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Government of India

Ministry of Social Justice & Empowerment  
Department of Social Justice & Empowerment  
(Economic Inclusion Division)

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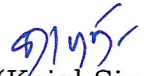
Shastri Bhawan, New Delhi -110001

Dated: xx June, 2025

**CIRCULAR**

**Subject: Revised Scheme Guidelines for SMILE 'Comprehensive Rehabilitation of persons engaged in the act of Begging' (2<sup>nd</sup> Revision w.e.f. 10.06.2025) - Reg.**

Based on the consultations , suggestions and feedback received from the implementing authorities/nodal officers and implementing agencies, the guidelines of the sub-scheme - 'Comprehensive Rehabilitation of persons engaged in the act of Begging' under the Umbrella Scheme "Support for Marginalized Individuals for Livelihood and Enterprise (SMILE)", have been revised with the approval of competent authority. These guidelines will be in effect from 10.06.2025.

  
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To

1. The Principal Secretary, Social Welfare/Social Justice & Empowerment Department, Women and Child Development and Urban

Development/Affairs of all the States/UTs

2. The Nodal Officers/Implementing Authorities of SMILE-Beggary Scheme of all the concerned States/UTs

Copy for information to:

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6. PS to Joint Secretary & Financial Advisor
7. PA to Director (EID)

**GOVERNMENT OF INDIA**  
**MINISTRY OF SOCIAL JUSTICE & EMPOWERMENT**  
**DEPARTMENT OF SOCIAL JUSTICE & EMPOWERMENT**

**Support for Marginalized  
Individuals for Livelihood and  
Enterprise (SMILE)**

**Guidelines for SMILE Sub-Scheme Comprehensive  
Rehabilitation of Persons engaged in the act of Begging**

**(Implemented w.e.f. 12.02.2022)**

**(1<sup>st</sup> Revision w.e.f 23.10.2023)**

**(2<sup>nd</sup> Revision w.e.f 10.06.2025)**

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**Revised Scheme Guidelines for SMILE Sub-Scheme**  
**Comprehensive Rehabilitation of Persons Engaged in the Act of Begging**

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## **1. INTRODUCTION**

(i) The Ministry of Social Justice and Empowerment has formulated an umbrella Central Sector Scheme called “Support for Marginalized Individuals for Livelihood and Enterprise (SMILE),” comprising two sub-schemes:

- **(A)** Comprehensive Rehabilitation for the Welfare of Transgender Persons
- **(B)** Comprehensive Rehabilitation of Persons Engaged in the Act of Begging

(ii) The sub-scheme for the rehabilitation of persons engaged in begging focuses on extensive welfare measures such as medical facilities, counselling, education, and skill development, adopting an effective convergence approach for sustainable development of the target group.

(iii) The sub-scheme will be implemented nationwide with the support of State/UT Governments, District Administrations, Urban Local Bodies (ULBs), Municipal Corporations, and organizations/agencies working to prevent begging.

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## **2. DEFINITION**

(i) **Begging**, in general, refers to an act where a person solicits material help using words or gestures. As per the *Bombay Prevention of Begging Act, 1959*, begging includes:

- Soliciting or receiving alms in public spaces, including under pretences like performing or selling items.
- Entering private premises for the purpose of soliciting alms.
- Displaying wounds, deformities, or illnesses for obtaining alms.
- Wandering in public spaces without visible means of subsistence.
- Allowing oneself to be used as an exhibit to solicit alms.

(ii) The subject of begging is not explicitly listed under either the Central or State legislative lists. However:

- Entry 9 of the State List in the Seventh Schedule of the Constitution covers “Relief of the disabled and unemployable.”
  - Entry 15 of the Concurrent List refers to “Vagrancy,” a variation of begging.
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### 3. TARGET GROUPS

The scheme will target all Indian citizens engaged in begging across the country, especially in urban areas, municipal corporations, pilgrimage centres, tourist spots, and other public spaces.

