Homeless Shelters in Delhi

Social Audit Report on
Problems, Status & Challenges

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Social Audit Report on Problems, Status & Challenges

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Acronyms

ULB	-	Urban Local Bodies
SUH	-	Support for Shelter of Urban Homeless
DAY	-	Deendayal Antyodaya Yojana
NULM	-	National Urban Livelihood Mission
VO	-	Voluntary Organization
CSO	-	Civil Society Organization
SULM	-	State Urban Livelihood Mission
PSC	-	Project Sanction Committee
SMMU	-	State Mission Management Unit
CMMU	-	City Mission Management Unit
EC	-	Executive Committee
SMA	-	Shelter Management Agency
SMC	-	Shelter Management Committee
IRCDUC	-	Information and Resource Centre for the Deprived Urban Communities
OMF	-	Occupational Migrant Workers
DMF	-	Distress Migrant Families
SMF	-	Seasonal Migrant Families
NCMC	-	National CityMakers Caravan
DUSIB	-	Delhi Urban Shelter Improvement Board
NV	-	Night Vigils
MoHUA	-	Ministry of Housing and Urban Affairs
DPR	-	Detailed Project Report
MIS	-	Management Information System
SLNA	-	State Level Nodal Agency
EOI	-	Expression of Interest
QCBS	-	Quality Control Based System
SCAC	-	Shelter Cum Activity Centres
CWC	-	Child Welfare Committee
FCP	-	File Closure Procedures
FIR	-	First Information Report
PDS	-	Public Distribution System
PWD	-	Person with Disability
PWDVA	-	Protection of Women Violence Act
SLAA	-	State Legal Aid Agency
ICDS	-	Integrated Child Development Services
TAG	-	Technical Advisory Group
NMMU	-	National Mission Management Unit
RAP	-	Rehabilitation Action Plan
AAY	-	Antyodaya Anna Yojana

Acknowledgements

Foreword

Firstly, the Chief Minister of Delhi, Hon'ble Shri Arvind Kejriwal needs to be congratulated for making Delhi, the only city in the world with the highest number of shelters for the homeless (2018: Jan-Feb had 272 shelters in Dehi), whom we call CityMakers.

Delhi Urban Shelter Improvement Board, Govt. of NCT of *Delhi in its Delhi Slum & JJ Rehabilitation and Relocation Policy, 2015 (PART – A)* states its principles: "The decisions of the Hon'ble Supreme Court of India in Chameli Singh vs. State of UP [1996 (2) SCC 549] and in Shantistar Builders vs. N.K. Toitame, [1990 (1) SCC 520] and numerous other judgments have laid down that the right to life is not a right to *mere animal existence* and that the right to housing is a fundamental right. Going further, in Ahmedabad Municipal Corporation vs. Nawab Khan Gulab Khan, [1997 (11) SCC 123], the Supreme Court held that even poverty stricken persons on public lands have a fundamental right to housing."

It's indeed great to have such a wonderful policy which mentions the SC orders in its principles. In 2000, when we (Aashray Adhikar Abhiyan, a direct programme of ActionAid India; which won the IGSSS Shrestha Puraskar in 2012) started the work with the homeless in Delhi there were only 19 night shelters (open from 7pm to 5 am) run by MCD Slum & JJ Wing. By 2001 only 10 remained as many fell to the rapid construction of Metro in the city. The number rose to around 25 or so, as couple of community centres were opened in 2003-4 as shelters. In 2008, Shahri Adhikar Manch: Begahron Ke Saath (SAM:BKS) was created towards which IGSSS played a very important role, as did other constituents. Owing to the work of SAM:BKS and the media support, the demolition of the shelter in on 22nd Dec., 2009 in Rachna Golchakkar, near Pusa Road, and the Press Conference called by us on 4th Jan., 2010; the Hon'ble High Court of Delhi took up this matter suo moto (WP (C) 29 of 2010) on 6th Jan., 2010. Until 29th April 2015, with over 100 hearings, since Jan 2010;this matter went on in the High Court, intervened by us through regular af idavits, and the shelter numbers kept rising from 100 after January 2010 to 272 in 2018.

This social audit (Shelter Assessment Report), as mandated by the NULM has been done by IGSSS, and is indeed very timely, and succinctly presented for immediate action. It highlights many achievements of DUSIB, which is indeed worth all the praise, like: 99 % of all the shelters are open throughout the day (thus the need to call these shelters: Shelter Homes / Aashray Griha, than night shelters) and 93% of those are located less than 1 km away from the nearest transit points thereby further facilitating access to the homeless. And also the shelter conditions, ventilation and construction are in a good condition. On points of irst-aid facilities, provision of blankets and bedsheets, accessibility to medical and emergency care in shelters, the services are reported as functioning very well, with 95% having such arrangements in shelters.

But there are also couple of issues this report identi ies for immediate action, like: shelter capacity still being low, 60% shelter being temporary (porta cabins), that a huge percentage of shelters (58%) are allotted to only select Shelter Management Agencies (SMAs), a substantial lack of drinking water provision in shelters with more than 50% still not providing RO/ Filter water in shelters for drinking purposes, 59% of shelters don't have the provision of bathrooms, that only 7% of shelters are providing a

separate kitchen within shelters where cooking is possible, only 6% of the shelters provide any such facility for recreational activities (for instance, Bangla Sahib Shelter complex has no swings or any such play item in its open spaces for children), revealing a major lacuna in the conceiving and designing of shelters, only 63% of shelters have washing spaces, only 18% of shelters in Delhi are friendly for People with Disabilities (PWD), only 43% of shelters have some form of a storage facility, only 38% of shelters had hot water (geyser) facilities in the shelters, only 16% of shelters have CCTV, only 14.7% of the total shelters provide food to the residents, instead of 4 people managing shelters, on an average there were only 2 persons managing them, in almost 73% of the shelters, no training and capacity building of shelter staff was carried out in the last year and where it was done, it was one – off with no follow up and refreshers.

DUSIB needs to take this report in all seriousness. Buttress the positives and work hard to remove the negatives, with proactive collaboration of the civil society. In order to make these shelters 100% compliant on all the said parameters.

We all need to ensure that these shelters are the most dignified points of entry for the CityMakers, as we see a housing continuum, leading to ownership housing to the families who have lived for ages here (which is amplified by the Delhi Govt's "Delhi Slum & JJ Rehabilitation and Relocation Policy, 2015"). After all, what Delhi (the Capital of India) does is being followed by other cities of India. And we in Delhi need to work towards making it the caring capital of India and the world.

Our COLLECTIVE Resolve:

WE are not the one's who will cow down to any adversity. We are the one's who create an opportunity from every bottleneck.

There's nothing greater than our RESOLVE to make this world free from homelessness.

We've decided to create HOMES with our every effort in every part of this world, not only in the cities we live.

We know we will be successful for we've the grace of the divine with us. Our social justice principles shall dot every tread of ours.

For WE see, nothing but HOMES, where everyone thrives, all rights get honoured, with ONE HUMANITY, called WE!

Indu Prakash Singh
Housing Rights Activist
Member of the Monitoring Committee for Progress of Shelter for Urban Homeless in Delhi
Petitioner in the W P (C) 572 of 2003 in the Supreme Court of India, on the issue of homelessness

Executive Summary

The scheme for shelter for urban homeless, detailed as the Operational Guidelines for the Scheme of Shelter for Urban Homeless (SUH) under the National Urban Livelihoods Mission (NULM) was issued on September 24, 2013 by the then Ministry for Housing & Urban Poverty Alleviation[1]. NULM - SUH states its primary objective as *"to provide shelter and all other essential services to the poorest of the poor segment of urban societies".* It goes on to detail the size and requirements of space for shelters, guidelines for common facilities/amenities, linkages with entitlements, location and design of shelters, its operation and management and outlays the funding pattern as well[2]. The scheme currently covers 790 Indian cities. According to the rules, occupants of the shelter must be provided with basic facilities like toilets, drinking water, beddings and blankets, lockers, irst-aid kits and a kitchen. Through institutional tie-ups with shelters, periodic health check-ups, medicine cost reimbursement and legal aid too should also be accessible to the shelter occupants. Fifty square feet of space is mandatory for each occupant, an area that can hold a loor mattress to sleep on and a suitcase beside[3]. The objective of the scheme is not to create 'some' space for the homeless, but to provide a proper shelter facility, fully equipped with all basic facilities and amenities in order to ensure that the urban homeless can live a life of dignity and honour and are actively discouraged from staying out in the open.

Over the last ive years of the NULM-SUH scheme implementation, it has been observed that there is extremely slow progress in the provision of shelters. The States and the Urban Local Bodies (ULBs) are generally unwilling or fail to comply with the guidelines. The Honourable Supreme Court noted in 2017 that "Despite the availability of funds and a clear mechanism through which to disburse them, there is an extremely unsatisfactory state of affairs on the ground," and it was estimated that 90% of urban homeless in the country have no roof over their heads. It is within such a context that this study cum social audit aims to assess the quality of shelter homes in the city. Such social audits, as highlighted in the NULM-SUH guidelines, along with the state-led, independent evaluation for quality checks are critical to assessing whether the shelters are conforming and functioning according to the guidelines set by the NULM scheme. This study is an independent assessment of the existing shelter homes in Delhi, with the NULM guidelines being the touchstone. Evaluation of the shelters is based upon data collected from 193 shelter homes across Delhi[4]. The survey is crucial to understand the maintenance of the facilities and highlights the scope for improvement. Moreover, the data can also be used to monitor the performance of the Shelter Management Agencies in managing the homeless shelters. The survey does not aim to be a one-off exercise, it is expected that similar audit exercises are regularly undertaken to ensure better, continuous social monitoring and implementation of the NULM SUH in Delhi. The data highlights the areas in which more efforts need to be centred in order to be in line with its vision of empowering the marginalized urban poor communities.

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[1] The Ministry of Urban Poverty Alleviation (2013) is now known as Ministry of Housing and Urban Poverty Alleviation (since 2014).

