

HANDBOOK ON INSTITUTIONALISING BASIC SERVICES FOR THE URBAN HOMELESS THROUGH THE SHELTER FOR HOMELESS (SUH) SCHEME



Indo-Global
Social Service Society



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INSTITUTIONALISING BASIC SERVICES
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FOR HOMELESS (SUH) SCHEME**

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Social Service Society**

ACKNOWLEDGEMENT

This manual is a result of a year-long engagement, which entailed a series of discussions and continual fieldwork, with the urban homeless communities across different cities. The urgency for developing a toolkit was realised while we were working with the homeless, where despite the inception of NULM-SUH (National Urban Livelihood Mission – Shelter for Urban Homeless) in 2013, certain ambiguity regarding the scheme and subsequent institutional assistance remained for the various civil society organizations working with the homeless that prevented urban homeless from leading a dignified life. The report is the first rung on the ladder of ensuring a dignified living space for the homeless as it aims to simplify the policy brief to ensure that the report is accessible by all.

We would like to express the deepest appreciation to Information and Resource Centre for the Deprived Urban Communities (IRCDUC) for taking the lead to detail out the manual and develop a comprehensive framework. The aim of developing a comprehensive manual would not have been possible without the help of our numerous friends and partner networks who helped us to fine-tune the document by guiding us on the nuances of the issue by reflecting on their field experiences and highlighting the gaps that currently prevent the proper implementation of NULM-SUH. We would also like to express the greatest appreciation to Mr Indu Prakash, Human Rights activist working with the homeless, and Mr Bipin Rai, Housing Rights activist and Member Expert in Delhi Urban Shelter Improvement Board (DUSIB) for their valuable contribution and suggestions that were reflective of years of experience of working on the ground. Last but not least, the numerous interactions with our Homeless- City-Makers community friends who have unknowingly contributed to and enriched this document.

IGSSS

Northern Region Office &
Urban Poverty Reduction Thematic Team

FOREWORD

Delhi, being the capital of the country and a metropolitan city, attracts myriad of people from different States. Most of the people who come looking for opportunities often do not have enough resources to build a shelter for themselves. As a result, they are exposed to further vulnerabilities associated with rapid and unplanned urbanisation. However, the silver lining in this entire scenario is the acknowledgment and tremendous work done by the Delhi government for the homeless people. One step towards ensuring dignified living spaces to homeless began with the setting up of Delhi Urban Shelter Improvement Board (DUSIB) under Delhi Urban Shelter Improvement Board Act, 2010 which was passed by the Legislative Assembly of the National Capital Territory of Delhi on the 01st April, 2010 and came in force by the orders of Hon'ble Lt. Governor of Delhi on 1st July, 2010. The unwavering determination and passion for work has led to Delhi housing the most number of shelters in any country. The testimony to our relentless work was reflected in the recent assessments carried out by the Justice Kailash Gambhir Committee where Delhi was reported to be one of the better performing states with stark improvement in the shelter and its provisioning.

The initiative taken by the Information and Resource Centre for the Deprived Urban Communities (IRCDUR) and Indo Global Social Service Society (IGSSS) to develop a handbook on institutionalising basic services for the urban homeless through the shelter for homeless (SUH) scheme is commendable. They have put in great efforts to develop a comprehensive yet easy to understand user manual which can help build informed and active stakeholders, ensuring effective implementation of the Scheme. What sets apart this handbook from the rest available documents is the proper enlisting of all the processes to identify, rescue and induct and admit the homeless to shelter homes, which so far had been a bit ambiguous. Given the scope of this handbook, we hope to incorporate it in the training provided by DUSIB to the Shelter Management Committees. I also hope that this hand book will be used by the other Civil Society Organisations, Urban Local Bodies and Voluntary Organisations working with the urban homeless. Being an easy read, I hope the handbook has a wide reach among the general public to create informed citizens and make our city an inclusive space.

Bipin Kumar Rai

Member Expert - Delhi Shelter Improvement Board (DUSIB), New Delhi

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ACRONYMS

ULB	: Urban Local Bodies
SUH	: Scheme of Shelter for Urban Homeless
DAY	: Deendayal Antyodaya Yojana
NULM	: National Urban Livelihood Mission
CSO	: Civil Society Organization
VO	: Voluntary 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 Agencies
SMC	: Shelter Management Committee
IRCDUC	: Information and Resource Centre for the Deprived Urban Communities
LGBTQ	: Sexual Minority comprising of lesbian, gay, bisexual, transgender, transsexual, queer, questioning, intersex, asexual, ally and pansexual
nCMc	: National City Makers Caravan, an IGSSS initiative
NGOs	: Non Governmental Organizations
DUSIB	: Delhi Urban Shelter Improvement Board
GPS	: Global Positioning System
MoHUA	: Ministry of Housing and Urban Affairs
SMMU	: State Mission Management Unit
PSC	: Project Sanction Committee
DPR	: Detailed Project Report
CMMU	: City Mission Management Unit
EC	: Executive Committee
MIS	: Management Information System
EOI	: Expression of Interest
QCBS	: Quality Control Based System
MOU	: Memorandum of Understanding
SCACs	: Shelters Cum Activity Centres
CWC	: Child Welfare Committee
FIR	: First Information Report
PDS	: Public Distribution System
PWDVA	: Protection of Women from Domestic Violence Act
BPL	: Below Poverty Line
ICDS	: Integrated Child Development Scheme
TAG	: Technical Advisory Group
NMMU	: National Mission Management Unit
AAY	: Antyodaya Anna Yojana
RAP	: Rehabilitation Action Plan

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INTRODUCTION TO THE HANDBOOK

The handbook seeks to serve as a guide for Policy Makers, Administrators, Urban Local Bodies (ULB), Political Representatives, Non-government Organizations operationalizing the Shelter for Homeless (SUH) Scheme under the Deendayal Antyodaya Yojana (DAY) - National Urban Livelihood Mission (NULM) and the various Civil Society Groups (CSOs) and Voluntary Organisations (VOs) working with the urban homeless – CityMakers¹ across the country.

The primary objective of this handbook is to define the basic minimum activities that need to be followed while implementing the SUH scheme by the respective ULBs. The State Urban Livelihood Mission (SULM)-nodal agency for implementation of NULM in the state, the vProject Sanction Committee (PSC), State Mission Management Unit (SMMU), City Mission Management Unit (CMMU), the Executive Committee (EC), Shelter Management Agencies (SMA), Shelter Management Committee (SMC) and the CSOs working towards enhancing the quality of the SUH can use this handbook to enhance the capacity of the implementation agencies and to monitor the effective implementation of the scheme.

This handbook encompasses the salient points of the Operational Guidelines – Scheme of Shelters for Urban Homeless (DAY-NULM) and the ‘Urban Homeless Shelters: Manual and Guideline’ of the Commissioners of Supreme Court dated March 2012 (The manual was drafted by the Commissioner of the Supreme Court based on the direction of the Honourable Supreme Court dated 27th February 2012 in the Writ Petition 196/2001). The Standard Operating Procedure for Institutionalising Basic Services for the Urban Homeless adopted by the Greater Chennai Corporation is also referred to for compiling this handbook.

The handbook has been prepared by the Information and Resource Centre for the Deprived Urban Communities (IRCDUC), Chennai - a community-centric information hub designed to educate and empower deprived urban communities. The primary objective of the centre is to enhance the capacities of urban community leaders, enabling them to assert their right to adequate housing.

¹ CityMakers- Term coined by IGSSS in 2012 to have a positive labelling of the homeless, who should also be viewed as workers aiding the running and functioning of cities and help in ‘making’ them.

IRCDUC along with the Indo-Global Social Service Society (IGSSS), a non-profit organisation working in 22 states and one Union Territory of India, with the mandate for a humane social order based on truth, justice, freedom and equity, has brought this handbook to enhance the capacities of the stakeholders responsible for implementing the SUH scheme.

