



**Ministry of Housing  
and Urban Affairs  
Government of India**

**Scheme of Shelters for  
Urban Homeless  
(Revised Operational Guidelines)**

**Deendayal Antyodaya Yojana-  
National Urban Livelihoods Mission**

**F. No. K-11/12/2017-UPA-III (E-3146312)**

Government of India  
Ministry of Housing and Urban Affairs  
(UPA Division)

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Nirman Bhawan, New Delhi,  
Dated the 8<sup>th</sup> July, 2018

**SUBJECT:-**Revised Operational Guidelines for Scheme of Shelters for Urban Homeless (SUH) under the Deendayal Antyodaya Yojana- National Urban Livelihoods Mission (DAY-NULM).

Reference is invited to this Ministry's O.M. No. K-14011/1/2013-UPA dated 24<sup>th</sup> September, 2013, vide which the operational guidelines for Scheme of Shelters for Urban Homeless (SUH) under the National Urban Livelihoods Mission (NULM) were issued. The printed guidelines were issued in December, 2013.

2. Over a period of time certain amendments have been made to these Guidelines. After incorporating the amendments, made so far, the consolidated Revised Guidelines are being issued for ease of use by all stakeholders. Revised guidelines have also been uploaded on the website of Ministry- <http://mohua.gov.in>

  
(Sanjay Kumar)

Mission Director & Joint Secretary to the Govt of India  
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## Table of Contents

1. Background .....	1
2. Objective .....	1
3. Norms and Types of Shelters .....	2
4. Facilities at the Shelters .....	3
5. Linkages with Entitlements .....	3
6. Location of Shelters .....	5
7. Design of Shelters .....	6
8. Operation & Management of Shelters .....	6
9. Project Proposal .....	8
10. Sanction of Project .....	9
11. Funding Pattern .....	10
12. User Fees .....	11
13. Monitoring and Evaluation .....	11
14. Identification and Rescue .....	13
15. Admission and Repatriation .....	13
16. Publicity of Information .....	14
17. Survey of Urban Homeless Population, Annexure-1 .....	15
18. Registration of Homeless person, Annexure-2 .....	19



# THE SCHEME OF SHELTERS FOR URBAN HOMELESS (SUH)

## 1. BACKGROUND<sup>1</sup>

- 1.1 The National Urban Housing & Habitat Policy (NUHHP), 2007 aims at promoting sustainable development of habitat in the country with a view to ensuring equitable supply of land, shelter and services at affordable prices to all sections of the society. However, the most vulnerable of these are the urban homeless.
- 1.2 The urban homeless persons contribute to the economy of the cities and thus the nation as cheap labour in the informal sector; yet they live with no shelter or social security protection. The urban homeless survive with many challenges like no access to elementary public services such as health, education, food, water and sanitation.
- 1.3 Deendayal Antyodaya Yojana - National Urban Livelihoods Mission (DAY-NULM) aims at providing permanent shelter equipped with essential services to the urban homeless in a phased manner under the Scheme of Shelters for Urban Homeless (SUH). Homeless persons include persons who do not have a house, either self-owned or rented, but instead live and sleep on pavements, at parks, railway stations, bus stations and places of worship, outside shops and factories, at construction sites, under bridges, in hume pipes and other places under the open sky or places unfit for human habitation.
- 1.4 It is understood that many occupants of shelters are engaged in work during the nights (e.g. as head-loaders), and thus need shelters to sleep in, during the day. Casual workers also often do not get employment on a daily basis, and so they may need shelters during the day and not just at night. Therefore, DAY-NULM envisages providing shelters available to the homeless during the day as well as night.

## 2 OBJECTIVE

The objectives of the Shelter for Urban Homeless (SUH) component of DAY-NULM scheme are to:

- 2.1 Ensure availability and access of the urban homeless population to permanent shelters including the basic infrastructure facilities like water supply, sanitation, safety and security;
- 2.2 Cater to the needs of especially vulnerable segments of the urban homeless like the dependent children, aged, disabled, mentally ill and recovering gravely ill, by creating special sections within homeless shelters and provisioning special service linkages for them;

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<sup>1</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

- 2.3 Provide access to various entitlements, viz. social security pensions, PDS, ICDS, identity, financial inclusion, education, affordable housing etc. for homeless populations;
- 2.4 Formulate structures and framework of engagement for development, management and monitoring of shelters and ensuring basic services to homeless persons, by state and civil society organizations including homeless collectives.