[2] Ref: National Urban Livelihoods Mission: Mission Document, Ministry of Housing and Urban Poverty Alleviation, Government of India (PP: 23, 24) https://nulm.gov.in/PDF/NULM_Mission/NULM_mission_document.pdf,

[3] Ref: https://scroll.in/article/857985/urban-indias-paradox-the-homeless-risk-death-daily-on-the-streets-even-as-shelters-remain-empty

[4] Of the total shelters surveyed in Delhi, 143 were male shelters, 21 for females, 10 for children, 18 family shelters and 1 shelter for people with special needs.

Key indings from the shelter assessment in Delhi

- Homeless shelters under the scope of the study can be categorized primarily into two types: Permanent shelters and Porta cabins[5]. Of the 193 shelters surveyed, 40 % were permanent and 60% were non-permanent Porta cabins[6].

- Though the shelters and their 'numbers' in Delhi is more than what the NULM - SUH guideline norms of 1 shelter per lakh population mandate, but the capacity of shelters is still vastly low when compared to the (estimated) population of homeless in the city and also the census 2011 igures for the homeless.

- The shelters are being conceived as a 'temporary measure' with no long-term vision, as a substantial majority of the shelters are not permanent even after so many years of their initiation in Delhi.

- The assessment reveals that a huge percentage of shelters (58%) are allotted to only three Shelter Management Agencies (SMAs). It is clear that there is an over-dependence upon certain organizations for the management of the shelters.

- Most of the shelters and its infrastructure has been created keeping in mind the male migrant. This results in shelter facilities being designed mostly for homeless single males, as imagined in the popular dominant discourse, leaving out a substantial minority of homeless families, single women that also include families with children.

- Survey indings reveal that an admirable 99% of the shelters in Delhi are open at all times of the day demonstrating availability and access to such shelters for the homeless. It was also found that 93% of the shelters are located less than 1 km away from the nearest transit points thereby further facilitating access to the homeless population.

- Audit reveals that the provisions related to the shelter construction and its quality like - adequate space and ventilation, adequate lighting, provision of ceiling fans and coolers are generally very good and except for rare cases are almost present in all the shelters. Thereby suggesting the positive efforts undertaken by DUSIB in maintaining shelters in good condition.

- With regards to water and sanitation, almost all the shelters have toilets within the facility. There is still a substantial lack of drinking water provision in shelters with more than 50% still not providing RO/ Filter water in shelters for drinking purposes. 59% of shelters don't have the provision of bathrooms.

- The survey reveals that only 7% of shelters are providing a separate kitchen within shelters where cooking is possible, and this becomes a major reason why families and communities of homeless prefer to stay in the open and not in shelters.

- For recreational activities, only 6% of the shelters provide any such facility, revealing a major lacuna in the conceiving and designing of shelters. With respect to the provision of washing spaces in shelters, there are only 63% of shelters that have such an arrangement

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[5] The DUSIB website mentions the structural composition of the shelters. There are two kinds of shelters in Delhi- some that are permanent structures made out of Reinforced Concrete Cement (RCC) and others that are temporary (made out of asbestos and tin- known as Porta Cabins). URL: http://delhishelterboard.in/main/

[6] The current number of shelters and their structural composition can be found on the DUSIB website. URL: http://delhishelterboard.in/main/?page_id=3346

- Only 18% of shelters in Delhi are friendly for People with Disabilities (PWD) and are equipped with toilets and bare minimum facilities which ensure comfort in accessing amenities in shelters.

- On points of irst-aid facilities, provision of blankets and bedsheets, accessibility to medical and emergency care in shelters, the services are reported as functioning very well, with 95% having such arrangements in shelters.

- Storage facilities in the shelters show a marginal development from the past, yet only 43% of shelters have some form of a storage facility. The numbers also suggest that there is a huge shortfall of the storage facilities provided, as at the time of the survey less than 2000 lockers were available across the shelters surveyed.

- During the survey, it was found that only 38% of shelters had hot water (geyser) facilities in the shelters. This is critical to shelters and their functioning in winters. The facility has still not been provided in a vast majority of shelters.

- At the moment only 16% of shelters have CCTV. There are no speci ic CCTV guidelines in the NULM SUH scheme, but installing CCTV cameras are a good practice and should be replicated in other shelter homes.

- The total number of shelters that provide food to the residents are only 14, 7% of the total shelters, which is grossly inadequate and against the NULM-SUH guidelines that suggest subsidized food provision for the homeless.

- A vast majority of the shelter homes are not equipped and trained to facilitate access to entitlements and rights, such as Aadhaar Cards, EPIC cards or with facilities to enrol children into ICDS scheme or government schools. Over the last year, only 264 ID cards for shelters, 924 EPIC (Voter ID cards), 643 Aadhaar Cards have been issued with support from shelters. All other range of probable bene its, social securities and entitlements are not at being facilitated in shelters at the moment.

- However, as evident from the study, most of the shelters are understaffed, which leads to inef iciencies in the management of the shelter as well as depletion in quality of services. The requisite igure of minimum 4 people managing a shelter is hardly followed and the average number of staff per shelter is only 2.

- In almost 73% of the shelters, no training and capacity building of shelter staff was carried out in the last year. While looking at the 27% shelters, where some training has been conducted, the study indings reveal that the training is usually the result of one-time initiatives and unplanned programs that are insuf icient to capacitate the shelter staff and caretakers to deal with complex needs that are encountered in homeless shelters.

CHAPTER - I

Introduction

The National Urban Livelihood Mission (NULM) scheme was launched in 2013 by restructuring the Swarna Jayanti Shahri Rojgaar Yojana. In its present form, it is known as the Deendayal Antyodaya Yojana- National Urban Livelihoods Mission (DAY-NULM) and is driven with the overall objective to *"reduce poverty and vulnerability of the urban poor households by enabling them to access gainful self-employment and skilled wage employment opportunities, resulting in an appreciable improvement in their livelihoods on a sustainable basis, through building strong grassroots level institutions of the poor."*[1] The NULM is further divided into six major components. These are - Social Mobilisation and Institution Development (SM&ID), Capacity Building and Training (CB&T), Employment Through Skills Training and Placement (EST&P), Self-employment Programme (SEP), Support to Urban Street Vendors and Scheme of Shelter for Urban Homeless (SUH). Most of the interventions primarily focus on the occupational and social vulnerabilities identiied as the prime reasons and manifestations of Urban Poverty, which the NULM mission document says - *"can be best addressed by creating opportunities for skill development leading to market-based employment and helping them to set up Self-employment ventures. Urban Poverty alleviation programmes need to be based on skill development and easy access to credit. It is in this context that a mission-mode approach to urban livelihoods is considered necessary in the form of the National Urban Livelihoods Mission (NULM)."* While four out of the six components focus on the skill development and access to credits for urban poor communities in different forms, the mission also focuses on two speciic population groups - the homeless and street vendors. It is through the Scheme of Shelter for Urban Homeless (SUH), under DAY-NULM, that the mission aims to provide shelters equipped with essential services to the urban homeless in a phased manner. In addition, the Mission would also address livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security and skills to the urban street vendors for accessing emerging market opportunities. The NULM, as a marked departure from earlier schemes, based on the *"core belief that the poor are entrepreneurial and have innate desire to come out of poverty. The challenge is to unleash their capabilities to generate meaningful and sustainable livelihoods".* It effectively recognizes the needs of the urban homeless persons who live without shelter or social security and protection are amongst the most vulnerable sections of the society, and also acknowledges their contribution towards sustaining cities with their cheap labour. Thereby necessitating an appropriate policy intervention to address the challenges faced by homeless people, with regard to shelter, social housing and social protection. Accordingly, NULM would aim at providing shelter equipped with essential services to the urban homeless in a phased manner[2].

The scheme for shelter for urban homeless, detailed as the Operational Guidelines for the Scheme of Shelter for Urban Homeless (SUH) under the National Urban Livelihoods Mission (NULM) was issued on 24th September 2013 by the then Ministry for Housing & Urban Poverty Alleviation[3]. NULM - SUH states its primary objective as *"is to provide shelter and all other essential services to the poorest of the poor segment of urban societies".* It goes on to detail the size and requirements of space for shelters, guidelines

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[1] Ref: Deendayal Antyodaya Yojana-National Urban Livelihoods Mission (DAY-NULM) website. URL: https://nulm.gov.in/

[2] Ref: National Urban Livelihoods Mission: Mission Document, Ministry of Housing and Urban Poverty Alleviation, Government of India. Accessed on May 16, 2018. URL: https://nulm.gov.in/PDF/NULM_Mission/NULM_mission_document.pdf

[3] The Ministry of Urban Poverty Alleviation (2013) is now known as Ministry of Housing and Urban Poverty Alleviation (since 2014).

for common facilities/amenities, linkages with entitlements, location and design of shelters, its operation and management and outlays the funding pattern as well[4].

Status of NULM - SUH program

The scheme currently covers 790 Indian cities. According to the rules, occupants of the shelter must be provided with basic facilities like toilets, drinking water, beddings and blankets, lockers, irst-aid kits and a kitchen. Through institutional tie-ups with shelters, periodic health check-ups, some medicine cost reimbursement and legal aid too should also be accessible to them. Fifty square feet of space is mandatory for each occupant, an area that can hold a loor mattress to sleep on and a suitcase beside[5]. The objective of the scheme is not to create 'some' space for the homeless but to provide a proper shelter facility fully equipped with all basic facilities and amenities in order to ensure that the urban homeless can live a life of dignity and honour- and are discouraged to stay out in the open. The establishment, shelter caretakers and managers lack basic managerial skills and do not have the proper training to view the homeless as important contributors to the city and the economy. The shelters are hence rarely occupied to their full capacity- which has become an excuse by the governments to not construct further shelters. In such a situation, the homeless continue to live on the streets, while the state is seen as abdicating their responsibility towards the homeless residents as laid out in NULM-SUH.

