

Understanding Homelessness in Delhi

Rethinking Perspectives, Policy & Practice



Credits

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Understanding Homelessness in Delhi

Rethinking Perspectives, Policy & Practice

Prepared by:
Indo-Global Social Service Society (IGSSS)



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Acronyms

CSO	-	Civil Society Organization
NULM	-	National Urban Livelihood Mission
PMAY	-	Pradhan Mantri Awas Yojana
PMKVY	-	Pradhan Mantri Kaushal Vikas Yojana
MP	-	Master Plan
SBS	-	Sick Building Syndrome
ST & SC	-	Scheduled tribe & Scheduled Caste
SC	-	Supreme Court
OBC	-	Other Backward Classes/Communities
SUH	-	Scheme of Shelter for Urban Homeless
UN	-	United Nations
UNCHS	-	United Nations Centre for Human Settlement
GSS	-	Global Strategy for Shelter
UDHR	-	Universal Declaration for Human Rights
UK	-	United Kingdom
ILO	-	International Labour Organization
UNDP	-	Universal Declaration of Human Rights
HDI	-	Human Development Index
Adivasis	-	Tribals
Dalits	-	Untouchables
SAM:BKS	-	Shahri Adhikar Manch: Begharon Ke Saath
DUSIB	-	Delhi Urban Shelter Improvement Board
MNGO	-	Mother NGO
HRC	-	Human Rights Campaign/Commission
AAA	-	Ashray Adhikaar Abhiyaan
IHBAS	-	Institute of Human Behaviour and Allied Sciences
DHDR	-	Delhi Human Development Report
PIL	-	Public Interest Litigation
PILs: W.P.C	-	Public Interest Litigation : Writ Petition Civil
WUP	-	World Urbanization Prospects
NCEUS	-	National Commission on Enterprises in the Unorganised Sector
NSSO	-	National Sample Survey Office
MCD	-	Municipal Corporation of Delhi
NMHP	-	National Mental Health Programme
VIP	-	Very Important Person
SMA	-	Shelter Management Agencies
AERO	-	Assistant Electoral Registration Officers
ERO	-	Electoral Registration Officers
DEC	-	Delhi Election Commission

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IGSSS

Urban Poverty Reduction Thematic Team

Foreword

The fallacious charm created and associated around cities has led to deepening of inequalities and one of the most visible forms of its spill over is the issue of homelessness. Despite the gravity of the situation, the deplorable living status of homeless has not gained both acknowledgement and precedence. The international discourse on right to adequate standard of living commenced way back in 1948 with the Universal Declaration of Human Rights. India was one of the forty eight countries which ratified the document which makes the government accountable to provide a dignified living space for its people.

The issue of homelessness is a challenge that is ubiquitous to all the countries of the world and each country has been striving to live up to its promise. The last global study conducted on homeless was in 2005 by the United Nations which estimated that 100 million people were homeless worldwide. It would not be a wrong prediction that the numbers have increased since then. Though there have been temporary arrangements, they are from a perspective of benevolence and not rights based. The situation is not much different in India. There has been strategic exclusion of the homeless from political acknowledgment and the current discourse of 'development'. The latest data on the number of homeless reveals that there are around 1.77 million homeless people in India. Not only are the numbers draconian but also the living status. There has been gross violation of human rights by denying them a dignified living and habitable space besides that there have been increasing stances of violence being reported in the spaces provided to them by the government.

IGSSS has been striving to be an active agent to link the homeless with their rights and make governments acknowledge and accountable to the issue of homelessness. One of the nascent yet significant realisation of our vision shaped with the publication of the report titled 'The Unsung City Makers: A Study of the Homeless Residents of Delhi' in 2012. The study which aimed at enumerating the homeless in Delhi and reflect their socio-economic realities which broke myths that revolved around the homeless. The report aimed at positive labelling of the homeless people by calling them city makers. The positive labelling was an attempt to acknowledge the immense contribution of the homeless people, mainly employed in the informal sector, which fuels and run the city. It was matter of pride and satisfaction that our work was taken into consideration by the Honourable Supreme Court of India for ordering one shelter per lakh population in the Master Plan for Delhi 2021. The findings of this study were also submitted in the Honourable High Court of Delhi. We believe that we have won the first leg of the battle as the study was used to formulate schemes and guidelines Shelter for Urban Homeless program under NULM. There has been a stark improvement in the shelter and its provisioning which was reflected in the recent assessments carried out by the Justice Kailash Gambhir Committee.

The current study on the homeless is to develop a holistic understanding of the structural problems that plague the homeless. The study does a comparative evaluation to see if there has been amelioration in the status of the homeless and reveal new facets and break myths revolving around the homeless. Though the study is based in Delhi, it relooks and delves deeper into the lives of the city makers to understand the finer nuances and reinstate the urgent need to divert both attention and resources to prevent the impending catastrophe. Through this study, we wish to extend the ambit of the discussions that revolve around the

homeless which are generally restricted to shelter homes and provisioning during winters. The study gives a pragmatic approach and put in the place the silent issue of homelessness to the recent paradigms of developing an inclusive urban space. I hope this study will be a guiding light to re-evaluate and rework the various schemes and policies in place and a reference for future policies so that the city makers too lead a dignified life they deserve.

John Peter Nelson

Executive Director, IGSSS



Executive Summary

Homelessness is more than mere 'rooflessness'. "Homelessness is a symptom of grave economic, social and political disorder"¹. A home is not just a physical structure like a shelter to protect one from extreme weather conditions and provide comfort- but also has legal and social dimensions. A home provides identity, a sense of belonging and is important for emotional well-being and the experience of homelessness is about the loss of all these. It is an isolating, destructive and often violent experience, and the homeless are the most vulnerable and excluded in our society. Indo-Global Social Service Society (IGSSS) has been directly working with the homeless in Delhi and other cities since the inception of its Urban Poverty Program in 2008 and now through its **"Samaveshi Sehar Project"**, in numerous cities since April 2014. IGSSS firmly believes that homeless residents play a crucial role in building a city in various capacities - as construction workers, rickshaw pullers, waste pickers, load carriers and other daily wage earners. The term 'City-Makers', coined by IGSSS, defines them as people who play an integral role in building a city.

