

F.No. **E-14013/11/2013-USD/Fts-9599**  
Government of India  
Ministry of Housing and Urban Poverty Alleviation  
(UPA Division)

Nirman Bhavan, New Delhi  
Dated: 7<sup>th</sup> December, 2015

**OFFICE MEMORANDUM**

**Subject: Amendments in Operational Guidelines of Shelter for Urban Homeless (SUH) under NULM - Reg.**

The undersigned is directed to refer to the above mentioned subject and to say that the following paragraphs of various clauses of the Operational Guidelines of Shelter for Urban Homeless (SUH) under NULM stand amended with the approval of the competent authority.

SN	Existing Provision	Amended Provision
1.	<p><b>Clause 1: BACKGROUND</b></p> <p>The National Urban Housing &amp; 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.</p> <p>National Urban Livelihoods Mission (NULM) aims at providing permanent shelter equipped with essential services to the urban homeless in a phased manner under the Scheme of Shelter for Urban Homeless (SUH).</p>	<p><b>Clause 1: BACKGROUND</b></p> <p>The National Urban Housing &amp; 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.</p> <p>National Urban Livelihoods Mission (NULM) aims at providing permanent shelter equipped with essential services to the urban homeless in a phased manner under the Scheme of Shelter for Urban Homeless (SUH). <b>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.</b></p> <p>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</p>



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		night. Therefore, NULM envisages providing shelters available to the homeless during the day as well as night.
2.	<b>Clause 4: FACILITIES AT THE SHELTERS</b>	<p>In addition to the facilities already mentioned in the guideline, the following facilities may also be provided in the shelters</p> <p>a. Personal lockers for personal storage space</p> <p>b. Common recreation space</p>
3.	<b>Clause 5: LINKAGES WITH ENTITLEMENTS</b> <ul style="list-style-type: none"> <li>Rashtriya Swasthya Bima Yojana.</li> <li>Linkage to Rajiv Awas Yojana (to be deleted)</li> </ul>	<ul style="list-style-type: none"> <li>Rashtriya Swasthya Bima Yojana, Pradhan Mantri Suraksha Bima Yojana, Pradhan Mantri Jeevan Jyoti Bima Yojana, Pradhan Mantri Jan Dhan Yojana, etc.</li> <li>Linkage to Housing for All (HFA), NULM and other schemes/ services/ entitlements of the Ministry.</li> </ul>
4.	<b>Clause 6.1:</b> 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.	<p>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.</p> <p>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.</p>



SN	Existing Provision	Amended Provision
5.	<b>Clause 6.2:</b> Systematic 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.	Systematic 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. <b>An outline of the process for conducting survey is placed at Annexure-1.</b>
6.	<b>Clause 7.2:</b> Where existing infrastructure/ public buildings are being used, suitable refurbishment may be done to meet requisite services / space requirement. For refurbishment and utilisation of existing buildings as shelters, required Building Fitness Certificate shall be obtained from competent authorities.	Where existing infrastructure/ public buildings are being used, suitable refurbishment may be done to meet requisite services / space requirement. <b>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.</b> For refurbishment and utilisation of existing buildings as shelters, required Building Fitness Certificate shall be obtained from competent authorities.
7.	<b>Clause 7: DESIGN OF SHELTERS</b>	<p><b>Addition of New Clause - Clause 7.4:</b></p> <p>Adequate supply of electricity and water should be planned at the time of formulation of the proposal.</p> <p><b>Addition of New Clause - Clause 7.5:</b></p> <p>Effort should be made at the State/ ULB level that while preparing the City Master Plan, plan for the shelters are included.</p>



