Scheme (c) National Maternity Benefit Scheme. Entire expenditure on this scheme is exhausted by central government but while April 2001, NMBC has been handed over to ministry of health and family welfare.

SWARNA JAYANTI SHAHRI ROZGAR YOJANA (SJSRY)

This programme was launched in 1st December 1997. The main objective of SJSRY is to give self employment to unemployed youth of urban regions. It includes youth educated up to 9th standard so far living below the poverty line. It is also based upon 75% centre and 25% state's contribution in expenditure required for the scheme. The expenditure during 2003-04 was `103 crore. For 2004-05, the allocation is `103 crore, out of which `90.38 crore were utilized by December 31, 2004. In 2008-2009, 9.47 Lakh beneficiaries were plastered under this scheme. `541 crore was exhausted on this plan in 2008-09.

SWARNA JAYANTI GRAM SWAROZGAR YOJANA (SGSY)

SGSY scheme was launched in April 1999, tries at bringing the supported poor families (Swarozgaris) above the poverty line by categorizing them into Self Help Groups (SHGs) in the course of a mix of Bank credit and Government subvention. In this scheme IRDP and other programmes have also been integrated. Under this scheme, poor people were approved bank loans and subsidies to create small enterprises. This scheme is centrally sponsored on 75:25 bases, by centre and states. From this programme about 121 lakh self-employed individuals were promoted upto 2009. `27183 crore was spent on this scheme during 2008 and 2009.

INDIRA AWAAS YOJANA (IAY)

This is a foremost important scheme to construct houses of unserviceable kutcha houses to semi pucca houses has furthermore been added. From 1999-2000, the criterian for allotment of funds to state governments and Union Territories has been changed from poverty ratio to the housing deficiency in the state. Likewise, the criterions for distribution of funds to a district have been changed to equally replicate the SC/ST population and the housing shortfall. During 2007 and 2008 `4033 crores have been marked down for constructing 21.27 lakh houses. As per the data given by the state governments 9.40 Lakh houses have been built upto 2008. The Ministry of Rural Development (MORD) offers equal support to the Housing and Urban Development Corporation (HUDCO) for this intention.

ANTYODAYA ANNA YOJANA (AAY)

The AAY launched in December 2000 provides food products at a greatly promoted rate of `2.00 per kg for wheat and `3.00 per kg for rice to the poor families under the Targeted Public Distribution System (TPDS). The scale of concern, which was primarily 25 kg per family per month, was increased to 35 kg per family per month from April 1, 2002. The scheme originally for one crore families was enlarged in June 2003 by adding a further 50 lakh Below Poverty Line families. During 2003 and 2004, under the AAY, against an allotment of 45.56 lakh tonnes of foodgrains, 41.65 tonnes were raised by the State/UT Governments. Budget during 2004-05 extended the scheme further from 1st August 2004 by adding another 50 lakh BPL families. With this raise totally 2 crore households have been covered under the AAY.

PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)

The PMGSY, launched in December 2000 as a 100% centrally Sponsored Scheme, aims at providing rural connectivity to unconnected habitations with population of 500 or more persons in the rural areas by the closing stages of the 10th Plan phase. Enhancing and modernising rural roads have been incorporated as a major point of the NCMP. The programme is funded mainly from the accruals of diesel cuss in the Central Road Fund. Additionally, support of the multilateral funding agencies and the domestic financial institutions are being acquired to convene the financial requirements of the programme. Up to October, 2004, with an expenditure of `7,866 crore, total length of 60,024 km. of road works has been completed. The National Rural Roads Development Agency (NRRDA), an agency built up by the Ministry of Rural Development which was registered under the Societies Registration Act, supplies operational and technical support for the programme. In 2008-09, `46807 crores were spent on this plan. About 2.14 Lakh kms road length was completed. According to this scheme, `60000 crores are to be spent in seven years. It is estimated that by the end of this programme, 10 crores of rural villagers will be boosted up from the poverty line.

ANNAPURNA YOJANA

This scheme was initiated on 1st April, 2000. It is 100% centrally sponsored plan. It provides food grains to senior citizens. It engages those inhabitants who come under old age pension scheme, yet do not get any pension and 10 kilograms of food grains; at free of cost is given to each person. Since 2002, this scheme has been handed over to states.

PRADHAN MANTRI GRAMODAYA YOJANA (PMGY)

PMGY was launched in between 2000-01 predicts distribution of Additional Central Assistance (ACA) to the States and UTs for chosen basic services for instance primary health, primary education, rural shelter, rural drinking water, nutrition and rural electrification. For 2003-04 in addition to 2004-05, the annual allocation of ACA for PMGY was about `2, 800 crore.

VALMIKI AMBEDKAR AWAS YOJANA (VAMBAY)

The VAMBAY scheme which was launched in December 2001 makes easy to the construction and upgradation of residential units for the slum dwellers and provides a healthy and enabling urban environment through community toilets under Nirmal Bharat Abhiyan, an element of this scheme. The Central Government provides a subsidy of 50%, the balance 50% being arranged by the State Government. Since its commencement and up to 31st December 2004, `753 crore has been discharged as Government of India subsidy for the construction and upgradation of 3,50,084 dwelling parts and 49,312 toilet seats under the scheme. For the year 2004-05, out of the tentative Central Fund allocation of `280.58 crore, up to December 31, 2004, an amount of `223.66 crore has been released covering 1,06,136 dwelling units and 20,139 toilet seats.