The 2008 study (published in 2012) on people living in homelessness by Indo-Global Social Services Society, titled **"The Unsung CityMakers"**² gave new insights into the living pattern of homeless persons residing in Delhi. Since then, many changes have taken place. The Honorable Supreme Court of India passed landmark orders relating to the Homeless citizens in Delhi (using this IGSSS study), leading to a host of progressive schemes and guidelines being formulated in 2013 under the Shelter for Urban Homeless program under NULM. The number of shelters and related infrastructure in Delhi has remarkably improved, and the city-state is one of the better performing states in the recent assessments carried out by the SC-appointed Justice Kailash Gambhir Committee. Going beyond the reports and the interventions carried out by the state and the civil society, homelessness remains perpetual as ever, even in the poshest parts of Delhi. There are also multiple questions which remain unanswered on the implementation of the 'Delhi Model' (of shelters for homeless) and how, if at all, it has impacted the lives of the homeless. It is in this context that IGSSS decided to carry out another study to assess the direction and extent of changes that have taken place in the lives of homeless persons since the 2008 study. This study would also help in evaluating the effectiveness of various new initiatives and the present schemes and policies on the lives of homeless persons

Objective of the study

The aim of the study is manifold. First, it attempts to go back to the homeless populations and map the changed circumstances since the early 2010's after which many state and civil society organizations (CSOs) have intervened for the betterment of the living conditions of the homeless in Delhi. This will provide us with a tentative – if not a very accurate – reading of the impact on the daily lives of the homeless in Delhi over the years of policy implementation. This goes beyond just analyzing the policy implementation and its impact – positive or negative - on the homeless. This study attempts to push the discourse further to the obvious and the most visible form of human rights violation and readily avoidable

¹ Indu Prakash Singh. 2016 & 2017. CityMakers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India. New Delhi: Mukul Prakashan.P.74

² Ref: "The Unsung CityMakers: A Study of the Homeless Residents in Delhi", IGSSS, 2012.

tragedies of the deaths of homeless in summers (which is highest), monsoon and winters. The study attempts to steer away from the same and aims to dig deeper as to the demographic profile of the homeless, their reasons for migrating to Delhi, the daily challenges of surviving on the streets and their aspirations from the city. In attempting to do so, we wish to study and highlight various problems and challenges of living without a shelter in Delhi. This by no means aims to undermine the interventions made possible due to the existing schemes and other efforts made by various actors in tackling the issue, but only aims to broaden the discourse around homelessness and to aid in understanding the structural factors leading to deaths on the streets, throughout the year. This research aims to reveal new facets and status assessment of the living conditions of the homeless - of both, those living on the streets and in homeless shelters in Delhi through a representative survey of a select sample of homeless people. It also aims to inform the state and wider civil society of the immediate concerns of the homeless population thereby assisting to fine-tune policy direction and implementation. This study is envisaged as a part of a series of studies on homelessness that will go a long way in highlighting the daily deprivations and human rights violations encountered by the homeless. This quantitative study also included personal face to face interviews with homeless persons. A semi-structured questionnaire was used to collect information and data about homeless persons. Both men and women participated in the quantitative survey. It has covered 1141 people across the city and this data is spread across pre-decided geographical demarcated divisions. The exercise was mostly executed in the evenings and at night to ensure that only the homeless people were captured in the survey.

Some select key findings

- **Homeless in Delhi are workers** - Almost all the homeless are migrant workers and a majority are under 40 years of age implying that most of the homeless in the city migrate for work and are compelled to leave the city once age-related medical conditions develop post 40 years of age.
- **Homelessness is not a transitory phase** - A majority of the homeless have been living in the city for more than 10 years. This dispels the notion that homeless people are temporary migrant workers who do not live for extended periods of time. Such people have been living in the city for decades without proper shelter or access to adequate public services. Their condition is worsened by the fact that they face stigma, discrimination, harassment, police brutality, extreme human rights violations, and neglect from various sections of the society.
- **Homelessness has structural underpinnings** - More than half of the migrant workers come from three states: Uttar Pradesh, West Bengal and Bihar. This indicates that 'push' factors in these areas such as unemployment and poor quality of life drive people out of their native places and push them to the cities. A large majority belong to Scheduled Castes, Scheduled Tribes or Other Backward Communities, including Muslims and such communities are also the ones unemployed back home. "In the IGSSS study of 2008, it was found that of the homeless interviewed, 37.41 per cent were Muslims, a number much higher than the national average of the Muslim population. It shows that much of the urban poor and the homeless are from excluded and marginalized sections, including minorities"³.
- **Majority of homeless are not satisfied with the shelters in Delhi** - There is a marked low use of the homeless shelters among the homeless, and it is not for the lack of awareness about the scheme. People choose not to use the facilities due to overcrowding and the lack of family-friendly shelters.

³ Indu Prakash Singh. op.cit., P.5.

