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## Ministry of Social Justice and Empowerment, Government of India



“Friends, today, the underprivileged and most deprived people are the first priority for our government. We are giving first class status to the most backward communities in the society.”

- Narendra Modi  
Prime Minister

## SMILE-BEGGARY HANDBOOK

The understanding of beggary is influenced by various contexts such as economic, social, and political factors.

This Handbook is a collection of on-ground examples of processes for the implementation of SMILE sub-scheme on Beggary by Ministry of Social Justice and Empowerment, GOI & focuses on Survey, Identification, Mobilization & Rehabilitation provisions like Counselling, Medical aid, Education, Skill Development & Sustainable Settlement of persons engaged in the act of begging.

This Handbook is illustrative and is to be used with certain caution by adapting to the local conditions.

## भिक्षावृत्ति मुक्त भारत

SMILE - SUPPORT FOR MARGINALISED INDIVIDUAL FOR LIVELIHOOD AND ENTERPRISE (FOR COMPREHENSIVE REHABILITATION OF PERSONS ENGAGED IN THE ACT OF BEGGING)

### VISION

Reintegration of persons engaged in the act of begging in the mainstream society to lead a life with dignity and self confidence

### MISSION

To make identified urban spaces, mainly religious cities, tourist places and historical cities, free from beggary.



### COMPONENTS

1. Survey/Identification
2. Rescue/Mobilization
3. Rehabilitation



### Approach & Strategy

Convergence with Schemes of Central/State Ministries/Departments



### Coverage

- Phase I: 31 cities/towns
- Phase II: 50 cities/towns

**JOIN HANDS FOR BHIKSHA  
VRITTI MUKT BHARAT - A  
SMILE FOR EVERY CITIZEN**

Website: <https://smile-b.dosje.gov.in>







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**Introduction**

The term ‘Begging’, in general is an act whereby a person appeals to others for material help by words or gestures. ‘Begging’ may mean:-

- a) Soliciting or receiving alms, in a public place whether or not under any pretence such as singing, dancing, fortune telling, performing or offering any article for sale;
- b) entering on any private premises for the purpose of soliciting or receiving alms;
- c) exposing or exhibiting, with the object of obtaining or extorting alms, any sore, wound injury, deformity or diseases whether of a human being or animal;
- d) having no visible means of subsistence and wandering, about or remaining in any public place in such condition or manner, as makes it likely that the person doing so exist soliciting or receiving alms;
- e) allowing oneself to be used as an exhibit for the purpose of soliciting or receiving alms

The understanding of beggary is influenced by various contexts such as economic, social, and political factors. Economic conditions, including poverty, unemployment, and economic corruption, play a significant role in the emergence of begging. Social factors like social imbalance, physical disability, and economic inequality also contribute to the prevalence of beggary.

Understanding beggary requires a holistic approach that considers the intricate interplay of economic, social, and political elements within a given society.

The problem of begging is largely an outcome of destitution, situations of extreme vulnerability and can be termed as extreme form of poverty. This extreme vulnerability is due to multi-dimensional deprivation of socio-economic position and other aspects. Persons engaged in the act of begging experiencing destitution live in a vicious cycle of extreme poverty, homelessness, powerlessness, stigmatization, discrimination, exclusion and material deprivation, all of which mutually reinforce each other. Other factors such as mental illness, old age, breaking down of families, distress migration, displacement, gender discrimination for transgender, diseases like leprosy, drug dependence, and physical disability are most common factors leading to this web of destitution leading to persons engage in the act of begging.

According to the Census 2011, the total number of Beggars, Vagrants etc. in India is 4,13,670 (including 2,21,673 males and 1,91,997 females) and the number has increased from the Census 2001. There are 45,296 children identified as engaged in the act of begging, Census 2011.

Towards the end of 2023, our Ministry has formulated an Umbrella Central Sector Scheme “Support for Marginalized Individuals for Livelihood and Enterprise (SMILE)”, which includes a sub-scheme for ‘Comprehensive Rehabilitation of persons engaged in the act of Begging’. The objective of the sub-scheme is to make the country ‘Bhiksha Vritti Mukta Bharat’ and make a strategy for comprehensive rehabilitation of persons engaged in begging.

This scheme is dedicated to the upliftment and welfare of individuals engaged in begging, focusing on holistic rehabilitation, skill development, and reintegration into society.

The strategic Convergence approach heavily depend on collaboration with various stakeholders such as State/UT Governments, District Administration, Urban Local Bodies/Municipal Corporations and other stakeholders working in the field and public at large so as to ensure the beggars reintegration in the mainstream society to lead a life with dignity and self-confidence.





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**Roles and Responsibility Matrix (RACI Model - R-Responsible, A-Accountable, C-Consulted, I-Informed)**

