Guidelines for BPL Census, 2002

- 1. The identification of the poor is to be done through door-to-door survey with hundred percent coverage in each village. Identification of the specific households living 'Below the Poverty Line' is necessary for targeting them under various poverty alleviation programmes.
- 2. A 'Score Based Ranking' of each household indicating their quality of life, based on both economic and social indicators, is to be adopted for the BPL Census,2002, in contrast to the 'income' approach/ the 'expenditure' approach involving 'exclusion criteria' adopted in the previous BPL Censuses.
- 3. The Schedule to be adopted for the BPL Census, 2002 contains both scorable and non-scorable indictors. A copy of the Schedule is at Annexure I. The indicators appearing under the main Block on Profile of Household are non-scorable and have been included for the purpose of building up poverty profile of the rural people. While information should be collected on all the items under this main Block, they are not to be used for assessing the poverty status of the household. Instructions for filling up the Schedule are at Annexure II.
 - 4. Thirteen scorable indicators have been included in the Schedule. A score (0,1,2,3,4) is to be assigned to every household, in respect of each of these indicators. The total score for each household is to be calculated. The position of each household in the village should then be indicated in ascending order of the total score of the household.
 - 5. The States/UTs may exercise flexibility to decide the cut-off scores for identifying and sub-categorising of the households into 'Very Poor', 'Poor', 'Not-so-Poor' and 'Non-Poor'. The cut-off scores may be uniform or could be varying from district to district, block to block and

village to village within a State keeping in view ground realities. The cut-off scores may be decided after tabulating the data for the entire State.

- 6. The States/UTs may identify the BPL households for targeting under different programmes of the Government in such a way that the total number of persons identified in a State/UT does not exceed the number of persons living Below the Poverty Line in that State/UT, estimated by the Planning Commission for the year 1999-2000.
- 7. While deciding the cut-off scores, keeping in view the upper limit on BPL persons, the results of the BPL Census (through the suggested Schedule) may be compared with the estimates of poverty obtained through the NSSO surveys on consumer expenditure for the year 1999-2000 at sub-regional levels. These sub-regional estimates could be worked out from the data on consumer expenditure collected by NSSO for the year 1999-2000. If such estimates cannot be obtained at sub-regional level in time, the States/UTs may devise their own mechanism to ensure that the total number of persons in the BPL category is well within the prescribed limit.
- 8. The scores of each and every household in a village may be displayed at a prominent place in the village to ensure transparency and to reduce the possibility of errors. In case of two or more households getting the same score, the tie may be broken by the Gram Sabha, through consensus.

 The inter-se ranking of each BPL household in the village, as approved by the Gram Sabha should also be displayed at prominent places of the village.
- 9. District/Block PRIs should counter check the situation in villages with very large or very small percentage of "Very Poor"+ "Poor" households.

- 10. Once the BPL list has been finally approved by the State/UT, after the approval of the Gram Sabha, no additions may be made in the list till the results of a subsequent BPL Census are available. However, if any household crosses the cut-off score on a sustainable basis, that household may be deleted from the BPL list. Such reviews for deletions may be made by the concerned Gram Sabha once in a year.
- 11. The BPL Census will cover all the households in the rural areas of the country. A wealth of information relating to the suggested indicators of rural life will, therefore, be generated through the Census, which could fruitfully be used for assessing the area-specific and people-specific requirements and devising appropriate Programmes to address such requirements. This would require a careful analysis of the information contained in the Schedule and building up a poverty profile of rural people at National/State/District/Block/Village levels.
- 12. Software for data entry, validation of data and building up poverty profile of the rural people will be made available by the Ministry of Rural Development through the National Informatics Centre(NIC).
- 13. The State Governments/U.T. Administrations will be fully responsible for canvassing the Schedule, computerising the entire information contained in the Schedule in respect of each and every rural household in the State/UT. If the State Government/UT Administration so desires, the entire work, or a part thereof, could be assigned to some reputed institutions either in the public sector or private sector or Universities or NGOs.
- 14. The success or failure of any census/survey depends primarily on the skill of the Enumerator. Efforts should, therefore, be made to select them not only from the VLWs as is conventionally done but also to have a good and proper mix of staff drawn from various Directorates and

Departments such as Planning and Statistics. The Census work could also be assigned to reputed and capable NGOs. Training and motivation camps should also be organised not only for the enumerators but also for village Sarpanches/Pradhans who would be closely associated with the conduct of the Census. A suitable training schedule should be drawn up. The personnel involved in the BPL Census should be given proper training before starting the work.