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### 4. SMILE SCHEME

#### 4.1 Objective

The sub-scheme aims to achieve a Bhiksha Vritti Mukh Bharat (a begging-free India) by ensuring the comprehensive rehabilitation of persons engaged in begging. Through coordinated action and convergence with stakeholders, the scheme seeks to reintegrate these individuals into mainstream society, enabling them to live with dignity and self-confidence.

#### 4.2 Intended Outcomes

- Comprehensive rehabilitation to enable a life of dignity for the beneficiaries.
- Social inclusion and reintegration into the mainstream.

Year	Financial Outlay (₹ Crore)	Physical Outcome (No. of Beneficiaries)
2023-24	30.00	2,500
2024-25	33.00	6,000
2025-26	37.00	8,000

#### 4.3 Components Admissible for Assistance under the Sub-Scheme

The four components are mutually inclusive and indicative. State/UT Governments, District Administrations, Urban Local Bodies (ULBs), Municipal Corporations, and other stakeholders may include additional sub-components to suit local needs. However, all four components must be covered. Suggested activities under each component are detailed below:

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#### Component-1: Survey and Identification

##### Activities:

##### 1.1 Survey

- Conduct surveys of persons engaged in begging in identified areas using a standardized survey format.
- Appoint agencies for conducting surveys.

##### 1.2 Identification and Profiling

- Categorize persons based on:
  - Gender, age, and children (with/without families, orphans).
  - Legal status (in conflict with the law).
  - Substance abuse, disability, or mental health issues.
  - Locations (slums, religious places, traffic signals, transport hubs, etc.).
  - Economic history and family engagement in begging.

### **1.3 Issuance of ID Cards (Adhar, Ayushman Card etc.)**

### **1.4 Awareness and Publicity of Scheme**

- Promote the scheme using various communication channels.
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## **Component-2: Mobilization**

### **Activities:**

#### **2.1 Outreach and Spot Counselling**

- Mobilize identified individuals to shelter homes through direct counseling efforts.

#### **2.2 Training for Mobilization Teams**

- Provide training to personnel involved in mobilization efforts.

#### **2.3 Support from Stakeholders**

- Engage police, volunteers, and other agencies to aid mobilization efforts.
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## **Component-3: Rescue/Shelter Homes**

### **Activities:**

#### **3.1 Shelter Arrangements**

- Utilize existing shelter homes or establish new ones for family and individual accommodation (segregated by gender and age).

#### **3.2 Capacity and Maintenance**

- Each shelter home should accommodate at least 50 individuals.

#### **3.3 Facilities and Services**

- Provide primary hygiene, grooming, and health checks.
- Facilitate documentation such as Aadhar, Ration Cards, or ID issuance, and assist with opening bank accounts.
- Offer counselling, de-addiction, and rehabilitation services.

- Ensure access to bedding, clothing, food, and recreation (e.g., yoga).
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#### **Component-4: Comprehensive Resettlement**

##### **Activities:**

##### **4.1 Healthcare Linkages**

- Provide or connect beneficiaries to healthcare services.

##### **4.2 Educational Linkages**

- Enrol children engaged in begging or those of such persons in government-run educational institutions.
- Provide after-school tuition and homework assistance.

##### **4.3 Skill Development and Livelihood Options**

- Offer vocational training and map individuals to suitable economic activities (e.g., security guards, domestic help, vendors etc.).

##### **4.4 Welfare Support**

- Assist individuals with physical or mental health issues, and provide care for the elderly, disabled, and sick.
- Link older beneficiaries to old-age homes.

##### **4.5 Reintegration and Follow-Up**

- Facilitate reintegration into society and maintain follow-up support.
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#### **5. Approach & Strategy**

The scheme emphasizes a convergence approach, leveraging existing schemes and services offered by Central/State Governments, including:

- **Deen Dayal Upadhyaya Antyodaya Yojana (DAY-NULM, NRLM)**
- **Mission Vatsalya, Saksham Anganwadi, and Poshan 2.0**
- **Annapurna Scheme / PMGKAY** under NFSA
- **Samagra Shiksha Scheme, National Health Mission, PM Jan Arogya Yojana, and PM-DAKSH**
- Other schemes of the Ministry of Micro, Small, and Medium Enterprises.

