

Bill No. XXII of 2026

THE SILVER ECONOMY (GROWTH AND EMPOWERMENT) BILL, 2026

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Bill No. XXII of 2026

THE SILVER ECONOMY (GROWTH AND EMPOWERMENT)
BILL, 2026

A

BILL

to provide for the promotion, growth and empowerment of the silver economy in the country by recognising senior citizens as active contributors to economic productivity, innovation and social capital; to establish institutional mechanisms for employment, entrepreneurship and mentorship by senior citizens; to promote age-ready infrastructure and age- tech innovation for senior citizens and for matters connected therewith or incidental thereto.

BE it enacted by Parliament in the Seventy-seventh Year of the Republic of India as follows:—

CHAPTER I

PRELIMINARY

- 5 **1.** (1) This Act may be called the Silver Economy (Growth and Empowerment) Act, 2026.
- (2) It shall come into force on such date as the Central Government may, by notification in the Official Gazette, appoint.

Short title and commencement.

Definitions.

2. In this Act, unless the context otherwise requires,—

(a) “age- ready infrastructure” means infrastructure designed in accordance with universal accessibility, safety, mobility, digital inclusion and inter-generational integration standards suitable for senior citizens;

(b) “age-tech” means technologies, products or services designed primarily to improve the health, mobility, independence, productivity or quality of life of senior citizens, including assistive devices, geriatric health technologies, robotics, remote monitoring systems and digital platforms;

(c) “Authority” means the National Silver Human Resource Authority established under section 5;

(d) “Council” means the National Silver Economy Council established under section 17;

(e) “Fund” means the Silver Economy Fund constituted under section 11;

(f) “prescribed” means prescribed by rules made under this Act;

(g) “senior citizen” means a person being a citizen of India, who has attained the age of sixty years or above or such other age as may be notified by the Central Government;

(h) “senior-led enterprise” means a Micro, Small or Medium Enterprise (MSME) in which a senior citizen holds a controlling interest or plays a principal managerial or advisory role;

(i) “silver economy” means the ecosystem of economic activities, services, employment, entrepreneurship, innovation and social engagement driven by or designed for senior citizens; and

(j) “silver workforce” means senior citizens voluntarily engaged in economic, professional, advisory, mentoring or community activities under this Act.

CHAPTER II

STATUTORY RECOGNITION OF THE SILVER ECONOMY

Recognition of the silver economy.

3. (1) The silver economy is hereby recognised as a distinct and strategic component of the economic and social development of the country.

(2) Senior citizens shall be recognised as active economic contributors.

(3) All policies, programmes and measures framed under this Act shall be guided by the principles of equity, dignity, voluntariness, flexibility and non-discrimination.

Integration with national development programmes.

4. The Central Government shall endeavour to integrate the objectives of this Act with the national programmes, if any, relating to —

(a) skill development;

(b) entrepreneurship including micro, small and medium enterprises;

(c) digital inclusion;

(d) urban development and housing; and

(e) healthcare and innovation.

CHAPTER III

NATIONAL SILVER HUMAN RESOURCE AUTHORITY

Establishment of National Silver Human Resource Authority.

5. (1) **The Central Government shall, by notification in the Official Gazette, establish an Authority to be known as National Silver Human Resource**

Authority to exercise the powers conferred on, and to perform the functions assigned to it under this Act.

5 (2) **The Authority shall be a body corporate by the name aforesaid, having perpetual succession and a common seal, with power, subject to the provisions of this Act, to acquire, hold and dispose of property, both movable and immovable, and to contract, and shall, by the said name, sue or be sued.**

(3) **The Authority may, in consultation with the Central Government, establish its Head Office and branch office(s) at such place(s) in the country, as it may deem fit, for carrying out the purposes of this Act.**

10 **6. (1) The Authority shall consist of following members, namely—**

(a) **a Chairperson, who shall be an officer not below the rank of Joint Secretary to the Government of India, to be appointed by the Central Government, in such manner as may be prescribed;**

(b) **not more than four other Members, each of whom shall—**

15 (i) **be a citizen of India;**

(ii) **have attained the age of thirty-five years; and**

(iii) **possess special knowledge and professional experience in the fields of economics, law, management or public administration, to be appointed by the Central Government in such manner as may be prescribed.**

20 (2) **The Chairperson and every Member of the Authority shall hold office for such period, not exceeding four years, as may be specified by the Central Government in this behalf.**

25 (3) **The salary and allowances payable to, and other terms and conditions of service of the Chairperson and, Members of the Authority shall be such as may be prescribed.**

(4) **The Authority shall have the power to regulate its own procedure.**

30 **7. (1) The Central Government shall, from time to time, appoint such number of officers and staff, as may be required to assist the Authority in its efficient functioning, in such manner as may be prescribed.**