- 15. The Schedules for the Census may be translated into local languages for proper understanding of the enumerators, PRI functionaries and other stake holders.
- 16. The District Collector/Chief Executive Officer of the Zil a Parishad will coordinate the work within the district and provide necessary assistance to the functionaries. He will also supervise, monitor and test check specific cases to ensure the correctness of the Census. The Sub-Divisional Officers (SDOs) will also be assigned responsibilities by the District Collector for close supervision of the process of identification. The SDOs will be personally accountable for the correctness of the Census.
- 17. The States/UTs should process the information collected through the Census in a meaningful way so as to create a profile of the poor households at State/District/Block/Village levels. Analysis of the data collected through the Schedules will be an integral part of the BPL Census.
- 18. The State Governments/ UT Administrations may take necessary steps for issuing 'BPL Cards'/ Smart Photo Identity Cards to all the BPL households identified through the BPL Census 2002. Such cards could form the basis for targeting beneficiaries under the Welfare Programmes of different Central Ministries. Such cards could be used by the BPL

households as Access Cards, which will not give the holders any right of benefit.

- 19. The Schedule may be pre-tested in each State/ UT to assess its adaptability. On the basis of the experience gained from pre-testing, minor modifications, if felt necessary, may be made in the Schedule, without losing on the content of the Schedule suggested herein.
- 20. The States/UTs may complete the field operations for this BPL Census by 31st December, 2002. The data collected therein may be fed into computer and cut-off scores at different Districts/ Blocks/ Villages may then be determined for identification and sub categorization of 'poor' based on the data. The entire process of finalization of the BPL list in each State/ UT may be completed before 31st March, 2003.
- 21. Summary results of the BPL Census, 2002 for each district should be communicated to the Ministry of Rural Development before 30th April, 2003. The format for Summary results is given below:

BPL Census, 2002

Name of State:

District			Total No. of	14			olds	
	households	population	households	population	SC	ST	OBC	Landless
1111/								

Total Score:

Schedule for BPL Census 2002

Name of Head of Household:

House Number and Name, if any:

Name	e of Village e of Gram e of Block: e of Distric	Panchaya	t:			S.b-c	catego	ory:
90 100		he househ	old:					
Sl. No.	Name	Age(in years)	Sex: Male(M) Female(F	he	ation to ad of sehold	Education status * (use code		
Pa		X – 4 P		s XII – S		ees * (Only	above	
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Less	than 250	230-499		300-1422				
(c) T	Type of op be ticked (√		nolding of	land * (O	nly one col	umn, which is	the mo	st appropriate, to
	Owne	Fig. 1	tenar		oth owner	er and	Non	e

(d) Drinking Water Facility * (Only one column, which is the most appropriate, to be ticked (√). Only one row (either 'for plain areas' or 'for hilly areas') to be used).