It has been observed that there is slow progress in the implementation of the scheme. The States and the ULBs are generally unwilling to comply with the guidelines and they fail to appreciate the very purpose of homeless shelters. After reviewing the schemes' implementation over the past years, a Supreme Court-appointed panel headed by retired Delhi High Court judge Kailash Gambhir came up with a grim picture of the urban homeless. In August 2017, it was said that over 90% of urban homeless in the country have no roof over their heads. "Despite the availability of funds and a clear mechanism through which to disburse them, there is an extremely unsatisfactory state of affairs on the ground," the judges noted. The 2017 committee reviewed progress after the central government informed the court that not even half of the Rs. 2185 crore released has been utilised by states to build and equip homeless shelters[6].

Delhi has been one of the better performing states under NULM-SUH, as evaluated by the Justice Kailash Gambhir Committee Report. More than 270 shelters, which are established during winters, make the biggest network of homeless shelters in an Indian city, if not the world. But despite the seemingly adequate number of shelters, a relatively robust, well equipped and endowed administration in Delhi, it is indeed a paradox that even with the availability of the shelters in the city as well as adequate publicity and awareness, numerous homeless people still prefer to live on the streets. Other studies have highlighted the various reasons to explain why the homeless do not prefer to stay in the shelters[7]. Often, such shelters are not properly managed and the occupants do not feel comfortable or welcomed in the shelters; lack of proper amenities and poor location of the shelter are also reasons discouraging people from using the shelters.

It is in this context, it becomes important to assess the quality of shelter homes in the city. Such social audits, as highlighted in NULM-SUH guidelines, alongside with the state-led independent quality evaluation for quality checks, are critical to assessing whether the shelters are conforming and

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[4] Ref: National Urban Livelihoods Mission: Mission Document, Ministry of Housing and Urban Poverty Alleviation, Government of India (PP: 23, 24) https://nulm.gov.in/PDF/NULM_Mission/NULM_mission_document.pdf,

[5] Ref: https://scroll.in/article/857985/urban-indias-paradox-the-homeless-risk-death-daily-on-the-streets-even-as-shelters-remain-empty

[6] Ref: https://nulm.gov.in/PDF/Supreme_Court/Final_Report.pdf

[7] Ref: These themes are explored in detail in the 2018 IGSSS study on Urban Homelessness in Delhi.

functioning according to the guidelines set by the NULM scheme. To fulfil their objectives as per the NULM guidelines, the shelters should provide amenities and services which are necessary for "dignified human living". This study is an independent assessment of the existing shelter homes in Delhi, with the NULM guidelines being the touchstone. The evaluation of the shelters is based upon data collected from 193 shelter homes across Delhi[8]. The shelter homes are managed by external agencies, known as Shelter Management Agencies (SMAs) that are responsible for maintenance and management of the shelter homes. The focus of the audit is upon various parameters such as location, access to transport, provision of basic services and other social service programmes, gender parity in the availability of shelters and other parameters as mentioned in the NULM guidelines. Initially, 198 shelters were planned to be covered under the survey, but only 193 could be accessed since the other shelters were out of bound for the team and required special permissions, or were temporarily closed. The survey is crucial to understand the maintenance of the facilities and highlights the scope for improvement. Moreover, the data can also be used to monitor the performance of the Shelter Management Agencies in managing the homeless shelters. The survey does not aim to be a one-off exercise, it is expected that similar audit exercises are regularly undertaken to ensure better, continuous social monitoring and implementation for NULM SUH in Delhi. While it is not necessary that the shortcomings are solely the fault of the shelter management agencies, the data does highlight the areas in which more efforts need to be centred in order to be in line with the vision of empowering the marginalized urban poor communities.

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[8] Of the total shelters surveyed in Delhi, 143 were male shelters, 21 for females, 10 for children, 18 family shelters and 1 shelter for people with special needs.
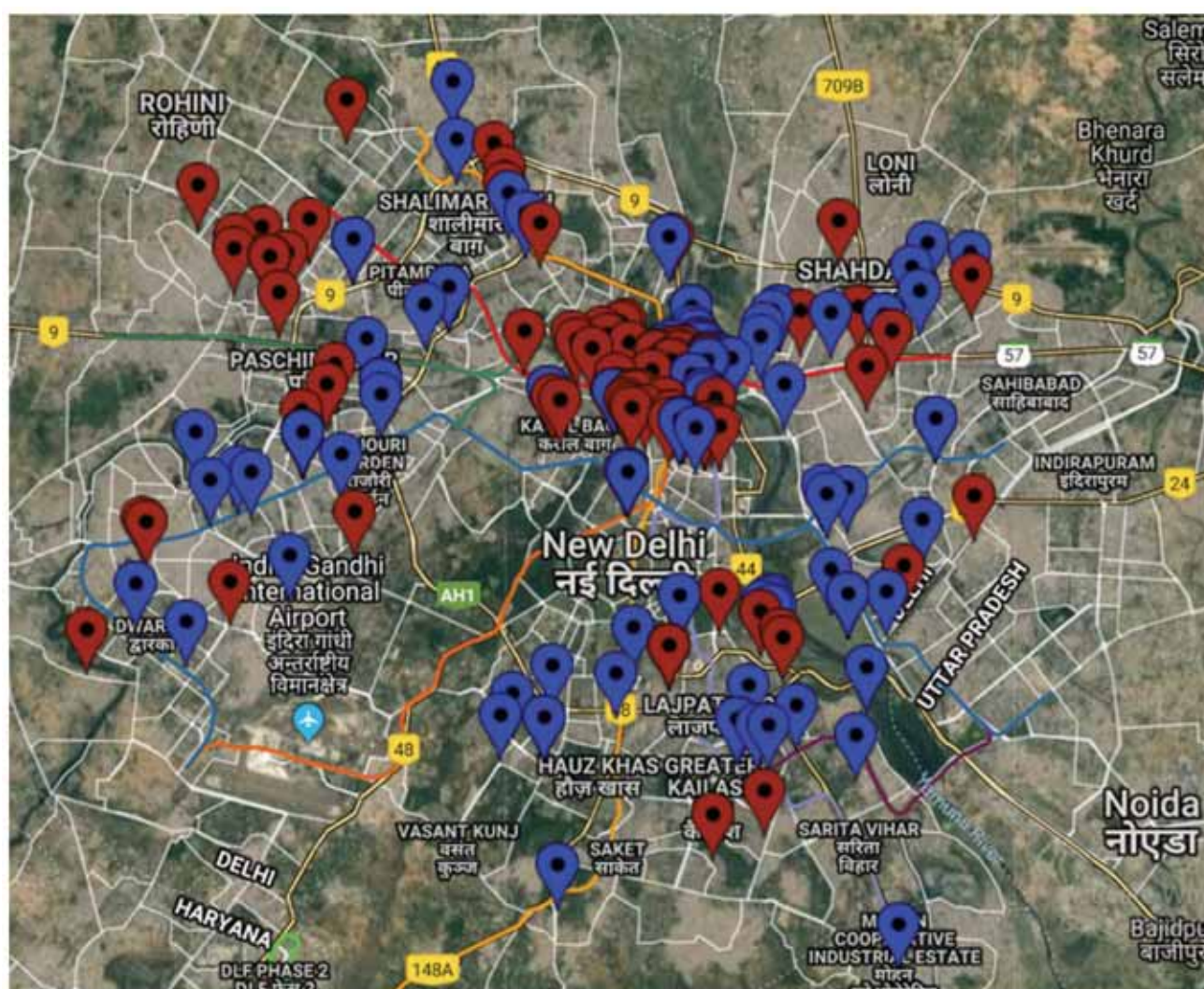
CHAPTER - II

Methodology

The report is based on a survey carried out during the months of February and March 2018, of the existing shelter homes in Delhi. All 193 shelters (out of 200 shelters) were assessed on the same parameters and the questionnaire is attached herewith. The aim of the initiative was to assess the quality of services provided across the shelter homes and gaps in implementation in accordance with the NULM guidelines (if any). Various parameters for analysis and their rationale for selection and explanation is addressed in the following section. It is expected that the report will highlight the efficiency and effectiveness of the implementation of NULM -SUH program in Delhi, and present a real picture of the situation and in turn analyse to seek explanations for the homeless remaining out of shelters. For analysis, the data was collected by field-based personnel with years of experience of working with the homeless. The data collection was facilitated by the use of an App generated within the organization to assess homeless shelters. Compilation and analysis of the composite data was done using software in accordance with the parameters evolving from NULM-SUH guidelines. The following variables are used to analyse the data, and the rationale behind using them is provided:

Variables/Parameters	Objective of studying this variable
Total number of shelters and their kind	This variable has been used to analyse the proportion of shelters which are permanent and non-permanent. The shelters that are permanent have a concrete structure, the non-permanent shelters in Delhi are Porta Cabins. Please note, tents are also set up in winters usually, that have not been included in the study.
Location Appropriateness of the shelter	Measured by the distance of the shelter to the nearest bus depot/ railway station or the nearest public transport hub, it gives a sense of accessibility to the shelter from the nearest transit points. Location is an important factor which decides whether the shelters will be used or remain unoccupied.
Category of shelters	NULM-SUH suggests the provision of a range of shelters that 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. The actual break-up would depend on local particularities, and the size of the city and total numbers of shelters. States/ULBs may consider setting up separate shelters to cater to the special needs. The kinds of shelters and their proportion will determine the lack of specific kind of shelters that different population groups within the homeless require.
Functional 24X7 hours	The shelters will run throughout the year, and not just specific seasons; and open round the clock as against open only in the night as 'Rain Baseras' – Night Shelters because many homeless persons find work in the night and use the shelters during the day. Or the old-aged and women who it is observed use shelters more during day-time as compared to the male population.
Infrastructure provision in the shelters	In adherence to the NULM-SUH guidelines, the shelters are required to provide numerous basic amenities that any habitable space requires, like - Well ventilated rooms, Water arrangements (Potable drinking water and other needs) and sanitation, Adequate bathing & toilet facilities, Standard lighting for shelter, Adequate fire protection measures, as per the norms, First aid kit, Pest and vector (mosquito) control and so on. Other than the variables mentioned in the NULM-SUH guidelines, there are some other parameters specifically introduced like - access to physically challenged through barrier-free design, space for washing clothes etc.