NATIONAL FOOD FOR WORK PROGRAMME

In sequence with the NCMP, National Food for Work Programme was launched on 14th November 2004 in 150 most backward districts of the country in India with the broad objective to strengthen the generation of supplementary wage employment. The programme is unlocked to all rural poor who are in need of salary employment and wish to do manual unskilled job. It is executed as a 100% central government sponsored scheme and the food grains are provided to States free of cost. On the other hand, the transportation charges, managing charges and taxes on food grains are the responsibility of the State Governments. The district collector is the nodal officer at the district level and has the overall responsibility of planning, implementation, coordination, monitoring and supervision. For 2004-05, `2020 crore has been allocated for the programme in addition to 20 lakh tones of food grains.

NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (NREGS)

This scheme was introduced on February 2, 2006. For this scheme national rural employment guarantee act was approved on 7th September, 2005. In this proposal two major schemes have been included **(a) Sampooran Gramin Rozgar Yojana and (b) National Food For Work Programme.** This NREGS scheme was started in 200 districts in the starting period as trial. It will be launched in all the districts throughout the country within periods of 5 years. The main purpose of this scheme is to provide at least 100 days employment to each and every family in a year. As a result of this scheme 56 Lakh peoples got employment in 2006-07. This scheme was then being expanded from 100 to 200 in 2006-07 to 596 districts in 2008-09. In the budget of 2009-10 `30,100 crore has been fixed. According to the need budget can be exceeded.

PUBLIC DISTRIBUTION SYSTEM

Underprivileged people are provided food grains on cheaper prices through 4 Lakh fair price shops in order to guarantee food security to them. In some other states, this scheme was implemented in both rural and urban regions. Almost 3% of government budget is spent on this scheme. Public distribution system has facilitated the poor people to a little amount. For the victory of this plan Public Distribution System has been computerized in 2007-08. Under this scheme, there was a provision of `32667 Crore for food subsidy in 2008-09.

PRIME MINISTER EMPLOYMENT GENERATION PROGRAMME (PMEGP)

This programme was introduced by the govt. in 15th August 2008. In it two employment programmes have been merged. Prime Minister Rozgar Yojana and Rural Employment Generation Programme were the programmes**.** The major objective of these programmes is to create new employment opportunities in the course of micro enterprises. About 37 Lakh opportunities would be generated. For this intention `740 crore would be used in 2008-09 and `4485 Crore throughout next four years.

SMALL AND COTTAGE INDUSTRIES

Government to alleviate poverty and unemployment has paid special concentration for the development of small and cottage industries. This division is previously providing employment upto 238 Lakh peoples. It also promotes self employment schemes by spending heavy expenditure on this. In 2006-07, business limit for small entrepreneurs has been raised from `3 crore to `4 crore. In the budget of 2007- 08 excise duty exemption has been raised from `1 crore to 1.5 crore. It helps in increasing employment opportunities in small scale industrial sectors.

INTEGRATED CHILD DEVELOPMENT SCHEME (ICDS)

Under this scheme mothers and children who are below 6 years have got some financial assistance. Government has approved 5959 ICDS projects in 2007-08. For this reason `6300 crore has been distributed in 2008-09 and `6705 crore in 2009-10.

MID DAY MEALS SCHEME (MDMS)

Under the MDMS scheme, school children were supplied with free mid day meals. The children studying primary classes have been covered under this scheme. 2.5 crore further children got benefit by it. Children in primary classes and upper primary classes have also been covered further in 2008-09. For this reason an Amount of `8000 crore was spent in during 2009 and 2010.

MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT (MGNREGA)

MGNREGA was started in 2006-07 and unmitigated to cover the whole India during the 11th five year Plan. With a people centered, demand driven construction, entirely different from the previous rural employment programmes, MGNREGA has directly led to the creation of 987 crore person-days of work ever since its inception in 2006-07. During the financial year of 2010-11, MGNREGA provided employment oppourtunities to about 5.45crore families generating 253.68 crore person days. It has also effectively increased the negotiating power of agricultural labour, which results in higher agricultural incomes, better economic outcomes leading to diminution in anguish relocation. This is not to refuse that with better project plan, implementation outflows could be significantly reduced and the assets so created could make a larger involvement towards increase in the land productivity.

DEEN DAYAL ANTYODAYA YOJANA

Deen Dayal Antyodaya Yojana (National Livelihoods Mission (NRLM)) was initiated by the Ministry of Rural Development, Government of India in June 2011 as a **reorganized edition of Swarna Jayanti Gram Swarozgar Yojna (SGSY)**.

The Mission targets in creating resourceful and effective institutional podiums of the rural poor facilitating them to enhance family income through sustainable livelihood enhancements and better admittance to financial services. In November 2015, the programme was changed into Deendayal Antayodaya Yojana (DAY-NRLM).