S. No.	Roles & Responsibility R-Responsible, A-Accountable C-Consulted, I-Informed	DoSJE-GOI	State Social Welfare Ministry	State Urban Dev. Ministry	District Admin/Muni- cipalities/No- dal Officers	Implem- enting Agency	Local Administration	NISD	MOHUA	Convergence
1	Release of SMILE-Sub-Scheme Guideline	RA			I	I			C	
2	Selection of Cities	RA	C	C	C		C		C	
3	Consent for Launch of Scheme in a Specific City	I	R	R	RA		C			
4	Opening of Bank Account in Bank of Maharashtra	I			RA					
5	Selection of Implementing Agency	I			RA		C			
6	Approval for disbursement of 1st Installment to 'CNA'	RA						I		
7	Release of 1st Installment 30% of sanctioned amount to District Admin/Municipalities	I	I	I	I	I	I	RA		
8	Release of 1st Installment of funds as advance to their designated Implementation Agency to start the work - 75% to be relased as per 'CNA' norms within prescribed time frame or Money to be surrendered.	C	I	I	RA	I		I		
9	(including awareness creation, scheme publicity/IEC/Media coverage and conducting spot/location specific survey & Identification	C	I	I	R	RA	R			
10	Training & Capacity Building	C	I	I	R	R	R	RA		
11	Submission of UC after completion of Survey/Identification	I	I	I	RA	R	R			
12	Approval for disbursement of 2nd Installment to CAN after receipt of UC	RA	I	I	R	R	R	I		
13	Release of 2nd Installment	C	I	I	I	I	I	RA		
14	Monitoring of Scheme Progress	RA	R	R	R	R	R	I	I	
15	Rescue & Mobilisation	I	I	I	R	RA	R			Traffic Police & Local Police Organisation, MHA
16	Avaiability of Shelterhome	I	R	R	RA	I	R		R	
17	Primary Rehabilitation & Specific Transfers	I	I	I	R	RA	R			WCD, DoE, Anganwaadi, Department of Health, MHA, NMBA
18	Issuance of Aadhaar Card and other ID's to avail various Govt. Schemes	I	I	I	R	RA	R			
19	Skill Development/ Training	I	I	I	R	RA	R			MSDE, PM-Daksh, ITI's. Industry
20	Employment/Self-Employment	I	R	I	R	RA	R			MSDE, Dept. of Industries. MSME, Min. Labour & Employment, Min.of Fin., Lending Schemes of Corporations
21	Submission of 2nd UC after completion of Mobilisation & Rehabilitation	I	I	I	R	RA	R			
22	Approval for disbursement of total Scheme Amount after receipt of 2nd UC	RA	I	I	I	I	I	I		
23	Release of 3rd and Final Installment	C	I	I	I	I	I	RA		
24	Extension/Renewal of scheme for next shelterhome/ next year	RA	I	I	I	I	I	I	I	

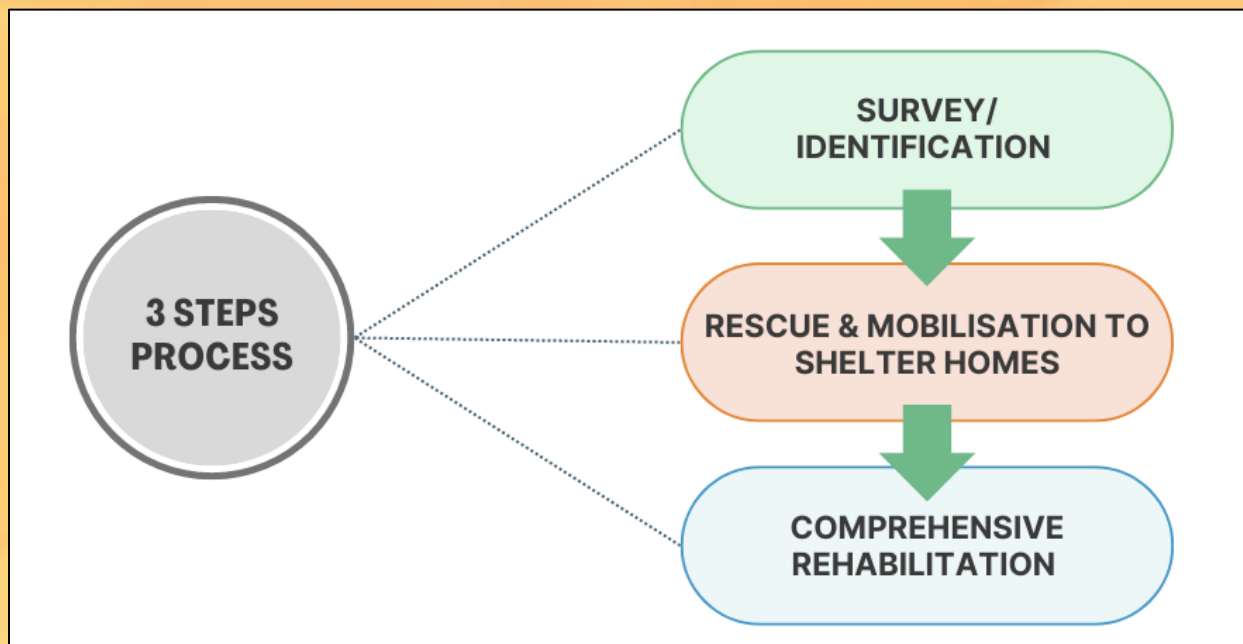


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### 3 Key Process Steps

The comprehensive rehabilitation process consists of three pivotal stages.



In this document we will deep dive into the practices followed at each stage of the process to get detailed insight of each stage individually.

### Purpose of survey

The survey activity commences with the aim of identifying the people involved in the act of begging in the identified localities and to work with the most needy and willing program participants, in accordance with the scheme guidelines. The scheme guidelines are available on the portal <https://smile-b.dosje.gov.in/> where provision for login is given to all stakeholders including Implementing Agencies/Surveyors.