- **Lack of awareness and involvement in the mainstream** - There is extremely low awareness of government schemes among the homeless. A majority of the people are unfamiliar with the Skill Development project (Pradhan Mantri Kaushal Vikas Yojana) or the Housing for All scheme (Pradhan Mantri Awas Yojana), which are targeted towards this section of the population.
- **Homeless are not isolated individuals, the majority homeless are a part of a community** - Many of the homeless tend to live in groups and form communities in the same area. This is due to the fact that they migrate en masse from their native villages and tend to stick together for reasons of safety and familiarity. Such people also tend not to use homeless shelters.
- **Homeless are predominantly working in precarious livelihoods in the informal sector** - A majority of the homeless workers are daily wage labourers (male) and domestic workers (female). The daily income of labourers is higher, although they do not find work all days of the week. The females have lower per day wage, but find work on all days a month.
- **Food is the biggest expenditure of the homeless in Delhi** - Food is a major daily expenditure for the homeless, followed by water and sanitation services. Such expenditures can be significantly reduced by effective schemes and social security measures. Expenditure on addictive substances is also significant. Due to high living expenditure in the city, the homeless are unable to have any considerable savings and a majority reported saving ₹500 per month. This is a meagre amount and is often inadequate to deal with emergencies related to health or sudden evictions.
- **Homeless should not be viewed as diseased and destitute, but as able-bodied workers living and working in harsh conditions** - Almost all the homeless persons covered in the survey were found to be free from any chronic diseases and without any permanent disability. This is because they are the sole bread earners for their extended families based in the native villages. Those who develop any chronic diseases would be forced to return to their native place due to the high cost of living in the city.
- **Fears of various kinds of harassment on the streets** - Few cases of harassment were reported during the survey. The cases of sexual harassment are low, but the fear of sexual harassment is immense. There is a high probability that such cases are underreported. Surprisingly, cases of harassment by civilians are very high.
- **Evictions are a daily disaster for the homeless in Delhi** - Displacement and evictions are very common and the people are evicted from their place of stay and their place of work frequently. A majority of the respondents have faced eviction in the past year, and some reported being evicted up to five times in the past year. Majority of the evictions are a result of police action, and here too, women suffer disproportionately.
- **Homeless do have identity documents, but are not made in Delhi** - A sizable of the homeless possess identification documents such as Aadhar Cards and Voter ID cards. The proofs are from their native places and not from Delhi. However, a huge majority did not possess local identification documents that inhibit their access to basic services and entitlements in Delhi. Awareness about the importance of such documents is high. Use of mobile phones is high too.
- **Homeless perceive shelters positively, though a lot more remains to be done** - Among the users of homeless shelters, most find the services useful since it is open around the clock and provides access to food, water and sanitation facilities. Homeless shelters are viewed in a favourable light among the frequent users of the facilities. However, due to the paucity of proper shelters, a majority

of the homeless population do not use them. Also, the shelters cater to less than 15% of the homeless population (180,000) in Delhi. The shelter deficit, in adherence to the NULM guidelines of 50 sq. ft. per person, is to the tune of 80%. Over 1,900,000 sq. ft is required for homeless shelters as per the Master Plan of Delhi – 2021 (each shelter of 1000 sq. mts, for every 100,000 population; all the shelters put together have a combined space of 300,000 sq. ft.). Many shelters get overcrowded in winter months, leading to the Sick Building Syndrome.

Conclusions and recommendations

It is evident from the study that the homeless ending up on the streets of Delhi are usually from the most marginalized, deprived, and vulnerable sections of our society. This is further reinforced by class and caste prejudices that operate alongside physical marginalization. It is also amply clear that homelessness is not a temporary phenomenon and it is not due to natural disasters and calamities (and other unforeseen reasons) that the homeless end up on the streets of our urban centres. They are the visible manifestations of the urbanization and development paradigm being implemented in the country. Most of the homeless migrate to the cities, in distress, to only survive and sustain themselves with some gainful employment, as most of them are unemployed or underemployed in their native locations. Although poor migrants come to Delhi from all parts of the country, the highest numbers come from the more rural and underdeveloped states with fewer employment opportunities like Uttar Pradesh and Bihar. Thereby, being homeless is not an act of choice that one has, but there is clear coercion by the circumstances involved, and much a subtler kind of structural forces compel people to migrate to urban centres and force them to live in subhuman conditions without even access to shelter and basic services.

Even though IGSSS had coined the term CityMaker – the one who makes the city – homelessness in the popular discourse has always been associated with 'lack of shelters', and there has been no acknowledgement of the immense contribution of the homeless (and many other vulnerable communities) to the informal economy as workers in the city. The study highlights that a large majority of the homeless persons work as daily wage workers and get paid on a daily basis, earning less than the minimum wage. Getting regular work is not certain. A large majority of them are able to get employment only for two to three weeks a month. The women, however, work all four weeks in a month as they are engaged as domestic help in households but they get paid paltry amounts. The study and its findings compel us to move our attention away from the populist discourse of the homeless being destitute and beggars, and people without any agency, and instead recognizing the overwhelming majority of the working homeless poor who along with the need of shelters require a host of other services that will enable her/him to contribute better to their and the city's needs. This approach will break the hegemonic monolith of 'shelter-less' prevalent in the understanding of homelessness in both the State and Civil Society.

The initial debate on homelessness had emerged from the deaths of homeless persons due to extremely cold winters and the lack of shelters in Delhi. Since the formalization of the program through the Supreme Court guidelines and NULM SUH scheme, the policy program and interventions have been perpetually fixed on the 'death' narrative. The study findings reveal that there is hardly any visible change in the profile and living conditions of homeless persons since the last study in 2008. The larger society, the State and the media are all focused on shelters and have been very active seasonally to ensure that the winter deaths are minimized, but are conveniently ignoring the daily deprivations, violence and harassment meted out to the homeless by the system. It is time that the present policy of NULM-SUH is taken beyond shelters and develop possible ways of ensuring the housing continuum. Alongside, the access to basic services and entitlements as envisaged in the present policy schemes of the homeless must also get mandated and effective.

The homeless persons migrating to the city have neither the adequate education nor the skills to aim for improving their immediate conditions. It is here that the state and civil society need to play the role of an enabler with substantial welfare support to ensure that the homeless and their communities break away from the vicious cycle of poverty and homelessness. Shelters at the moment are just being used as roofs over the head, leading to slightly increased occupancy during winters, but otherwise are ending up as badly managed, overcrowded establishments not being used for sleeping in most of the cases. This can be achieved by designing and implementing various skill training, including life - skills, non-formal education initiatives, access to subsidized services and entitlements to ensure the mainstreaming of homeless into the society. The programme should be so efficiently envisaged and implemented that one may enter the shelters, as homeless, but one doesn't leave it remaining one.