The scheme integrates awareness campaigns, identification, mobilization, shelter provisions, and rehabilitation services into its strategic framework.

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## 6. Coverage

The scheme will be implemented in major cities/towns, focusing on pilgrimage/religious importance, historical landmarks, and tourist areas across the country in partnership with State/UT Governments, District Administrations, Urban Local Bodies/Municipal Corporations, and relevant organizations.

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## 7. Convergence Architecture with Other Schemes

The scheme aligns with various Central and State initiatives for a holistic approach, such as:

- Central schemes under **Women and Child Development, Rural Development, Health and Family Welfare, Consumer Affairs, Education**, and other relevant ministries.
  - State/UT-level schemes and programs by ULBs, Municipal Corporations, and other local bodies to complement the scheme's goals.
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## 8. FUND PATTERN AND COSTING ESTIMATE FOR A SINGLE BEGGARY HOME

Part A: COST NORMS FOR A SINGLE BEGGARY HOME WITH 50 BEDDED CAPACITY

The following are the revised component-wise admissible costs under the scheme for running/managing a shelter-home with 50 bedded capacity:

Component-wise admissible cost under the revised scheme guidelines				
S. No.	Cost Head	Cost Unit	Cost Norms	Total Annual Cost (Rs.)
1	Survey/Identification, Transport Allowance for Survey, Uploading the Survey Details on SMILE-B Web Portal	Lump sum of Rs. 100000/- per city	Per city for conducting survey and identification	1,00,000
2	Rescue Transport Assistance	Rs. 200/- per mobilised	Rs. 200x200 persons	40,000



		participant under programme		
3	Issuance of Aadhar Card or/and any other Benefits Card	Rs. 150/- per programme participant	Rs. 150x200 persons	30,000
4	One-time clothings & hygiene kits (2 Sets)	Rs. 1200/- per programme participant	Rs. 1200x200 persons	2,40,000
5	Food includes Breakfast, lunch, Dinner, Two times Tea	Rs. 150/- per programme participant	Rs. 150x50x30x12	27,00,000
6	Project Manager for each City	Monthly Remuneration of Rs. 20000/-	Rs. 20000x12	2,40,000
7	Counselor	Fee/ Remuneration of Rs. 1000/- per visit (Approx. 15 visits per month)	Rs.1,000x15x12	1,80,000
8	Bridge Course Coordinator	Monthly remuneration of Rs. 15,000/-	Rs.15,000x12	1,80,000
9	Aaya Didi /Care taker	Monthly remuneration of Rs. 15,000/-	Rs.15,000x12	1,80,000
10	Cook at each Shelter Home	Monthly remuneration of Rs. 8000/- per cook	Rs.8,000x2x12	1,92,000
11	Security Guard (3 Shifts) at each Shelter Home	Monthly remuneration of Rs. 8,000/- per staff	Rs.8,000x12x3	2,88,000
12	Contingency (1st Aid Kit, Emergency Hospital Visit etc.) for each Shelter Home	Lump sum of amount per year	Rs. 1,20,000/- per year	1,20,000

13	Skilling/Training and Handholding	Rs. 400/- per programme participant with target of covering 200 participants per year	Rs. 400x200 persons	80,000
14	IEC/Media for awareness creation and publicity of the scheme	Lump sum of amount per year	2,00,000/- per year	2,00,000
15	Administrative expenses Per Shelter Home	Lump sum of amount per year	1,00,000/- per year	1,00,000
<b>Total</b>				<b>48,70,000</b>

#### **Additional Shelter home /Rented home**

- i. Up to 4 Shelter Homes allowed with capacity utilisation between 80-100%. Beyond 4 it will be approved on case-to-case basis with proper justification.
- ii. Existing Shelter homes from MoHUA or State Govt. or Local Administration must be utilised. Only in case of non-availability, rented shelter home could be considered on merit for which a maximum rent of Rs.40,000/- per shelter home per month may be considered.