NRLM has set out with a schema to coverup 7 crore rural underprivileged households, across 600 districts, 6000 blocks, 2.5 lakh Gram Panchayats and 6 lakh villages in India through self administered Self Help Groups (SHGs) and amalgamated institutions and support them for livelihoods cooperatives in a period of 8 to 10 years.

Additionally, the poor would be assisted to attain increased access to their rights, privileges and public services, diversified challenge and better social indicators of empowerment. NRLM trusted in harnessing the intrinsic capabilities of the poor and harmonizes them with capacities such as information, knowledge, skills, tools, finance and collectivization to contribute in the growing economy of the nation.

PRADHAN MANTRI AWAAS YOJANA (Gramin)

House is one of the fundamental requirements for human being endurance. For a normal inhabitant owning a house provides considerable economic and social security and position in the society. For a homeless person, a house brings about a insightful social change in his subsistence, providing him with an uniqueness, thus integrating him with his immediate social environment.

In pursuance to the objective - Housing for all by 2022, the rural housing scheme “Indira Awas Yojana” has been refurbished to Pradhan Mantri Awaas Yojana – Gramin and accepted through March 2016. Under this scheme, financial assistance is afforded to construct pucca house to all houseless and families living in decrepited houses. The scheme would be implemented in rural areas all through India excepting Delhi and Chandigarh. The cost of houses would be shared between both Central Government and State Governments.

The key objective is to provide pucca house to every one those who are houseless and living in decrepited houses in rural regions within 2022.

FUNDING PATTERN

It subsidized beneath PMAY, the price of per unit support is to be divided between Central and State Governments in the ratio of 60:40 in plain regions and 90:10 for North Eastern and hilly regions. The per unit support given to beneficiaries under this programme is `1,20,000 in plain areas and to `1,30,000 in mountainous states/intricate regions Integrated Action Plan (IAP) for Selected Tribal and Backward Districts. Currently the North Eastern States, States of Himachal Pradesh, Jammu & Kashmir and Uttarakhand and all 82 Left Wing Estremism (LWE) districts are acknowledged as difficult and hilly areas. The unit size is 25 sqm together with committed area for hygienic cooking. The recipient is entitled to 90 days of unskilled labour from MGNREGA Programme. The beneficiary would be assisted to gain loan of up to `70,000/- for construction of the house which is discretionary. Funds will be transferred electronically directly to the bank accounts of the beneficiaries.

TARGET GROUP

Identification of beneficiaries those are eligible for assistance and their prioritisation to be done using the available from Socio Economic and Caste Census (SECC) making certain total transparency and detachment. The register will be presented to Gram Sabha to recognize the beneficiaries who have been assisted earlier or who have become not eligible due to any other causes. The concluded list will be distributed. Yearly list of beneficiaries will be acknowledged from the total list through participatory procedure by the Gram Sabha. Gram Sabha will need to validate in writing with proper reasons for any modification of precedence in the original list.

PRADHAN MANTRI GRAM SADAK YOJANA

Rural Road Connectivity is not only a key element of Rural Development by promoting admittance to economic and social services and in that way generating improved agricultural incomes and useful employment opportunities in India, it is also as an outcome, a key component in ensuring sustainable poverty reduction.

Therefore, Government of India has launched the Pradhan Mantri Gram Sadak Yojana on 25th December 2000 to provide all weather conditions admittance to unconnected environments. The Ministry of Rural Development together with the state governments is liable for the achievement of PMGSY.

PMGSY

Phase I was launched in December 2000 as a 100% centrally subsidized scheme with an aim to provide single all-weather road connectivity to suitable unconnected environment of allocated population range (more than 500 in plain areas and more than 250 in North-East, hill, tribal and desert areas, between 0 and 249 population in LWE districts) for overall socio-economic development of the regions.

As well, upgradation of the available roads in those Districts where all the appropriate Habitations of the designated population volume have been provided all-weather road ways connectivity was to be taken up. On the other hand, Upgradation is not fundamental to the Programme. In Upgradation employments, precedence was to be given to Through Routes of the Rural Core Network, which transmit additional traffic. Under the scheme, 1,35,436 habitations were marked for providing road connectivity and 3.68 lakh km. for upgradation of already available rural roads which includes 40 % renewal of rural roads to be funded by the States so as to make certain full farm to market connectivity.

PRINCIPLES OF PMGSY

The strength and the objective of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide superior all-weather road connectivity to unconnected environments. A habitation which was previously provided all-weather connectivity would not be suitable even if the present condition of the road is worst. The element for this Programme is a Habitation and not a Revenue village or a Panchayat. A Habitation is a bunch of population, existing in an area, the locality of which does not alter over time. Desam, Dhanis, Tolas, Majras, Hamlets etc. are normally used expressions to illustrate the Habitations.