(2) **The method of recruitment or appointment of officers and staff, the salaries and allowances payable to them, and other terms and conditions of their service, shall be such as may be prescribed.**

35 **8. (1) The Authority shall perform the following functions, namely—**

(a) **facilitate part-time, flexible and meaningful employment opportunities for senior citizens;**

(b) **engage senior citizens as mentors, advisors or trainers for youth, startups and micro, small and medium enterprises;**

40 (c) **promote inter-generational transfer of skills and continuity of knowledge;**

(d) **support community services and programmes for social engagement;**

(e) **establish and maintain a voluntary registry of persons constituting the silver workforce;**

45 (f) **undertake programmes, schemes and projects for promotion and development of the silver economy; and**

(g) **any other matter as may be prescribed by the Central Government.**

Composition of the Authority.

Officers and staff of the Authority.

Functions of the Authority.

(2) The Authority shall act as the nodal agency for coordination with the State Governments, local authorities and private stakeholders for the purposes of this Act.

CHAPTER IV

AGE-READY INFRASTRUCTURE AND URBAN INTEGRATION 5

Age-ready infrastructure standards.

9. (1) The Central Government shall, in consultation with State Governments, prescribe minimum standards of age-ready infrastructure.

(2) The standards prescribed under sub-section (1) shall apply to —

- (a) new urban townships;
- (b) smart city projects; and 10
- (c) large housing or commercial developments above such threshold as may be prescribed.

Integrated living and community design.

10. The urban planning authorities shall, in discharge of their functions, endeavour to promote—

- (a) mixed-use zoning that integrates residential, commercial and community spaces; 15
- (b) accessibility to healthcare, mobility and digital services; and
- (c) measures to prevent segregation or social isolation of senior citizens.

CHAPTER V

SILVER ECONOMY FUND 20

Constitution of the Silver Economy Fund.

11. (1) **The Central Government shall, by notification in the Official Gazette, constitute a non-lapsable fund to be known as the Silver Economy Fund.**

(2) **The Fund shall be credited with —**

- (a) **grants made by the Central Government;**
- (b) **contributions from State Governments;** 25
- (c) **voluntary contributions, including those made under corporate social responsibility funds; and**
- (d) **such other sources as may be prescribed by the Central Government.**

(3) **The Fund shall be administered and maintained by the Authority, in such manner as may be prescribed by the Central Government.** 30

Utilisation of the Fund.

12. (1) The Fund shall be utilised for the purposes of —

- (a) supporting senior-led enterprises and micro-entrepreneurship initiatives;
- (b) financing the programmes, schemes and projects undertaken by the Authority for promotion and development of the silver economy; 35
- (c) promoting development and deployment of age-tech research; and
- (d) promoting programmes addressing social isolation and mental well-being of senior citizens.

Inflation-indexed support

13. The Central Government shall endeavour to ensure that the financial support provided to senior-citizens is reviewed at such intervals as may be prescribed, to account for inflation and prevailing economic conditions. 40

Recommendations for tax incentives.

14. The Authority may recommend to the Central Government for grant of tax incentives or deductions for —

- (a) companies employing senior citizens as consultants or mentors; 45

- (b) investments in age-tech innovation; and
- (c) contributions to the Fund or recognised Silver Human Resource Centres.

CHAPTER VI

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PROMOTION OF AGE-TECH AND HEALTH-TECH

15. (1) The Central Government shall recognise age-tech as a priority sector for innovation, research and development.
- (2) The measures for promotion of age-tech shall include—
- (a) provision of incubation and accelerator support to enterprises engaged in age-tech;
 - (b) encouragement of public procurement of age-friendly and health technologies;
 - (c) facilitation of regulatory guidelines relating to such technologies;
 - (d) promotion of international collaboration in research, development and deployment of such technologies; and
 - (e) any other measures as may be prescribed.

Age-tech as a priority sector.

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CHAPTER VII

SOCIAL INCLUSION AND MENTAL WELL-BEING

16. (1) The Central Government and State Governments shall promote structured programmes engaging senior citizens for—
- (a) skill training;
 - (b) counselling and guidance;
 - (c) cultural and educational activities;
 - (d) community development; and
 - (e) any other activities as may be prescribed.
- (2) In promoting programmes under sub-section (1), special emphasis shall be placed on initiatives and programmes aimed at reducing loneliness, social isolation and mental health challenges among senior citizens.

Community engagement programmes.