The Welfare State is completely non-existent for the homeless who are commonly viewed as passive recipients of funds and programs, undeserving or lesser deserving citizens claiming their rights. The State and its presence is nearly absent and only present in the form of violence and harassment. A majority of them have their voting rights in the native states, and being a small minority in the urban poverty spectrum are often unable to leverage any power with the State and its interventions for the benefit of the homeless. The homeless in Delhi are subjected to constant harassment, human rights violations and abuse by the police, civic agencies and anti-social elements. The police personnel make them the easiest target in case of a crime. There is an urgent need to sensitize and make aware not just the different arms of the State, but also the police, the service providers and the homeless themselves who need to engage and participate more with the state, not as an adversary, but as a critical contributor to its better functioning.

And last but not the least, the study reveals some of the differentiated experiences of homelessness by women. It brings to the fore some of the major concerns with existing policy frameworks that ignore the differences within the homeless communities. The study reveals that homeless women are employed in more precarious livelihoods, earning relatively less than homeless men, end up spending more on accessing various basic services and resources and are more vulnerable to state and societal violence in the form of evictions and harassment on the street, therefore clearly drawing attention to the need of a gendered approach in dealing with the homeless, so as to address their needs and aspirations holistically. Such an attempt must be replicated with other vulnerable groups within the homeless like the disabled, elderly, the sick, chemically dependent persons, single women, pregnant and lactating mothers, and children.



CHAPTER - I



Background and Study Context

Background

Homelessness is more than mere 'rooflessness'. A home is not just a physical structure like a shelter to protect one from extreme weather conditions and provide comfort but also has a legal and social dimension. A home provides identity, a sense of belonging and is important for emotional well-being. Homelessness is about the loss of all these. It is an isolating, destructive and often violent experience, and the homeless are the most vulnerable and excluded in our society. Homeless - mostly regarded as a monolith of the houseless and destitute - are actually heterogeneous in their age, gender, livelihoods, place of origin and reasons for living on the street and constitute a diverse group, unfortunately, identify by a singular identity of the 'homeless'. The homeless lack permanent and adequate 24*7 shelters and they also include people who find shelter at a publicly supervised or privately-operated shelter designed to provide temporary accommodation or an institution that provides a temporary residence or any public or private place not designed for human habitation but used for sleeping purposes.⁴

If the Census data of 2001 and 2011 are compared, the total numbers of houseless households in India have remained virtually unchanged, showing a growth of 0.5% in 10 years. However, there is a huge disparity in the growth rates in rural and urban areas. Homeless households in urban India demonstrates 36.78% growth during this period, while rural India recorded a negative growth of 25.73%. This disparity can be explained by the impact of social assistance and security schemes launched by the government, which are more easily accessible in the rural areas and are not as easily available to the urban poor.⁵ This could indeed be an important factor, but there are other factors which should be taken into consideration as well. According to the Economic Survey of India (2016-17), the earlier data on inter-state migration grossly underestimated the level of migration in the country.⁶ Delhi, in particular, has seen a massive influx of migrant labour from various states- particularly Uttar Pradesh, West Bengal and Bihar. Due to increasing migration as well as lack of housing facilities for the poor, there has been an increasing trend in urban homelessness in Delhi.

Indo - Global Social Service Society (IGSSS) has been working directly with the homeless in Delhi from 2008 which got reinforced through its **"SamaveshiShehar Project"**, in selected areas since April 2014. This program primarily focuses on the issues of the Urban Homeless. IGSSS firmly believes that homeless residents play a crucial role in building a city in various capacities - as construction workers, rickshaw pullers, waste pickers, load carriers and other daily wage earners. The term 'City Makers', coined by IGSSS, defines them as people who play an integral role in building a city. And owing to that they have the right to the city: its prosperity, amenities, services, benefits, schemes, entitlements etc.

⁴ The Census of India does not include people living under inadequate housing conditions as homeless, but only those remain without any roof, thereby discounting people living in substandard housing with inadequate facilities as an indicator of homeless population. Even then human rights defenders who were part of Census 2001 and 2011 for the houseless (homeless are so called by the Census) have stated in no uncertain terms that "Census of the homeless was a total farce and a fraud in 2001 as well as 2011." (in Indu Prakash Singh. 2016 & 2017. CityMakers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India. New Delhi: Mukul Prakashan, PP: 27-40.)

⁵ "This disparity in rural and urban areas is a direct impact of the social assistance schemes that have been launched by the government. Most of these schemes are meant for rural areas, and are not as easily available to the urban poor," Mohammed Tarique, coordinator of Koshish, a Tata Institute of Social Sciences (TISS) Field Action Project on Homelessness and Destitution, said. Ref.: Shaikh, Z., "From 2001 to 2011, families without homes increased 37% in cities, fell 26% in villages", The Indian Express, Pub: April 25, 2017, Ret. May 3, 2018.

⁶ From Chapter 12, "India on the move and Churning: New Evidence", Economic Survey of India, 2017.

It is not very clear as to what is the total population of homeless persons in Delhi. Various studies have given a varied number of homeless persons in the city. The study conducted by the Indo Global Social Service Society in 2008 put the number of homeless at 88,410. The study clearly states that for every head counted in the study, it may have missed one. On the basis of this assumption, the homeless population reaches well above 1,50,000.⁷ However, according to Census 2011, there are only 46,724 homeless persons in Delhi (these figures have been disputed in footnote 1). In the same year, the Supreme Court appointed commissioners, after employing a new technique to map the homeless, found the number to be 2,46,800. Lack of consensus on the correct number of homeless persons is a big deterrent for policy formulation for this group. As the agencies struggle to reach the correct figures on the homeless, who, surviving on the streets, continue to suffer from neglect.