### 3 NORMS AND TYPES OF SHELTERS

- 3.1 The shelters should be permanent all-weather shelters for the urban homeless. For every one lakh urban population, provisions should be made for permanent community shelters for a minimum of one hundred persons. Depending upon local conditions, each shelter should preferably cater to 50 or more persons. In exceptional situations, shelters with lesser capacity could also be approved<sup>2</sup>.
- 3.2 The Scheme will be implemented in all district headquarter towns and other towns with population of one lakh or more as per the Census of 2011. However, priority may be given to cities with population above one million and cities/towns of special social, historical or tourist importance identified by Government of India/State Government. In addition, taking into account the requirement of shelters, other towns may be allowed in exceptional cases on the request of the State.
- 3.3 Some of these shelters may cater to the most vulnerable groups within the homeless populations such as (a) single women and their dependent minor children, (b) aged, (c) infirm, (d) disabled, (e) mentally challenged etc. Actual break-up would depend on local particularities, and size of the city and total numbers of shelters. States/ULBs may consider setting up separate shelters to cater the special needs such as:
- a) **Men shelters:** Since the proportion of men among homeless is higher separate shelters for men could be built to primarily cater to single working men.
  - b) **Women shelters:** Shelters for the exclusive use of women in terms of its location, design, services and support systems, could be designed to cater to the needs of women and their dependent children. In every ULB, no matter how small the populace, at least one such shelter for women would be constructed.
  - c) **Family Shelters:** For families living on the streets, family shelters may be provided with a special design for privacy, with shared common spaces.
  - d) **Special Shelters**<sup>3</sup>: Taking into account special needs for segments of homeless persons, such as old persons without care, mentally or physically challenged,

<sup>2</sup> As amended vide erstwhile M/o HUPA O.M. No. K-14011/7/2013-UPA/FTS 9789 dated 3<sup>rd</sup> August, 2015.

<sup>3</sup> As amended Vide erstwhile M/o HUPA F.No.K.-14012/15/2016-UPA/FTS-16320 dated 22<sup>nd</sup> August, 2016.

recovering patients and their families, attendants of the patients admitted in hospitals etc. special shelters may be provided.

However, depending on the need, a shelter may cater to working men, women and family with appropriate spaces demarcated for each of the categories.

#### **4 FACILITIES AT THE SHELTERS<sup>4</sup>**

**4.1** The shelters will be permanent, running throughout the year; and open round the clock, because many homeless persons find work in the nights. Following facilities/amenities may be provided at the shelters for dignified living:

- a) Well ventilated rooms.
- b) Water arrangements (Potable drinking water and other needs) and sanitation.
- c) Adequate bathing & toilet facilities.
- d) Standard lighting for shelter.
- e) Adequate fire protection measures, as per the norms.
- f) First aid kit.
- g) Pest and vector (mosquito) control.
- h) Regular cleaning of blankets, mattresses and sheets, and maintenance of other services.
- i) Common kitchen/cooking space, necessary utensils for cooking and serving, cooking gas connections etc.
- j) Child care facilities for children by linking the shelter to the nearest Anganwadi Centers.
- k) Facilitation for convergence with other services/entitlements.
- l) Personal lockers for personal storage space.
- m) Common recreation space.

#### **5 LINKAGES WITH ENTITLEMENTS<sup>5</sup>**

**5.1** Shelters will be a space for convergence and provisions of various entitlements of social security, food, education and health care systems. All homeless persons, in shelters

<sup>4</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated 7<sup>th</sup> December, 2015.

<sup>5</sup> As Amended Vide. erstwhile M/o HUPA F.No.K.-14012/15/2016-UPA/FTS-16320 dated 22<sup>nd</sup> Aug-2016.

should be given priority under various schemes, and government programmes. The Shelter Management Agencies and Committees would be responsible to ensure the availability of various entitlements and benefits to the homeless. An illustrative list of schemes/benefits where such convergence is desirable is given below:

- Identity Proof & Postal Address
- Elector's Photo Identity Card (EPIC), Aadhaar Card etc.
- Old age, widows and disability pensions
- BPL cards, PDS ration cards etc.
- Bank, Post Office, Jan Dhan Yojana Accounts
- ICDS services
- Admission to government schools
- Admission to public hospitals for health care
- Free Legal Aid
- Rashtriya Swasthya Bima Yojana
- Pradhan Mantri Suraksha Bima Yojana
- Pradhan Mantri Jeevan Jyoti Bima Yojana
- Pradhan Mantri Awas Yojana-Housing for All
- Skill Training under DAY-NULM & Prime Minister's Kaushal Vikas Yojana
- Pradhan Mantri Mudra Yojana, SEP component of DAY-NULM
- Identity card/vending certificates to homeless street vendors
- Rehabilitation of disabled schemes of Ministry of Social Justice and Empowerment
- Referral services for women & children in distress with SWADHAR, UJJAWALA, SABLA, One Stop Centre, Women Helpline Scheme, Schemes of MoW&CD
- Subsidy under PDS
- Direct Benefit Transfer under various Govt. schemes
- Linkage to and other schemes/services/entitlements of the Ministry

**5.2** Shelters are not the destiny for the homeless; working men/women's hostel, rental housings, affordable/social housings may also be promoted by the states/ULBs for mainstreaming homeless<sup>6</sup>.