1. THE HOMELESS

DEFINITION OF THE URBAN HOMELESS

Persons who do not have a house, either self-owned or rented, but instead reside (live and sleep) on/in –

- Pavements
 - Parks
 - In and around railway stations
 - In and around bus stations
 - Near places of worship
 - Outside shops and factories / in markets and verandas of shops fronts
 - At constructions sites
 - Under bridges and flyovers
 - In hume pipes
 - On rickshaws, handcarts and road medians
 - Banks of the river and Ghats, and around places of religious t significance
 - Under open sky and other places unfit for human habitation
- Those who reside in temporary structures with or without walls or under plastic sheets or thatched roofs.
 - Spend their nights and/or days at shelters, transit homes, short stay homes, beggars' homes and children's homes.



Fig. 1: A road side situation of homeless residing in the open sewer pipes.

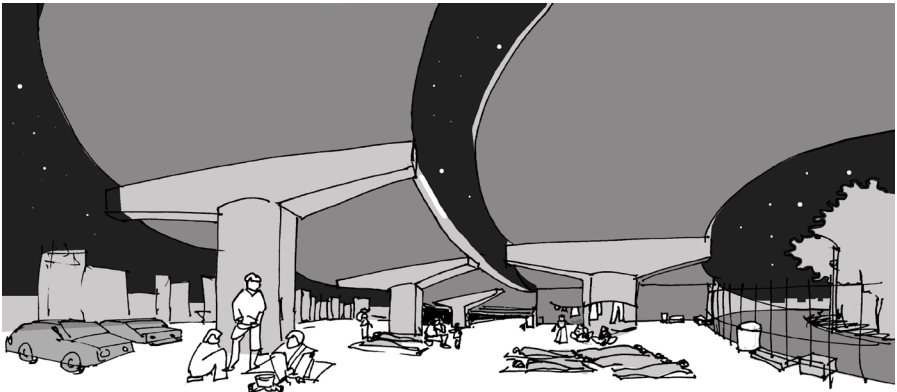


Fig. 2 : Discarded grey areas such as spaces under the flyovers are used by homeless people

- Those who reside in temporary structures with or without walls or under plastic sheets or thatched roofs.
- Spend their nights and/or days at shelters, transit homes, short stay homes, beggars' homes and children's homes.



Fig. 3 : Homeless people staying on roadside footpaths

PROFILE OF THE URBAN HOMELESS

FAMILIES:

Families residing on the pavements for generations: They have migrated permanently from the source area and are residing on the pavements for several years/decades.

Seasonal Migrant Families

They consist of both inter-state and intra-state migrant families who migrate to the urban areas for a few months every year, as there is no employment in the source area during these months.

Occupational Migrant Families



Fig. 5: Occupational migrant families

Distress Migrant Families: Families who have temporarily migrated from the source area because of social ostracization, natural calamities like droughts and floods, indebtedness or poverty that rendered it impossible for them to continue residing in the source area. They may choose to either move out of the source area on a permanent or temporary basis.



Fig. 4: Seasonal migrant families

They consist of both inter-state and intra-state migrant families who migrate for a specific work and once the task is completed they move on to another area where there is a work requirement.



Fig. 6: Distress Migrant Families

Nomadic Tribes: These tribal families are nomadic in nature and they do not reside in one particular place but keep moving around. These families may have permanent residents back in their place of habitation.

INDIVIDUALS:

- Migrant (Men/Women) whose families continue to reside in the source area, either the man or the woman in the family would have migrated to the nearest city in search of employment
- Destitute elders residing on the streets
- Destitute Women/Men/Children residing on the streets
- Persons with Disability/Persons with psycho-social difficulties residing on the streets
- Sexual and Gender Minorities residing on street (LGBTQ)

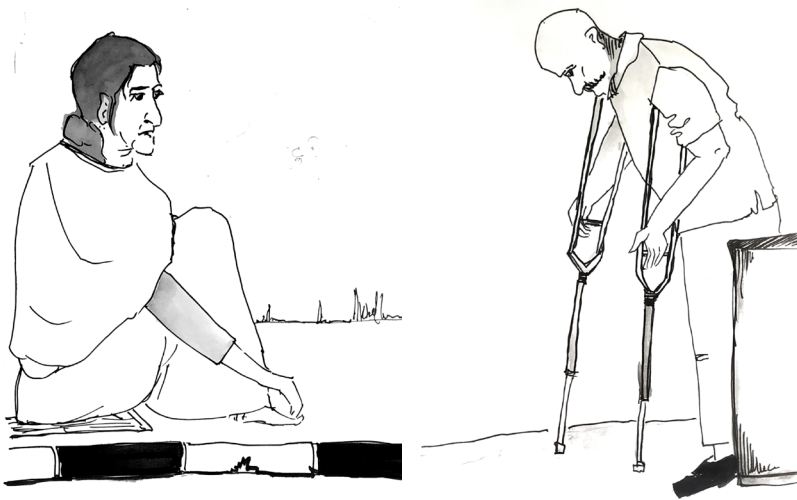


Fig. 7: A homeless can be a destitute elder, a person with disability and a person of gender minority

It is to be noted that some of the homeless individuals/families are involved in begging. There is also a need to differentiate between those involved in begging to survive and those involved in organized begging.

Therefore, it is important to understand the profile of the homeless so that specific interventions can be planned for them.

DID YOU KNOW?

- *There are 2,56,896 urban homeless households and 9,28,348 urban homeless population in India (Census 2011)². Activists who participated in many cities, being part of the IGSSS initiative, National CityMakers Caravan (nCMc), as volunteers in 2011 Census did give their representation to the then Census Commissioner stating that in many cities, the homeless were not counted to their exact numbers, leading to gross underestimate. This needs to be borne in mind when we plan for an initiative for the homeless that we are catering to an underreported number.*
- *Homeless comprise 0.15% of the country's population (India Spend)³*
- *There has been a 20% increase in the number of homeless people living in the cities as compared to the 2001 Census.*
- *26% of the homeless in the country are living in Greater Mumbai, Delhi, Kolkata, Chennai and Bangalore.*

HOW TO IDENTIFY THE URBAN HOMELESS

The urban homeless are the most invisible residents of the city living under the shadows of the structures they build. There is a need for adopting a sensitive, pro-poor approach while identifying the homeless. Some of the ways by which an urban homeless can be identified are as follows:

- **Mapping of Homeless Locations:** Before conducting the survey, the mapping of hotspot locations has to be conducted jointly by the ULBs and CSOs. The mapping of locations should commence based on discussions/consultations with the local authorities, NGOs and CSOs working on the issue of homelessness and the homeless persons.

² Ref: Census 2011 -- <http://www.censusindia.gov.in/2011census/hh-series/hh02.html>

³ Ref: <http://archive.indiaspend.com/cover-story/indias-target-for-homeless-60000-houses-a-year-29465>

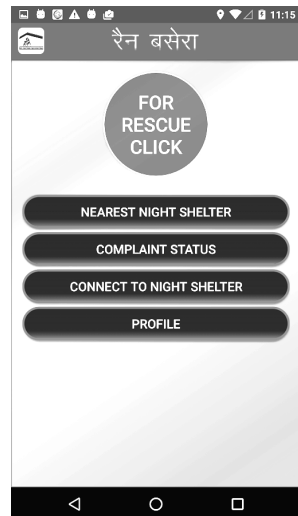
- **Night Survey:** Joint rapid head-count night survey (preferably from 11 pm to 5 am) by the ULBs along with the NGOs/CSOs once in every 6 months will help in the identification of the locations where most of the homeless persons reside. A database will help in evolving a city-wide plan for setting up shelters for homeless persons.

- **Street Engagement Programmes:** Street engagement programmes are people-friendly night visits to the homeless individuals aimed at establishing rapport with the communities. Street engagement programmes involve group/ individual informal interactions with the homeless. Many groups in Delhi have Night Vigils once to twice a week from 9 pm – 5 am. In the winter months, such night visits are carried out daily and mandated by the Delhi Urban Shelter Improvement Board (DUSIB), the government agency responsible for the upliftment of the urban homeless in Delhi.