An Unconnected environment is one with a population of selected size located at a space of at least 500 metres or even more (it will be 1.5 kms of distance in the case of Hilly regions) from an All-weather road or a joined Habitation. The population shall be the basis for influencing the population size of the Habitation. The population of all Habitations inside a radius of 500 metres may be associated collectively for the intention of determining the population size. This cluster method would facilitate stipulation of connectivity to a larger number of Habitations, predominantly in the mountainous areas.

The appropriate Unconnected Habitations are to be associated to close by Habitations previously connected by an All-weather road or to another available All-weather road so that services such as educational, healthiness, marketing capabilities etc., which are not accessible in the unattached environment, become obtainable to the inhabitants. A center network is that nominal Network of roads that is necessary to provide necessary access to essential social and economic services to all suitable environments in the selected regions through at least solitary all-weather road connectivity.

A Core Network embraces of Through Routes and Link Routes. Through routes are the ones which will gather traffic from some link roads or a long chain of environments and direct it to Marketing centres both directly or through the higher kind roads i.e., the District Roads or the State or National Highway. Link Routes are the roads involving a solitary Habitation or a group of Habitations to Through Routes or District Roads leading to Market Centres. Link routes usually have dead ends finishing on a Habitation, while Through Routes begins from the convergence of two or more Link Routes and materialize on to a major Road or to a Market Centre.

It ought to be guaranteed that every road work that is taken up under the PMGSY is a part of the Core Network. While keeping the objective of connectivity in observation, preference should be given to those roads which also secondarily provide other Habitations. In further words, devoid of negotiating the fundamental objective, preference should be given to those roads which provide a larger population. For this reason, while Habitations inside a distance of 500 metres from the road is measured as connected in case of plain regions, this distance should be 1.5 km in respect of Hilly regions.

The PMGSY pictures only single road Connectivity to be afforded. If a Habitation is previously connected by way of an All-weather road, then no latest work can be taken up under the PMGSY for that environment.

Stipulation of connectivity to unconnected Habitations would be expressed as New Connectivity. Since the function of PMGSY inter alia is to provide farm to market admittance, new connectivity may engage ‘new construction’ where the link to the habitation is absent and in addition, if essential, ‘Upgradation’ where an intermediate relation in its present situation cannot function as an all-weather road. Upgradation, when sanctioned would characteristically engage building the base and surface routes of an existing road to preferred technical specifications and or improving the arithmetics of the road, as required in accordance with traffic situation.

SANSAD ADARSH GRAM YOJANA

Sansad Adarsh Gram Yojana (SAGY) is a village development scheme initiated by Government of India in October 2014, under which each Member of Parliament will take the accountability of increasing material and institutional infrastructure in three villages by 2019. The objective is to widen three Adarsh Grams by March 2019, of which one would be attained by 2016. Afterward, five such Adarsh Grams will be chosen and developed by 2024.

VALUES OF SAANSAD ADARSH GRAM YOJANA

Far away from mere infrastructure intensification, the scheme aims at inculcating certain values in the villages and their people so that they get renovated into example for others. These values include:

- ❖ Implementing people’s contribution as an end in it – ensuring the contribution of all sections of society in all facets associated to the life of village, particularly in decision making connected to authority.

- ❖ Remaining to Antyodaya – enabling the “poorest and the weakest person” in the village to attain happiness.
- ❖ Establishing gender equality and ensuring esteem for women.
- ❖ Promising social integrity.
- ❖ Encouraging decorum of labour and the guts of community service and voluntarism.
- ❖ Promoting an ethnicity of hygiene.
- ❖ Living in consonance with nature – ensuring stability between growth and ecosystem.
- ❖ Preserving and promoting neighborhood cultural inheritance.
- ❖ Inculcating joint collaboration, self-help and self-reliance.
- ❖ Promoting serenity and harmony in the village population.
- ❖ Bringing about clearness, responsibility and integrity in public life.
- ❖ Fostering local self governance.
- ❖ Holding to the values protected in the Fundamental Rights and Fundamental Duties of the Indian Constitution.

POVERTY IN TAMIL NADU

Poverty as a multidimensional concept refers to lack of access to the basic needs of food, shelter, security, education, health services, safe drinking water, and sanitation for a decent, normal and effective existence. Conventional measures of poverty, however, are narrowly defined making reference to a poverty line based on income thresholds consistent with a certain level of consumption of food. Given the poverty line, various indicators are used to measure the incidence of poverty such as *head count or poverty ratio, poverty gap index, squared poverty gap, Sen Index,* *Kakwani index, Takayama index, Foster, Greer, and Thorbecke (FGT) index*. The head count ratio, giving the number of poor as percent of the total population is the most frequently used summary measure of poverty. The 'poverty-gap ratio', indicates the average depth of poverty, incorporating not only the number of poor as proportion of the total population but also the difference among the poverty line and the total income of the poor on average. Other measures of poverty take into account distributional considerations within the population of poor with alternative weighting schemes. These measures of poverty are absolute measures of poverty. In addition, several relative and 'hybrid' measures of poverty have also been proposed.