<sup>6</sup> Clause added vide erstwhile M/o HUPA F.No.K.-14012/15/2016-UPA/FTS-16320 dated 22<sup>nd</sup> Aug-2016.

## 6 LOCATION OF SHELTERS

- 6.1** Location should be close to homeless concentrations and work sites as far as practicable. They may preferably be located close to the areas where the poorest congregate like railway stations, bus depots, terminals, markets, wholesale mandis (market yards) etc. The location could be decided after mapping the concentration areas where homeless persons reside and work.

An effort should be made to mark the locations of the homeless shelters through GPS on maps so that location of a shelter is available on city maps, travel guide maps, online maps, etc. published by various agencies for easy access to the shelters<sup>7</sup>.

- 6.2** Systematic third party surveys would be undertaken in cities/towns by the local/municipal bodies so as to assess accurately the need for shelters at suitable locations. As far as possible, sites providing maximum convenience to the beneficiaries may be identified. While undertaking the survey and identifying beneficiaries, implementing agencies may involve civil society representatives. An outline of the process for conducting survey is placed at Annexure-1<sup>8</sup>.

- 6.3** The shelters should be permitted in residential, commercial, industrial and public and semi-public use zones, and should be allowed in other use zones also, on special permission by the planning authority/urban local body. If need be, the Master plans may be suitably amended to permit construction of such shelters or special permission may be sought from the competent authority.

- 6.4** The ULBs may plan the shelter along with City Livelihood Centre (CLC) under DAY-NULM at one place to efficiently utilize the land/building and to integrate the services/scheme benefits.<sup>9</sup>

- 6.5** In case of non-availability of suitable land for construction of shelters near to the places of congregation of homeless, suitable buildings can be taken on rent for operating as an interim arrangement and efforts need to be made by the States/ UTs to provide permanent shelters to homeless by the year 2022 as per DAY-NULM guidelines. Further, the cost of refurbishment of buildings taken on rent may be borne from funds available under SUH component of DAY-NULM with the approval of PSC of the respective State. The PSC will estimate the suitable rent by taking into account the PWD rates/prevaling market rate<sup>10</sup>.

<sup>7</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated:7<sup>th</sup> December, 2015

<sup>8</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated:7<sup>th</sup> December, 2015

<sup>9</sup> Clause added vide erstwhile M/o HUPA F.No.K.-14012/15/2016-UPA/FTS-16320 dated 22<sup>nd</sup> August, 2016.

<sup>10</sup> Clause added vide erstwhile M/o HUPA F.No.K.-14014/3/2015-UPA/FTS-12523 dated 13<sup>th</sup> July, 2017.

## **7 DESIGN OF SHELTERS**

- 7.1** For all the shelters, a space of 50 square feet per person will be taken as the minimum space to be provided. Under the component, construction of new shelters as well as refurbishing of existing building as homeless shelters will be allowed.
- 7.2** Where existing infrastructure/public buildings are being used, suitable refurbishment may be done to meet requisite services/space requirement. If land is available, then rooms may be added on the same floor and if required, multi-storied structure can be created. Old/dilapidated structures may be removed to make space for new shelters for more efficient use of land resources. For refurbishment and utilisation of existing buildings as shelters, required Building Fitness Certificate shall be obtained from competent authorities<sup>11</sup>.
- 7.3** Permanent shelters may be built of concrete or durable and weather proof alternate structures, with environmental friendly designs, rain water harvesting, solar heating/lighting facilities etc. For constructing new shelters, the State Governments may use innovative technologies designs for low cost and energy efficient buildings as far as possible.
- 7.4** Adequate supply of electricity and water should be planned at the time of formulation of the proposal<sup>12</sup>.
- 7.5** Effort should be made at the State/ULB level that while preparing the City Master Plan, plan for the shelters are included<sup>13</sup>.
- 7.6** Shelters established by way of new construction or refurbished under DAY-NULM and being operated with O&M support of DAY-NULM will be made barrier free for persons with disabilities<sup>14</sup>.