- **Soup Kitchen:** Soup Kitchens can be set up in hotspot locations where the homeless populations can avail food. The existing shelters in the hotspot locations can also function as soup kitchens. The Amma Unavagam of Tamil Nadu could be adopted as a model for Soup Kitchen.

- **Information Campaigns:** The ULBs can design information campaigns that include, putting up posters in bus stands, railway stations and prominent areas stating the whereabouts of the nearest shelter for the homeless. Audiovisual Public Information materials can be created and widely circulated through radio stations, television channels, movie theatres for spreading awareness about the availability of shelters and sensitization of the general public about the issues of homelessness.

Helpline for the Homeless: Setting up a separate helpline or making provisions in the existing helpline to attend calls from the general public is a key strategy to identify homeless in distress situations. In this context, a noteworthy initiative is the GPS enabled mapping of the homeless. The Delhi government has an APP through which any person can take a picture of the homeless sleeping precariously on the street and that gets relayed to the shelter closest to that location and the concerned VO / SMA reaches that spot and tries its best to relocate the homeless resident to its shelter. The message is delivered to the person who sent the picture, on the status of her/ his initiative.



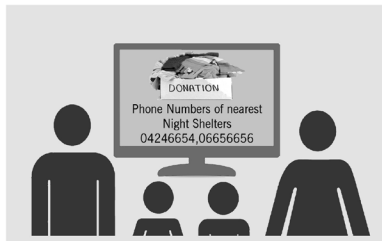
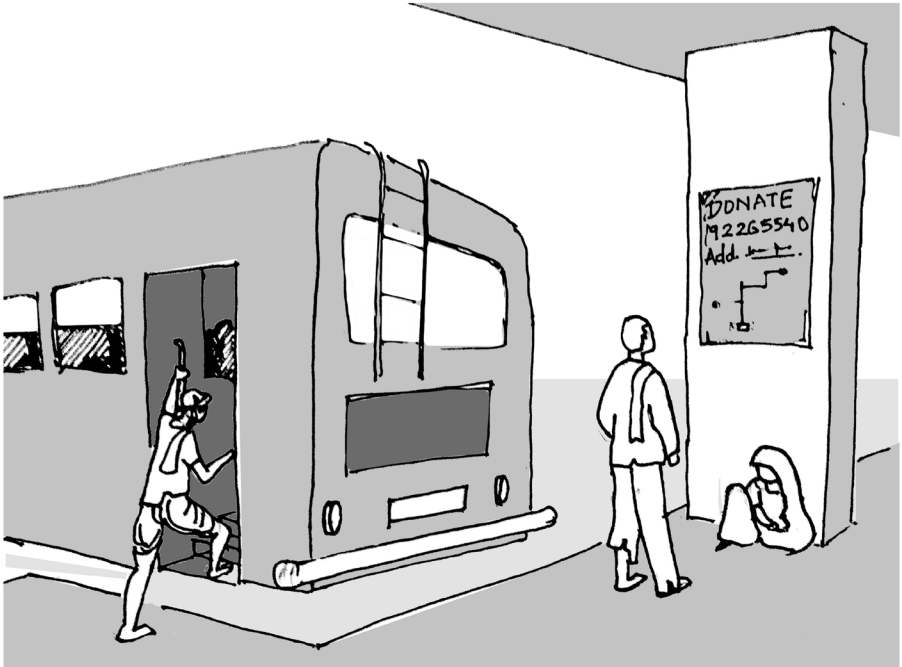
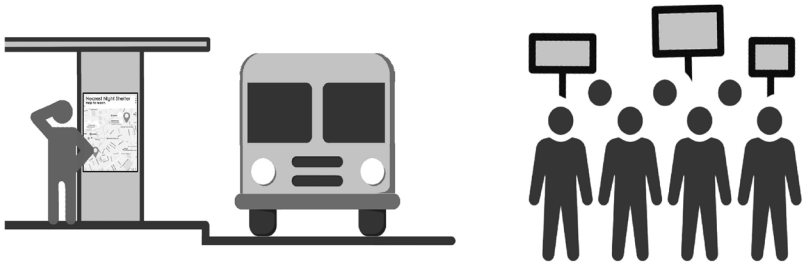


Fig. 8 : Through various communication and engagement means one can identify urban homeless.

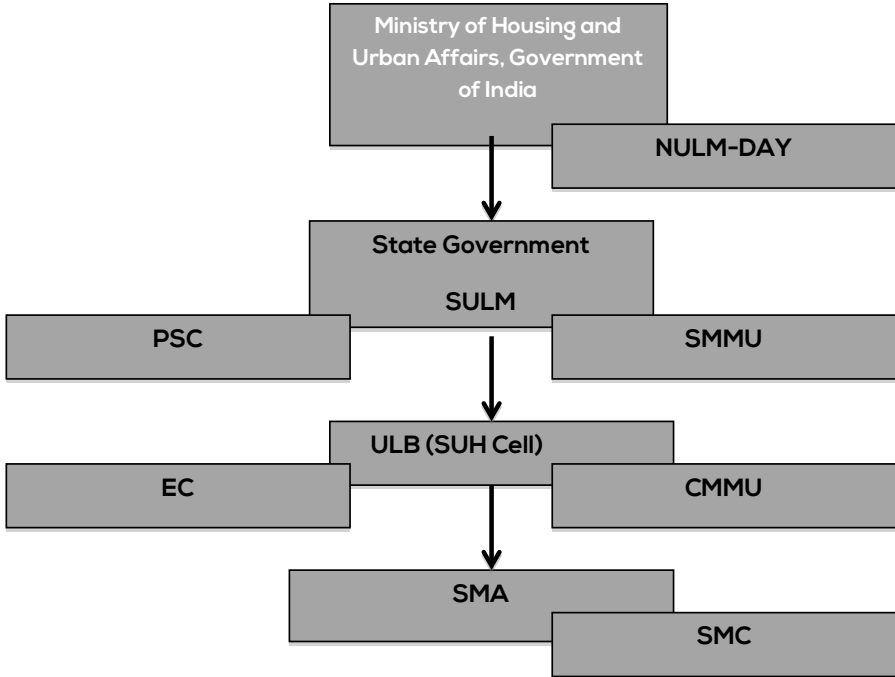


MYTHS VS. REALITY

- *Myth: The urban homeless are lazy.*
Reality: Definitely not, latest surveys across different cities reveal that over 85% of the urban homeless are involved in hard physical labour work. And the remaining are elderly, destitute or children who require state support and care.
- *Myth: The urban homeless deliberately choose to reside on the streets jeopardizing the safety and welfare of their dependents.*
Reality: Definitely not, as the livelihood options of the homeless are location-centric and as rental houses in the urban areas are not affordable, they are forced to remain homeless. They do not live on the streets by choice but because of compulsion.
- *Myth: The urban homeless are a burden to the city*
Reality: Definitely not, they are the ones who built the city, thus they are rightly called CityMakers⁴. They are the shakers and movers of the urban local economy. And their human rights need to be ensured and protected.
- *Myth: The urban homeless are largely into addiction, crime and wayward life.*
Reality: Only a minuscule section of the homeless are into drugs. And it is the harsh life on the streets that forces some of the homeless into substance abuse. The many who are addicted to substances of various kinds need more support in the form of better de-addiction programs and shelters.

⁴ Ref: Indu Prakash Singh, *CityMakers: Tribulations and Triumphs – A Saga of Heroic Struggle of the Homeless Residents of India*. New Delhi: Mukul Prakashan, 2016.

2. THE IMPLEMENTING AGENCIES



The Shelter for Urban Homeless (SUH) component under the Deendaya Antyodaya Yojana (DAY)/ National Urban Livelihood Mission (NULM) is implemented by the Ministry of Housing and Urban Affairs (MoHUA), Government of India.