POVERTY ALLEVIATION PROGRAMMES IN TWELFTH PLAN IN TAMILNADU

In Tamil Nadu, as in India as a whole, the structure of the economy is shifting away from agriculture. Growth in employment in the primary sector in Tamil Nadu has been negative in recent years whereas in secondary and tertiary sectors have been positive and relatively high. The basic challenge in the context of the changing structure of the economy and employment is to generate the capability to absorb the population migrating out of agriculture into industry and services sector with appropriate training and proficiency development. In the same time, production in agriculture must not be permited to drop. This will require considerable additional investment in agriculture where government will have to play a key role as the returns will not be adequate to attract large inflows of private capital into agriculture. Higher growth, particularly in the non-agricultural sectors, has been shown to have a significant direct impact on reducing poverty in Tamil Nadu.

Below this plan the following programmes were implemented for poverty alleviation:

- Extraordinary efforts were made for the improvement of small and rural industries so as to offer employment in rural sector in non agricultural regions.
- Special attempts were made for strengthening economic conditions of marginal and small farmers, artisans and unskilled labours.
- Under NREGS 100 day's employment were provided soon after the registration of 15 days.
- Aam Adami Bima Yojana has been initiated from 2nd October 2007.

The Integrated Rural Development Programme has been often confered, but rarely from the viewpoint of one of its main beneficiaries during the 6th Five Year Plan: the milk society president who acted as a loan agent between the local improvement management and IRDP beneficiaries and among bankers and beneficiaries. This is not a quantitative assessment of poor beneficiaries' cost-benefits, but rather a qualitative account of the type of people, largely drawn from the rich peasantry, fascinated in becoming milk society leaders, their successes with the administration in this view, and how they administered their milk societies. The field work was performed in twenty villages in two blocks of central Tamil Nadu during 1985 and 1986 and recommends that the type of person who became a milk president was an imperative aspect in the programme's general productivity for the real, particularly poor beneficiaries.

The PDS and NFSA

Even though the Public Distribution Scheme (PDS) has been around for a long time and even though an assurance to universal food security on the parts of the two consecutive UPA governments, it was only in 2013 that the NFSA was passed. Section 3 (1) of the NFSA affirms that, *"Every person belonging to priority households"*, recognized under sub-section (1) of section 10, shall be permitted to obtain 5kgs of food grains per person per month at subsidized prices specified in Schedule I from the State Government under the Targeted Public Distribution System as well as special conditions for pregnant and loctating women and children below the age of six to *"ensure improved nutrition."* The Act identifies the criteria for 17 categories of *"priority"* households that comprise BPL households, scheduled caste and scheduled tribe households, individuals residing in slums and temporary shelters and single women with dependent children. Jointly, it is supposed to cover up to 75% of rural families and 50% of the urban population. However, contrasting the MNREGA, the provisions of the NFSA are targeted when evaluated to the original National Food Security Bill, which widened universal privileges.

A number of rural Employment Generation Schemes (EGS) have been implemented in the past and these are presented in Table below.

1960	Rural Works Programme (RWP)
1970	Crash Scheme for Rural Employment (CSRE) Food for Work Programme (FFWP)
1980	Indian Wage Employment Programme National Rural Employment Programme (NREP) Rural Labour Employment Guarantee Programme (REGP) Rural Landless Employment Guarantee (RLEG) Jawahar Rojgar Yojana (JRY)
1990	Employment Assurance Scheme (EAS) Jawahar Gram Samridhi Yojana (JGSY)
2000	Sampoorna Gramin Rozgar Yojana (SGRY) Food for Work Programme (NFFWP) National Rural Employment Guarantee Scheme (NREGS)

TRENDS IN POVERTY REDUCTION

Trends in poverty reduction in Tamil Nadu over time and in comparison to other states may be summarised as follows.

Diminution in rural poverty in Tamil Nadu hastened subsequent to 1983. During the period from 1983 to 2004-05, rural poverty head count ratio in Tamil Nadu fell by nearly 30% points whereas the corresponding reduction in the all-India rural head count ratio was only 17 percentage points.

Reduction in urban poverty in Tamil Nadu picked up sharply after 1993-94 but the fall in the head count ratio during 1993-94 to 2004-05 was much less in Tamil Nadu compared to the corresponding reduction in the all-India poverty urban head count ratio.

The absolute number of urban poor in Tamil Nadu is more in 2004-05 as compared to 1973-74. There is a discernable trend toward urbanisation of poverty, measured by the percentage urban poor to total poor, which has increased from nearly 30% in 1973-74 to nearly 47.5% in 2004-05. In terms of gender inequalities, Tamil Nadu's performance is moderately superior. The gender ratio was 98.6 in 2001 and the female literacy rate was 63.4.