Other services provided in Shelter	To further deepen the assessment, there are numerous other parameters that have been introduced under the head of other services in shelters and not necessarily fall under the guidelines for shelters. Provision of food, Cooking spaces in shelters, Personal Lockers, Blankets and so on.
Linkages with entitlements and access to various bene its	Shelters will be a space for convergence and provisions of various entitlements of social security, food, education and healthcare services. All homeless persons, in shelters, should be given priority under various schemes and government programmes. Through the various identity, social security and entitlement parameters it is assessed of how well are shelters acting as linkages with entitlements for homeless.
SMA capacity building and monitoring	Aside from the staff required for in shelters, it is studied if the staff are trained and their capacities developed to handle complex human situations and emergencies that are expected in homeless shelters.

Map showing the location of homeless shelters in Delhi. The red dots are permanent shelters and blue ones represent the porta cabins in the city. Source: http://delhishelterboard.in/night-shelter/map/

CHAPTER - III

Key Findings of the Study

Major Findings from the Social Audit of Homeless Shelters in Delhi

Shelters, their number, management and type

The homeless shelters are funded by the Delhi Urban Shelter Improvement Board (DUSIB) and as mentioned earlier are managed and operated by SMAs. Homeless shelters under the scope of the study can be categorized primarily into two types: Permanent shelters and Porta cabins.[1] Of the 193 shelters surveyed, 78 were permanent and 115 were non-permanent Porta cabins.[2]
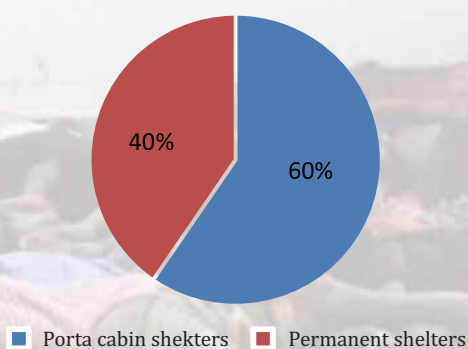

Figure 1: *Total Number of Shelters Surveyed*

Firstly, it must be noted that the shelters and their 'numbers' are more than what the NULM - SUH guideline of 1 shelter per lakh population, but the number of shelters is still vastly low when compared to the (estimated) population of homeless in the city. The official figures, however, remain very conveniently set at 16716 according to the survey conducted by DUSIB.[3] DUSIBs live occupancy report maintains that the 198 shelters in Delhi have a capacity of 16,834 people, thereby, at least on paper ensuring that shelters are capacitated to accommodate all the homeless in the city.[4] However, an independent survey conducted by IGSSS in 2008 puts the number close to 1, 50,000 in the city.[5] This means that the numbers of shelters, in spite of being the most in any city, are terribly inadequate to accommodate the actual number of homeless in the city.

Secondly, a substantial majority of the shelters are not permanent even after so many years of their initiation in Delhi. This clearly shows that shelters are still conceived as a temporary measure with no

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[1] The DUSIB website mentions the structural composition of the shelters. There are two kinds of shelters in Delhi- some that are permanent structures made out of Reinforced Concrete Cement (RCC) and others that are temporary (made out of asbestos and tin- known as Porta Cabins). URL: http://delhishelterboard.in/main/

[2] The current number of shelters and their structural composition can be found on the DUSIB website. URL: http://delhishelterboard.in/main/?page_id=3346

[3] Please note that the DUSIB survey figure was only little more than one-third of the Census 2011 count of 46,724 homeless

[4] The DUSIB maintains an occupancy record which is updated real time. The data was accessed on May 28, 2017 and is available on the DUSIB website. URL: http://www.delhishelterboard.in/occupancy-report/

[5] The study was a headcount survey conducted by IGSSS and Ashray Adhikar Abhiyan (AAA). Ref: "The Unsung CityMakers: A Study of the Homeless Residents in Delhi", IGSSS, March 2012.

long-term vision. There are other issues related to land ownership as well. The Delhi Development Authority owns most of the land in the city, while the Delhi Urban Shelter Improvement Board (DUSIB) is merely an implementing agency tasked with the construction and management of shelters. There is a lot of con lict of interest in this arrangement, and the DDA has always been reluctant in giving up land in prime locations (such as closer to nearest transport hubs and central locations) for homeless shelters. This also explains the reason behind a larger proportion of temporary shelters being constructed. The best example of such tussles over land between DDA and DUSIB were clearly visible in the case of demolition of night shelters constructed by DUSIB on DDA land.[6]

Thirdly, it is also very visible that a huge percentage of shelters (58%) are allotted to only three Shelter Management Agencies. It is clear that there is an over-dependence upon certain organizations for the management of the shelters. There are various pitfalls in this arrangement, and other than over-dependence on a few handful organizations, without continuous monitoring it would have disastrous consequences for the quality and functioning of a large number of shelters.
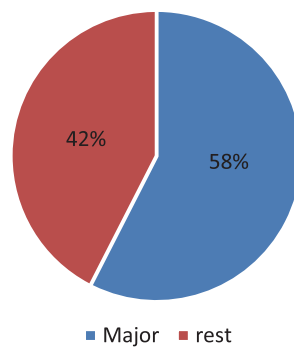
Figure 2: Inequitable shelter management – major three SMAs compared to the rest

Shelter categories

The types of shelters can be further strati ied not only on the basis of the physical structure but also on the basis of the target population for which the homes are built. The following chart represents the number of shelter homes built for males, females, children, family and people with special needs.
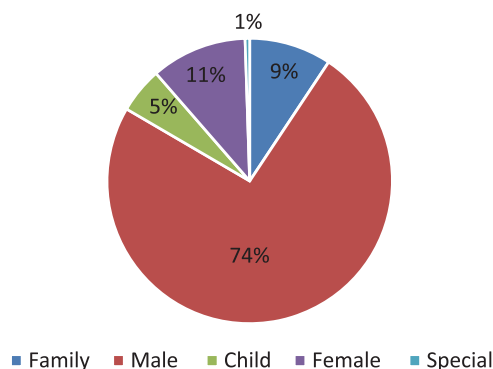
Figure 3: Categories of Shelters

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[6] Ref: Pandit, A. "Why over 100 shelters for homeless face demolition", The Times of India, published May 20, 2017. URL: https://timeso india.indiatimes.com/city/delhi/why-over-100-shelters-for-homeless-face-demolition/articleshow/58756707.cms

As apparent, the number of shelters for males outnumber all the other shelters combined. This is a matter of concern since the kinds of shelters are incompatible with the family and community structure of the homeless. The homeless as imagined in the popular discourse are not only single men and women but include families with children. Often, such families do not have a choice when the required categories of shelters are not provided, thereby forcing many homeless families to live on the streets as they prefer staying together rather than breaking their familial ties. An effort should be made to increase the number of shelters for females, children, families and people with special needs. Even when comparing the headcount survey of the homeless conducted in 2008, the proportion of male shelters is higher as of now, with a marked negligence in provision of shelters for women and children who constitute more than 30% of the population. There is also a clear need for special shelters, addressing a whole range of needs as "(a) single women and their dependent minor children, (b) aged, (c) in irm, (d) disabled, (e) mentally challenged" and in adequate numbers. At the moment, most of the special shelters are restricted for drug addicts, three recovery shelters and a shelter for disabled.[7]

Shelters, its location and functioning

As stated above, the main objective of the Scheme of Shelter for Urban Homeless (SUH) is to - *"provide shelter and all other essential services to the poorest of the poor segment of urban societies. The shelters should be permanent all-weather 24 x 7 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 could cater to between 50 and 100 persons".*[8] In this section, we try to compare the guidelines laid down in the mission document of the scheme with the survey indings in order to understand the conformity to the norms. The indings are highlighted below:

1. **Timings -** The shelters are supposed to run 24x7, according to the NULM SUH guidelines in order to provide effective and continuous support to the target homeless population that no homeless should be denied access to shelters at any time of the day. Survey indings reveal that an admirable 99% of the shelters in Delhi are adhering to these guidelines and were open at all times of the day demonstrating availability and access to such shelters. This has come a long way from the original imagination of *rain baserars* (night shelters) being thought of as shelters for the transitory population who require accommodation at night. But what is important to note here is that in spite of being 'open' 24X7 the shelters may not be easily 'accessible' for the homeless.

2%

98%

■ yes ■ no

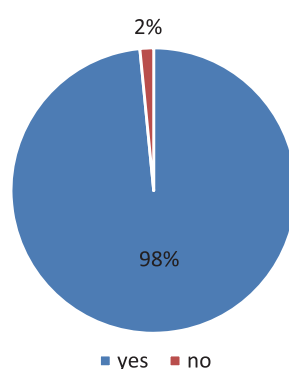*Figure 4: Number of 24x7 operational shelters*

[7] Ref: District wise night shelters list available at the DUSIB website. URL:http://delhishelterboard.in/occupancy-report/index-ag2.php

[8] Ref: National Urban Livelihoods Mission document. URL: https://nulm.gov.in/PDF/NULM_Mission/NULM_mission_document.pdf

2. **Location -** Location appropriateness of the shelter is assessed by the distance of the shelter homes from the nearest public transit point (such as bus stations or railway stations). It was found that 93% of the shelters are located less than 1 km away from the nearest transit point. The NULM SUH guidelines state that shelter homes are to be located "close to the areas where the poorest congregate like railway stations, bus depots, terminals, markets, wholesale *mandis* etc." The location appropriateness of the present shelters indicates that these norms have been adhered to.
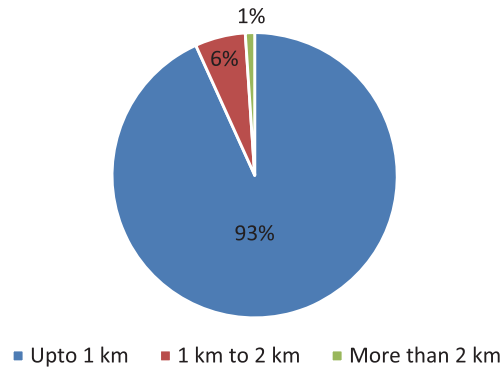

■ Upto 1 km   ■ 1 km to 2 km   ■ More than 2 km

Figure 5: *Location Appropriateness of the Shelters*

It is also imperative to note that while locations being appropriate, there still might be a total lack of numbers and capacity of shelters at the locations where homeless congregate, forcing them to sleep in the open. The best example being the case of New Delhi Municipal Corporation (NDMC) that in spite of having a substantial homeless population with major transit hubs, commercial establishments and popular religious institutions does not have a single permanent shelter, which is inexplicable and can only be accounted as the apathy of the urban local body. [9]

3. **Occupancy and capacity of shelters**

It is observed that a vast majority of the shelters are below the mandated and recommended occupancy of 50-100 people. Thereby, signalling an unsustainable practice of providing more resources in the form of functioning and management of shelters for a smaller number of homeless persons. It must be aimed to increase the capacity of existing shelters wherever possible and construct bigger ones with increased capacity in the locations with higher homeless populations or clusters.