As per the guidelines, the nodal department at the state level for implementing NULM is the SULM. A State Mission Management Unit (SMMU) shall monitor the implementation of the scheme at the state level. The Project Sanction Committee (PSC) will approve the proposal submitted along with the DPR (Detailed Project Report) submitted by the ULBs.

At the Urban Local Body (ULB) level, the City Mission Management Unit (CMMU) will ensure quality in the implementation of the project and an Executive Committee (EC) also comprising of Civil Society (CSOs) will monitor the project. The ULB shall assign a nodal department for implementing SUH and a SUH cell will be formed comprising of social workers with medical and psychiatry specialization and support staffs who will be trained and empowered. SUH cell shall also comprise of trained rescue staffs and rescue vehicles.

The shelters are maintained by the Shelter Management Agency (SMA) and the committee formulated to monitor the activities of the shelter is the Shelter Management Committee (SMC).

3. THE GUIDING PRINCIPLES FOR REACHING OUT TO THE HOMELESS

The implementing agencies of SUH should adopt a just, humane and sensitive approach to ensure that the urban homeless are able to access shelter and other allied services and their human right to life and dignity is safeguarded. At the same time, people-centric, pro-poor approach should be adopted in planning, implementation and evaluation of the SUH programme.



Fig.9: Inclusion of rights of Homeless through Community participation

The key approaches for implementing SUH programmes are:

- **Community Participation:** The homeless community should be involved in the planning, implementation and evaluation phases of the programme. The state should ensure that the participation of the community is not tokenistic.
- **Consultative Planning:** The planning process of SUH at the ULB level should involve several rounds of consultations with the communities, the civil society organisations, academicians and legal and social experts. The suggestions from the above consultations should be included in the plan documents. The Executive Committee should have active participation of civil society members.
- **Clear and Mutual Partnership between the ULB and the Shelter Management Agency (SMA):** The partnership between the ULB and the SMA should be governed by the principles of equity, transparency and dignity-based mutual partnership.
- **Collective Monitoring:** Participatory Evaluation Mechanisms should be adopted while monitoring the shelters. A team of experts including civil society members should be constituted before assessing the performance of the

shelters. The monitoring process should ensure that the voices of the residents of the shelters are captured. The ULB should not resort to policing the NGOs in the guise of monitoring the shelter. A formal Social Audit should be conducted at least once a year.

- **Centralized guidelines for reporting and grant settlements:** The State Government should derive a uniform finance and programme reporting format. Online Reporting/Management Information System (MIS) formats will be more effective. The SMA should ensure timely submission of finance and programme report and the ULB should ensure timely disbursement of finance, failing which advance payment systems need to be initiated.
- **Inter-departmental Coordination:** As most of the allied services for the urban homeless including access to entitlements are to be provided by different departments there is an emerging need for inter-departmental coordination among line departments.
- **Capacity Enhancement Programme:** Quarterly Capacity Enhancement Training Programmes should be conducted by the State Level Nodal Agency for the ULB and the Shelter Management Agency. A workshop should be conducted once a year to review the functioning of the programme and to facilitate a shared learning experience.
- **Community Accountability and Transparency:** The state government should adopt an accountable and transparent approach in this programme. For this, the state government should have the following activities:
 - a. Proactive disclosure of information in the public domain
 - b. Pamphlets disclosing the information about the shelters are distributed in the communities
 - c. Information Campaigns launched in the popular media



Fig. 10 : Inter-departmental meetings

4. PROCESS TO BE ADOPTED FOR IMPLEMENTING “SUH”

Selection of the Implementing Agency (Shelter Management Agency)

The Shelter Management Agency (SMA) should have a minimum of 3 years of experience in working with the homeless community. The SMA should have the experiences of managing shelters, homes or orphanages and the ability to demonstrate sustainability of the programmes previously undertaken. Apart from these, the SMA should have the experience of grants management or previous experience of working with any Government agencies or projects.

Selection and Approval Process

Step 1: Advertisement in the print media inviting organisations interested in managing a shelter for the homeless.

Step 2: Submission of Expression of Interest (EOI) by NGO/Organisations/ Institutions addressed to the Nodal Department located in the ULB. Quality Control Based System (QCBS) should be adopted to ensure a good and transparent system. The selection criteria should include a 90% weightage for Quality assessment and 10% for Financial assessment to ensure that only genuine care providers get empanelled as SMAs.

Step 3: Programme and Finance Assessment visit undertaken by the Nodal Department of the ULB.

Step 4: The CMMU to scrutinize the proposal based on the qualification mentioned in the EOI and the Assessment report of the Nodal Department of the ULB.

Step 5: The draft approval notes along with the copy of EOI and the Assessment Report will be sent to the Executive Committee for final approval.

Step 6: Signing of Memorandum of Understanding (MOU) by the head of the ULB and the SMA

Identification:

The homeless are identified through a process of enumeration. The SMMU will engage a team of experts and evolve the survey formats and the methodology. The nodal department of the ULB along with the SMA and CSOs will conduct the night survey. A team of researchers will be identified to initiate the process and to consolidate the findings

The enumeration will include the following components:

- a. Demographic and Occupational Profile of the Homeless
- b. Social Vulnerabilities
- c. Access to Services/Schemes
- d. Needs Assessment
- e. Resource mapping (identification of vacant lands/buildings)

Based on the findings, the ULB will develop a detailed implementation plan for homeless shelters and allied services that will be implemented after formal approval from the Executive Committee.

- In order to systematically plan the locations, numbers and nature of permanent shelters to be established for homeless populations in any city, the necessary first step is to conduct a rapid mapping of the concentration of homeless population in the city.



Fig. 11: Survey of condition of homeless with the help of enumeration.

- The survey is not a closed process and the SMA will interact with the homeless in their respective zones as a part of their street engagement programme.
- The shelters provided need to adhere to the NULM norm of 50 sq. ft. per person. Going by this, shelter size will depend on the number of homeless residents found in a location. These shelters need to be actually Shelters Cum Activity Centres (SCACs), imparting life skills and market-oriented skill programmes for the homeless. Counselling and other facilities for recreation must also be accounted for in the shelters.

Rescue:

Two types of rescue process:

- Rescue operations will be conducted by the SMA and CSOs in their respective areas of work through night visits (street engagement programmes) where the Shelter Manager will establish rapport with the homeless community. The homeless persons in critical situation identified will be admitted in the government hospital in the locality.
- The public who identify homeless in a critical situation can make use of the helpline or APPs (existing at the ULB level or a helpline specifically set up for the homeless) to report the location and condition of the homeless. Public awareness programmes will be undertaken by the ULB to motivate the general public to make use of the helpline number or APP to report the location of homeless in distress situations.

Rescue Operation:

- The details received about the location of the homeless in a distress situation will be transferred to the SUH cell located in the nodal department of the ULB.
- A social worker with medical and psychiatry specialisation and training, appointed at the SUH cell located in the nodal department of the ULB, will be responsible for coordinating with the rescue call and dispatching the rescue vehicles to rescue the homeless persons in distress situation. The Shelter Manager at the transit shelter will be exclusively in-charge for the pre-induction procedure.
- The ULB will allocate two (depends on the size of the city and the homeless population) rescue vehicles (24X7) for the purpose of rescue.
- The rescue vehicles will be made available 24X7 with two Para-medical (rescue) staff and a helper (specifically trained for the rescue process) to support the rescue operations.

- The rescued homeless (not belonging to any of the special needs categories as mentioned below) will be admitted in a transit shelter and the pre-induction process will be completed within two days of the rescue process. Afterwards, she/he will be referred to the existing shelters based on the assessment.

