



Grassroots Research and Advocacy Movement
An SVYM Initiative

Evaluation of Old Age Pension Schemes in Karnataka (Revenue Department)

Phase I - Final Report

Submitted to
The Director
Directorate of Economics and Statistics
Government of Karnataka
MS Building, Bangalore



Grassroots Research and Advocacy Movement (GRAAM), Mysore, Karnataka, India
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(GRAAM)**

www.graam.org.in | graam@svym.org.in

(An initiative of Swami Vivekananda Youth Movement, Mysore)

Study Team

Project Director

Dr. R. Balasubramaniam
Executive Director, GRAAM

Principal Evaluators

Sham N Kashyap
Coordinator, Action Research and
Implementation, GRAAM

Basavaraju Rajashekharamurthy
Deputy Director, GRAAM

Statistician

Narasimhaiah K

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GRAAM Team

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Abbreviations

BPL	Below Poverty Line
DSSP	Directorate of Social Security and Pensions
GOI	Government of India
GOK	Government of Karnataka
HDI	Human Development Index
HPCRRRI	High Power Commission for Redressal of Regional Imbalances (Nanjundappa Committee)
IGNDPS	Indira Gandhi National Disability Pension Scheme
IGNOAPS	Indira Gandhi National Old Age Pension Scheme
IGNWPS	Indira Gandhi National Widow Pension Scheme
MIS	Management Information System
MO	Money Order
NFBS	National Family Benefit Scheme
NSAP	National Social Assistance Programme
PO	Post Office
SSY	Sandhya Suraksha Yojane
STO	Sub-Treasury Office

Executive Summary

The Directorate of Social Security and Pensions (DSSP), Revenue Department, Government of Karnataka, implements two old age pension schemes, namely Indira Gandhi National Old Age Pension Scheme (IGNOAPS), a centrally sponsored scheme and Sandhya Surakshay Yojana (SSY), a fully state funded scheme, aimed to help eligible elderly citizens by providing them with direct cash pensions. Considerable budgetary allocation is involved in running these schemes.

Of the several government interventions in creating a welfare state, the Pension schemes are thought to be the most successful and literature has cited that the model developed in Karnataka for the delivery of social pension schemes is worth replicating in other states. Hence, it is important to identify crucial issues that shape the success and the efficacy of the implementation of these schemes.

This evaluation is carried out in two phases. In phase 1, the review of literature, analysis of secondary data including web based MIS of revenue department has been completed. Based on its results, the design, sampling methodology and locations of field validation in phase 2 are framed.

IGNOAPS a centrally sponsored scheme has been in existence since 1964, and is implemented as a part of National Social Assistance Programme (NSAP). NSAP implements several schemes for the socially vulnerable and under it, IGNOAPS is the largest social assistance scheme of NSAP. SSY, with similar features to IGNOAPS intends to cover the larger section of poor elderly who may not be covered through IGNOAPS. At present, almost 2/3rd of the 22 lakh old age pensioners in Karnataka are covered under SSY.

Literature review suggests that pension schemes have a huge opportunity to impact the lives of the elderly in a positive way. Application processing, monitoring the eligibility criterion, delivery of pensions on time (including budgetary and fiscal planning) are all crucial factors on which the effectiveness of the schemes depend.

In this phase of the study, the analysis of the full population of existing beneficiaries (rather than sampling) in the pension schemes, based on data disaggregated up to the level of the individual beneficiary (rather than aggregated data at the taluk/district levels) was carried out. The emphasis of the analysis was on inter-

district/taluk growth rate in enrolment to the schemes, duration of pensions, delay in first pension delivery and coverage of elderly population.

Results of beneficiary data analysis

The gender trends of beneficiaries show that female beneficiaries across the state and across IGNOAPS and SSY are more than male beneficiaries. The growth rates in beneficiary enrolments to IGNOAPS and SSY show in general, a rising trend and trend analysis shows that the beneficiary numbers are extremely responsive to changes in policies. This indicates that pension schemes (and direct cash disbursements through the schemes) are in high demand in the state. The analysis of mode of pension delivery reveals that although 75% of the pensions are being delivered through Post Offices, share of the Bank channel for delivery of pensions is increasing in the recent years.

There are inter-district and intra-district variations in the enrolment patterns of the scheme. In general, the enrolment is low in Malnad and Coastal taluks which have better HDI values. However, it is difficult to generalize that districts with high HDIs have low enrolments and the vice-versa. The trends in enrolment are more related to elderly population than development status.

The comparison of IGNOAPS and SSY shows that growth in SSY across districts and taluks is higher than that of IGNOAPS. Also, the positive correlation of SSY with district/taluk populations is more in comparison with IGNOAPS.

When the pensions being delivered for more than 25 years (which technically means that the beneficiaries are 90+ years old) are mapped to districts and taluks, it is revealed that most of these beneficiaries are mapped to a few districts (namely Ramanagara, Mysore and Tumkur). Kanakapura taluk in Ramanagara district has a high incidence of this phenomenon.

Coverage of elderly population through the pension schemes shows a marked inverse relationship between pension coverage and district per capita income. Similarly, there is a general inverse relationship between beneficiary coverage and taluk development status as determined by HPCRRI. However, in many districts and taluks, beneficiary coverage shows large variations, not directly related to district/taluk income levels and development status. For example, there are marked differences of over-coverage in districts of Bijapur, Gadag and Ramanagara.

The quality of beneficiary dataset that exists at the state level in digital format should be thoroughly verified (this activity in process by the DSSP), with all the different demographics related fields filled. This allows specific analysis of age/class groups of interest which could trigger future policy changes.

Objectives of the second phase of the study

Based on the analysis of beneficiary data, a *non-probabilistic, purposive, deviant case sampling methodology* of taluks and districts was conducted to select 12 districts (and 26 taluks) which displayed a range of varied, un-natural trends in spatio-temporal spread of pension beneficiaries. The table below presents the taluks and districts suggested for field validation in phase 2 of the study. The table captures the results of mapping of important variations in beneficiary data with districts and taluks where these variations are visible. The list contains taluks that show un-natural trends with the specific criterion as well as few taluks that display normal trends.

Criterion	District	Taluks
Gender distribution	No significant variations in gender distribution of scheme beneficiaries was found at the district and taluk level	
Growth rates in enrolment	Ramanagara, Belgaum, Raichur, Mysore, Koppal, Gadag, Chamarajanagar, Bijapur, Davanagere, Shimoga	Ramanagar, Kanakapura, Chikkodi, Gokak, Mysore, T Narasipura, Koppal, Kushtagi, Gadag, Ron, Chamarajanagar, Gundlupet, Indi, Bijapur,, Davanagere, Shimoga
Duration of active pensions	Ramanagara, Mysore, Shimoga	Kanakapura, Mysore, Shikaripura
Elderly population coverage	Ramnagara, Bijapur, Chamarajanagar, Gadag, Koppal, Gulbarga, Yadgir, Raichur, Mysore, Shimoga, Davanagere	Kanakapura, Magadi, Indi, Gundlupet, Ron, Shirahatti, Koppal, Kushtagi, Chincholi, Chittapur, Shahpur, Lingsugur, Manvi, T. Narsipura, Mysore, Sagar, Shimoga, Jagalur

The main objective of the second phase of the study is to identify causal patterns for variations in deviant taluks and districts (representative of all deviant cases) thereby enabling the government to understand and respond to the specific issues of concern found in these districts. The detailed sampling methodology within each taluk, and the sampling strategy has been formulated.