The 2008 study on homeless persons by Indo - Global Social Service Society titled **“The Unsung City Makers”** offered many new insights into the living pattern of homeless persons residing in Delhi. Since then, many changes have taken place. The Honorable Supreme Court of India passed landmark orders related to the Homeless citizens in Delhi, leading to a host of progressive schemes and guidelines being formulated in 2013 under the Shelter for Urban Homeless program in NULM.⁸ The number of shelters and related infrastructure in Delhi has remarkably improved since, and the city-state is one of the better performing states in the recent assessment carried out by the SC-appointed Justice Gambhir Committee.⁹ Going beyond the reports and the interventions carried out by the State and the civil society, homelessness remains as perpetual as ever, even in the poshest parts of Delhi, an aspirational smart city. There are also multiple questions that remain unanswered on the implementation of this Delhi model (of shelters for the homeless) and how, if at all, it has impacted the lives of the homeless.

In this context that IGSSS planned to carry out another study to assess the direction and extent of changes that have taken place in the lives of homeless persons since the 2008 study. It would also help in assessing the effectiveness of various new initiatives and the present schemes and policies on the lives of homeless persons.

Review of Literature

The Census in 2001 enumerated 1.94 million homeless people in India, of whom 1.16 million lived in villages, and only 0.77 million lived in cities and towns. However, these numbers are likely to be gross underestimations, as homeless people tend to be an invisible group, especially to bureaucratic exercises as Census surveys. In part, their invisibility results from the fact that they do not have a formal address. In addition, they are rendered anonymous because they often lack even the elementary markers of citizenship (of poor people) in India like ration cards and voters' identity cards. We estimate that at least one per cent of the population of cities is homeless. As over 377 million people now are inhabitants of the country's cities, this places the estimate of urban homeless persons in India to be at least around three million.¹⁰

Homeless people suffer substantial policy neglect not just in India, but also globally.¹¹ Various stereotypes are associated with the urban homeless all over the world- including labelling the homeless as criminals,

⁷ Ref: *“The Unsung CityMakers: A Study of the Homeless Residents of Delhi”*, IGSSS, March 2012.

⁸ Ref: “National Urban Livelihoods Mission Document”, Ministry of Housing and Urban Poverty Alleviation, Government of India.

⁹ 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>

¹⁰ India: Urban Poverty Report 2009 at http://data.undp.org.in/poverty_reduction/Factsheet_IUPR_09a.pdf http://www.undp.org.in/index.php?option=com_content&task=view&id=239&Itemid=322

¹¹ Speak, S. and Tipple, G. (2006) 'Perceptions, Persecution and Pity: The Limitations of Interventions for Homelessness in Developing Countries', *International Journal of Urban and Regional Research*, Volume 30.1 March 2006, 172–88

beggars, immoral, parasitic and so on. The courage, fortitude and sheer enterprise that allows them to survive on the streets is neither recognized nor channelized. In placing homeless persons outside the society of 'legitimate urban residents', we are in effect disenfranchising a large, vulnerable population and denying agency and voice to them. Moreover, by building such a narrative, people fail to recognize that the homeless are an integral part of the society and execute a myriad of economic activities and provide essential services to the people and it is hypocritical to look down upon and discriminate against the same people who serve a large section of the society. Therefore, both at the level of social attitudes and at the level of development policy, changes are urgently necessitated.¹²

Homelessness and the Right to Housing

During the last half-century, the right to housing has been increasingly accepted internationally. The first United Nations document that explicitly refers to the Right to Housing is the Universal Declaration of Human Rights, which states that -

*"Everyone has the right to a standard of living adequate for the health and well-being of himself [sic] and of his [sic] family, including food, clothing, housing and medical care and necessary social services, ..." (article 25(1)).*¹³

Since the adoption of this Declaration in 1948, the Human Right to Adequate Housing has been repeatedly affirmed. The Vancouver Declaration on Human Settlements and Plan of Action (1976) included reference to a range of individual Human Rights, State-based rights and other legal provisions. The Global Strategy for Shelter to the Year 2000 (GSS) reinforced the right to adequate housing and the obligation of nations to ensure an enabling environment in the shelter sector. In fact, it states that citizens -

"have a right to expect their Governments to be concerned about their shelter needs, and to accept a fundamental obligation to protect and improve houses and neighbourhoods, rather than damage or destroy them" (UNCHS, 1990: paragraph 13).

Before we can engage with the issue of homelessness in India and for the purpose of this study- specifically in Delhi, and the various dynamics associated with it, we need to define what homelessness means in the current policy discourse.

Defining Homelessness

For the purpose of interventions of the government, the following are understood to be 'homeless':

Persons who do not have a house, either self-owned or rented, but instead

- live and sleep at pavements, parks, railway stations, bus stations, places of worship, outside shops and factories, at constructions sites, under bridges, in Hume pipes and other places under the open sky or places unfit for human habitation
- spend their nights and/or days at shelters, transit homes, short stay homes, beggars' homes and children's homes

¹² 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

¹³ Ref: "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

- live in temporary structures with or without walls under plastic sheets or thatch roofs on pavements, parks, nallah beds and other common spaces. Within this group, there are multiple degrees of vulnerability. For instance, there are single women, the infirm and old, the disabled and persons who have special needs such as floating migrant populations unable to find labour or food, those involved in substance abuse and patients suffering from debilitating diseases.¹⁴