Specific Instructions Regarding Rescue of Homeless Persons with Special Needs (Women, Children, the infirm, the elderly and persons with Psycho-Social Disabilities):

- The social worker with medical and psychiatry specialisation and training will accompany the rescue team and help in identifying the homeless a person with special needs.
- The social worker will carry out the preliminary assessment of the rescued homeless person and will complete the admission process to the specific transit shelter.
- For the persons with special needs, the transit shelter will be equipped with specialised wards so that the rescued homeless are entitled to a specialized pre-induction process.
- The specialized wards in the transit shelters will comprise of:
 - a. Recovery ward (separate for men and women) for the infirm
 - b. Geriatric care unit (separate for men and women) for the elderly
 - c. Psychiatric ward (separate for men and women) with psycho-social disabilities
 - d. Special ward for women and children

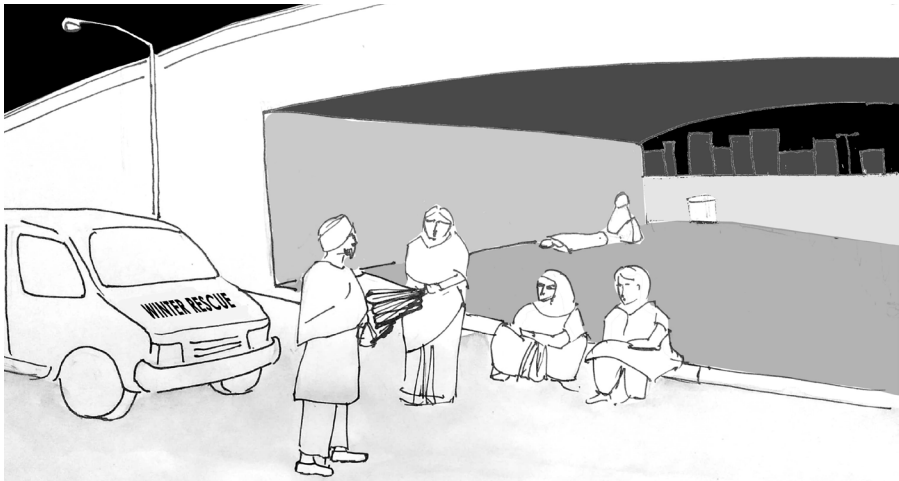


Fig. 12: Rescue operations conducted by the SMA and CSOs.

Induction and Admission Process:

Pre-Induction Process:

- The local police station should be informed about the rescue process and assisted in the process to trace the family/relatives of the homeless. The memo has to be availed from the local police station and documented along with the admission form.
- Filing up of Admission Form with the general details of the rescue mission at the Transit Shelter by the Social Worker specialised in medical care and psychiatry.
- Counselling and allocation of the homeless to the specific wards located at the transit shelter.
- If a homeless child is rescued, the child should be produced before the Child Welfare Committee (CWC), a person with a psychosocial disability should be produced before the District Magistrate based on the existing legal framework of the State. This process has to be completed by the Social worker at the ULB.

Induction Procedure:

- Consent forms (for those identified through street engagement) and Referral Letters (homeless persons with special needs) should be filled in by every homeless resident both at the recovery wards and in the regular shelters (if the homeless person is illiterate then by the social worker with the homeless person's thumb impression on the signature line)
- Health Screening and Counseling Support.
- Medical Treatment
- Follow up with the police to trace the family/relatives of the rescued person (need for verification of First Information Report (FIR)/missing complaint)
- Enquiry/Counselling session with the family to explore the possibilities of immediate re-integration with the family or verification of identity documents available with the family.
- Detailed profiling to be undertaken based on the counselling process, police follow-up and family enquiry report. The referral or re-integration process will be based on the detailed profile.
- The rescued homeless individual under exceptional circumstances (family/parents unwilling to take custody and absence of claimant) will be referred to the specialized shelter.
- Repatriation process (for those who have run away or found missing from institutions or family) will be carried out after enquiry and verification along with the local police station.
- File Closure Procedures to be followed and Documentation regarding the same should be made available after the referral or the repatriation process.

5. SERVICES TO BE PROVIDED IN THE SHETLER

Basic Services:

- Each shelter should have a proper display of legible name board and the text should be in the vernacular language and English
- Shelters should provide all facilities for a dignified human living. A space of 50 square feet per person (for storage and sleeping).
- Well ventilated rooms
- Standard lighting for shelters, including emergency lights
- Adequate toilet and bathing facilities (following the accepted norms and standards), including running water, water storage cans, buckets and mugs.
- Adequate fire protection measures, as specified under guidelines for enclosed public places, with clear and functional fire exits.
- Suitable waste management arrangements
- An open space, either on the ground or the terrace, with additional spaces based on livelihood and storage needs of residents, such as for parking rickshaws and carts, and storing sacks of collected waste for those engaged in waste picking.
- Common kitchen/cooking space, necessary utensils for cooking and serving, cooking gas connections, etc.
- Bed and bedding (blanket, mattress, pillow, bed-sheets) on a use basis. Regular cleaning of blankets, mattresses and sheets, and maintenance of other services.
- Personal lockers for personal storage space
- Water arrangements (potable drinking water and other needs) and sanitation with regular running water supply.
- Common recreation space with television, reading space, etc.
- First aid facility
- Pest and vector (mosquito) control, with regular fumigation.
- Linkages of homeless persons (especially the destitute, elderly and children) with the Public Distribution System (PDS) for availing subsidised food grains and other entitlements and identifications documents
- Regular cleaning and maintenance of the shelters
- Barrier Free Environment for Persons with Disability and Elderly including hand railings in toilets, ramps and wide doors to facilitate entry of wheelchairs

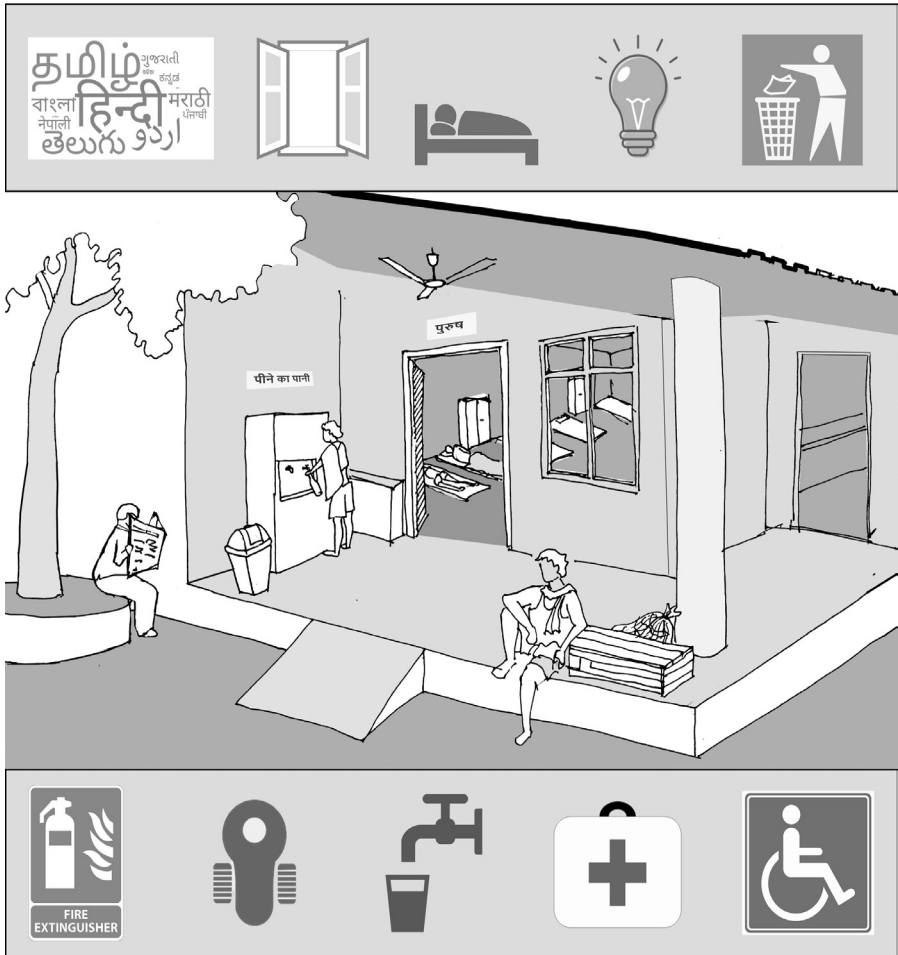


Fig. 13: Basic Services inside the Night Shelter

DID YOU KNOW?