POVERTY REDUCTION: MAIN CHALLENGES IN TAMIL NADU

In developing a suitable strategy of poverty reduction in the context of achieving the MDGs, some of the main challenges for Tamil Nadu are:

a) Poverty reduction has to aim at a sustained increase in incomes rather than delivering a bunching of people just above the official poverty line who will remain vulnerable to a variety of exogenous shocks.

b) Poverty reduction has to be strategised in a multi-dimensional framework covering education, health, access to public services and safe drinking water. Consequently, economical reforms will have to play an important role.

c) In Tamil Nadu, poverty is becoming progressively urbanized. The rural poverty reduction programmes cannot be fully replicated in the urban areas. Different strategies need to be developed for the poor living in the slum and non-slum areas.

d) The overall demographic structure is changing in Tamil Nadu such that the share of working age population will be increasing in the medium term and the share of older people will increase in the longer run. These changes require massive investment in education first and health in the longer runs.

e) There are considerable inter-district and intra-district differences in the poverty profile as well as education, health and gender related deficiencies, and the relative positions of districts are quite different in terms of different indicators.

f) In Tamil Nadu, water scarcity and land degradation are two major constraints that affect agriculture in the state, which impact the poor more than others.

POVERTY LINE

In measuring the incidence of poverty, estimating a poverty line is critical. A personality is identified as poor if his/her average income/expenditure is less than a predetermined verge. Details of measurement of the poverty line in India (and various states) are given in the Table 4.2.

The rural poverty line for Tamil Nadu was equal to `196.53 in 1993-94 and `351.86 in 2004-05 (Table 4.2). In terms of purchasing power parity dollars (PPP $ = `7.02 in 1993), these figures translate into 0.93 PPP $ per day per capita in both the years1993-94 and 2004-05. The urban line was estimated at `296.63 in 1993-94 and `547.42 in 2004-05. These values translate into 1.41 PPP $ and 1.44 PPP $.

TABLE 4.2

POVERTY LINE IN TAMIL NADU AND ALL-INDIA

(`per capita per month at current prices)

YEARS	Rural Tamil Nadu	Rural All India
1973-74	45.09	49.63
1977-78	56.62	56.84
1983	96.15	89.90
1987-88	118.23	115.20
1993-94	196.53	205.84
1999-00	307.64	327.56
2004-05	351.86	356.30
2016-17	450.24	462.84

Source: Niti Ayog 2019 Reports.

In 1993-94, the average Indian poverty line was estimated at `205.84 per capita per month for rural and `281.35 for urban areas. In 2004-05, it was equal to `356.3 (`198 in 1993-94 prices) in rural and `538.6 (`299 in 1993-94 prices) in urban areas. In terms of purchasing power parity dollars, per day rural poverty line for the country declined from 0.98 PPP $ to 0.94 PPP $ and per day average urban poverty line raised from 1.34 PPP $ to 1.42 PPP $. If taken the average figure for the country, the Indian poverty line is close to the international poverty line used by the World Bank.

POVERTY IN TAMIL NADU: INTER-STATE AND OVER TIME

To facilitate the estimate the progress made by Tamil Nadu, it is useful to balance the progressive reduction in poverty in terms of the Head Count Ratio (HCR) in Tamil Nadu over time as well as in association to other main states in India. It is better to review the progress in poverty by examining rural, urban, and combined incidence of poverty. Table 4.3 gives the development in reducing rural poverty in Tamil Nadu in addition to preferred other states as determined by the HCR. During the period 1973-74 to 1983 the reduction in rural poverty in Tamil Nadu was comparatively less amounting to about 3.4% points from 57.4 to 54%. In contrast, in this period, the reduction in the all-India rural poverty HCR was more than 10% points from 56.4 to 45.7%. It is throughout the period 1983 to 2004-05 that lessening in Tamil Nadu poverty (HCR) was more than 30% points from 54.0% to 22.8%. In contrast, the all-India reduction in rural poverty amounted to only about 17 percentage points from 45.7 to 28.3%. Among the southern states, Tamil Nadu had the highest rural HCR in 2004-05. From Table 4.3 it is clear that the data's are not using the 1999-00 figures since the official figures are based on combined recall stage.

TABLE 4.3
POVERTY HEAD COUNT RATIO: RURAL:
IN TAMIL NADU WITH ALL INDIA LEVEL

(Percent)

State	1973-74	1977-78	1983	1993-94	2004-05	2016-17
Tamil Nadu	57.43	57.88	53.99	32.48	22.8	19.5
All India	56.44	53.07	45.65	37.27	28.3	24.2

Source (Basic Data): Government of India, Press Information Bureau. * For 2018-19.

POVERTY AND CALORIE INTAKE IN INDIA

Meenakshi and Vishvanathan (2003) have contended that in spite of the fact that income poverty has declined over the 1980s and 1990s, calorie intakes have declined. As such calorie deprivation has increased during 1983 and 1999-00. However, the depth and severity of nutrient deprivation and incidence of abject calorie deprivation has declined during this period. For rural areas the decline was on average 70 calories per capita over 1983 to 1999-00. This decrease has occurred in all states. This has implied that the head count ratios based on calorie thresholds have increased between 1983 and 1999-00 for rural households. These head count ratios are compared to the HCR derived by using the official poverty line.