## **8 OPERATION & MANAGEMENT OF SHELTERS**

- 8.1** The operations and management of the shelters can be undertaken by ULBs or any other agencies identified by the ULBs such as:
- (i) Homeless persons' collectives
  - (ii) Youth and Women's community based groups
  - (iii) Universities and Institutions
  - (iv) Nehru Yuya Kendras

<sup>11</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated 7<sup>th</sup> December, 2015.

<sup>12</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated 7<sup>th</sup> December, 2015.

<sup>13</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated 7<sup>th</sup> December, 2015.

<sup>14</sup> As amended on 30-05-2018 in accordance with instruction on 'Accessible India Campaign' .

- (v) Unorganized workers' trade unions
- (vi) NGOs and CSOs registered under the Societies Registration Act, 1860 and Trust Acts or other similar laws of the State Governments
- (vii) Self Help Groups and committees recognised by the State Govt/ Urban Self Governments
- (viii) Resident Welfare Associations
- (ix) Public/Private Sector Companies or Associations

**8.2** These agencies may also facilitate orientation, training and identification of shelter staff.

**8.3** A Shelter Management Committee (SMC) will be constituted with local ward member, ULB representative, caretakers, and few nominated residents of the shelter as member. The SMC shall supervise the day-to-day functioning of the Shelter.

**8.4** Each shelter shall have the following minimum full time staff for looking after daily management, upkeep, cleanliness and discipline at the shelter:

- (i) One full time Manager
- (ii) 3 Caregivers i.e. one caregiver for one shift of 8 hours.

**8.5** The staff may be engaged by the ULB or resourced through agencies/institutions responsible for operating the shelters. For shelters with women inmates, minimum one woman caregiver should be given.

**8.6** The salary cost for the above positions can be included in O&M cost of the project, however, if more staff is required, then the ULB/State Government may arrange for the funds from other sources.

**8.7** The following registers will be maintained at all the Shelters –

- (i) Shelter Asset Inventory Book
- (ii) Accounts Register/Cash Book to monitor day to day expenditure & receipts
- (iii) Attendance Register
- (iv) Shelter Management Committee Meeting Register
- (v) Personnel Register with Salary Payment details
- (vi) House Keeping & Maintenance Register
- (vii) Complaints and Suggestion Register

- 8.8** Capacity building programme of the staff managing the shelter should be carried out to sensitise them towards the needs of the homeless so that they are able to empathise with their problems and are able to treat them with respect and dignity.

Additionally, to ensure the deliverance of quality services, an inception workshop may be held in the beginning of their employment followed with experience sharing workshops conducted once every 6 months among all the shelter staff in the city<sup>15</sup>.

- 8.9** Each shelter should prominently display the rights and responsibilities of the residents<sup>16</sup>.

## **9 PROJECT PROPOSAL**

- 9.1** The shelters under this scheme would be established by the State/ULBs and operated either by them or through agencies identified by the State or ULBs. Convergence/dovetailing of this scheme with similar programmes for urban homeless being implemented by States/UTs will be permissible. The State/UTs may also construct shelters with CSR support and other donations. If required the name of the corporate/donor can be displayed on the shelter. For these shelters also the O&M support can be availed under DAY-NULM<sup>17</sup>.

- 9.2** The agencies as mentioned in para 8.1 may be involved in project formulation, execution and/or operations & management of the shelters as per the local requirements. Such institutions may be encouraged to contribute in the capital cost and in operations & management cost of the shelters. However, the capital assets so created shall be under the ownership of the State Government/ULB.

- 9.3** ULB will be required to submit proposal for construction and management of shelters with Proposed Date of Completion (PDCs), other timelines and costing details. The proposal should be forwarded by the ULB to SULM (nodal agency for implementation of DAY-NULM) of the State.

- 9.4** For construction of new shelters, it will be the responsibility of the State Government/ULB to bring in the land. Many a times, unused land may be available with Railways, Bus Stands, Port Trusts, Hospitals, NGOs, Charitable Trusts or any other such organisations; and States/ULBs may not be owning that land. In such circumstances, States/ULBs may enter into an arrangement with the concerned organisation for use

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<sup>15</sup> Clause added vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated 7<sup>th</sup> December, 2015.

<sup>16</sup> Clause added vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/FTS-9599 dated 7<sup>th</sup> December, 2015

<sup>17</sup> As amended Vide erstwhile M/o HUPA F.No.K.-14012/15/2016-UPA/FTS-16320 dated 22<sup>nd</sup> August, 2016

of land for construction and maintenance of shelters with or without formal transfer of ownership<sup>18</sup>. All the necessary clearances and approvals for the land must be obtained prior to preparation of the proposal. The cost of the land acquisition is not eligible for funding under the scheme. In view of the shortage of land in cities, vertical designs may be considered by the States/UTs to accommodate more homeless<sup>19</sup>.