- There are 1397 shelters functioning in India of which 819 are funded under DAY-NULM⁵
- The capacity of the existing NULM shelters in India is 40,622

⁵Ref: https://nulm.gov.in/SUH/SUH_Rept_City_Shelter_Details.aspx

Types of Shelters:

- **Shelter for Men, Women and Families**

- Separate shelters for men and women and families
- There can also be a rehabilitation strategy for the men, women and families living in shelters which allows them to move out, in a better condition, with the government assisted housing and skill training, to lead better lives.

- **Special Shelters**

- Residential School for Children
- Shelters for the mentally ill
- Shelters for the physically challenged
- Shelters providing geriatric care
- Recovery shelters for the infirm homeless
- Shelters with de-addiction facilities
- Shelters for gender minorities
- Shelters for women

And also shelters to pregnant and lactating mothers

- **Special Provisions for Women and Children**



Fig. 14: Special Provisions for Women and Children

Women Shelter:

- **Protection, Security and Privacy for Women:** Special care should be taken to ensure the safety, security and privacy of the residents of women's shelters in view of the violence, abuse and exploitation they face on the streets. Such shelters must be separate from men's shelters with security services where the ratio of women staff to male staff must be high, and women staff must be available to aid residents round the clock.
- **Food production units:** The women could be involved in the production of food for the residents of the shelter and could also be considered as a livelihood option for the women.
- **Psycho-social counselling** arrangements must be made available since most of the homeless women are victims of domestic violence, sexual abuse and experiences which may require special care. Counselling facilities should also be made available for children.
- **Training and Livelihood Support** should be provided at all women's shelters. Livelihood counselling could be arranged so that they become self-dependent in course of time. Training and short-term courses can be started for women for which they should also receive a stipend from the government.
- **Legal support** should be provided to the women in need through linking them with CSOs working on legal aid, and through State legal Aid agency for referral of cases.
- **Linkage with Protection of Women from Domestic Violence Act (PWDVA):** There should be facilities of linkages of women victims of domestic violence, living in shelters, with the existing Protection Officer of PWDVA, for speedy follow up and immediate relief.
- **Linkage with de-addiction centres:** There should be one de-addiction centre for every 10 shelters and at least one de-addiction centre exclusively linked with women shelters in every city. The de-addiction services will have to be provided free of cost as most people who will be using them will either not want to pay for these services or/and will not be in a position to pay for them.

Special provisions for Children:

- There should be provision for crèches and nurseries within the shelter premises for the children.
- Children up to 10 years of age should stay with their mothers in the same shelter.
- Residential schools to be set up for Children of 10-18 years to ensure their access to the Right to Education.
- Residential schools should evolve and implement a comprehensive child protection policy.

Rehabilitation:

The residents should be entitled to the following facilities as a part of rehabilitation measures:

- Psycho-social counselling, referral and health services (inclusive of de-addiction services) to be provided for the residents
- Recreation facilities should be made available in the shelters based on the specific type of the shelter. Activities like Kitchen Garden, Community Kitchen, Soup Kitchen, Celebrating Events and Festivals should be included.
- Educational and Child-care facilities, for dependent minor children should be made available. Children who are not dependent should not be made to stay in a shelter but in residential schools set up exclusively for this purpose.
- Livelihood counselling along with Individual Rehabilitation Plan to be evolved so that they become self-dependent in the course of time.
- Training programmes on Life Skills, Vocational Skill Building, Self-Employment, Credit Linkages and Employment Referrals to be made available.

- There should be one de-addiction centre for every 10 shelters and a minimum of one de-addiction centre exclusively linked with women shelters in every city
- Referrals to specialized homes for long-term rehabilitation for the elderly, children in distress and the mentally ill.
- Legal support should be provided through linkage with CSOs and the State Legal Aid agency
- Efforts should be made towards re-integration, enhancement of employability and linkages to housing schemes so that the urban homeless are no longer homeless and are self-sustainable:
 - Permanent homeless shelters with amenities and facilities/Ownership of affordable dwelling units in programmes such as Housing for All
 - Working women's and men's hostels for single working poor men and women
 - Labour transit camps for construction workers.
 - For the most vulnerable segments of homeless persons, such as old, persons with psycho-social disabilities, etc, there should be long-term social protection institutions with appropriate services and pensions provided to them.
 - Rental accommodation or dwelling units for the migrants

Referral & Re-integration:

- Measures should be taken not to forcibly re-integrate or refer the residents of the shelter, the consent of the resident should be the key principle
- There should be detailed documentation of the referral or re-integration process inclusive of the contact number of the families/institutions where the residents are reintegrated
- Quarterly follow up should be conducted on those who are reintegrated and files should be regularly updated
- The staff of the CSOs should be present during the reintegration process

- A detailed documentation including the case sheets of the residents along with the counselling procedure and file closure procedure should be maintained at the shelter for all those referred to institutions or re-integrated with family members
- In case of death in the shelters, the ULB has to be informed and involved till the closure of files that are duly verified and signed by the authorities

Space for Convergence (Linkages to Entitlements):

Shelters should be a space for convergence where provisions for various government entitlements like social security, food, education, livelihood and housing schemes be ensured to the homeless persons so that they no longer remain homeless. The entitlements for the homeless residents in the shelters should include:

1. Birth Certificate, Age Proof
2. Old age certificate, widow certificate, and disability identity card to be eligible for pension
3. BPL card / PDS ration card / Voter Identity card
4. Bank or post office accounts
5. Access to Integrated Child Development Scheme (ICDS) or Anganwadi services/ Admission to government schools



Fig. 15: Various govt. entitlements

6. Linkage with other components of DAY/NULM to ensure income generation and livelihood restoration
7. Linkage with National Urban Health Mission (NUHM)
8. Admission to all public hospitals with free medicines and treatment
9. Linkage with Housing for All programme
10. Free legal aid
11. Any other entitlement as deemed fit for the homeless person by the local ULB

6. ROLES AND RESPONSIBILITIES

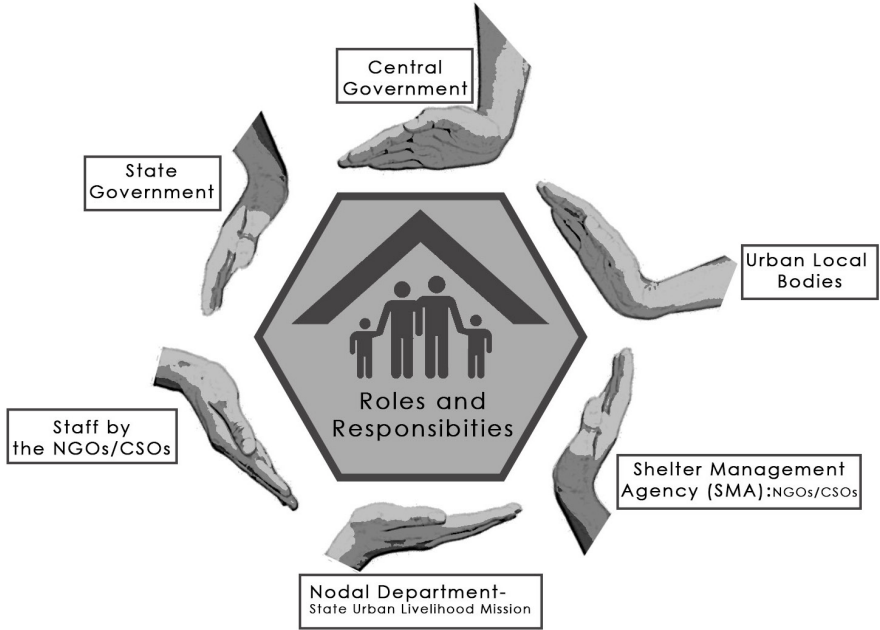


Fig. 16: Roles and responsibilities

Central Government:

- The Technical Advisory Group (TAG) to include experts on homeless from CSOs, social activists, academics, and intelligentsia. The National Mission Management Unit (NMMU) should be transparent and accountable.
- To ensure that SUH is linked with other components of NULM and other social security schemes. A guideline regarding the same should be evolved at the central level.
- To encourage States to evolve policy framework at the state level to ensure quality implementation of the scheme
- To facilitate review meetings periodically to assess the quality of the programme
- Evolve training modules and organise periodic capacity enhancement programmes for the state government
- To increase the Human Resources component in the budget and to support adequate staff structure for the SMMU and for CMMU
- To have adequate budget allocation for Rehabilitation and Re-integration process

State Governments

- To evolve a policy framework at the state level to ensure sustainability of the programme and to ensure quality implementation of the programme avoiding bureaucratic hurdles
- To ensure inter-department coordination of various line departments so that the homeless have access to their entitlements without any hurdles
- To ensure that the PSC is formed and meet twice in a year
- To monitor the work of the SULM by conducting periodic review meetings
- To evolve a common MIS system at the state level and evolve finance and programme reporting format
- State to conduct a yearly audit to assess the quality of implementation of SUH by the ULBs

Nodal Department-State Urban Livelihood Mission

- To ensure quality implementation of SUH
- To ensure that all the ULBs have a functional EC in place
- To enhance the capacities of the ULBs on a regular basis
- To facilitate shared learning initiatives including exposure visits
- To ensure periodic participatory monitoring and review processes
- To ensure that the ULBs conduct city-wide survey on a regular basis
- To ensure that all the ULBs have established helpline for the homeless
- To ensure a state level grievance redress system

Urban Local Bodies

- Administration: To set up structures like EC, SUH cell so that the implementation of SUH is smooth. The monitoring of the SUH programme to be undertaken by the Nodal Department of the ULB and the CMMU.
- Helpline: Setting up of a helpline for identifying the homeless
- Monitoring: To facilitate participatory monitoring process and shelter audit process with increased civil society and community participation
- Capacity Enhancement Programme: To facilitate capacity enhancement programme for the ULB staffs and the shelter staffs of SMA
- Finance: To ensure that the SMAs are able to receive payments on time and to enhance their capacities to submit bills and receipts as per the guidelines of the ULBs. To ensure timely disbursement of the advance amount to the SMA before 5th of every quarter.
- Grievance Redressal Cell: There should be a grievance redress cell at the city level

ULBs to ensure following services in the Shelters for Urban Homeless:

- **Location of Shelters:** To ensure that shelters are located near to the zones of homeless concentration so that the homeless are able to access it. This would also ensure their continuity of occupation. No homeless shelters should be built at a distance 5 kms or more, away from where the homeless live and work.
- **Building and Design of Shelters:** Buildings whether newly constructed or renovated must be assessed and certified to be safe for habitation by a competent technical authority. The building must also be designed in such a manner as to make it accessible to elderly persons. Ramps should be installed to facilitate wheelchair access.
- **Name boards and hoardings:** The shelters should have a proper display of legible name/symbol boards and the text should be provided in English and the local vernacular language. The address of the shelter should also be written on the board. There should be proper hoardings across the location so that the homeless are aware of the existing shelter.
- **Space:** The minimum space allocated per person is defined to be 3.5 square metres per person / 50 sq. ft. per person. The building must thus be constructed/ selected keeping in mind this norm as well as the capacity requirements. The space dimension of the shelter should be specified on the public domain/ website and reports.
- **Toilets:** Standards specified in national and international building design guidelines must be adopted with respect to the construction of toilets. No fees may be charged for usage.
- **Water:** Running water must be provided in all the bathrooms and must be available throughout the day with adequate arrangements being made in areas without access to 24X7 piped water supply. During winter, hot water supply should be made available.
- **Fans, coolers, heaters:** Adequate arrangements must be made for fans in all the rooms of the shelters. Where required, coolers and heaters must be provided in the summer and winter seasons respectively.
- **Ventilation:** The shelter must be well ventilated.
- **Emergency lights:** All shelters should be sufficiently equipped with emergency lights.
- **Mosquito control:** The shelter must be regularly fumigated to control mosquitoes breeding. Wire meshes must be installed over open spaces and windows to ensure pests are kept out.
- **Pest control:** Pest control must be conducted at regular intervals to ensure cleanliness and maintenance of hygiene.
- **Waste management:** Suitable waste management arrangements should be put in place.

- **Lockers:** Shelters must be equipped with locker facilities, thus allowing residents to store their belongings safely.
- **Information Campaign Launched:** Information on the helpline and the availability of the shelters should be disseminated widely with the general public.
- **Savings deposit facility:** Residents, who for whatever reasons are unable to access banking services, must be provided with the option to deposit their savings at the nearest post office.
- **Banking service:** Efforts must be made to extend banking services to residents of shelters. The shelter may be listed as the permanent residence of a resident.
- **Post-box number:** The shelter should have a post box number and also a common phone/mobile connection for the ease of communication.
- **Subsidised meals:** Subsidised and quality food should be provided at least twice a day. Community canteens could be set up within the shelter premises or adjoining area, to facilitate access of shelter residents to subsidised food.

Shelter Management Agency (SMA): NGOs/CSOs

- To conduct a night survey along with the ULB
- To adopt a humane and community-centric approach in managing the shelter
- To ensure that the shelter is safe and habitable
- The shelter should have a Shelter Management Committee (SMC) that comprises of representatives of the residents, the NGOs, ULB and CSOs
- To recruit a full-time shelter manager (preferable a trained social worker), caretakers (for kitchen management, dispute resolution, record maintenance, etc)
- To ensure that the capacities of the shelter management staffs are regularly enhanced
- To provide counselling and maintain individual records for every resident in the shelter including rehabilitation plan with a timeframe
- To ensure a Rehabilitation Action Plan is prepared and all the residents are rehabilitated based on their specific needs
- To issue photo-identification cards to the residents of the shelter issued by a competent government authority. Provision of providing identity card of the residents could be planned with the State authorities and this card should be considered as proof of residence
- To facilitate the provision of Antyodaya Anna Yojana (AAY) cards, ration cards to the residents. Provision of providing identity card of the residents could be planned with the State authorities, which in a way could ensure direct inclusion of residents in the existing food-related schemes of the State like AAY

- To ensure linkages of the residents of the shelter with various government entitlements
 - To maintain a register of all the residents, which captures the details of their homes, lives, reasons for being homeless, skills-sets etc.
 - To provide the residents of shelter linkages with credit sources such as bank and post office. This would enable homeless women, residents, to start some kind of short-term business or enterprise. Livelihood counselling can be arranged for the residents so that they become self-dependent in the course of time. Training and short-term courses can be started for them for which they should also receive a stipend from the government to pay for the mess charges
 - To submit finance and programme reports before 5th of every month based on the format prescribed by the ULB
- To maintain the following records:
 1. Master Register
 2. Shelter Asset Inventory Book
 3. Attendance Register
 4. SMC (Shelter Monitoring Committee) Meeting Register
 5. Personnel Register with Salary Payment Details
 6. Guest Register
 7. House Keeping Register
 8. Health Register
 9. Maintenance Register
 10. Re-integration Files (with File Closure Procedure)
 11. Rehabilitation Files (with File Closure Procedure)
 12. Individual Profile of the Residents (Counselling & Rehabilitation Action Plan)
 13. Complaint and Suggestion Register
 14. Monitoring and Audit Register
 15. Monthly and Annual Report Record

Staff appointed by the NGOs/CSOs (Non-Negotiables):

- The homeless residents shall be treated with respect and their dignity must be upheld.
- Must uphold the principles of confidentiality, non-judgemental and unbiased approach towards the homeless.
- Shelter management should be done in consultation with the residents only.
- The staff appointed will accompany the rescue team when the homeless person is identified to be a person with special needs.