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CHAPTER VIII

NATIONAL SILVER ECONOMY COUNCIL

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17. (1) **The Central Government shall, by notification in the Official Gazette, constitute a body to be known as the National Silver Economy Council, to perform such functions as assigned to it, under this Act.**
- (2) **The head office and branch office(s) of the Council shall be at such place, as may be prescribed.**
- (3) **The Council shall consist of the following members, namely:-**
- (a) **the Vice-Chairperson of NITI Aayog, who shall be the *ex-officio* Chairperson of the Council;**
 - (b) **one Vice-Chairperson, to be appointed by the Central Government from amongst persons having demonstrated expertise in ageing economics, social policy, or demographic planning;**
 - (c) **three Members of Parliament, of whom one shall be nominated by the Chairman of the Council of States, from among its members and two shall be nominated by the Speaker of the House of the People, from among its members; and**

Establishment of National Silver Economy Council.

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(d) not more than twenty other members, to be appointed by the Central Government by notification in the Official Gazette, from amongst persons or representatives capable of representing the following domain expertise:

(i) economics and public finance, including labour markets, pension, and social security; or 5

(ii) geriatric medicine, public health and long-term care systems; or

(iii) urban planning, housing, transport and age-friendly infrastructure; or 10

(iv) digital technologies, assistive technologies and health-tech solutions for ageing population; or

(v) social policy, welfare administration and inclusive development; or

(vi) industry bodies and enterprises operating in sectors relevant to the silver economy, including healthcare services, insurance, financial services, mobility, and housing; or 15

(vii) civil society organizations, caregivers' associations, and organisations representing senior citizens; or

(viii) academic and research institutions engaged in demographic studies, aging, or social gerontology; or 20

(ix) any other expertise or interest which, in the opinion of the Central Government, ought to be represented in the Council.

(4) The term of office of, the salaries and allowances payable to and other terms and conditions of service including resignation by and removal of the Chairperson, Vice-Chairperson and members shall be such as may be prescribed. 25

Officers and staff of the Council.

18. (1) The Central Government shall, from time to time, appoint such number of officers and staff, as may be required to assist the Council in its efficient functioning, in such manner as may be prescribed. 30

(2) The method of recruitment or appointment of officers and staff, the salaries and allowances payable to them, and other terms and conditions of their service, shall be such as may be prescribed.

Functions of the Council and procedure thereof.

19. (1) The Council shall advise the Central Government on— 35

(a) policy formulation and strategic direction relating to the silver economy;

(b) coordination among Ministries, State Governments, and other stakeholders for implementation of programmes concerning the ageing population; 40

(c) promotion of innovation, investment, and employment generation in sectors catering to senior citizens; and

(d) such other matters as may be referred to it by the Central Government.

(2) The Council shall, subject to any rules made under this Act, have the power to regulate its own procedure, including the conduct of its meetings and the times and places at which such meetings shall be held. 45

(3) The Council may, for the purpose of discharging its functions,

(a) seek advice, recommendations or reports from the Authority; and

(b) place before the Authority such issues or proposals as may require policy guidance or expert consultation:

Provided that the Council shall act solely in an advisory capacity, and nothing contained herein shall be construed as conferring upon the Council any executive or regulatory powers over the Authority.

CHAPTER IX

MISCELLANEOUS

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20. (1) The engagement of senior citizens under this Act shall be voluntary and non-exploitative. Nature of engagement of senior citizens.
- 10 (2) The participation of senior citizens under this Act shall not result in the loss or reduction of pension, social security or welfare benefits available to them under any other law for the time being in force.
- 15 21. **The Central Government shall, after due appropriation made by Parliament by law in this behalf, pay to the Authority and the Council, by way of grants such sums of money as the Central Government may think fit for carrying out the purposes of this Act.** Central Government to provide funds.
22. The Authority and the Council shall separately prepare, in such form and at such time as may be prescribed, an annual report of its activities including but not limited to the following:— Annual Report.
- 20 (a) progress of implementation;
- (b) utilisation of the Fund; and
- (c) impact on employment, productivity and social inclusion.
- 25 23. (1) The Authority and the Council shall maintain proper accounts and other relevant records and prepare separate annual statement of accounts in such form as may be prescribed by the Central Government in consultation with the Comptroller and Auditor-General of India. Accounts and audit.
- 30 (2) The accounts of the Authority and the Council shall be audited by the Comptroller and Auditor-General at such intervals as may be specified by him and any expenditure incurred in connection with such audit shall be payable by the Authority and the Council, as the case may be, to the Comptroller and Auditor-General.
- 35 (3) The Comptroller and Auditor-General and any person appointed by him in connection with the audit of the accounts under this Act shall have the same rights and privileges and the authority in connection with such audit as the Comptroller and Auditor-General generally has in connection with the audit of Government accounts and, in particular, shall have the right to demand the production of books, accounts, connected vouchers and other documents and papers and to inspect any of the offices of the Authority and the Council;
- 40 (4) The accounts of the Authority and the Council, as certified by the Comptroller and Auditor-General or any other person appointed by him in this behalf, together with the audit report thereon shall be forwarded annually to the Central Government by the Authority.
- 45 24. The Central Government shall cause the annual reports under section 22 together with a memorandum of action taken on the recommendations contained therein, in so far as they relate to the Central Government, and the reasons for the non-acceptance, if any, of any of such recommendations and the audit reports under section 23 to be laid as soon as may be after the reports are received, before each House of Parliament. Annual reports and audit reports to be laid before Parliament.
- 50 25. (1) The Central Government may, by notification, make rules for carrying out the purposes of this Act. Power to make rules and regulations.