### Survey Squad

1. Each survey squad may consist of Surveyors, Counselors, depending on local resource availability. Goal of survey is not only limited to identification but building connection with the program participants for next steps of the program. Having counselling skills will help the team's success for the next step. The team is affiliated with Implementation Agency.
2. Survey squads may be deployed as per necessity; one designated for each zone of the city (Cluster of high concentration of people engaged in the act of begging) and its respective target areas.
3. The selection of religious places may be carefully coordinated, taking into account the day of the week and special occasions (Mahashivratri/Eid etc.), in alignment with anticipated footfall.







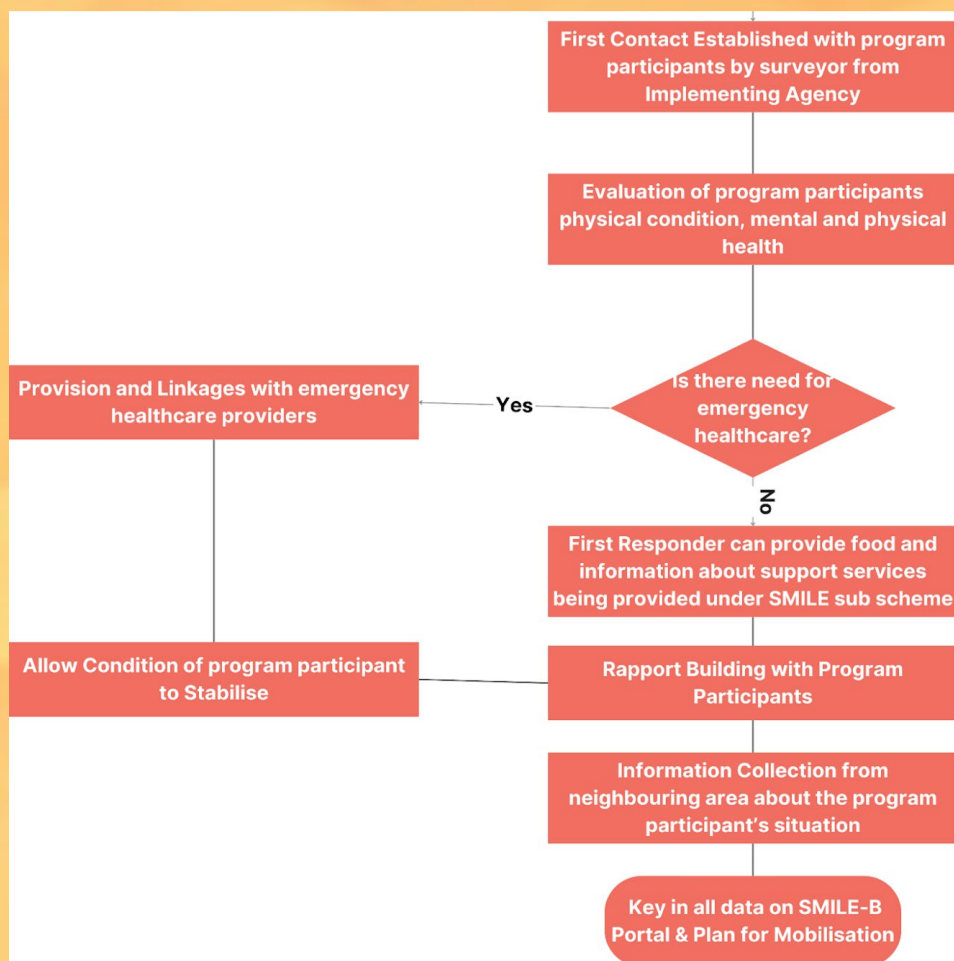
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### Survey Process

Upon observing an individual engaged in the act of begging, the survey team may first gather photo/video evidence. Subsequently, they approach the person in a friendly manner and engage him/her into conversation to collect further information, which is in alignment with the survey form provided by ministry and available online on the portal and application. (Survey form template is attached in annexure) On an average, each team may

conduct survey of approximately 25 individuals per day.



### Role of supporting agencies

Depending on need and availability of resources for any special travel, help can be taken from city administration, local hospitals and civil society organizations.

### Outcome

The final outcome of the survey process after the duly filled survey forms for each individual are submitted in hard copy (or data entry directly on mobile Application) and/or on the portal is the total number of persons identified to be engaged in the act of begging.

### Identification of vulnerability

Identification involves categorizing and profiling of surveyed individuals based on various factors such as age, gender, mental and physical health, any form of substance abuse as well as their willingness for rehabilitation.

Proper Identification helps for the next stage of rescue or mobilization. Based on the profiling of the candidates, rescue steps will be different.





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### Risk & Challenges

- Unwillingness of potential program participants to interact with implementing agency out of a fear of economic loss, since people involved in the act of beggary believe they can earn more through begging rather than skilled labor
- Resistance from Special Interest Groups involved in human trafficking & unlawful activities leveraging beggary to their advantage

### Final Outcome

- Identified and consenting program participants to be mobilized into rehabilitation centers to form the cluster as needed.
- Identified and consenting program participants who are under a specific profile (children, mentally disturbed, senior citizens etc.) to be mobilized into CWC/Mental Hospital/Govt. Senior Citizen Homes etc.
- Collection of survey data, which will be uploaded to the SMILE-B portal.

## RESCUE & MOBILIZATION TO SHELTER HOMES

### Purpose of activity

The purpose of this activity is to safely mobilize the identified program participants to their respective shelter homes/care centers based on the profiling done in stage 1.