- To ensure that the rescued individual undergoes health screening and medical treatment.
- The staff will conduct a preliminary assessment and will complete the admission process for the rescued homeless to the specific transit shelter.
- The staff will be exclusively responsible for the induction process that includes providing information about the homeless rescued to the nearest police station and avail a memo from the station, compiling the socio-demographic particulars of the individual, providing with the necessary materials including food, water and clothing to the resident and screening of illness along with provision of appropriate treatment.
- Follow up with the police to trace the family/relatives of the rescued person (need for verification of FIR/missing complaint).



Fig. 17: Part of counselling activities undertaken by NGO/CSO

- To engage in counselling activities, maintain individual records for all the residents and update it on a regular basis
- A detailed Rehabilitation Action Plan (RAP) has to be prepared for all the residents. The residents have to be rehabilitated or reintegrated based on the RAP.
- If the homeless individual is abandoned by the family, enquiry/counselling session with the family to explore the possibilities of immediate reintegration and verification of documents available with the family.
- Reintegration process (for those who have run away or found missing from institutions or family) will be carried out after enquiry and verification along with the local police station

- The rescued homeless individual under exceptional circumstances (family/parents unwilling to take custody and absence of claimant will be referred to a specialized shelter or other orphanage homes in respective states.
- If a person with a psychosocial disability is rescued, she should be produced to the District Magistrate based on the existing legal framework of the State.
- Closure documentation made available after the referral or the reintegration process. Periodic follow up of the reintegrated persons and relevant documentation to be maintained.
- Legal Procedures to adhere: If a homeless child is rescued the child should be produced before the CWC
- Educational and child-care facilities, for dependent minor children to be made available. Children who are not dependent should not be made to stay in a shelter but in residential schools set up exclusively for this purpose
- Field visits to be carried out by the SUH cell to the shelters for the purpose of monitoring. Participatory monitoring techniques should be adopted by the SUH cell.
- The CMMU should conduct quarterly programme and finance review meetings with the SMAs.
- The Executive Committee should review the programme on a quarterly basis.
- Shelter audit should be conducted once a year by the Executive Committee. The audit should be conducted by a team of experts (including the CSOs, VOs) and the report should be submitted to the Executive Committee. The audit should be conducted unannounced.

7. CAPACITY ENHANCEMENT

- The state government shall ensure that the ULBs are provided capacity building training twice in a year.
- Training materials shall be prepared by the State Government in consultation with the CSOs.
- ULB shall conduct quarterly training for all the staff appointed by the SMAs.
- Monthly orientation/training should be provided by the SMAs to their staff and SMC.

8. GRIEVANCE REDRESSAL MECHANISM, MONITORING AND EVALUATION

Grievance Redressal System:

- All shelters need to maintain a complaint register at the shelter itself wherein residents can record complaints. There should also be a locked complaint box for those who prefer to use it instead of registering the complaint in the register.
- The Shelter Manager should be responsible for ensuring that complaints are redressed within a maximum of 15 days of being recorded. The Shelter Management Committee will ensure the timely redressal of complaints.
- If the complaints are not resolved by the SMC, the CMMU of the ULB will be the first appellate authority and the head of the ULB will be the second appellate authority.
- In case the grievance is still not redressed then the homeless resident can approach the SULM.

Monitoring & Evaluation:

- Field visits to be carried out by the SUH cell to the shelters for the purpose of monitoring. Participatory monitoring techniques should be adopted by the SUH cell.
- The CMMU should conduct quarterly programme and finance review meetings with the SMAs.
- The Executive Committee should review the programme on a quarterly basis.
- Shelter audit should be conducted once a year by the Executive Committee. The audit should be conducted by a team of experts (including the CSOs, VOs) and the report should be submitted to the Executive Committee. The audit should be conducted unannounced.
- The SLUM should conduct review and reflection meetings twice in a year and the reports of the social audit should be reviewed there.
- The review reports along with the social audit reports should be shared with the PSC.

Suggested Actions:

If the social audit conducted reveals poor performance by the ULB or the SMA in implementing the SUG programme, the following steps should be adopted:

- After the first social and quality audit visit, a notice will be issued to the ULB/ SMA for poor quality rating or failure of compliance to the guidelines.
- A maximum of 15 days will be given for the ULB/ SMA to rectify the error and submit an action taken report.
- A second social and quality audit visit will be undertaken to verify the action taken report.
- Failure of compliance to the issues identified in the notice after the second social and quality visit will result in automatic termination of the agreement between the ULB and the SMA. In the case of poor performance by the ULB, the State shall send a memo to the concerned department.
- The PSC/Executive Committee will function as the appellate authority to terminate the contract/agreement with the SMA or recommend appropriate actions against the ULB.
- A new agency will be put in place to manage the shelter if the agreement with the SMA is terminated.
- If the ULB continues to perform poorly the SULM shall take appropriate and adequate measures to ensure better performance.

Suggested Readings and Links

Readings

- “Shelters for the Urban Homeless A Handbook for Administrators and Policymakers First Edition: 2014”.Commissioners of the Supreme Court in the Case of Writ Petition (Civil) 196 of 2001
- “Supreme Court of India Civil Original Jurisdiction”. Writ Petition (Civil)No. 55 of 2003.URL: https://nulm.gov.in/PDF/Supreme_Court/Final_Report.pdf
- “Universal Declaration of Human Rights”, United Nations. Proclaimed by the United Nations General Assembly in Paris on December 10, 1948.URL: http://www.ohchr.org/EN/UDHR/Documents/UDHR_Translations/eng.pdf
- “The Unsung City Makers: A Study of the Homeless Residents of Delhi”, IGSSS, March 2012
- Indu Prakash Singh.2016 & 2017.”City Makers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India”. NewDelhi : Mukul Prakashan.
- Justice Kailash Gambhir Committee submitted its report on the state of shelter homes on July 1,2017. URL:<http://www.ihrn.org.in/files/editor/Gambhir%20Committee%20National%20Urban%20Livelihood%20Mission%20Shelter%20Inspection%20Report%20.pdf>

Internet Resources

- 1) DAY-NULM Website
URL: <https://nulm.gov.in/>
- 2) SUH User Manual
URL: https://nulm.gov.in/PDF/User_Manual/SUH_user_manual_new.pdf
- 3) NULM Mission Document
URL: https://nulm.gov.in/PDF/NULM_Mission/NULM_mission_document.pdf
- 4) Component Guidelines
URL: https://nulm.gov.in/PDF/NULM_Mission/NULM-SUH-Guidelines.pdf
- 5) SUH Shelter City Details
URL: https://nulm.gov.in/SUH/SUH_Rept_City_Shelter_Details.aspx
- 6) SUH Shelters by Category Type
URL:https://nulm.gov.in/CommonReport/SUH_Rept_Get_Shelters_ByCategoryTypeStateWise.aspx
- 7) State Level Shelter Monitoring Committee Details
URL: https://nulm.gov.in/SUH/SUH_Rept_Monitoring_Committee_Details.aspx
- 8) SUH Committee
URL: https://nulm.gov.in/SUH/SUH_Report_ALLCommittee_Citizen.aspx
- 9) Systematic Progressive Analytical Real Time Ranking (SPARK) State Wise
URL:https://nulm.gov.in/CommonReport/SparkMIS_Report.aspx?ComponentName=SUH

About IGSSS

Indo-Global Social Service Society (IGSSS) is a non-profit 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.

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