Shelter infrastructure - facilities at the shelters

Shelters in the NULM-SUH are not conceived of as merely physical structures but are also supposed to provide basic amenities and services that are critical for the overall well-being and development of individuals and communities. As mentioned in the NULM-SUH guidelines, following facilities/amenities may be provided at the shelters for a dignified life: -

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 ire 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*

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[9] Please refer to map 1 locating shelters in Delhi and alternatively visit http://delhishelterboard.in/night-shelter/map/.

care facilities for children by linking the shelter to the nearest Anganwadi Centres k) Facilitation for convergence with other services/entitlements.[10]

As mentioned in the introduction, for the purpose of this study, the survey form was organized to include most of the above-mentioned amenities barring a few (refer to the questionnaire), but some other provisions were also added such as - Barrier-free environment for persons with disability, Separate space for recreation and so on.

1. **Adequate lighting and ventilation –** The provisions related to shelter construction and its quality like - adequate space and ventilation, adequate lighting, provision of ceiling fans and coolers are generally very good and except for rare cases are almost present in all the shelters. Thereby suggesting the positive efforts undertaken by DUSIB in maintaining shelters in good condition.

2. **Water and sanitation -** On the question of shelters and their access to water and sanitation, it is very clearly visible that there is a marked improvement in the provision of toilets from the initial phase of homeless shelter provision in Delhi. Almost all the shelters have toilets within the facility. On the question of water provision, surprisingly, there is still a substantial lack of drinking water provision in shelters with more than 50% still not providing RO/ Filter water in shelters for drinking purposes. On access and provision of bathrooms, unlike toilets, there is still room for huge improvement as only 61% of shelters have the said facility.
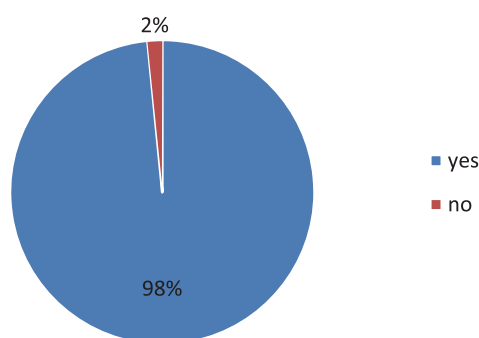
Figure 6: *Number of Shelters having toilets*

	1	2	3	4	5	6	7	8	9	10	11	12
Toilets	2	3	4	5	7	6	0	32	42	12	8	1
Shelters	123	31	14	4	3	7	4	1	1	1	1	2
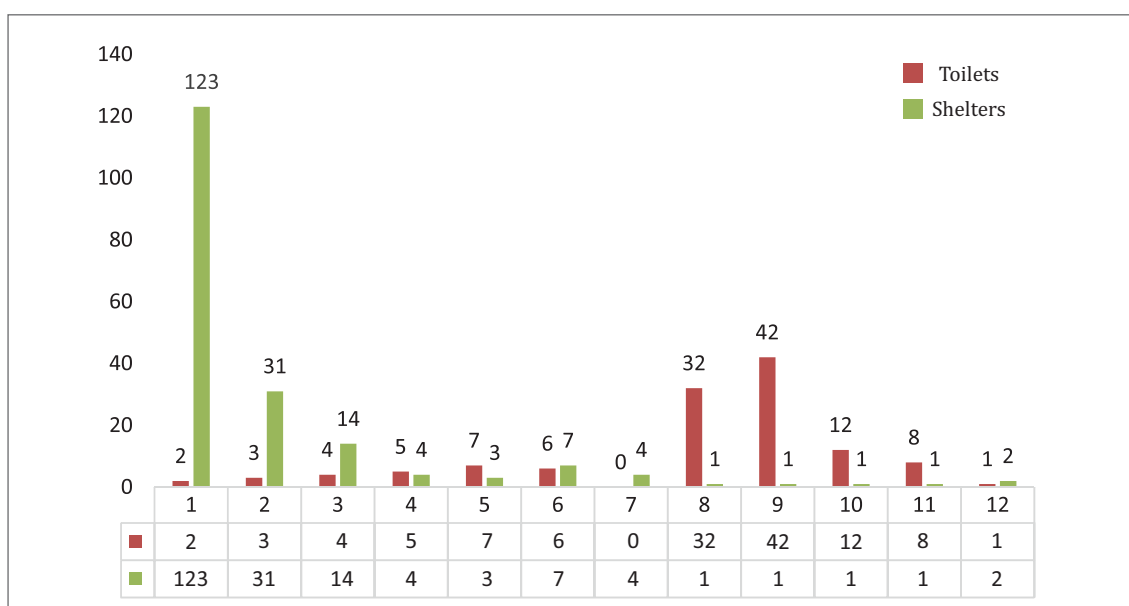
Figure 7: *Number of toilets vis-à-vis number of shelters (Red – Toilets; Green – Number of Shelters)*

[10] Ref: NULM-SUH Guidelines. URL: https://nulm.gov.in/PDF/NULM_Mission/NULM-SUH-Guidelines.pdf

"provide shelter and all other essential services to the poorest of the poor segment of urban societies. The shelters should be permanent all-weather 24 x 7 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".
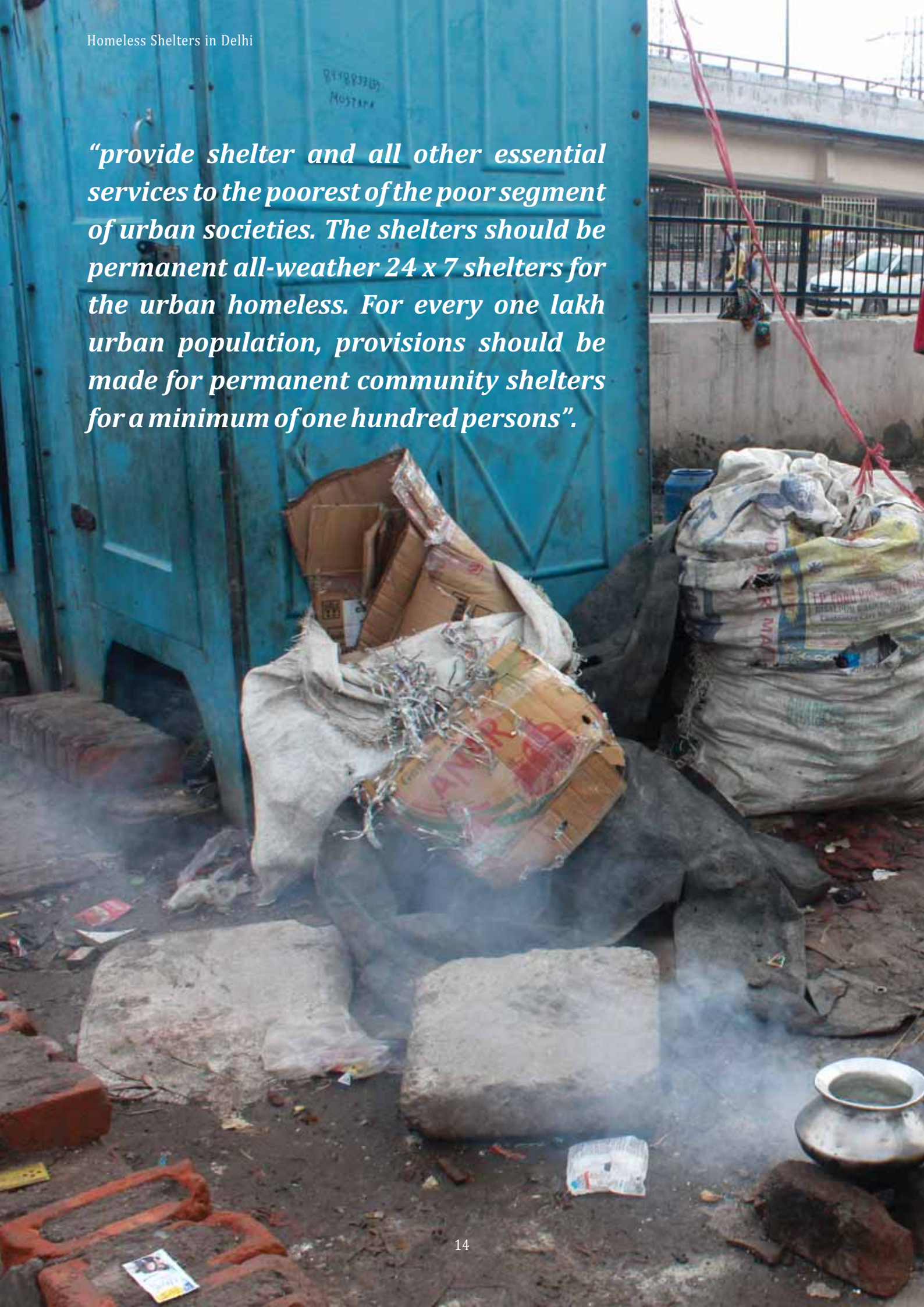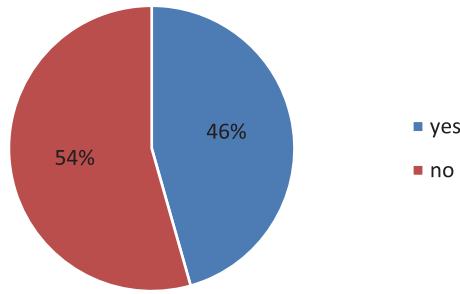
Figure 8: RO Drinking Water provision in shelters
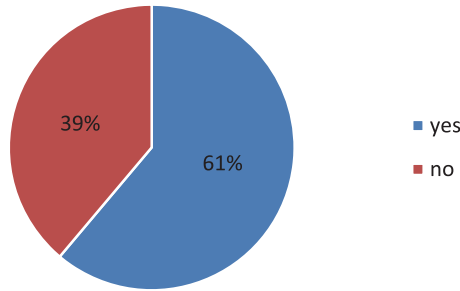
Figure 9: Number of Shelters having bathrooms