INCIDENCE OF POVERTY: DISTRICT PROFILE

Census of households below poverty line (BPL) was launched in States and Union Territories in 1992. Data from BPL Census have been used variously by the Government for poverty alleviation programmes. The Expert Group for the purpose of BPL Census 2002 has laid down the methodology for the identification of households below poverty line. Presently BPL listing in the states is based on this. While BPL by Census 2002 was an enhancement over the 1997 BPL Census, it as well endures from some frailty. Sundaram (2003) observes that three of the four criticisms of the 1997 BPL Census are equally applicable for the 2002 BPL Census. First, there is the absence of provision for inclusion of persons who became poor after finalization of the BPL list. Second, the absence of poverty lines for all States and Union Territories come back via the upper limit given by Planning Commission's estimate of head count ratio. Third, adoption of 'uniform criteria for all the rural areas throughout the country' is very much present through the newly prescribed centrally determined uniform list of thirteen indicators. The fourth criticism of exclusion of visibly non-poor does result in dropping of the exclusion criterion but at a cost of increasing the coverage of the census many fold.

Many of the rural poverty alleviation programmes are administered on the basis of enumeration of the population below poverty line (BPL), which has been discussed earlier. The last such survey was taken in 2002. Based on this, if we look at the percentage of BPL population in a district to total rural population in that district, then the largest district poverty head count ratio is shown for Ramanathapuram at close to 60% followed by Madurai at 42%. Perambalur with a BPL head count ratio of 39.5% is third followed by Krishnagiri at 37% and Kanchipuram and Sivagangai at 35% each. Another way of looking at BPL population is to take the number of persons below poverty line in a district to total number of BPL persons in all districts in Tamil Nadu. This gives the share of BPL population in a district to total BPL population in all districts. A poverty alleviation programme needs to be directed towards those districts where the absolute numbers of poor are larger. The share of BPL population in total population indicates this kind of priority because it is the product of share of rural population of a district in total rural population in all districts and the share of head count ratio of BPL population in the total population of the concerned state.

ROLE OF LOCAL GOVERNMENTS IN POVERTY REDUCTION

The essence of decentralization is to transfer functions, finance and functionaries to the local bodies. This facilitates policy formulation and implementation according to local needs and priorities leading to more efficient use of resources and delivery of services. After the enactment of the 73^{rd} and the 74^{th} Amendment of the Constitution for empowerment of rural and urban local bodies, the responsibility for elementary education was transferred to the gram panchayats and municipal corporations. Tamil Nadu already had a decentralized system of education service delivery even before the constitutional amendment came into force. There is also community participation in school education through village education committees. Teachers were under the control of local bodies, which paid their salaries, utilizing grants received from the government. However from 1981, the teachers in panchayats and municipal schools were regularized as state government employees.

Decentralization can help improve the poverty alleviating content of governmental interventions if:

- Local governments have the option to select programmes or schemes most suited to their requirements from among the numerous centrally designed schemes.
- The local level institutions (PRI and municipal) can help in better targeting of household or individual oriented benefits. Also, they are in better position to understand the local infrastructure deficiencies.
- In the context of primary schools, interface with village panchayats can improve attendance of both teachers and students.
- It is only in programmes or services where specialized and technical inputs are needed like watershed development programmes, should agencies or societies be involved, but they should have a clear interface with the PRI institutions.

METHODOLOGY OF ESTIMATION

There are two significant problems in the conversation on poverty in India. First one communicates to poverty measurement. The second narrates to effectual poverty eradication.

Poverty procedures compare people in a civilization, to facilitate assessing the degree of intolerable disadvantages that subsist. Yet any poverty measure is itself imperfect. Limitations curtail principally from two aspects: data limitations and the variety of human lives being evaluated more so in a big country like India. Further, perceptions of what defines basic human needs vary widely according to income, level of development, sociopolitical beliefs and other factors. This is why views on how the poverty line should be defined vary widely. This makes the choice of a poverty line difficult. Poverty lines have to be adjusted depending on the modifications in income, consumption patterns and values. In India, poverty measurement has frequently led to controversial debates on poverty line. Despite these shortcomings, conceptually having a poverty line and related poverty estimates help to concentrate the public policy discourse around an agreed set of numbers as well as to track the progress in combating poverty.

Over time, priorities have shifted with development in India. Nowadays, hopeful poor hunt for betterment in education, health, housing, skills and consumption, and not simply minimum food and shelter. Therefore, poverty is now not just about basic food to keep body and soul together but about living standards sanitation, housing, piped water, electricity, education, health, and jobs. Poverty line assessment if it were to be done presently cannot be based on minimum expenditure on subsistence basket as done in the past. Further, the current pandemic Covid-19 has underlined the criticality of definite “essentials” access to eminence healthcare, education and awareness, water and sanitation facilities, sufficient nutrition, and the need for living gaps where social distancing can be followed. The World Bank has also categorized India as a lower middle income country and the consequent poverty line would be PPP $3.2 (2011 prices), which will transform into roughly consumption level of `75 per person per day. Over the time, India will need to change to the new actuality of the conversion to a lower middle income nation, in which poverty does not mean living at the edge of starvation but, somewhat, lack of income to take advantage of the opportunities thrown up by an emerging economy.