(for plain areas)	No source of drinking water within distance of 1.6 kilometre	source of drinking water at a distance of 1.00 - 1.59 kilometre	source of drinking water at a distance of 0.5099 kilometre	source of drinking water within a distance of less than 0.50 kilometre	available within the house
(for hilly areas)	no source of drinking water within elevation of 100 metres	source of drinking water within elevation of 50 - 100 metres	source of drinking water at elevation of less than 50 metres	source available within the house	

(e) Social Group of the household * (Only one column to be ticked (√))

ST	SC	OBC	Others

* Not to be included in the Total Score

B. Identification and Sub-categorisation of Poor

(Only one column, which is the most appropriate, to be ticked (√) against items at S1. Nos. 1 to 13

SI.	Characteristic			Scores		
No.		0	1	2	3	4
1.	Size group of operational holding of land.	Nil	Less than 1 ha. of un-irrigated land (or less than 0.5 ha. of irrigated land)	1 ha. – 2 ha. of un-irrigated land (or 0.5- 1.0 ha. of irrigated land)	2 ha 5 ha. of un- irrigated land (or 1.0- 2.5 ha. of irrigated land)	More than 5 ha. of unirrigated land (or 2.5- ha. of irrigated land)
2.	Type of house	Houseless	Kutcha	Semi-pucca	Pucca	Urban type
3.	Average Availability of normal wear clothing(per person in pieces)	Less than 2	2 or more, but less than 4	4 or more, but less than 6	6 or more, but less than	10 or more
4.	Food Security	Less than one square meal per day for major part of the year	Normally, one square meal occasionally	One square meal per day throughout the year	Two square meals per day, with occasional shortage	Enough food throughout the year
5.	Sanitation	Open defecation	Group latrine with irregular water supply	Group latrine with regular water supply	Clean group latrine with regular water supply and regular sweeper	Private latrine

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	Ownership of consumer durables: Do you own (tick (√)) -TV -electric fan -kitchen appliances like pressure cooker - radio	Nil	Any one	Two items only	Any three or all items	and/or Ownership of any one of the following: -Computer - Telephone - Refrigerator - Colour TV -electric kitchen appliances
			•			-expensive furniture -LMV@/ LCv®
						-Tractor -mechanized
						wheeler/ three- wheeler -Power
						Tiller -Combined thresher/
						harvester [@ 4- wheeled mechanized vehicle]
7.	Literacy status of the highest literate adult	Illiterate	Upto primary (Class V)	Completed secondary (Passed Class X)	Graduate/ Professional Diploma	Post Graduate/ Professional Graduate
8.	Status of the Household Labour Force	Bonded Labour	Female & Child Labour	Only adult females & no child labour	Adult males only	Others
9.	Means of livelihood	Casual labour	Subsistence	Artisan	Salary	Others
10.	Status of children(5-14 years) [any child]	Not going to School® and working	Going to School® and working		1	Going to School® and NOT working

V 2

11.	Type of indebtedness	For daily consumption purposes from informal sources	For production purpose from informal sources	For other purpose from informal sources	Borrowing only from Institutional Agencies	No indebtaness and possess assets
12.	Reason for migration from household	Casuai work	Seasonal employment	Other forms of livelihood	Non- migrant	Other
13.	Preference of Assistance	Wage Employment/ TPDS(Targeted Public Distribution System)	Self Employment	Training and Skill Upgradation	Housing	Loan/ Subsidy more than Rs. one lakh or No assistance needed

@ including Non Formal Education

Note: The Total Score for a household will vary between 0 and 52

Definitions of the terms used in the Schedule

- 1. Pucca House: If both wall and roof are made of 'Pucca' materials, the house may be classified as 'pucca'.
- 2. <u>Kutcha House</u>: If both wall and material are made of kutcha materials, the house may be classified as 'kutcha'.
- 3. Semi-Pucca House: Any house which is neither 'pucca' nor 'kutcha' is 'semi-pucca'.

 Materials of a pucca wall should be made of burnt bricks, GI sheets or other metal sheets, stone, cement concrete and; for the roof it should be made of Tiles, Slate, shingle, corrugated Iron, Zinc, or other metal sheets, asbestos cement sheets, bricks, lime and stone, stone and RBC/RCC. concrete
- 4. <u>Illiterate</u>: A person who can read but can not write in any language is illiterate.
- 5. Non-formal education: Education without admission in regular schooling.
- 6. <u>Informal sources</u>: Sources other than Institutional sources like Banks, Cooperative Societies and other recognised Financial Institutions. Informal sources would refer to money lenders, friends and relatives etc.