### Rescue Squad

As per the guidance received from local task force supported by district administration, a rescue and mobilization squad may be formed in accordance with various stakeholders, which may include-

**Members from Women & Child Department, police department (respective station area) or civil policing, Municipal Corporation, Health Department, Labour & Employment department and Implementing Agency.**

In case the Implementing Agency does not possess a car or any other vehicle to utilize for the purpose of rescue, the city administration or the local governing authority within the identified region may be contacted to procure a vehicle on need basis.

### Rescue process

Implementing agency in coordination with departments like Women & Child Development, Social Welfare etc. may plan, execute and manage this activity. Before Mobilization, Medical personnel conduct preliminary medical checkups on the spot for all women and children, to ensure health and mobility conditions. Additionally, preliminary medical checkups for adult males are performed on an as-needed basis.

Post medical checkup following identified program participants are mobilized to their respective shelter homes/institutions/rehabilitation center





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Rest all other Program Participants to be mobilized to identified SMILE sub scheme Shelter home allocated based on their vulnerability. It may be noted that each shelter home can accommodate 50 inmates and accordingly arrangements are to be made.

Identified Program Participants	Rehabilitation centre (SMILE – Implementing Agency)
Kids/Minor	Child Welfare centre, Anganwaadi Centres, Enrolment to Schools
Mental Patients	Identified Mental hospitals
Drug abuse victims	Drug de-addiction centres
Senior Citizens	Old age homes preferably run by Government

### Risk & Challenges

- There are many mentally ill people, making it a challenging task to approach them.
- Limited space is a major issue making it difficult to rescue every person that may reach out.
- Different kinds of people in this category with different problems including people with intoxication challenges and mental health issues cannot be accommodated into a single home very easily.
- Inadequate awareness among civil society and stakeholders about negative consequences of alms giving.

## COMPREHENSIVE REHABILITATION

Rehabilitation & skill development process starts once identified program participants are brought into a shelter homes.

### Purpose of Activity

The purpose of this activity is to empower the identified program participants, who were previously engaged in beggary, by helping them, reintegrate into mainstream society as productive and positive contributors.

### Convergence Architecture

The thrust has given to be convergence approach with Central/State Ministries/Departments similar schemes like Deen Dayal Upadhyaya Antyodaya Yojana – National Urban Livelihood Mission (DAY-NULM), National Rural Livelihood Mission (NRLM) scheme of Ministry of Rural Development, Mission Vatsalya, Shakti Sadan, Saksham Anganwadi and Poshan

2.0 schemes of Ministry of Women and Child Development, Annapurna scheme / Pradhan Mantri Garib Kalyan Ann Yojana (PMGKAY) under NFSA of Ministry of Consumer Affairs, Food and Public Distribution, Samagrah Shiksha scheme of Ministry of Education and National Health Mission and PM Jan Arogya Yojana of Ministry







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of Health and Family Welfare, PMJAY and PM-DAKSH schemes of this Ministry and similar schemes of Ministry of Micro, Small and Medium Enterprises. In addition, similar schemes under State/UT Governments, District Administration, and Urban Local Bodies/Municipal Corporations etc. will also be converge into the scheme

### Focused Care / Special Attention

In addition to daily/period set of activities, extra care/attention may be provided for certain program participants with special needs. The following is an illustrative example for dealing with such participants.

#### **Specialized Counselling for Recovering Mental Patients**

- Special attention is given for the program participants who have been treated for various mental conditions like Trauma/depression/low confidence/chemical imbalance in the mind etc.
- Specially tailored skill development program in the areas required below average working hours (Such as news-paper distribution etc.), acknowledging that program participants may initially have lower productivity.

#### **Recovering Drug Addicts**

- The rehabilitation efforts may focus on Natural therapy, alternative healing practices.
- Deaddiction treatment as per standard norms and practices of De-addiction centers.

#### **Malnourished Individuals**

- Special diet as prescribed by doctor/physician
- Specially tailored skill development program

### **Skill Development and Livelihood Sustainability**

Skill development is crucial component of rehabilitation strategy and needs to be customized as per needs of the target group and availability of local resources and opportunities. Some of the illustrative examples of such skill training and practices, which could be adopted are as below:

a) **Life Skills Training:** This training helps program participants regain independence in activities of daily living such as dressing, bathing, cooking, and managing finances. Training can be tailored to address specific cultural practices or living situations.

#### **a) Financial Literacy:**

Financial literacy can be a vital rehabilitation strategy for individuals engaged in begging by equipping them with essential skills to achieve financial independence. Many turn to begging due to a lack of education and employment opportunities, trapping them in a cycle of poverty. Teaching concepts like budgeting, saving, and income generation empowers them to make informed financial decisions. Coupled with vocational training and micro-financing, financial literacy fosters self-reliance and helps them transition to sustainable livelihoods, ultimately promoting economic empowerment and social reintegration.







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**b) Basic Skills:**

**Communication and Time Management Skills:** Conduct interactive sessions, including mock interviews with volunteers or staff, to enhance body language, clear communication, and interview etiquette. Additionally, provide workshops on task prioritization, scheduling, and meeting deadlines using simple tools like planners or calendars to improve overall efficiency.

**2. Promote Creative Skills:**

- Arts and Crafts:
  - **Utilize recycled materials:** Collect materials like newspapers, cardboard tubes or plastic bottles for creative projects.
  - **Focus on basic skills:** Teach fundamental crafting techniques like sewing, knitting or drawing.
- Culinary Arts:
  - **Meal preparation workshops:** Plan workshops around meals already served at the shelter. Participants learn basic skills like chopping vegetables, cooking rice, or preparing simple dishes.
  - **Healthy cooking demonstrations:** Focus on healthy and affordable meals that can be prepared in shared kitchens.