While a theoretical definition of homelessness could be said to be an essential condition of recognition of and policy towards homelessness with regard to both quantity and quality, the meaning of homeless is fluid and elusive, changing over time and between places. As Cooper (1995) points out, defining 'homelessness' is a political act rather than a semantic exercise. It is through a definition that certain values, concepts and approaches are synthesized. The definition adopted determines our understanding of the issues and our response to it. It also influences how to assess the effectiveness of the programmes, policies and responses that have been implemented to address homelessness. Within the definition of such a complex issue as homelessness, categorization is inevitable to guide our understanding of the problem. For example, individual or lifestyle explanations of homelessness may lead to policy approaches based on the widely accepted idea that some homeless people are responsible for their situation. Classifications, emanating from stigma and deep-rooted prejudices against the homeless people vary greatly from drug abusers, drunkards, mentally ill to single people and family members- such are the stimulating distinctions between 'undeserving' and 'deserving' homeless people.¹⁵ For the purpose of this study, even though, we for practical reasons accept the Indian government's definition of homelessness, that is limiting and narrow. But we do not wish to restrict our approach to homelessness as a response to the houselessness. If we were to look at only a lack of a roof or four walls as shelter as the criteria for the label, houseless-ness or roofless-ness undoubtedly would be a more apt term. The issue we are dealing with is about more than simply a lack of land to live upon or a roof to live under. Homelessness is about the lack of a 'home' and 'habitat'- a very layered and complex concept. It embodies ideas of comfort, belonging, identity, security and many (un)tangibles that this report seeks to convey. The study aspires to blur the lines between the homeless and the houseless, and look for inadequacies beyond the lack of shelter in the lives of the homeless, thereby hoping to direct the policy discourse on homeless in India that perpetually seems to be fixed on providing shelters to the homeless.

Homelessness and Urban Poverty

The link between homelessness and poverty is generally widely accepted, with poverty broadly defined in socio-economic terms. In order to understand the homeless situation better, we need to understand the implications of poverty in depth and locate the homeless within that space. Ever since the early 1900's, measurements of poverty have traditionally followed an economic approach based on income and consumption levels. International and national agencies have long favoured the use of income poverty line to assess the extent of poverty. The most general and abstract income-based indicator is certainly represented by the hegemony of the World Bank's \$1 per day per person poverty line. It is applied equally to all low and middle-income nations so that a town dweller in Rio or a peasant of rural India is equally defined as poor or not poor based on whether s/he is below or over this \$1 income per day threshold. Income-based poverty lines are also applied within countries and are extensively used by national governments to evaluate and monitor the national incidence of poverty. Over the last decades, social scientists have criticized this approach and have produced an impressive amount of work presenting

¹⁴ 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

¹⁵ FEANTSA. (1999). "Strategies to combat homelessness in Western and Eastern Europe: trends and traditions in statistics and public policy", report prepared for UNCHS (Habitat), Nairobi

alternative definitions and ways of measuring poverty. However, many of the poverty indicators used to this day are still embedded in the income/consumption paradigm, and fieldwork undertaken so far on alternative indicators have been primarily carried out in rural areas.¹⁶ Income-based poverty line indicators do not only underestimate poverty but also misrepresent its trends over time. Many case studies have contradicted tendencies away or towards poverty as reflected by income level indicators. Swaminathan's research also revealed that moving either side of this income-based poverty line through time had not translated into any relevant change in the basic conditions of life and work of the homeless and the slum dwellers surveyed in Bombay.

Homelessness in India is a largely urban phenomenon with a rapidly developing urban economy and the lack of a corresponding provision of basic services and employment in the country's rural areas leading to migration to cities. While data on rural poverty comes from an income-based poverty approach and is useful to understand the root causes of urban migration, it misses the mark when it comes to understanding urban homelessness. In order to understand homelessness, one needs to move beyond the income-based poverty approach of rural poverty to a more encompassing definition. In the UK, Townsend introduced the concept of relative poverty in opposition to notions of absolute poverty and as such defined poverty *"Not just as a failure to meet minimum nutrition or subsistence levels, but rather as a failure to keep up with the standards prevalent in a given society."*¹⁷ In the mid-1970's, the International Labour Organisation (ILO) shaped the concept of "basic need": poverty could not be defined just as a lack of income, but also as a lack of access to health, education and other social services. It is really in the 1980's that approaches to poverty became more encompassing. The work of Robert Chambers made concepts such as participation, powerlessness, isolation, vulnerability, security, assets, social capital, sustainability, and livelihood part of the vocabulary of poverty alleviation.¹⁸ Previously, the work of Amartya Sen had brought us notions of entitlements and had *"emphasised that income was only valuable in so far as it increased the capabilities of individual and thereby permitted functionings in society"*.¹⁹

There are several recent approaches to poverty, which consider the multi-dimensional nature of poverty. Mosse argues that poverty can be analyzed through a relational approach: "one that first views persistent poverty as the consequence of historically developed economic and political relations, and second, that emphasises poverty and inequality as an effect of social categorisation and identity, drawing in particular on the experience of Adivasis ('tribals') and Dalits ('untouchables') subordinated in Indian society" and the "need to incorporate a multidimensional conception of power; including not only power as the direct assertion of will but also 'agenda-setting power' that sets the terms in which poverty becomes (or fails to become) politicised, and closely related to power as political representation. This sets the basis for discussion of the politics of poverty and exclusion." Such an approach to poverty focuses upon the qualitative aspects of the harsh conditions imposed by poverty and exclusion and provides a framework to analyse the issues in a more comprehensive way. Poverty cannot always be quantified and relying on mere numbers for poverty alleviation initiatives will not have the desired impact. Useful for understanding the dimensions of poverty are other international approaches like the Human Development Index and the Entitlement Perspective. The United Nations Development Program (UNDP) promotes the Human Development Index (HDI) as an alternative to strictly economic indicators of poverty and encompasses many other criteria of well-being on the basis of the following definition of poverty-

¹⁶ Hasan, S., "Literature Review of Poverty and Urban Development Indicators", January 2002, University College, London.

¹⁷ Ibid.

¹⁸ Ref: Chambers, C., "Poverty and livelihoods: whose reality counts?", Environment and Urbanization, Vol. 7, No. 1, April 1995.