Additionally, deficiencies in different regions are positively associated with one another. It may be people who lack resources, also lack education, access to sanitation and clean water and healthcare. These intersections of deprivation also add critically important dimensions to understanding poverty, and in directing public policy to tackle it. In India, there is also an increasing acknowledgment for the need for a multidimensional approach to move towards the dream of a poverty liberated India. Global MPI is already providing useful information on deprivations in various areas and at disaggregated level. Current project to develop Multi-dimensional Poverty Index (MPI) spearheaded by Niti Ayog may be expected to provide poverty indices at national, states and lowers levels of granularity with focus on multidimensionality. Whereas multidimensional and income measures of poverty confine diverse and sometimes contradictory information, using them in a complementary approach may provide a more absolute view of poverty and better imminents for policy action.

It is also essential to distinguish between constant poverty and infrequent poverty: the former, a result of generations of deficiency and the latter, an outcome of a sudden crises or short term shock like current pandemic Covid-19. Studies of poverty have commonly spotlighted on the state of being poor, somewhat than on the 'dynamics of poverty' faction into and out of poverty, and the processes and factors that decide this. Why there are a huge number of people in India determinedly poor? What facilitates those who are poor to flee from poverty? Why do a huge number of people who are not poor turn into poor? Studying poverty vibrants to respond these questions can carry new consideration of poverty and happiness.

Second aspect relates to focus on poverty elimination. Traversing a minimum income or consumption verge does not involve that the shortage of education or health will not force the households back into poverty line. Evidence shows that India is successfully addressing multidimensional poverty through diverse range of interventions.

Alongside the average level of poverty, some of the important socioeconomic indicators such as literacy, education, and health have shown considerable improvement. Global MPI reports indicate what has succeeded and where are the significant gaps for future policy formulation. However, the progress in poverty reduction and improvement in the socioeconomic indicators in India has been marked by substantial inequalities. Poverty is deliberated both spatially and between social and economic groups, and those most susceptible to poverty comprise landless labourers, marginal farmers, socially backward classes and people living in secluded areas. Global MPI reports have also highlighted wide disparities across states, districts and social groups. The two-fold strategy of enabling the economy grows rapidly (with high employment intensity) on sustained basis and attacking poverty and address disparities through social welfare programmes remain relevant. Ministry of Rural Development's programmes focusing both on alleviating the poverty of households through MNREGA, NRLM, PMAY, DDUGKY, and the poverty of regions through PMGSY, SPRM, SAGY are on right track.

The function of rural infrastructure in poverty eradication cannot be exaggerated. Better infrastructure promotes the shift from low-productivity casual labour in agriculture to more productive casual work in the nonfarm sector. It is furthermore a key to higher incomes and help in improving literacy rates and school attendance. Thus, the poverty reduction payoffs to higher investment in rural infrastructure especially in backward poor states are likely to be high. Mission Antyodaya 2020 findings have comprehensively highlighted the gaps in socio-, economic infrastructure at the Gram Panchayat level and may be used for interventions that address Gram Panchayat specific gaps. Markets and value chains for products can diversify rural economies and bring down poverty on an even faster scale. Gains in health, education and nutrition outcomes can be manifold through communitized approach to participatory development involving both PRIs and community organizations like the Women SHGs.

District Wise allocation under Swarna Jayanthi Gram Swarozgar Yojana (SGSY) 2010-11 as on 31.3.2011

S.No	District	Central Share ` in Lakhs (75%)	State Share ` in lakhs (25%)	Total
1	Kancheepuram	510.560	170.187	680.747
2	Tiruvallur	422.320	140.773	563.093
3	Cuddalore	462.850	154.283	617.133
4	Villupuram	914.780	304.900	1219.680
5	Vellore	788.230	269.890	1058.120
6	Tiruvannamalai	491.300	163.767	655.067
7	Salem	518.350	172.783	691.133
8	Namakkal	291.930	97.310	389.240
9	Dharmapuri	288.560	96.187	384.747
10	Krishnagiri	314.580	104.860	419.440
11	Erode	282.168	94.056	376.224
12	Coimbatore	321.764	107.255	429.019
13	The Nilgris	88.080	29.360	117.440
14	Thanjavur	454.880	151.627	606.507
15	Nagapattinam	297.430	99.143	396.573
16	Tiruvarur	314.460	104.820	419.280
17	Tiruchirappalli	340.100	113.367	453.467
18	Karur	216.330	72.110	288.440
19	Ariyalur	188.00	62.667	250.667
20	Perambalur	110.430	36.810	147.240
21	Pudukottai	286.220	95.407	381.627
22	Madurai	402.290	134.097	536.387
23	Theni	208.390	69.463	277.853
24	Dindigul	350.070	116.690	466.760
25	Ramanathapuram	261.550	87.183	348.733
26	Virdhunagar	316.540	156.190	476.730
27	Sivagangai	258.230	0.000	258.230
28	Tirunelveli	491.490	163.830	655.320
29	Tuticorin	370.180	123.393	493.573
30	Kanniyakumari	244.480	81.493	325.973
31	Tiruppur	308.638	102.879	411.517

ANALYSIS AND INTERPRETATION