(2) The Authority may, with the previous approval of the Central Government, make regulations consistent with this Act and the rules made thereunder.

(3) Every rule made by the Central Government and every regulation made by the Authority under this Act shall be laid, as soon as may be after it is made, before each House of Parliament while it is in session for a total period of thirty days which may be comprised in one session or in two or more successive sessions, and if, before the expiry of the session immediately following the session or the successive sessions aforesaid, both Houses agree in making any modification in the rule or regulation or both Houses agree that the rule or regulation should not be made, the rule or regulation shall thereafter have effect only in such modified form or be of no effect, as the case may be; so however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule or regulation.

Act not in
derogation of
other laws.

26. The provisions of this Act shall be in addition to, and not in derogation of, any other law for the time being in force relating to senior citizens. 15

Power to
remove
difficulties.

27. (1) If any difficulty arises in giving effect to the provisions of this Act, the Central Government may, by order, make such provisions as may be necessary for removing the difficulty.

(2) Every order made under sub-section (1) shall be laid before each House of Parliament. 20

STATEMENT OF OBJECTS AND REASONS

India is undergoing a significant demographic transition. With rising life expectancy and declining fertility rates, the proportion of senior citizens in the country is increasing steadily. By the year 2030, nearly one-fifth of India's population is expected to be above the age of sixty. While this demographic shift reflects improvements in public health and socio-economic conditions, it also presents new economic and social challenges.

At present, India's legal and policy framework approaches ageing largely from the perspective of welfare, protection and maintenance. While such measures remain essential, they do not adequately recognise the productive potential, professional expertise and institutional memory possessed by senior citizens. The absence of a statutory framework to harness this potential has resulted in the underutilisation of a valuable human resource and increasing social isolation among the elderly.

The concept of the "Silver Economy", adopted in several advanced economies, treats senior citizens as active participants in economic and social life rather than as dependants. International best practices, such as Japan's Silver Human Resource Centres, Singapore's age-integrated urban planning models, and the United Kingdom's inflation-linked support mechanisms, demonstrate that productive ageing can contribute meaningfully to national productivity, innovation and inter-generational equity.

This Bill aims to establish a comprehensive statutory framework for promoting and fostering India's Silver Economy. It aims to recognise senior citizens as contributors to economic productivity, promote flexible employment and mentorship opportunities, encourage age-ready and inclusive infrastructure, foster innovation in Age-Tech and health technologies, and address loneliness and social isolation through structured community engagement.

The proposed legislation is in furtherance of the constitutional values of dignity, equality and social justice enshrined in Articles 14, 21, 38 and 39 of the Constitution of India, and complements existing laws relating to senior citizens.

Hence, this Bill.

SUJEET KUMAR.

FINANCIAL MEMORANDUM

Clause 5 of the Bill provides for the establishment of the National Silver Human Resource Authority. Clause 6 provides for appointment of Chairperson and Members of the Authority and salary and allowances payable to them. Clause 7 provides for appointment of officers and employees of the Authority along with their terms and conditions of services including salary and allowances. Clause 8 provides for Authority to undertake programmes, schemes and projects for promotion and development of the silver economy. Clause 11 provides for the constitution of the Silver Economy Fund. Clause 17 provides for establishment of the National Silver Economy Council and Clause 21 provides for Central Government to provide such sums of money as may be necessary for the purposes of this Bill.

The Bill, therefore, if enacted, would involve expenditure from the Consolidated Fund of India. It is estimated that a recurring expenditure of about rupees ten crore would be incurred per annum from the Consolidated Fund of India. A non-recurring expenditure of about rupees twenty crore is also likely to be involved.

MEMORANDUM REGARDING DELEGATED LEGISLATION

Clause 25 of the Bill empowers the Central Government to make rules for carrying out the purposes of the Bill. Clause 27 provides that the Central Government may make such provisions, by order, as may be necessary for removing any difficulty in giving effect to the provisions of this Bill.

As the rules will relate to matters of procedure and administrative detail only, the delegation of legislative power is of a normal character.

RAJYA SABHA

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to provide for the promotion, growth and empowerment of the silver economy in the country by recognising senior citizens as active contributors to economic productivity, innovation and social capital; to establish institutional mechanisms for employment, entrepreneurship and mentorship by senior citizens; to promote age-ready infrastructure and age- tech innovation for senior citizens and for matters connected therewith or incidental thereto.

(Shri Sujeet Kumar, M.P.)