It is pertinent to note under the parameters of water and sanitation, the survey further focused on the provision of the 'number' of toilets and bathrooms per person. This was to assess the adequacy of the provision of services. It is found that there is a huge shortfall of toilets and bathrooms in shelters if the shelters are running to the current capacities. The average provision of toilets per shelters is 2.95, with a vast majority of the shelters having only 2 toilets, which is grossly inadequate in shelters with a capacity of 50 people. For bathrooms, the igures are further abysmal with an average number of bathrooms per shelter being 1.19. Apart from this, a few shelters lack such facilities altogether. This shows the gross insensitivity for the needs of the homeless, as well as the lack of understanding of the need for a digni ied life for the homeless. This lack of basic services like toilets and bathrooms could be one of the reasons why homeless prefer not to use the shelters, especially during summers.

3. **Provision of space for kitchen/ Cooking Space –** Cooking space in shelters assumes a very important role with respect to provision and access to suf icient nutrition. This becomes further critical with respect to shelters for the vulnerable and the most marginal of the homeless population. It is a much-needed amenity in the family shelters, where usually families prefer to cook their own food rather than buying or being depended on other sources. The survey reveals that only 7% of shelters have a separate kitchen within the shelter where cooking is possible. Such low numbers of kitchen and cooking facilities are also a major reason why families and communities of the homeless prefer to stay in the open.
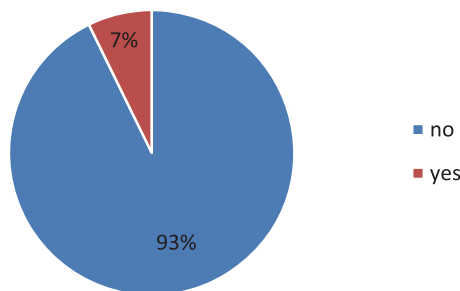
Figure 10: Kitchen provision in the shelters

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4. **Provision of space for recreation and washing -** Space for recreational activities is necessary for the overall development of children and a space for interaction, and fostering a feeling of community among the people. It also provides space for the creation of libraries or other utilities for personality/ skill development. At present recreation is very shallowly conceived as the presence of television sets in shelters. This is in contravention to the guidelines, which note that a recreational space, among other things, is a must in a shelter for "digni ied human living".
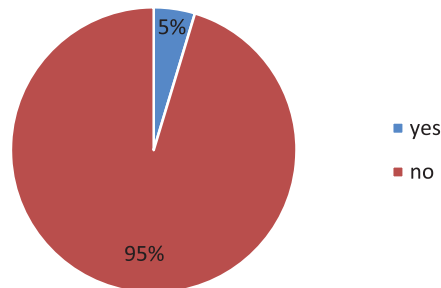
Figure 11: Space for recreational activities in shelters
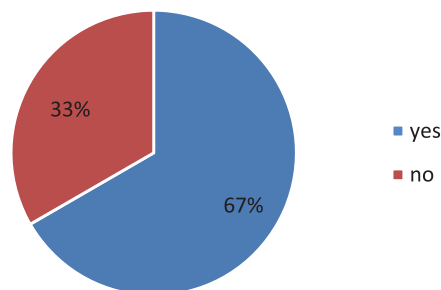
Figure 12: Shelters having separate space for washing clothes

On separate space for recreational activities, only 5% of the shelters have such a con iguration. With respect to the provision of washing spaces in shelters, there are only 67% shelters that have such an arrangement thereby indirectly forcing homeless residents to seek alternate and usually unsafe practices of washing clothes in the open, and in contaminated water.

5. **Accessibility of shelters for People with Disabilities (PWD) -** PWDs are the most marginalized of the homeless population, and are usually the ones requiring access to shelters the most. Under this aspect, the shelters in Delhi reveal a gruesome reality. For PWD and the old/ in irm homelessness is a daily struggle as most of the shelters remain unwelcoming. Only 17% of shelters in Delhi are friendly for the same and are equipped with toilets and bare minimum facilities that ensure comfort in accessing amenities in shelters.
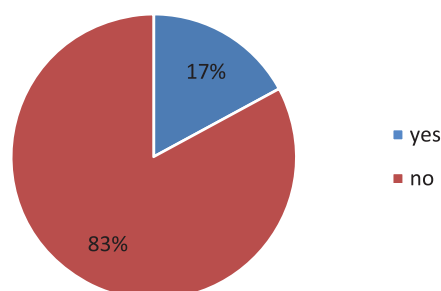
Figure 13: Disabled friendly Environment in shelters

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6. **Other services and facilities -** Apart from the infrastructure related basic services provided in the shelters, other recommended provisions in NULM-SUH like food, storage facilities, hot-water during winters, bed and blankets, access to medical and emergency / irst aid care are evaluated upon. Also, other than the above-mentioned added amenities, the provisioning of CCTV which is critical from the perspective of security to women, children, has been studied.

On points of irst-aid facilities, provision of blankets and bedsheets, accessibility to medical and emergency care in shelters - the services are reported as very well and are scoring above 95%.[11] Under storage facilities provided, though it shows a marginal development from the past, yet only 43% of shelters have some form of storage facility. The numbers do suggest that there is also a huge shortage of the storage facilities provided, but this in spite of lockers being promised more than a year ago in 2017. Hot water provision, which is critical to shelters and their functioning in winters, has still not been provided in a majority of shelters. During the survey, it was found that only 38% of shelters had hot water (geyser) facilities in the shelters.
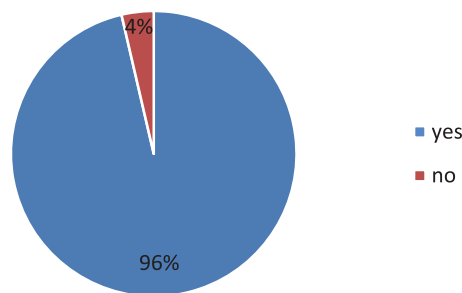
Figure 14: Number of Shelters with First-Aid Facility
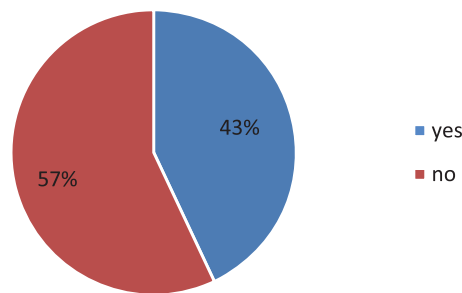
Figure 15: Lockers availability in the shelters
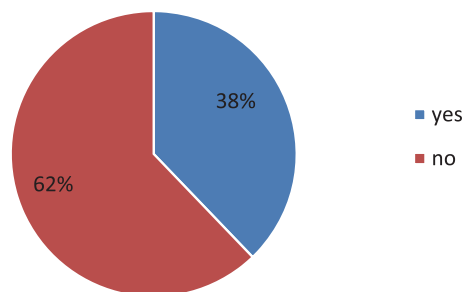
Figure 16: Availability of hot water in Shelters

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[11] The frequency, quality of medical check-up and the training required to administer emergency care are not under the purview of this speci ic assessment.

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CCTV monitoring is a useful tool for follow-ups and security of the residents especially in women and family shelters. It can also be used for checking the progress of the current schemes and outreach programmes which are supposed to be implemented. However, there are no speci ic CCTV guidelines in the NULM SUH scheme, but the installation of CCTV cameras is a good practice and should be replicated in other shelter homes. At the moment only 16% of shelters have CCTV.
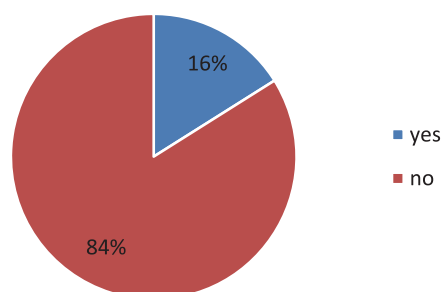
Figure 17: Number of Shelters with CCTV monitoring

With respect to food, the total number of shelters that provide food to the residents are only 14 - which is grossly inadequate and against the NULM-SUH guidelines. There is a clear need to increase the number of shelters that provide food to the residents, since, as we highlighted before, food is not merely a service but an incentive for the homeless to access the services of a shelter. It is also clear that the food supply is erratic and not based on a regular programme, which is highly problematic since some of the speci ic categories of homeless – like in irm, sick, disabled and so on - are entitled to food in the shelters. The shelter management agencies and DUSIB must be sensitized to the needs of the homeless and the purpose of the shelters, as well as the necessity of provision of food in the shelters in order to improve the quality of the shelter as well as for the welfare of the residents.
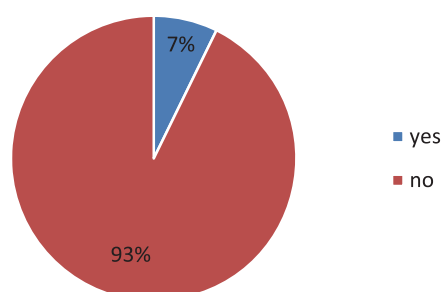
Figure 18: Percentage of Shelters with provision of food

Linkages with entitlements

It is clear from the study that most of the shelters are not equipped to provide facilitation for enrolment into government schemes. The number of people who have bene itted from such facilitation schemes remains low, and such facilitation is a critical yet ignored function of homeless shelters. Facilitation does not mean merely provision of such services at some point in time, but regular monitoring and follow-up checks are critical for the success of the programmes. According to the NULM SUH guidelines, *"shelters should be a space for convergence and provisions of various entitlements",* a role which they are currently failing in. It is important to understand that most of the homeless people do not have access to government schemes and entitlements due to the lack of identity documents. Homeless shelters can ill in this gap if regular, appropriate facilitation measures are undertaken in order to improve linkages with the government schemes and entitlements.