- 9.5** For construction of new shelters, the current Central PWD rates applicable to the region /State Schedule of Rates (SOR) where construction is proposed will be applicable.
- 9.6** The proposals should be accompanied by a Detailed Project Report (DPR) with all administrative and regulatory clearances.
- 9.7** For refurbishment of existing structures, the necessary approvals, lease agreement, ownership deed and such necessary documents need to be submitted with the project proposal. Proposal for grant of funds for operation and maintenance for existing shelter will also require approval of Project Sanctioning Committee<sup>20</sup>.
- 9.8** The proposal should also contain shelter management mechanism including details of the staff, constitution, roles and responsibility of SMC, facilities/amenities being provided at the shelter, operational mechanism, code of conduct for the staff and the residents, responsibilities of the shelter inmates, delegation of power to manage/operate the shelter, etc. The project should also clearly state the process to be adopted for sustaining the shelter after 5 years of operation with indicative source of funding support for operation and management of the shelter.
- 9.9** Mechanism for handing over assets created and its operations and maintenance should be clearly delineated before submission of a proposal by the ULB.

## **10 SANCTION OF PROJECT**

A Project Sanctioning Committee shall be constituted at the State level under the Chairmanship of Principal Secretary/Secretary in-charge of DAY-NULM with representatives of all concerned departments in the State for consideration and approval of proposals submitted by ULBs/SULM under this component of DAY-NULM. A representative of the Ministry of HUA shall be a member of this Sanctioning Committee.

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<sup>18</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2013-USD/9599, dated 7<sup>th</sup> December, 2015.

<sup>19</sup> As amended vide erstwhile M/o HUPA letter No. F.No.K.-14012/15/2016-UPA/16320 dated 22<sup>nd</sup> August, 2016

<sup>20</sup> As amended vide erstwhile M/o HUPA O.M.No.E-14013/1/2103-USD/9599 dated 7<sup>th</sup> December, 2015.

## 11 FUNDING PATTERN<sup>21</sup>

- 11.1** Government of India would fund 60% of the cost of construction of the shelters and 40% would be the State contribution. In case of Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Jammu and Kashmir, Himachal Pradesh and Uttarakhand), this ratio will be 90:10. In respect of UTs, with or without legislature, the central share will be 100%.
- 11.2** Where existing infrastructure/public buildings are to be used, financial support for suitable refurbishment and augmentation to meet requisite services/space requirement would also be provided as per funding pattern mentioned at clause 11.1 above.
- 11.3** In case of agencies as mentioned in para 8.1 above want to contribute funds to the capital cost and/or annual O&M cost, balance requirement of funds will be shared between the centre and the state in accordance with the funding pattern mentioned at clause 11.1 above, as applicable.
- 11.4** For the sanctioned projects, SULM would release the funds to ULBs in instalments based on the status of construction/refurbishment. The SULM may consider releasing funds to the ULBs in three instalments of 40%, 40% and 20% subject to utilization of funds released earlier and satisfactory progress of the construction/refurbishment of the shelter.
- 11.5** Any cost escalations beyond the original Proposed Date of Completion (PDC) of the project at the time of sanction would be borne by the respective State Government/ULB.
- 11.6** Central Government would also provide the O&M cost as per funding pattern mentioned at clause 11.1 above, as the case may be, for each shelter for the period of first 5 years of operation. The appropriate O&M cost will be approved by the Project Sanctioning Committee. The following Expenditure heads are permissible under the O&M cost for the shelters with average capacity to cater fifty homeless.

Sr. No.	Expenditure Heads	Details
1	Annual Maintenance cost/shelter	Includes expenditure for electricity and other misc. expenses
2	Annual Servicing Cost	Includes cost of upkeep, maintenance, replenishment of bedding and kitchen equipment etc.
3	Annual Cost of providing free food	Restricted to 10% of inmates who are old/infirm etc. and cannot pay
4	Staff Salary	Includes 3 caregivers in 8 hour shifts and 1 full-time manager

<sup>21</sup> As amended vide erstwhile M/o HUPA O.M.No.G-24011/4/2105-UPA-FTS-13207 dated 2<sup>nd</sup> February, 2016

**11.7** The funds for Operations & Management of the shelters should be released to the ULBs post completion of the construction/refurbishment preferably in instalments. The instalments of O&M funds should be released well in advance in order to ensure smooth operation and maintenance of the shelters. The necessary procedures for verification of utilization of funds released for O&M may be finalized by the SULM.