¹⁹ Amartya K. Sen, Poverty and Famines: An Essay on Entitlements and Deprivation, Clarendon Press, Oxford. 1981

"The denial of opportunities and choices...to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, self-esteem and the respect of others..."²⁰

More recently, the notion of social exclusion and marginality, which had appeared in Europe in the late 1970's, is starting to be applied to the Global South's experience of poverty, exclusion from democratic and legal systems, markets, state provisions, and communities. The entitlement perspective presents poverty as ultimately being a failure to access resources. The causes of this failure have their roots in the socio-political processes that determine who has and who has no access to resources and to what extent. From his studies on famines, Sen concluded that they occur not because of macro-level deficiencies in food availability, famines do take place in times of relatively good harvest, but because people did not have proper access to food.²¹ The entitlement perspective draws attention to the command over resources that an individual may hold within his/her social environment. As such it ultimately focuses on the social relations that control people's access to these resources and defines poverty as a lack of endowments and exchange entitlements towards them.

When we look at the various ways in which poverty can be established, we can understand that the homeless population is the poorest of the urban poor. They may have income exceeding the poverty line ascertained by the World Bank, with some of them earning up to Rs. 500 for a days' work at times, but their failure in accessing services that lead to a sense of well-being and security places them at the bottom of the scale when measuring poverty from a perspective of a life of dignity and opportunity. Aspects such as health, education and access to clean water and sanitation, essential for human life, are indicators which cannot be measured merely by income. For the purposes of this study, we define homelessness as a complex urban poverty issue with underpinnings of economic and political threads that tie together with a social and rights-based approach to the idea. The homeless in Delhi, not only suffer from a lack of shelter, but as the poorest of the urban poor, also suffer from public and government apathy and misunderstanding, are denied their right to entitlements, healthcare and education, basic sanitation services, identity markers, citizenship rights, democratic participation and the opportunities and choices that come with it.

The need for shelter and more

It is imperative to understand that the needs of the homeless include not just shelter, but access to services and proper education and healthcare facilities, as well as better employment opportunities. The issue of homelessness came into the foreground in the winters preceding the Commonwealth Games, where the primary need of shelters for the homeless citizens was recognized. In winters of 2009- 2010, Delhi witnessed several homeless deaths that garnered wide media and public attention., The Hon'ble High Court of Delhi, took up this issue suo moto on 6th January 2010, due to the advocacy launched by SAM: BKS, after the media reported on 5th Jan 2010, on the Press Conference called by SAM: BKS on 4th Jan 2010. From then on until 29th April 2015 the case went on. Due to which the conditions and numbers of shelters for the homeless improved in Delhi.²² The Supreme Court of India in the case of Writ Petition (Civil) 196 of 2001 directed the government of Delhi to provide night shelters to the homeless on 20th January 2010. The orders thereafter also directed the government to provide blankets, basic amenities such as water and sanitation, and food entitlements to the homeless people. The government in due course of time responded by appointing a "Mother NGO" - The St Stephens Hospital in Delhi which would

²⁰ Maxwell, 1999, p.3-4

²¹ Amartya K. Sen, Poverty and Famines: An Essay on Entitlements and Deprivation, Clarendon Press, Oxford. 1981

²² Ibid., PP.142-157

be the overall coordinator of NGOs that would undertake the work related to setting up and running these shelters.²³

The Hon'ble. Supreme Court's directives on shelter homes are as follows:

- All cities covered under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and with a population above 5 lacs to have one 24-hour, 365- days-a-year homeless shelter with a capacity of 100 persons for every one lac population. Now, the mission document of National Urban Livelihoods Mission (NULM) says that all cities having population of 1 lac or more to have shelter for urban homeless with a capacity of 100 persons for every one lac.
- Basic amenities to include mattresses, bed-rolls, blankets, potable drinking water, functional latrines, first-aid, primary health facilities, de-addiction and recreation facilities etc.
- 30% of these to be special shelters (for women, old and infirm, and recovery shelters)
- In its order dated September 20, 2011, the Supreme Court directed all state governments and Union Territories to inform the public about the availability of night shelters through print media and electronic media so that the poor and needy people may avail the benefits of night shelters
- The Supreme Court reiterated on January 9, 2012, that the right to dignified shelters was a necessary component of the Right to Life under Article 21 of the Constitution of India.

In pursuance of the Supreme Court's directives on the matter and of the Presidential announcement in 2012, a National Scheme of Shelter for Urban Homeless was announced in September 2013 and operational guidelines under NULM issued in December 2013. In New Delhi, the responsibility to provide and maintain shelters for the homeless comes under the ambit of the Delhi Urban Shelter Improvement Board (DUSIB).²⁴ DUSIB currently has 203 permanent shelters for the homeless in Delhi, of which 144 are general shelters, 16 family shelters, 12 children shelters, 23 women shelters, 2 shelters for the disabled, 2 Recovery Shelters, 2 de-addiction shelters for male homeless drug addicts and one for female drug addicts as well as 1 recovery and livelihoods shelter for women.

An overview of studies conducted on the Homeless in India

Several studies have been conducted on the homeless in India in the past seven years. The focus of these studies has been on different aspects of homelessness:

Major Themes	Studies
On Delhi's Homeless Shelters	Homeless shelters Delhi Homeless Shelter Plan - One Delhi Homeless Team with SC commissioner's office, MNGO, HRC's and other civil society organizations, 2011
On various population groups amongst the homeless and their vulnerabilities	Street and railway children Life on The Street, Save the Children, Making Street Children Matter- A census study in Mumbai City, Action Aid " <i>Hum is Shatabdi aur Rajdhani Ke Bachhe Hain</i> " - Situational Analysis of the Children on the Railway Stations in Delhi,


²³ As shared by activists working on Homelessness in Delhi.

²⁴ DUSIB came into existence under the 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 into force by the orders of Hon'ble Lt. Governor of Delhi on 1st July, 2010. What was earlier the Slum and JJ Department of the MCD was absorbed into this board whose primary responsibility is to look after the quality of life of sslum and JJ (Jhuggi-Jhopri) dwellers as well as the homeless.