Linkage with government schemes is an important aspect of the NULM, which emphasizes upon issuance of various forms of identi ication as well as linkage to various social protection schemes. It includes special measures to be taken for women and children and linkage with identi ication and child development schemes in order to increase access for the more disadvantaged groups. However, a vast majority of the shelter homes are not equipped to facilitate Aadhaar Cards, EPIC cards or other entitlements that the homeless deserve. It is observed that only 25% of shelters have done any linkages of the homeless to entitlements. Over the last year, only 264 ID cards for shelters, 924 EPIC (Voter ID cards), 643 Aadhaar Cards have been issued with support from shelters. All other range of probable bene its, social securities and entitlements are not being facilitated in shelters at the moment.

Staff Capacity Building and Monitoring

It must be noted that the NULM-SUH guidelines explicitly specify the number of people required to manage a shelter. Each shelter should have a full-time staff comprising *"a full ield of icer (coordinator, overseeing smooth functioning, Government interface), a home manager (kitchen management, record maintenance, dispute resolution etc.), a resident shelter caretaker, and a watchperson."* However, as observed from the study, most of the shelters are understaffed, which leads to inef iciencies in the management of the shelter as well as depletion in the quality of services. The requisite igure of minimum 4 people managing a shelter is hardly followed and the average number of staff per shelter is 2. It must be kept in mind that there is an average of about 40 people living in a shelter, and having lesser than the required number of staff to manage the shelter puts additional pressure on the person(s) employed since she/he would have to take up additional roles. The shelter management agencies are paid by the government in accordance with the guidelines, and not hiring enough people to manage those shelters gives rise to gross inef iciencies in management and service delivery, as well as signifying inancial leakages in the system of administration.

Along with the lack of staff in shelters, the other major concern encountered during the study was the lack of capacity building initiatives and training that the staff underwent to work in the shelters. In almost 73% of shelters, no training and capacity building of shelter staff was carried out in the last year. While looking at the 27% shelters, where some training has occurred, the study indings reveal that the training is usually the result of one-time initiatives and unplanned programs that are insuf icient to capacitate the shelter staff and caretakers to deal with complex needs that are encountered in homeless shelters.
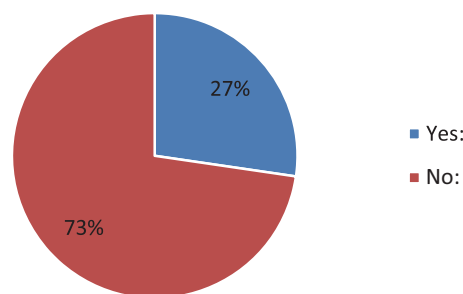

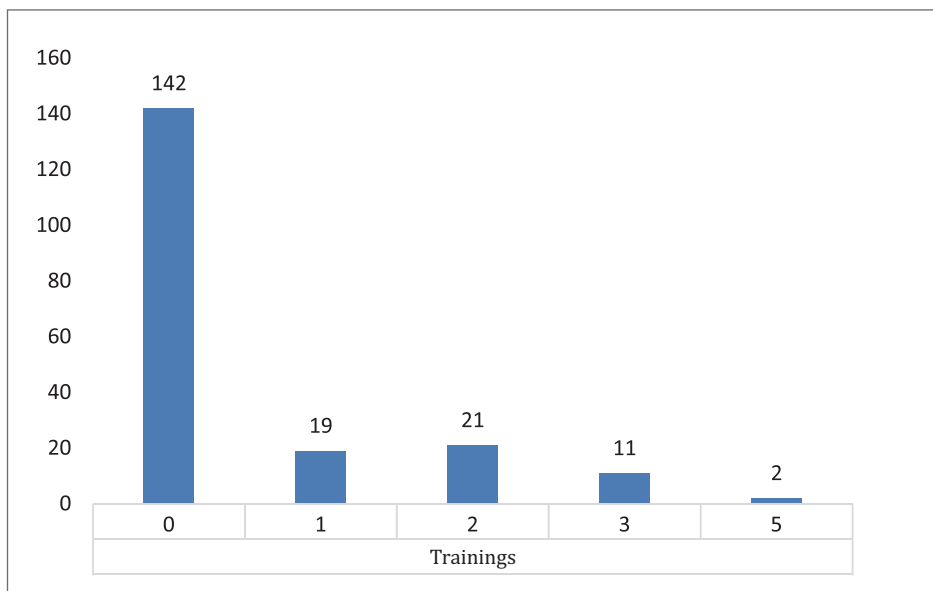*Figure 19: Shelters in which Training was conducted for Caretakers*

Figure 20: *Number of Training (per year) in Shelter Homes*

CHAPTER - IV

Conclusions and Recommendation

The survey of the shelter homes in Delhi provides useful insights into the current status of the shelters as well as scope for further improvement. Although the shelter homes in Delhi conform to a majority of the norms in the NULM-SUH scheme, there are domains which were identi ied where the shelter homes continue to fall short. The following are the major points that emerge as the conclusion –

The lack of permanent shelters – It is apparent that despite having the greatest number of shelters in any Indian city, Delhi is facing a peculiar crisis. A complex situation of lack of space and ideas in the resource-scarce city where most of the shelters even after eight years of the SC rulings remain non-permanent. This is re lective of the disinterest and inattention of the planning agencies towards the homeless shelters in the city. It is recommended that wherever possible DUSIB must work towards developing non-permanent porta cabin shelters into permanent shelters and also collaborate with other land agencies to make available space for the homeless shelters in Delhi. DDA needs to ensure that an adequate number of shelters are reserved in the upcoming process of the city's master plan and innovative ideas for the creation of shelters should be adopted in already developed areas. The recently approved Development Plan for Mumbai, where reservations for future needs of homeless shelters have been accounted for is a good case of the same.

Insuf icient capacity of shelters and the need for a survey of the homeless in Delhi – At the moment, shelters have been planned for around 20,000 homeless. The shelters are illed to capacity during winters and are sparingly used during other seasons. It is very evident that DUSIB is designing the homeless shelters and deciding its capacity based on an erroneous survey carried out in 2013 which claims numbers even below the census 2011 igures. It needs to carry out a fresh survey, that too at periodic intervals as suggested in NULM SUH. In the meanwhile, DUSIB should aim at planning for 1% of Delhi's population as homeless, the standard that is suggested by SC Commissioners' Report.

Insuf icient types and kinds of shelters – It is suf iciently clear from the survey of shelters, that Delhi, though having a relatively wide variety of shelters as compared to other cities, still requires to bring in the concept of special shelters and in suf icient numbers to address the needs of the diverse homeless population. This will require moving away from a male-centric, single working men dominated vision of homelessness, and focus on the most marginal and invisible homeless poor like - as "(a) single women and their dependent minor children, (b) aged, (c) in irm, (d) disabled, (e) mentally challenged", along with an increase in the numbers of existing special shelters like the ones for disabled, de-addiction and recovery.

There is an urgent need to recognize that the homeless do not merely comprise of males, females and children, but also families who prefer to not stay in such shelters where they would have to separate from the family. Considering that most of the shelters are constructed for the males, there is an urgent need to recognize this law in the composition of shelter homes and create more family shelters which could accommodate such groups.

Better management and allocation of homeless shelters – Of the total number of operating night shelters in Delhi, it is found that a huge majority – close to 60% - of the shelters are being managed by three agencies. This inequitable distribution of shelters can have a huge impact on the quality of shelters and their functioning, and also make the entire program prone to errors. There should ideally be a cap of

shelters that may be managed by a single agency so that quality control and effective monitoring mechanisms can be put in place. It is suggested that a maximum 10% of total shelters be the limit on the number of shelters that may be allotted to a single shelter management agency.

Urgent need for conceiving shelters holistically and from a homeless-centric perspective – Shelters, like any human habitation, need to be conceived not merely as four walls and a roof. The study of shelters in Delhi reveals that though shelters are fulfilling the criteria of giving a roof over the heads of the homeless, the shelters are far from being ideal spaces for human habitation. Shelters and its infrastructure have markedly improved in the last few years, and the survey captures the same. However, there remain some visible gaps in the understanding of shelters. Like the lack of washing places, space for recreation, library and learning space for children, space for cooking and similar basic amenities that ensure shelters are more habitable and humane. These necessary amenities and provisions need to be incorporated into the existing shelters and related infrastructure wherever possible. It is also expected from DUSIB that it takes the necessary steps to initiate a standardization of shelters and its designs to ensure uniform amenity provisions according to the number of homeless residents. Such a set of standards will go a long way in mapping the deficiencies of shelters, its spatial and amenity needs.

Making shelters accessible to all – A vast majority of shelters are not disabled-friendly. Many studies in Delhi have highlighted that a vast number of the homeless are physically challenged, infirm, sick and (or) old and should be offered barrier-free access to shelters. Unless otherwise, this becomes a major reason why some of the homeless persons choose to remain out of shelters. To initiate the same, DUSIB should form rules and guidelines with respect to the design of shelters that allow for barrier-free access and other related infrastructure for a life of dignity for the disabled and infirm in the homeless shelters.

Missing adjunct services in shelters – Provision of shelters is only one of the various components in the NULM-SUH program. The adjunct services might not be central to the shelter planning on homelessness, but yet must be considered as part of the critical needs of the homeless population and as a major factor contributing to the functioning of shelters. As noted in the study, the shelters in Delhi perform well in the aspects of the provision of blankets, access to first aid and so on, but on other equally critical aspects like hot water provision and storage lockers, there is a lot of room for improvement. It is on the aspect of the provision of food for the needy that shelters are abysmal and need a policy provision to provide subsidized food for the homeless population. These minor programmatic changes will ensure a drastic improvement in the functioning of shelters and are highly recommended.