## **12 USER FEES**

**12.1** User fees, if any, will be levied with the objective of improving participation of the residents in operations of the shelter and would be modestly priced. The fund so collected could be utilised for maintenance of the facilities. The following will determine the norms and application of user fees by any implementing authority:

- a) Nominal charges could be collected depending on the income levels of the urban homeless at rates ranging from 1/10 to 1/20 of their income. For those with no payment capacities, total exemption should be granted.
- b) Meals provided at the shelter must be fully subsidized for old, infirm, disabled women and men and all children. For other shelter residents, meals may be provided at subsidized costs by the State/ULB.

Effort may also be made to tie up with such charitable religious or any other organization which could provide free food for inmates<sup>22</sup>.

- c) All residents will be encouraged to offer voluntary services for maintenance of shelter homes including mess facilities, cleanliness, etc. on rotation basis (e.g. half day service per person/week). These norms to be evolved by the shelter manager together with the shelter management committee.

## **13 MONITORING AND EVALUATION**

**13.1** Under DAY-NULM, an Executive Committee under the chairpersonship of the Municipal Commissioner is required to be constituted to manage the affairs of DAY-NULM. This EC at the city level will be responsible for review and supervision of the working of shelters with the participation of community representatives, civil society organizations, line departments and elected representatives, etc.

**13.2** The SULM and the ULBs/executing agencies shall report quarterly progress of the respective projects in prescribed form, indicating the cumulative achievement up to the end of the quarter under report and key issues in implementation.

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<sup>22</sup> Clause added vide O.M.No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

**13.3** The SMMU at the State level and CMMU at the ULB level will closely monitor progress of activities/targets under this component, undertake reporting and evaluation. The SULM and the ULB/executing agencies shall report timely progress in formats prescribed by the Mission Directorate from time-to-time, indicating the cumulative achievement monthly and up to the end of the quarter and key issues in implementation.

**13.4** In addition, under DAY-NULM, a comprehensive and robust IT-enabled DAY-NULM MIS will be established for tracking targets and achievements. States and ULBs will be required to submit their progress reports online and may also use this tool to monitor progress on the ground. In the spirit of proactive disclosure of information and ensuring transparency under DAY-NULM, key progress reports under SUH will also be made available in the public domain in a timely manner.

The State/ULB would undertake independent quality evaluation for quality checks on projects being implemented. In addition, quality audit of operational shelters will be conducted at the shelter level on a quarterly basis. The audits are expected to be conducted by third party external reviewers such as universities, independent institutes, civil society organisations appointed for the purpose. These audits should be conducted unannounced by using methods of observation and interview. Separate interviews should be held with staff and inmates of the shelters<sup>23</sup>.

Apart from that, social audit of each shelter should be organized at least once a year.

**13.5** The State/ULBs shall prescribe norms and guidelines on the Grievance redressal mechanism. Some indicative guidelines in this regard are as follows<sup>24</sup>:

- (i) All shelters need to maintain a complaint register at the shelter itself where residents can record complaints. There will also be a locked box for those who choose to use it for complaints.
- (ii) The Shelter Manager will be responsible for ensuring that complaints are redressed within a maximum of 15 days of being recorded. However, for complaints which require immediate redressal, such as clogged toilets, inadequate bedding and no drinking water, these should be addressed within 24 hours.
- (iii) Registers must be examined at periodic intervals by the Shelter Management Committee, which will ensure the timely redressal of complaints. If the grievance at this level is not redressed then the EC at the city level which is responsible for the review and supervision of the working of shelters, may be approached.

<sup>23</sup> As amended vide O.M.No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

<sup>24</sup> As amended vide O.M.No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December-2015.

- (iv) The complaints received through other means like telephone calls, e-mails, text messages should also be entered in the complaint register and should be redressed within 15 days.
- (v) Efforts should be made to develop a suitable portal for online registration of complaints in addition to manual compliant Register.

**13.6** Every shelter should be linked with a high school or college, so that the students can engage with the residents of the shelters, ensuring quality of the shelters, and learning community service.

**13.7** To address security issues and ensure monitoring of shelters for vulnerable groups, CCTV camera may be installed at entry and exit points of shelters<sup>25</sup>.

## **14 IDENTIFICATION AND RESCUE<sup>26</sup>**

**14.1** Mandate of the scheme is not just to build a shelter but also to ensure that no one is deprived of a safe and secure roof over his/her head. Hence, it must be ensured by the ULBs and the agencies running the shelters that there are no homeless persons in the area sleeping in the open. Agency running the shelter shall have the responsibility of identifying the homeless persons and also persuading them to come to the shelter.