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8.	<p><b>Clause 8: OPERATION &amp; MANAGEMENT OF SHELTERS</b></p>	<p><b>Addition of New Clause - Clause 8.8:</b></p> <p>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.</p> <p>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.</p> <p><b>Addition of New Clause - Clause 8.9:</b></p> <p>Each shelter should prominently display the rights and responsibilities of the residents.</p>
9.	<p><b>Clause 9.4:</b> For construction of new shelters, it will be the responsibility of the State Government/ULB to bring in the land. 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.</p>	<p>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 of land for construction and maintenance of shelters with or without formal transfer of ownership. 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.</p>
10.	<p><b>Clause 9.7:</b> For refurbishment of existing structures, the necessary approvals, lease agreement, ownership deed and such necessary documents need to be submitted with the project proposal.</p>	<p><b>Clause 9.7:</b> For refurbishment of existing structures, the necessary approvals, lease agreement, ownership deed and such necessary documents need to be submitted with the project proposal. <b>Proposal for grant of funds for operation and maintenance for existing shelter will also require approval of Project Sanctioning</b></p>



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		Committee.
11.	<p><b>Clause 12.1:</b> 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:</p> <p>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 as decided by the State/ULB.</p>	<p><b>Clause 12.1:</b> 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:</p> <p>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 as decided by the State/ULB.</p> <p>Effort may also be made to tie up with such charitable, religious or any other organisation which could provide free food for the inmates.</p>
12.	<p><b>Clause 13.4:</b> In addition, under NULM, a comprehensive and robust IT-enabled 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 NULM, key progress reports under SUSV will also be made available in the public domain in a timely manner. In addition, States/ULBs would undertake independent quality evaluation for quality checks on projects being implemented. Apart from that, social audit of each shelter should be organised at least once a year.</p>	<p><b>Clause 13.4:</b> In addition, under NULM, a comprehensive and robust IT-enabled 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 NULM, key progress reports under SUSV will also be made available in the public domain in a timely manner.</p> <p>States/ULBs would undertake independent quality evaluation for quality checks on projects being implemented. <b>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</b></p>



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		<p>interviews should be held with staff and inmates of the shelters.</p> <p>Apart from that, social audit of each shelter should be organised at least once a year.</p>
13.	<p><b>Clause 13.5:</b> The State/ULB shall prescribe norms and guidelines on the Grievance redressal mechanism.</p>	<p><b>Clause 13.5:</b> The State/ULB shall prescribe norms and guidelines on the Grievance redressal mechanism. Some indicative guidelines in this regard are as follows:</p> <ul style="list-style-type: none"> <li>(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.</li> <li>(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.</li> <li>(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.</li> <li>(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.</li> <li>(v) Efforts should be made to develop a suitable portal for online registration of complaints in addition to manual</li> </ul>



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		complaint register.
14.	New Clause inserted	<p><b>Clause 14: IDENTIFICATION AND RESCUE</b></p> <ul style="list-style-type: none"> <li>i. 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.</li> <li>ii. 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.</li> <li>iii. 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</li> <li>iv. The agency should take the rescued sick person to the nearby hospital for medical treatment, if required.</li> <li>v. 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.</li> </ul>

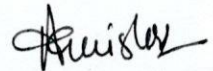


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15.	<p><b>New Clause inserted</b></p>	<p><b>Clause 15: ADMISSION AND REPATRIATION</b></p> <ol style="list-style-type: none"> <li>i. The socio demographic particulars of the individuals should be collected by the shelter coordinator in the prescribed form (Annexure-2) at the time of admission to the shelter.</li> <li>ii. Counselling support to the inmates should be provided by the Shelter coordinator / Manager.</li> <li>iii. Local police should be actively involved in tracing the family of the homeless whenever required.</li> <li>iv. If the homeless individual is deserted from the family, then enquiry/ counselling 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 active involvement of concerned welfare departments/ police/ NGOs/ CBOs.</li> </ol>
16.	<p><b>Clause 14: PUBLICITY OF INFORMATION</b></p> <p>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.</p>	<p><b>Clause 16: PUBLICITY OF INFORMATION</b></p> <p>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.</p>



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		Handholding of the homeless should also be done with the involvement of CBOs, NGOs, NSS etc. on regular basis so that the homeless people could be sensitised and encouraged to use the shelters.

Encl:A/a



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To,  
(All States/ UTs) – *Secretaries*

Copy to:

*Mission Directors of All States/UTs*



## Survey of Urban Homeless Population

### *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
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) unutilised or underutilised 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 finalisation 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



## REGISTRATION OF HOMELESS PERSON

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 &amp; 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