INSTRUCTIONS FOR FILLING UP THE SCHEDULE FOR BPL CENSUS 2002

The Investigator should visit each and every household in the village and canvas the Schedule in full in respect of each household. A household is defined as a group of persons who commonly reside together and would take their meals from a common kitchen, unless the exigencies of work prevented any of them from doing so. The household may comprise of persons related by blood or the unrelated persons or combination of both.

The Schedule is to be filled up in the following manner.

Name of the Head of Household: The name of the head of the household is to be given in Block letters.

House Number and Name, if any: In case houses in the village have been marked by Gram Panchayat, the House Number is to be given.

Name of the village: The name of the village may be given in Block letters.

Name of Gram Panchayat: The name of the Gram Panchayat may be given in Block letters.

Name of Block: The name of the Block may be given in Block letters.

If Blocks do not exist in a State, the name of corresponding unit like

Mandal may be given.

Name of District: The name of the district may be given in Block letters.

Total Score: This is to be arrived at, after completing the enumeration, by assigning appropriate score (0,1,2,3,4) as given on the top of the Block B. 'Identification and Sub-categorisation of

<u>Poor'</u> for each of the 13 items in that Block. Scores for each of the items are to be added up to arrive at the 'Total Score'.

<u>Sub-Category</u>: The Sub- Categories are 'Very Poor', 'Poor', 'Not-So-Poor' and 'Non-Poor'. The Sub- category of the household is to be decided on the basis of cut-off score to be specified by the State Government/ UT Administration after analysing the Total Score of all the households.

Block A. Profile of Household:

(a) Educational Status: Name of all the members of the family are to be filled in chronological order according to their age.

Age has to be given in completed years.

Sex of the member is to be filled up in this column as M for Male and F for Female.

Educational Status (in column 6) is to be given in code as given in the Survey Schedule.

- (b) Average Monthly Income of the household: The Investigator is required to assess the average monthly income of the household in Rupees. This may be done on the basis of the statement of the respondent. Only one column, (which is the most appropriate), out of the five, is to be <u>ticked</u>.
- (c) Type of operational holding of land: The operational holding of the household may be either owned by them, or on tenancy. It is also possible that a part of the operational holding is owned and a part is

on tenancy. It is also possible that the household may not have any operational holding. The Investigator is required to tick only one column (which is the most appropriate), keeping these possibilities in view.

- (d) <u>Drinking Water Facility</u>: This item is to be canvassed for plain areas and hilly areas using separate Blocks. The Investigator has to tick the most appropriate column in the selected block (plain or hilly) indicating, the distance of source of drinking water available in case of plain areas and elevation of the source of drinking water in hilly areas. When the household is in plain areas, the portion of the Block relating to hilly areas in the Schedule should be struck off. Similarly, when the Schedule is canvassed in the hilly areas, the portion relating to plain areas should be struck off.
- (e) Social Group of the household: The Investigator should ascertain the Social Group to which the household belongs, i.e. Scheduled Tribe (ST), Scheduled Caste (SC), Other Backward Class (OBC) or 'Others' and tick the relevant column.

B. Identification and Sub-categorisation of the poor

There are 13 Indicators given in 13 different rows. Five or less situations have been defined for each of the indicators and have been described in the columns. Each indicator is to be scored on a scale of 0,1,2,3 and 4 which has been defined for each situation for each indicator. The total Score for all the 13 indicators for a household will thus, vary between 0-52. The Investigator should tick the most appropriate column after assessing the correct situation from the respondent.