Lack of entitlement linkages with Shelters – There are very few shelters which have provisions to provide linkages to existing government schemes and identity documents. Since the homeless lack the adequate resources to apply for such services on their own, it is imperative that the shelter homes provide such services. The need for shelter homes to provide the facility of entitlement linkages has been highlighted in the NULM-SUH guidelines too, and it is important that Shelter Management Authorities are trained efficiently in this regard. The SMAs should be well-equipped and trained to ensure such facilitation with DUSIB support.

Lack of capacity building of Shelter Management Agencies (SMA) – The efficacy of the management of the shelter homes lies in the devolution of responsibility to the Shelter Management Authorities, considering DUSIB will be short of manpower to implement the scheme effectively. It is amply evident that there is a lack of effective and planned capacity building of SMAs that is leading to multiple inefficiencies across program intervention. Especially glaring is the lack of facilitation of access to entitlements and the almost nil training undertaken by the SMAs. DUSIB should ensure quarterly training of SMAs and their staff for key functions to be undertaken by them like facilitation of entitlements, preparation of case

reports, formulation of rehabilitation plans, carrying out rescue operations and other specialized objectives under the homeless shelter program.

Lack of effective monitoring mechanisms of SMAs and their functioning – However, there is a need to monitor the Shelter Management Authorities on a regular basis, since during the course of the survey it was found that most of the shelters do not conform to the prescribed norms of the minimum number of staff members required to manage the shelter homes. This also reflects in the quality of management and service delivery in the shelters. Moreover, since the shelter homes are inadequately staffed, it puts more pressure on the people who are managing these understaffed shelters, since they have to take on more roles and responsibilities at a lower wage than what they are entitled to.

Lack of participatory and check & balance mechanisms – For successful implementation, any policy depends on participatory mechanisms that it offers to the wider civil society and beneficiaries themselves to engage with the state and ensure a better functioning of the schemes. NULM-SUH as a policy conceives of many such spaces and opportunities at multiple levels. At the state level, there is a State-level Monitoring Committee and a project sanctioning committee. This committee may be comprised of some expert members from the civil society to assist in the functioning of the units. At the city level, there is the City-level Executive Committee that looks after the functioning and monitoring of the shelters and the services provided in the same, and this has representation from the various departments of the local ULBs and members from the civil society, who have experience in working with the homeless issues. There is further decentralization of power, where each shelter is also required to have a Shelter Management Committee (SMC) that looks after the running of each shelter and manages its resources effectively. There also, wider engagement from the community, homeless residents and SMAs is expected. It is very evident that in Delhi, in spite of the very proactive civil society and efficient DUSIB, there is surely a lack of trust and the absence of coordination between various stakeholders. There is an urgency to make DUSIB and SMAs, and their functioning more transparent and participatory with the activation of City-level Executive Committees, public engagement mechanisms like the Joint Action and Coordination Committee (JACC) in Delhi and also hold SMAs to activate the SMCs in each shelter. Only then will the shelter management function with optimum checks and balances in a democratic participatory manner.

And lastly, the need for a policy on homelessness in Delhi – Delhi has been a pioneer and a role model for other cities and states for the remarkable efforts that it has undertaken for the homeless in Delhi. All the interventions at the moment, though in need for improvement and better implementation, are focused on the provision of shelters – a mere roof over the head and not being conceived holistically with a long-term, homeless centric perspective. Therefore, it emerges, that for the many interventions and actions that are required to address the issue of homelessness, there is a need for a policy paper on homelessness detailing out the approach, framework and strategy for the implementation. Only such a process of brainstorming and a policy outline will be able to render the present-day scheme-specific and judiciary-guided interventions in a more holistic framework of action on homelessness.

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ANNEXURES

Annexures

Annexure - I
Questionnaire

Details	Observations
Basic Information	
Name of Shelter	
Date/time of survey	
Address	
Area of Shelter/Location	
Locational appropriateness - Distance (approx. in kms) from nearest transit point (bus stop/ railway station etc.)	
Type of construction	Refurbishment/New Construction
Shelter type	Permanent/Temporary
Name of SMA (Shelter Management Agency)	
Category of Shelter	Individuals/Family/Special Shelter
Is the shelter functional 24/7	Yes/No
Total number of residents (register)	
Men	
Women	
Children	
Total	
Total number of residents during visit	
Infrastructure	
Well ventilated rooms/dormitories	Yes/No
Adequate Lighting	Yes/No
Fan facilities	Yes/No
Air coolers provided	Yes/No
Number of Air coolers provided	
Separate Space for Kitchen with utensils and gas	Yes/No
Piped Water Supply	Yes/No
Puri ied/ drinking water facility/ RO water	Yes/No
Toilet	Yes/No
Number of Toilets	Yes/No
Bathrooms	Yes/No
Number of bathrooms	
Toilet suitable for elderly and persons with disability (Western closet and hand railings)	Yes/No
Barrier free environment for persons with disability	Yes/No

Space for washing clothes	Yes/No
Fire protection measures	Yes/No
Number of ire extinguishers	
Other Services	
Number of times food is provided	
Cloak room /Personal Lockers	Yes/No
Number of lockers	
Space for recreation / Library / Others	Yes/No
Provision for Hot water/Geyser/Solar device	Yes/No
Cots / Bunker Beds	Yes/No
Sleeping mats / blankets	Yes/No
Blankets/ Bed Sheets/ Beddings	Yes/No
Health check ups	Yes/No
First aid kit is with emergency medicines	Yes/No
Entitlements	
Number of Identity Cards issued in the shelter	
Number of EPIC cards	
Number of Aadhaar Cards issued	
ICDS linkages provided	
Number of children enrolled with ICDS/Schools	
Number of persons reintegrated with family	
Capacity Enhancement and Monitoring	
How many staff in shelters	
SMC in place	
Training of staff / caretakers	
Training of staff provided (by whom and frequency-per year/ half -yearly)	
Night Visits / Street Engagement programmes (outreach programme)	
Display Board at entrance of shelter	
CCTV Camera Installed	
Number of CCTV cameras	
Any other issues / any special remarks	

Annexure - II
List of Tables and Data

Figure 1: Total number of shelters surveyed.

Permanent Shelter	78	40%
Porta Cabin Shelter	115	60%

Figure 2: Categories of shelters.

Family	18	9%
Male	143	74%
Female	21	11%
Children	10	5%
Special	1	1%

Figure 3: Total number of shelters surveyed.

Major SMA	111	58%
Rest of Agencies	82	42%

Figure 4: Number of 24x7 operational shelters.

Yes	190	98%
No	3	2%

Figure 5: Location appropriateness of the shelters.

Up to 1 km.	179	93%
Up to 2 km.	12	6%
More than 2 km.	1	1%

Figure 6: Different kinds of shelters.

Family.	18	9%
Male	143	74%
Female	21	11%
Children	10	5%
Special	1	1%

Figure 7: Number of shelters having toilets.

Yes	190	98%
No	3	2%

Figure 8: Number of toilets vis-à-vis number of shelters.

No. of shelters	No. Toilets
4	0
2	1
123	2
31	3
14	4
4	5
7	6
3	7
1	8
1	12
1	32
1	42

Figure 9: Number of shelters with toilet facility for old and disabled people.

Yes	33	17%
No	160	83%

Figure 10: RO drinking water provision in shelters.

Yes	88	46%
No	105	56%

Figure 11: Number of shelters with bathrooms facility.

Yes	118	61%
No	75	39%

Figure 12: Availability of kitchen in shelters.

Yes	14	7%
No	179	93%

Figure 13: Number of coolers in shelters.

No. of shelters	No. Toilets
10	1
121	2
16	3
24	4
2	5
7	6
2	8
3	10
8	0

Figure 14: Space for recreational activities, library etc.

Yes	9	5%
No	184	195%

Figure 15: Shelters with separate space for washing clothes.

Yes	122	67%
No	61	33%

Figure 16: Disabled-friendly environment in shelters.

Yes	33	17%
No	160	83%

Figure 17: Availability of locker facility in the shelters.

Yes	83	43%
No	110	57%

Figure 18: Availability of hot water.

Yes	73	38%
No	120	62%

Figure 19: Number of shelters with first-aid facility.

Yes	186	96%
No	7	4%

Figure 20: Number of shelters with CCTV monitoring.

Yes	31	16%
No	162	84%

Figure 21: Percentage of shelters with facilities for the provision of food.

Yes	14	7%
No	179	93%

Figure 22: Number of shelter with availability of proper sunlight.

Yes	191	99%
No	2	1%

Figure 23: Number of shelters with proper ventilation.

Yes	190	98%
No	3	2%

Figure 24: Number of shelters with fans.

Yes	191	99%
No	2	1%

Figure 25: Number of shelters with drinking water facility without RO (drinking water).

Yes	89	46%
No	104	54%

Figure 26: Number of shelters with ire extinguishers.

Yes	189	98%
No	4	2%

Figure 27: Number of shelters with linkages to primary healthcare.

Yes	186	96%
No	7	4%

Figure 28: Number of shelters with a functioning SMC.

Yes	5	3%
No	188	97%

Figure 29: Shelters in which training was conducted for caretakers.

Yes	53	27%
No	140	73%

Figure 30: Number of training (per year) in shelter.

No. of shelters	No of training (per year)
142	0
19	1
21	2
11	3
2	5

About IGSSS

Indo-Global Social Service Society (IGSSS) is a non-pro it organisation working with the mandate for a humane social order based on truth, justice, freedom and equity. Established in 1960, IGSSS works for development, capacity building and enlightenment of the vulnerable communities across the country for their effective participation in development.

With its presence in 25 states and one Union Territory of India, IGSSS has set its thematic focus on promoting sustainable livelihood, energising the youth as change makers, protecting lives, livelihood and assets from the impact of hazards, advocating for the rights of CityMakers (Homeless Residents) and developing cadre of leaders from the community and civil society organisations. Gender and Youth are underlining theme across all its interventions.