#### **PART B: COST NORMS FOR ACTIVITIES TO BE IMPLEMENTED BY THE DEPARTMENT (DOSJE)**

<b>S. No.</b>	<b>Cost Head</b>	<b>Cost Unit</b>	<b>Cost Norms (Rs.)</b>
1	IEC/Media Activities/Events at National Level by the Ministry	Per Year	5,00,000
2	National/Regional Capacity Building/Trainings/Orientations on SMILE Beggary *	Per Year	22,00,000*
3	Administrative Cost	Per Year	30,00,000
<b>Total Annual Cost</b>			<b>57,00,000</b>

**\* Note: Will be considered on need basis.**

## 9. BUDGET:

**New Cost Norms will not exceed existing approved budget in the SFC.**

S. No.	2023-24	2024-25	2025-26	Total
Total	30.00	33.00	37.00	100.00

## 10. IMPLEMENTATION MECHANISM

The scheme will be implemented through Implementing Authority - District Administration/ Urban Local Bodies/Municipal Corporations, and other relevant agencies working in the field of beggary prevention. The scheme will initially target cities/towns, including pilgrimage/religious places, historical sites, and tourist destinations. Religious trusts, authorities, shrine boards, and similar bodies will act as implementing agencies at religious sites, given their role in the welfare and rehabilitation of individuals involved in begging.

Implementing Authority (District Administration/Municipal Corporation) will appoint/select an implementing agency/NGO by floating an advertisement and based on the following criteria:

### A. Strength of the Organization(60% weightage)

- Mandatory of having NITI Aayog NGO-Darpan Unique ID
- No. of staffs, No. of years of work in rehabilitation, running shelter-home and welfare schemes of beggary or related fields (Minimum experienced should be of 2 Years).
- Own/leased infrastructure for rehabilitation and capacity of shelter home
- Reputation (as evidenced by newspaper reports/awards)

### B. Strength of the project (40% weightage)

- Area/City proposed to be taken up (full/partial)
- Number of persons proposed to be rehabilitated
- Strategies for rehabilitation
- Infrastructure and facilities for rehabilitation
- Assistance required from Central government under SMILE scheme

## 11. FUND RELEASES AND FUND FLOW PATTERNS

Funds will be released in three installments by the Central Nodal Agency (National Institute of Social Defense-NISD) to Implementing Authority (District Administration/Municipal Corporation and the Authority will release the grants to Implementing Agency/NGO.

The details of fund release and fund flow pattern is as follows:

Instalment	Components	Fund Release Pattern	Fund Flow Pattern
1st (30%)	Survey/Identification & Mobilization	On receipt of consent from Implementing Authority (District Administration / Municipal Corporation), 1st instalment of funds will be released to Implementing Authority to commence the implementation of the scheme in the city/town	Implementing Authority may release the 1 <sup>st</sup> instalment of funds to implementing agency (NGO) on the basis of signing the agreement/work order/MoU as advance funds to begin the implementation and carry out activities in components 1 and 2 covering key activities of awareness campaigns, training, survey/identification, mobilization/rescue and setting up of shelter-home
2nd (50%)	Managing Shelter-home & Rehabilitation	2 <sup>nd</sup> instalment of funds will be released to district/municipal corporation on the basis of utilisation of 1st instalment (UC), survey report and depository of data on the scheme portal	Implementing Authority may release the 2 <sup>nd</sup> instalment of funds to implementing agency (NGO) based on expenditure/utilisation of 1st instalment - details of expenditure/bills etc., progress report, status of shelter-home and action plan for rehabilitation

3rd (20%)	Rehabilitation	3 <sup>rd</sup> instalment of funds will be released to district/municipal corporation on the basis of utilisation of 2 <sup>nd</sup> instalment (UC), progress report and depository of data reg. rehabilitation	Implementing Authority may release the 3 <sup>rd</sup> instalment of funds to implementing agency (NGO) based on expenditure/utilisation of 2 <sup>nd</sup> instalment along with details of expenditure/bills etc., progress report and status of rehabilitation
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Maximum period up to which the support would be provided to a city/district/shelter-home would be 5 years/up to the period of scheme approved subject to satisfactory working of it as per the procedures laid out in the scheme guidelines.