**3. Hard Skills Training Program:** This will empower program participants with the skills and support necessary to find and maintain employment that aligns with their interests and abilities. Possible Livelihood Trades are as below:

**a) Short-Term Training and Certification Programs:**

These programs offer focused training in specific skills leading to industry-recognized certifications. They are ideal for the program participants who will usually not have the time or capacity to engage in traditional education. A few examples of such courses that they can be enrolled in are:

- **Construction Trades:** Carpentry, electrical work, plumbing, welding, Masonry, Automotive Repair, Construction, Glazing, Painting and Decorating.
- **Healthcare Support Services:** Medical Assistant, Phlebotomist, Patient Care Technician.
- **Maintenance and Repair:** Basic HVAC, appliance repair, or handyman skills.
- **Administrative Support:** Office administration, data entry, bookkeeping.
- **Custodial Services:** Teaches cleaning and maintenance skills for janitorial positions.
- **Food Service Worker:** Provides basic training for food preparation and service in restaurants.
- **Security Guard:** Equips individuals for security guard positions.





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b) Upskilling Programs :

These are intensive, short-term courses focusing on specific in-demand skills. These courses are an efficient and quick way to help the program participants join the workforce with limited training. A few examples are:

- **Customer Service Skills:** Communication, conflict resolution, and problem-solving for customer interactions.
- **Social Media Marketing:** Learn how to manage social media accounts for businesses.
- **Basic Carpentry or Construction Skills:** Learn fundamental woodworking or construction basics.
- **Digital Literacy:** Develop computer skills for online applications and basic office tools.
- **Data Entry:** Teaches basic computer skills for data entry positions.
- **Warehouse Operations:** Provides fundamental skills for working in warehouses.

c) Choosing the Right Program:

Each program participant must be evaluated based on their capabilities, skillset, physical and mental state using these criteria to ensure that the livelihood they are guided to is a good match for them. These criteria include:

- **Interests and Aptitudes:** Some participants may have prior experience or interest in different fields of employment. They should be counselled and asked about the same.
- **Job Outlook and Salary Potential:** While considering which courses the program participants should be enrolled in, the implementing agency should evaluate the economic outlook for the same.
- **Program Cost and Length:** Based on the resource and financial constraints of an implementation agency, it is necessary to consider cost efficient courses.
- **Placement Rates:** Since the goal is long term sustainable livelihoods for these program participants, the courses with which these individuals are connected should have a strong history of helping them earn a living wage.

d) Additional Considerations:

- **Financial Aid:** Implementing agencies to align with existing schemes of Centre/State Governments and also look for support from CSR funding and other local resources.
- **Accessibility:** Implementing agencies should ensure the chosen program caters to individual needs and learning styles.







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#### **4.Economic Empowerment (Employment / Self employment)**

The primary goal of the skill development program is to prepare program participants for employment or self-employment, facilitating their successful integration into society. It is crucial to create opportunities for employment or self-employment for all program participants. Key steps/activities to enhance employment / self-employment opportunities are:

- Preparing official documentations (Aadhar, Ration card, voter ID, bank accounts etc.)
- Registration on employment exchange board
- Representation in Job fairs
- Support from local associations/ employee unions etc., social and professional networks, references, visitors etc., from Rotary club / Lion's club and other associations
- Utilizing government schemes such as PM SVANidhi Yojna, Pradhan Mantri Mudra Yojana (PMMY), Nirashrit/Divyang Pension Yojna, Old Age Pension Scheme etc. to facilitate necessary resources

##### **i. Employment and Placement Support**

- **Job Search Skills:** Rehabilitation program should offer assistance with resume writing, interview preparation, and navigating the job search process. This can include guidance on tailoring resumes to highlight transferable skills and developing effective interview techniques.
- **Employer Partnerships:** Collaborations with local businesses create job opportunities for individuals transitioning back into the workforce. These partnerships can involve customized job training programs or internship opportunities that provide valuable work experience.

##### **ii. Microfinance and Small Business Support**

The Following suggested self-employment activities can be encouraged with the help of schemes from Corporations, VISVAS scheme, VCF and other Governments scheme through convergence.

#### **Key suggestions**

- Create campaign approach for filling documentation gaps by government authorities
- Create hyperlocal Provision of Job portals, employment centric vocational trainings
- Execute convergence for subsidized loans, interest subvention schemes of Governments
- Help in Allotment of stalls for selling handicrafts in city fairs and government events on subsidized price
- Taking help from a medical team for age estimation and acquiring police enquiry report from concerned station and help from local administration to get the Aadhar card made





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- Create marketable products. Compete with similar products in the market. Create a separate impact market for this by communicating about success stories of our program participant's economic activities to masses.
- There is a possibility of attracting private charity to be invested for creating sustainable nano entrepreneurs among our program participants.