The indicators are described below:

- 1. Size Group of Operational holding of Land: This is the size of the land holding operated by the household. The size of unirrigated land is assumed as twice the size of irrigated land.
- 2. <u>Type of house:</u> This depends on the material used in the construction of the house. The definitions are given in the Schedule itself. If the house has facilities and structure like urban house, the Investigator may tick column no. 5.
- 3. Average availability of normal wear clothing (per person in pieces): The Investigator may enquire from the head of the household or from a member who can give correct information. Under-garments should not be taken into account for working out the availability of clothing.
- 4. <u>Food Security</u>: The information is to be carefully collected from the head of the household or from a responsible member of the household. A square meal is a meal containing the minimum nutritional levels.
- 5. <u>Sanitation</u>: The Investigator may enquire from the head of the household or from any member of the household who can provide correct information. Thereafter the information may be, to the extent possible, physically verified.

- the items, possessed by the household listed in the first column, after physically verifying them. Possession of items listed in the last column should also be indicated with tickmarks. This is required for scrutinizing the schedules at a later stage, before finalising the BPL list. One of the remaining four columns should also be tick marked, if the situation described therein is satisfied. The highest score of the ticked column is to be taken for working out the Total Score.
- 7. Literacy Status of the highest literate adult: The Investigator has to tick the column after enquiring from the concerned member/ head of the household. The information should be in respect of the member of the household who has achieved highest literacy level in the household.
- 8. Status of the Household in Labour Force: The information is to be ascertained from the head of the household or from a responsible member of the household.
- 9. Means of livelihood: The Investigator has to tick the column after collecting the information from the head of the household or from a responsible member of the household.
- 10. Status of children (5-14 years) (any Child): Children in the age group 5-14 years are only to be considered for scoring. If different children satisfy different situations under this item, the column with lowest score and satisfied by any child of the household should be ticked.
- 11. Type of indebtedness: The information is to be ascertained from head of the household or from a responsible member of the household. In case the loan has been received from a Financial Institution, the same may be verified from the concerned Institution.
- 12. Reason for migration from household: The investigator should assess the reasons for migration from the household. If no member has migrated, the household may be ticked as non-migrant. Migration on account of marriage is to be included in following the property.

- 13. Preference for Assistance: The Ministry of Rural Development has been implementing various Schemes for BPL households. These households may have varying preference for different kind of assistance which they may be differed. The Investigator should clearly indicate in the appropriate column the topmost preference of the household, after indepth discussion with the head of the household and assessing the appropriate situation.
- 14. How to tick? The Investigate may put the tick mark (), in a clear manner, using ball pen, on the elevant column in each row. Pencil should not be used. If separate space has been provided for ticking, the tick mark may be put there, otherwise the tick mark may be put on the body of the cell falling in the row and appropriate column. Example:

SC	STOEC	Others
		- Park

Literacy Illiterate status of the highest literate adult		secondary	Graduate/ Professional Dip Vloma	Graduate/
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No. Q-16025/4/2002-AI(RD) Government of India Ministry of Rural Development (Monitoring Division)

Krishi Bhavan, New Delhi Dated the 18th November, 2002.

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Shri S.K. Das, Secretary, Rural Development Department, Govt. of Himachal Pradesh, Shimla-171002.

IDENTIFICATION OF FAMILIES BELOW POVERTY LINE FOR THE TENTH FIVE YEAR PLAN (2002-2007)

- BPL CENSUS, 2002

Sir,

Please refer this Ministry's letters of even Number de ed 13th September, 2002 and 22nd October, 2002 on the subject cited above. I would request you now o initiate all necessary action immediately for conducting the BPL Census, 2002 in accordance with the Guidelines and Instructions enclosed with the letter dated 13th September, 2002, subject to the following modifications:

The score based ranking, adopted in BPL Census, will classify the households into two categories, namely the 'Poor' and the 'Non-(i) the poor'.

A new item (d) may be inserted after part (c) of profile of the household in the Schedule, as given below:

(d) Whether owns land for construction of IAY house? (Yes:No)

Subsequently the items (d) and (e) will become (e) and (f) respectively

- 2. As already circulated in the Guidelines for conducting BPL Census enclosed with the letter dated 13th September, the Schedules may be pretested to assess its adaptability.
- 3. The work plan and time limits set for completing the work by the target date may kindly be communicated to this Ministry immediately.