## **12. ADVISORIES / STANDARD OPERATING PROCEDURE (SOP)**

### **12.1. Survey/Identification**

The identification and survey of beggars will be conducted by municipal corporations or other government agencies designated by the State/UT. A uniform survey format will be used to collect detailed information for the creation of a national database. All data will be stored on a central online portal, accessible to stakeholders (States, Districts, Nodal Agencies, Shelter Homes, etc.), who will maintain soft copies of collected data.

### **12.2. Mobilization**

Following the survey, outreach activities will be carried out to encourage beggars to avail of services available in shelter homes. These homes will be managed by MoHUA under the DAY-NULM, or other identified agencies. For orphaned children involved in begging, referrals will be made to Child Care Institutions (CCIs) under the Ministry of Women and Child Development.

Personal interviews, family assessments, and standardized surveys will be used to understand the reasons for begging. The goal is to motivate individuals to access available shelter services and support.

### **12.3. Rescue/Shelter Home**

Municipal Corporations or other relevant agencies will provide shelter and rehabilitation to beneficiaries. Existing shelter homes will be utilized where available; otherwise, MoHUA shelters under DAY-NULM may be used. New shelter construction will not be funded under this scheme. These shelters will house at least 50 individuals, with special attention given to children, women, the differently-abled, seniors, and drug users.

Shelter homes will provide:

- Registration and identity cards for all residents.
- Facilitation of essential government documents (Aadhar, Ration, etc.) and access to various schemes.
- Counseling and health care services, including de-addiction treatment if needed.
- Basic amenities like food, clothing, bedding, and recreational activities.
- Safety and privacy for residents, especially women.
- Regular medical check-ups and access to health schemes like PMJAY and Rashtriya Swasthya Bima Yojana.

#### **12.4. Comprehensive Resettlement**

Shelter homes will offer:

- **Education:** Enrollment of children in nearby government schools under the Samagra Shiksha scheme. After-school assistance and volunteer programs will be utilized for homework support.
- **Skill Development:** Vocational training for able-bodied individuals to help them transition to self-employment or wage employment. Coordination with government-recognized vocational centers will ensure access to quality training and job placement services.
- **Health:** Immediate hygiene measures upon entry into shelter homes, followed by health check-ups and regular medical camps. Beneficiaries will be linked to medical aid and insurance schemes (PMJAY, National Health Missions).

#### **Period of Stay**

- **Rehabilitation Duration:** A typical stay in the shelter home will last between 3 to 6 months, depending on individual circumstances. Extensions may be granted based on specific needs, such as family co-dependence. However, no stay should exceed 6 months.

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### **5. PROGRAMME MANAGEMENT (MONITORING & EVALUATION)**

15.1 At Department level a position of National Coordinator along with support team of Coordinator/Young Professional are created for implementing the SMILE scheme. The team will be guided by the Programme Head/Joint Secretary/Economic Adviser and Senior Officers of the Department. The qualifications of the National Coordinator/Coordinator/Young Professional, emoluments, functions/role and responsibilities and line of command will be as prescribed by the Department.

#### **15.2. National Portal**

Current **National Online Portal** ( [www.smile-b.dosje.gov.in](http://www.smile-b.dosje.gov.in) ) will continue to help in real-time monitoring of the scheme's implementation. The portal will serve as a

depository for all data and information related to the scheme, which will be regularly updated by:

- District Administrations
- Local Urban Bodies/Municipal Corporations
- Implementing organizations/agencies

The portal will allow for real-time data access, with access levels defined according to the role of the stakeholder.

### **15.3. Social Audit and Evaluation**

- **Social Audit:** The Ministry's **Social Audit Team** will conduct regular field visits to ensure the proper implementation of the scheme and monitor the quality of services being provided.
- **Third-Party Evaluation:** At the end of the scheme, a **third-party evaluation** will be conducted as per the **DoE (Department of Evaluation) guidelines** to assess the effectiveness of the scheme and its outcomes.

This monitoring and evaluation process ensures transparency, accountability, and continuous improvement in the implementation of the scheme.