**14.2** CBOs, NGOs, and any other organisation working for the cause of the urban homeless should be sensitised, trained and motivated to bring the homeless to the shelter.

**14.3** Infirm, sick, victims of crime, destitute, minor children and other vulnerable groups should be handled with extreme sensitivity. They should be rescued from the streets and brought into the shelter.

**14.4** The agency should take the rescued sick person to the nearby hospital for medical treatment, if required.

**14.5** During the process of rescue, local police should be informed. Simultaneously, social welfare department; women and child welfare department; or any other concerned department should be contacted to facilitate their stay and recovery in their specific homes which are equipped to deal with their specific needs.

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<sup>25</sup> Clause added vide erstwhile M/o HUPA letter No. F.No.K.-14012/15/2016-UPA/16320 dated 22<sup>nd</sup> August, 2016

<sup>26</sup> Clause added vide O.M.No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

## **15 ADMISSION AND REPATRIATION<sup>27</sup>**

- 15.1** The socio demographic particulars of the individuals should be collected by the shelter coordinator in the prescribed form (Annexure-2) at the time of admission to the shelter.
- 15.2** Counseling support to the inmates should be provided by the Shelter Coordinator/ Manager.
- 15.3** Local police should be actively involved in tracing the family of the homeless whenever required.
- 15.4** If the homeless individual is deserted from the family, then enquiry/counseling session with the family should be arranged to explore the possibilities of immediate reintegration; after careful verification of documents available with the family. This should be done with involvement of concerned Welfare Departments/ Police/ NGOs /CBOs.

## **16 PUBLICITY OF INFORMATION<sup>28</sup>**

- 16.1** In order to ensure that the information about availability of shelters for urban homeless reaches the ultimate beneficiaries, i.e. the targeted population, adequate publicity measures should be taken by the State/ULB on regular basis. Posters, banners, hoardings should be placed at all vantage points like railway station, bus stands, hospitals, parks, important market areas, etc. for wide publication of the location and facilities available in the shelter. Leaflets and the local newsletter should carry news about the shelters for wider dissemination.
- 16.2** Handholding of the homeless should also be done with the involvement of CBOs, NGOs, NSS etc. on regular basis so the homeless people could be sensitized and encouraged to use the shelters.

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<sup>27</sup> Clause added vide O.M No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

<sup>28</sup> Clause added vide O.M No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

## ANNEXURE-1 SURVEY OF URBAN HOMELESS POPULATION<sup>29</sup>

### Primary Objectives:

Survey would ensure four objectives. It would:

- i) provide planners a detailed mapping of concentration areas of homeless populations in each city/town;
- ii) establish the demographic profile of homeless populations in each city/town;
- iii) identify official resources such as land and vacant buildings that can be deployed to provide the required infrastructure for shelters in appropriate locations in each city/town; and
- iv) establish the location and type of shelters needed in each city/town by gauging the specific needs of the beneficiaries.

Survey maybe divided into three phases:

#### a. Planning Phase

The city may be divided into smaller, more compact zones/regions, in line within the administrative set-up of the city and teams may be deployed depending on size and population of the zones. Each team may comprise of around four persons for the field survey. These persons should be a combination of state and local government officials, NGO representatives, homeless youth volunteers, and student and youth volunteers (such as from the National Service Scheme-NSS and Nehru Yuva Kendra-NYK). In addition, a team of two data entry and analysis specialists should be attached to each team, totalling up to six people per team. Additional student volunteers can be added to each team to assist and learn from the process.

A Plan for survey of homeless population will be prepared by the concerned ULB, which will include the following details:

1. Identification of areas with concentration of homeless based on earlier surveys or any other source of information;
2. Division of city into zones/regions in which data would be collected;
3. Methodology for conducting the survey;
4. Questionnaire for collecting the demographic profile;
5. List of interview questions for guiding the focus group discussions;

<sup>29</sup> Added vide O.M No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.

6. Content and format of report to be submitted;
7. Timeline within which survey would be completed;
8. List of partners who would be assisting in the qualitative as well as quantitative collection of data.

Prior to the survey, the teams should be trained and oriented on:

1. purpose of the survey;
2. the profiles and problems of the homeless;
3. expected outcomes;
4. participatory research methods;
5. ethical responsibilities

Orientation material can be provided a couple of days prior to starting the survey, as material to be read before the training sessions. The training should include the data entry and analysis team, plus volunteers, if any.