### **Family tracing process**

Locating the family/address of program participants is a crucial step in the resettlement process, at it may require a prolonged effort or several weeks or even months. Suggested practices to make this process more efficient are:

- Thorough counseling aimed at determining the whereabouts of the program participants' family. Aim is to look for the key words which helps to narrow down the address/locality of program participants
- Identify the neighborhood landmarks like Famous temple, river, school, market, street etc.
- Focusing on the Demographic profile of program participants helps to narrow down the domicile details like language or slang, religion or samuday, eating habits, favorable climatic conditions etc.
- Background verification by police department
- Help and support from regional police and other government institutes, support groups, social media, education institutes to zero down the address and locality
- Support from local team / volunteers

### **Key challenges in family tracing process**

- Unavailability of centralized missing person database / portal
- Unwillingness to share family details due to various social / personal reasons
- Unawareness/memory loss of family details due to mental conditions like dementia or due to long duration gap
- In many cases it is observed the regional police/support does not take the tracing activity on high priority and take very minimal interest

**Given below are few indicative examples of Rehabilitation flow of our Program Participants:**

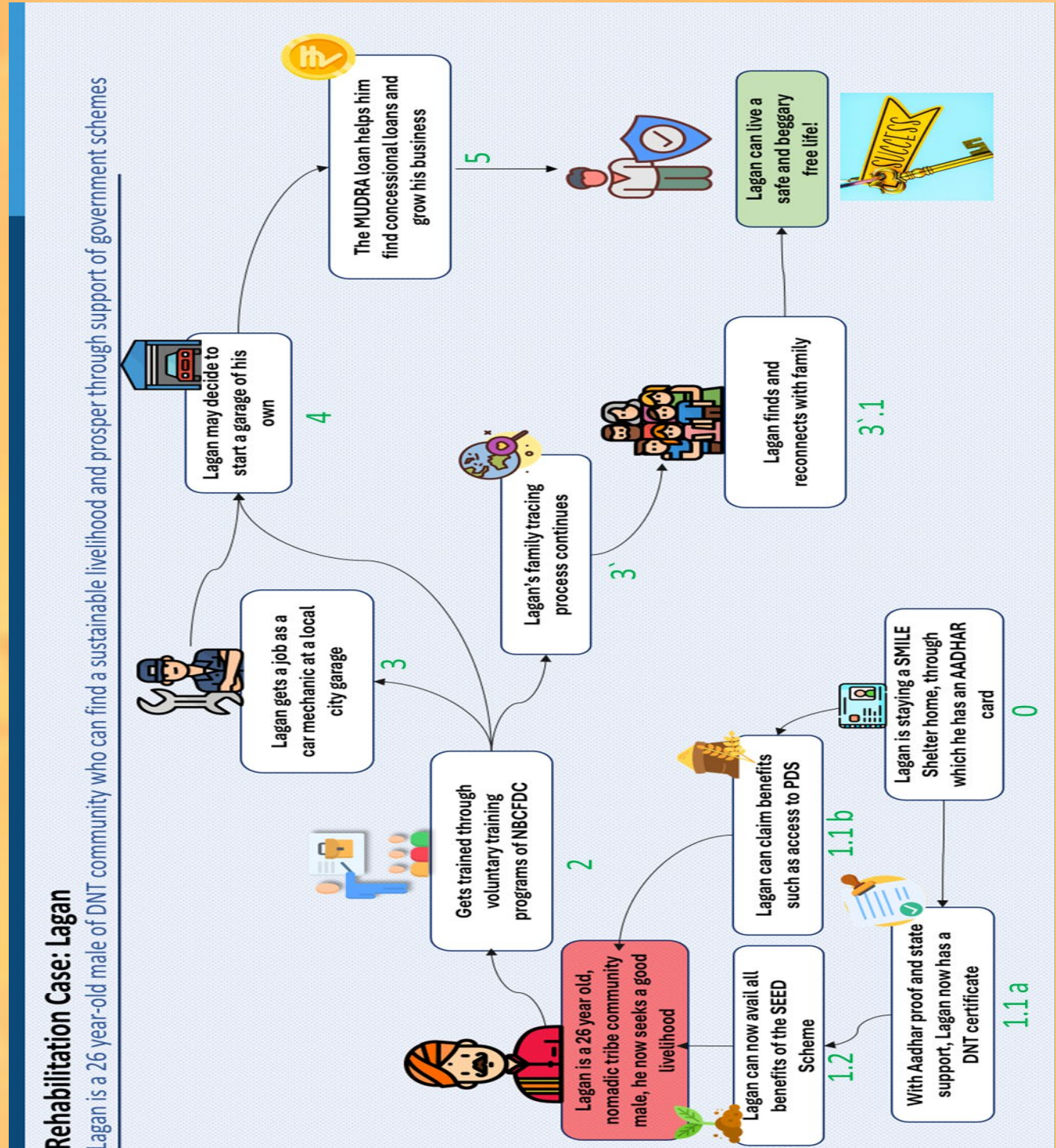






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Example - 1

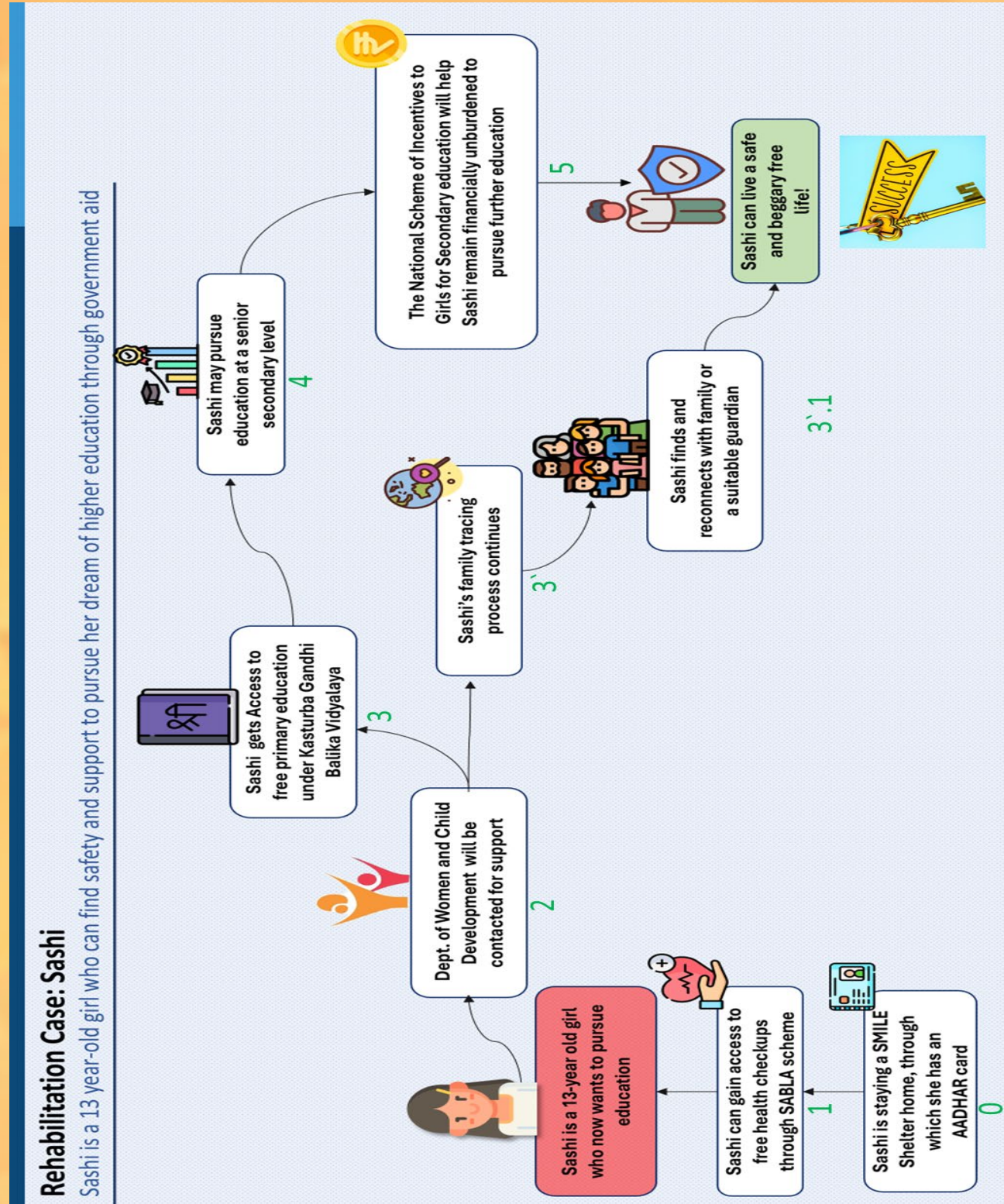






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Example 2:

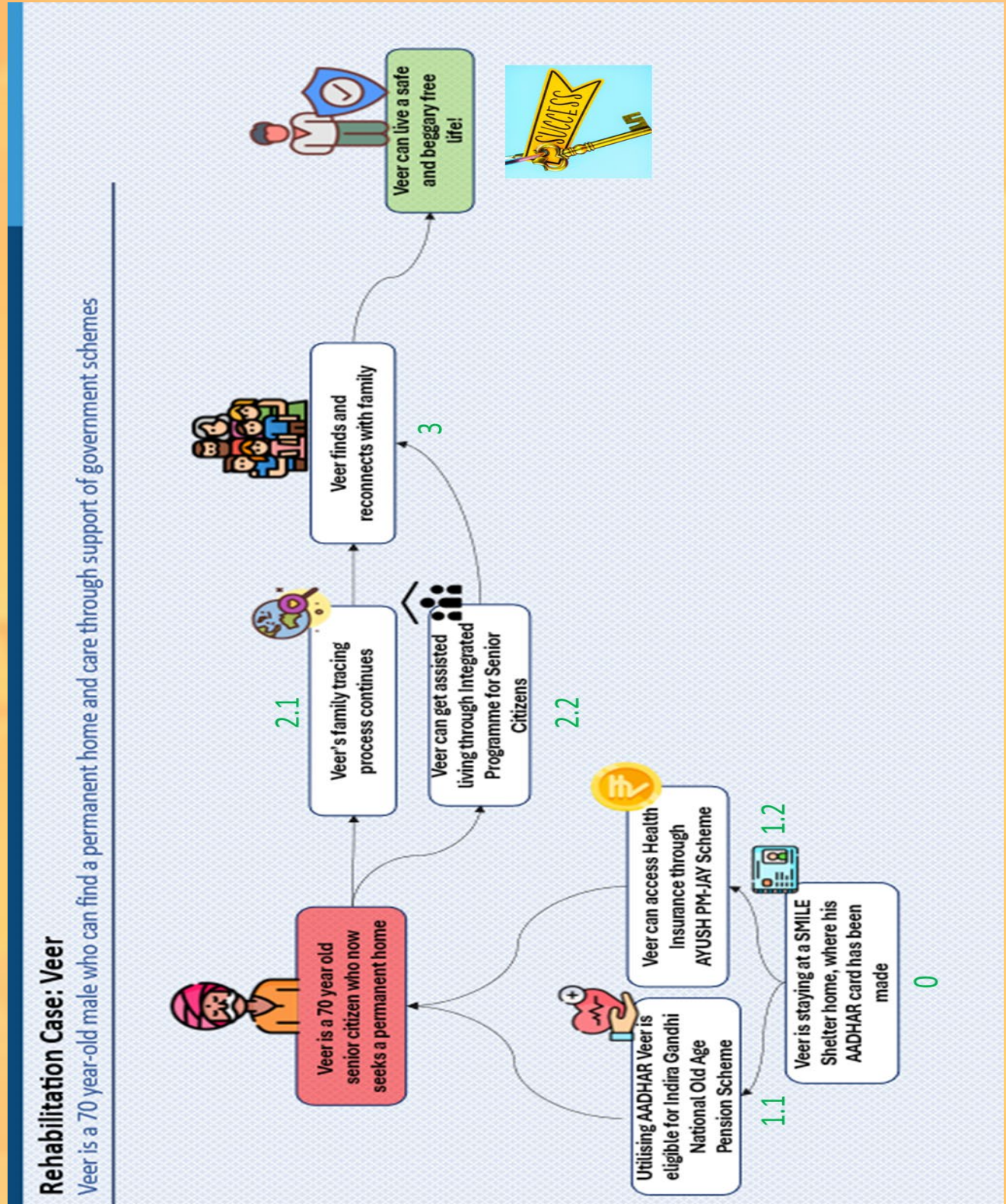






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Example 3:

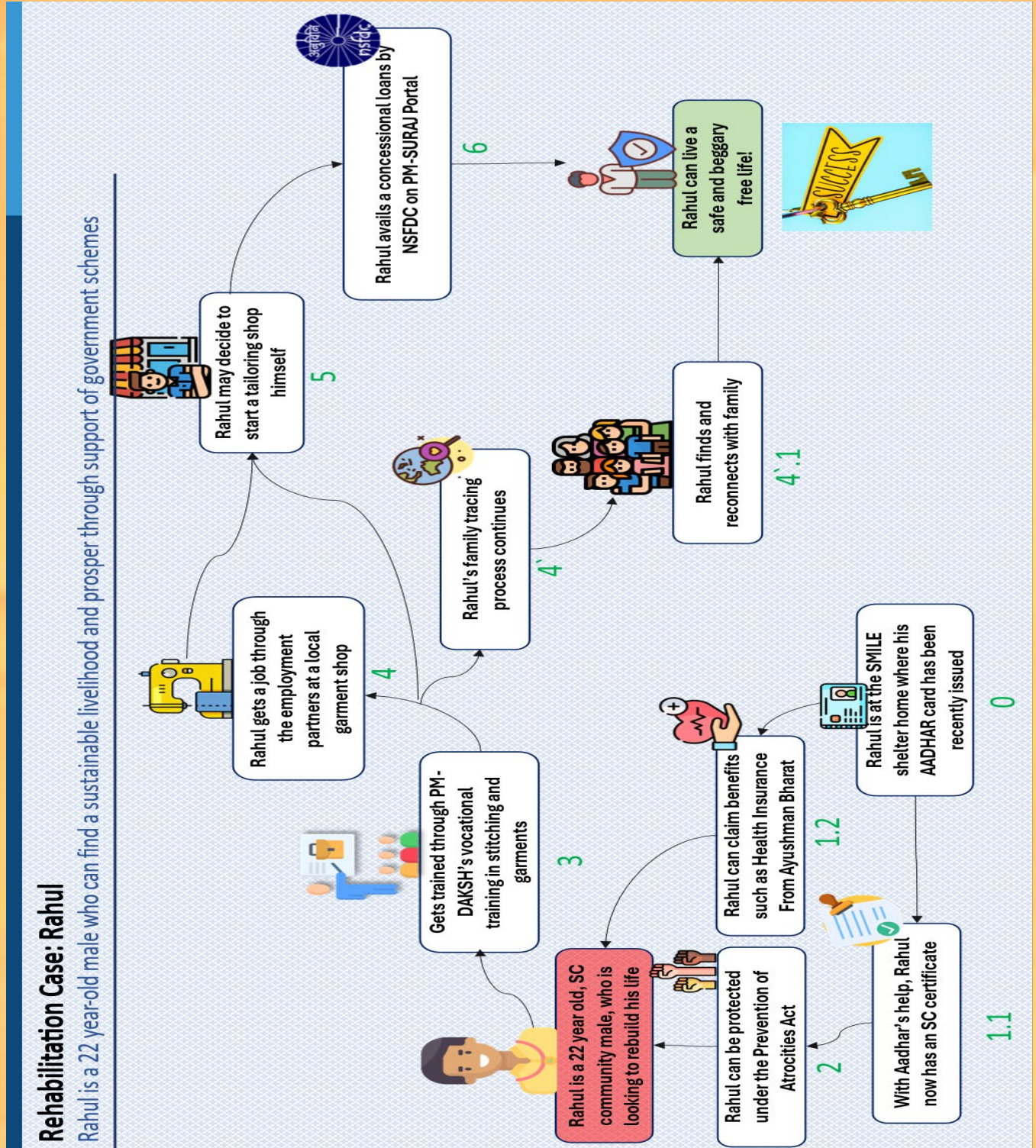






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Example 4:



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