Receipt of this letter may please be acknowledged.

Yours faithfully,

(Dr. P.V. Thomas)

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d) Drinking

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Drinking Water Facility." (Only one column, which is the most appropriate, to be ticked (*). Only one row (either for plain areas' or for hilly areas') to be used).

(for plain areas)	No source of drinking water within distance of 1.6 kilometre	source of drinking water at a distance of 1.00 - 1.59 kilometre	drinking water at a distance of 0.5099 kilometre	source of drinking water within a distance of less than 0.50 kilometre	available within the house
(for hilly areas)	no source of drinking water within elevation of 100 metres	source of drinking water within elevation of 50 - 100 metres	source of drinking water at elevation of less than 50 metres	source available within the house	ing wate.

(f) Social Group of the household * (Only one column to be ticked ()).

T	SC	OBC	Others
X 3			

* Not to be included in the Total Score

Name of Village: Name of Gram Panchayat: Name of Block: Name of District: A. Profile of the household: (a) Educational status SI. Name Age(in Sex: Relation to bead of status) No. years) Male(M)/ head of status Female(F) household (use) S: Illiterate 1 Passed Class V - 2 Passed Cl	Total Score Sub-categor
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b) Average Monthly Income of the household in Rupees * (C	only one column
which is the most appropriate, to be ticked ())	
ess than 250 250-199 500-1499 1500-2500	N. d
	More than
	2500 man

None

(d) Whether owns land for construction of IAY house? (Yes/No)

tenant

tenant

appropriate, to be ticked ())

Owner

Drinking Water Facility." (Only one column, which is the most appropriate, to be ticked (*). Only one row (either, for plain areas' or 'for hilly areas') to be used).

(for plain areas)	No source of drinking water within distance of 1.6 kilometre	source of drinking water at a distance of 1.00 - 1.59 kilometre	drinking water at a distance of 0.5099 kilometre	source of drinking water within a distance of less than 0.50 kilometre	source available within the house
(for hilly areas)	no source of drinking water within elevation of 100 metres	source of drinking water within elevation of 50 - 100 metres	source of drinking water at elevation of less than 50 metres	source available within the house	ing wate.

(f) Social Group of the household * (Only one column to be ticked ()).

ST	SC	OBC	Others
1			

^{*} Not to be included in the Total Score

B. Identification and Sub-categorisation of Poor

(Only one column, which is the most appropriate, to be ticked (1) against items at SI. Nos. 1 to 13)

				Scores	3	4
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11.	Type of indebtedness	For daily consumption purposes from informal	numose from	For other purpose from informal	nstitutional Agencies	indebtedness and possess assets
12.	Reason for migration	Casual work	Seasonal employment.	Other forms of livelihood	Non- migrant	Other purposes
	from		Self	Training and	Housing	Loan/ Subsidy
.1.3.	Preference of Assistance	Wage Employment/ FRDS(Targeted Public Distribution System)	Employment	Opgradation		nore than Rs. one lakh or No assistance needed

@ including Non Formal Education Note: The Total Score for a household will vary between 0 and 52

Definitions of the terms used in the Schedule

- 2. <u>Kutcha House</u>: If both wall and material are made of kutcha materials, the house may be classified as 'kutcha'.
- 3. Semi-Pucca House: Any house which is neither 'pucca' nor 'kutcha' is 'semi-pucca'.

 Materials of a pucca wall should be made of burnt bricks, GI sheets or other metal sheets, stone, cement concrete and; for the roof it should be made of Tiles, Slate, shingle, corrugated Iron, Zinc, or other metal sheets, usbesses cement sheets, bricks, lime and stone, stone and RBC/RCC, concreta.
- 4. Illiterate: A person who can read but can not write in any language is illiterate.
- 5. Non-formal education: Education without admission in regular schooling.
- 6 Informal sources: Sources other than Institutional sources like Banks, Cooperative Societies and other recognised Financial Institutions. Informal sources would refer to money lenders, friends and relatives etc.