#### **b. Field Survey: Mapping and Need assessment**

The field survey will commence only after the trained survey teams are in place. The field survey should begin from 8 pm onwards, because homeless people can usually be identified and contacted at this time. In addition, to cover homeless persons who work during the night, surveys should also be planned for a couple of days during the daytime, i.e. 10 am to 4 pm. The steps to be followed during the survey:

1. Identifying the areas with concentration of homeless population;
2. Profiling the homeless populations in these areas in terms of gender, age, education, occupation, marital status, number of children, history of illness etc. Persons with disability should be categorised separately;
3. Identifying the aspirations of the homeless for a shelter and also the deterrents preventing the homeless from using the existing shelters, if any;
4. Broadly identifying the possible buildings and locations that might be used, as it is or upgraded to be used as shelters and locations where new shelters can be built.

Need assessment of the homeless persons should be done using Focus Group Discussion (FGD) method so as to elicit the best possible responses from them.

In FGD, questions should be asked based on an indicative list/format focussing on the following core areas:

- i. What is roughly the total population of the homeless cluster including women and children?
- ii. What is the predominant age and gender profile of the homeless population in that cluster?
- iii. What are the predominant occupations undertaken by this homeless cluster?
- iv. Do they have any special needs and challenges, such as disability, leprosy, TB, high drug use etc?
- v. Have the majority of homeless residents been at this location for more than one year, or less?
- vi. Do they have access to any shelter? If so, the experience of using such shelters by the homeless?
- vii. If the government sets up a shelter for them, would they welcome it, oppose it, or be indifferent? Ask for reasons.
- viii. if they were to have a shelter, what would they seek from it in terms of location, facilities and management?
- ix. Are there any resources available in the vicinity where these shelters could be built? The resources could be in the form of land or building.

This information should be recorded and collated by each team. To ensure faster survey results, data entry should preferably be done in parallel with the survey.

The following deliverables are expected out of this process at this stage:

1. Map should indicate the locations of all the scattered as well as clusters of homeless people;
2. Collated survey results;
3. Determination of shelter locations, types, number of shelters required in an area, plus available resources in terms of land and building;
4. Finalised resource mapping questionnaire for the next stage of resource mapping.

### **c. Resource Mapping**

The next step is to conduct a resource mapping exercise. The resources that this phase of the survey seeks to identify are a) existing shelters; b) unutilized or under-utilized government

buildings that can be possibly redeployed as shelters after suitable refurbishing; and c) vacant lands that are suitable potential sites for new shelter buildings.

At the end of this process, the following deliverables are expected:

1. Field resource mapping survey of all the identified potential buildings and shelter locations;
2. Determination of the feasibility of the identified buildings and locations for building/upgrading shelters, along with government agencies;
3. Collating results and submitting to concerned urban bodies at the city level;
4. Discussions on recommendations to be put forth in the report.

#### **d. Reporting and Sharing**

Once the results of locations are established, the next step is development and finalization of a comprehensive city plan for homeless shelters. This should include sites for homeless shelters and services, types of shelters, converging on homeless concentration areas and aspirations with available resources, buildings and land. This should be done in a participatory manner, with the involvement of municipal authorities, homeless communities and collectives, schools of social work and architecture, CBOs, NSS and college students etc.

At the end of this stage, the following deliverables are expected:

1. Analysis and inferences including homeless concentration areas, profiles, needs and aspirations of homeless populations in each concentration area;
2. Preparation of Report with the following minimum arenas:
  - a. Location of shelters;
  - b. Types of shelters (working single men; single women and their dependents; special needs shelters such as for drug users, those recovering from grave illnesses, the aged, disabled and infirm);
  - c. Capacity of each shelter;
  - d. Facilities and services to be provided at the shelters;
  - e. Resource mapping of needs against existing resources;
  - f. Submission of the data set for the project.

## Annexure- 2 : REGISTRATION OF HOMELESS PERSON<sup>30</sup>

Name

Name of Father/Mother/Husband

Age

Male/Female

Education Qualification

Married/Unmarried

No. of Children

Personal Identification Marks

Location/Whereabouts

Occupation/Activity

Place of Occupation/Activity

Native Place with address

Reference person & Phone No

Health Status

Habits

Reasons for stay in the ULB

Stay

Permanent/Temporary

Remarks/Special Attention

Signature/Thumb impression

Signature of the surveyor

### Office Use

Name of the Shelter: \_\_\_\_\_

Location: \_\_\_\_\_

Ward No. : \_\_\_\_\_

Name of the ULB: \_\_\_\_\_

Person in-charge of the Shelter

<sup>30</sup> Added vide O.M No.E-14013/1/2103-USD/9599, dated 7<sup>th</sup> December, 2015.





**Ministry of Housing  
and Urban Affairs**  
Government of India