	<p>Association for Stimulating Know How, Incidence and Intensity of Abuse in Street Children in India, Meena Mathur, 2009</p> <p>Preventing substance abuse among street children in India, Narayan Sharma, Suresh Joshi, Health Science Journal, Vol. 7 (2013), Issue 2</p> <p>The homeless elderly</p> <p>Delhi's Elderly Homeless- Reclaiming Lost Dignity Aashray Adhikaar Abhiyaan, 2014</p> <p>Women and their experiences</p> <p>Homeless Women and Violence- Shivani Chaudhry, Amita Joseph, Indu Prakash Singh, 2011.</p> <p>A Situation Analysis of Homeless Women in Delhi (with special reference to mental health and psychosocial aspects)- Ashray Adhikaar Abhiyaan and IBHAS (2008).</p> <p>Men</p> <p>Livelihoods of Homeless Men in Yamuna Pushta, New Delhi, Centre for Equity Studies, 2015</p> <p>Beggars and destitute</p> <p>Begging: A Preferred Way of Living or Sheer Necessity to Survive, Koshish</p> <p>Drug addicts and their vulnerabilities</p> <p>Psychological and Social Risk Factors for Suicidal Ideation and Attempts among Men who Inject Drugs in Delhi, Gregory Armstrong, Anthony F. Jorm, Luke Samson, Lynette Joubert and Michelle Kermode, 2014</p> <p>On Homelessness</p> <p>Indu Prakash Singh. 2016 & 2017. CityMakers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India. New Delhi: Mukul Prakashan.</p>
On some particular experiences that come with being homeless	<p>Problems in accessing basic services</p> <p>Study to Understand the Barriers and Facilitating Factors for Accessing Health Care amongst Adult Street Dwellers in New Delhi, India., Dr. Vandana Prasad, 2011</p> <p>Food security</p> <p>Food Security of the Homeless in Delhi, Vandana Prasad, Soibam Haripiya and Smita Jacob, 2010</p> <p>Homeless Deaths</p> <p>Homeless Deaths on the Streets, Harsh Mander and Smita Jacob, 2010</p> <p>Living Rough</p> <p>Surviving the City streets, Harsh Mander, 2008</p> <p>Mental Health problems</p> <p>Understanding the Mental ill Health – Poverty – Homelessness Nexus in India, Vandana Gopikumar, 2014</p>

Table 1: Studies on Homelessness in India

A census of the homeless with markedly different results from the one conducted officially by the government include The Unsung CityMakers - A Study of the Homeless Residents of Delhi - IGSSS, 2010 and The Capital's Homeless - A Preliminary Study - Aashray Adhikar Abhiyan, 2001. Official Delhi



government figures state that there are around 20,000 homeless people in Delhi while independent NGO studies maintain that the figure is a gross underestimation stating that the population of homeless people in Delhi ranges anywhere between 80,000 - 1,25,000. Studies have also been conducted focusing primarily on their demographics and population count in various Indian cities on their homeless populations (Ahmedabad, Delhi, Mumbai, Kolkata, Bangalore etc.) In fact, the Delhi Human Development Report, 2006 accepted the AAA figures of 100,000 homeless in Delhi.

All the research conducted on the homeless so far has covered one or two aspects of homelessness, so far there has been limited research on the entirety of the homeless experience and this is the gap that the present research aims to fill. The present study attempts to cover several different aspects of homelessness - including collecting data on their demography and origin, access to sanitation and basic services, livelihoods, the usage of and problems encountered in running shelters, the homeless experience of harassment on the street, substance abuse, sexual abuse in children etc. In the forthcoming series of studies on homelessness in Delhi, efforts are underway to engage all the stakeholders involved in the homelessness scenario (the government, CSOs, police personnel, shelter agencies and caretakers and the general public). The attempt of the present study is to provide in a nutshell a holistic perspective of homelessness and provide data that can then be used to identify key problem areas that need immediate addressing at the ground as well as policy level. It is hoped that this study can also provide a comparative view of the work done in the field since the Supreme Court's directives in 2010 (which is now on going through two PILs: W P. (C) 55 and 572 of 2003), a sore gap in the research available on homelessness so far. This study primarily looks at the homeless population in Delhi and attempts to read into their lived experience through a quantitative analysis.

CHAPTER - II



Methodology

The study – An Overview

The Homeless in Delhi have been an enigmatic subject, an object of curiosity and apathy alike – both by the State and the wider public. Homelessness remains a hotly debated subject only during the winters where the State and its agencies wake up from the dormancy and media pursues homeless deaths as a matter of concern. All interventions and quick decisions stem from the need to stop homeless deaths and thereby control the criticisms that the government agencies receive. The discourse around homeless, it seems has been perpetually hinged upon the homeless deaths and the need of shelters. This study, planned after more than eight years of the guidelines by the Hon'ble Supreme Court and almost five years of NULM SUH, attempts to go back to understanding the issue of homelessness, by going beyond the issue of winter deaths and lack of shelters. It also seeks to situate the research in the currently existing work and discourse on homelessness, by building on previous studies in Delhi, notably the study by IGSSS “The Unsung CityMakers: A Study of the Homeless Residents of Delhi” in 2008 that was executed before homelessness became recognized as a major policy and social concern.

Aim

The aim of the study is multifold. First, it will attempt to go back to the homeless populations and map the changed circumstances since the early 2010's after which many state and civil society organizations (CSOs) have intervened for the betterment living conditions of homeless in Delhi. More than just analyzing the policy implementation and its impact – positive or negative - on the homeless, this will give us a tentative – if not a very accurate – reading of the impact on the daily lives of the homeless in Delhi over the years of policy implementation. This study also attempts to push the discourse beyond the obvious and the most visible form of human right violation and crime on humanity – the deaths of homeless in winters. The study attempts to steer away from the same and aims to dig deeper as to the demographic profile of the homeless, their reasons for migrating to Delhi, the daily challenges of surviving in the streets of Delhi and their aspirations from the city. In attempting to do so, we wish to study and if possible highlight various problems and challenges of living without a shelter in Delhi. This by no means aims to undermine the interventions made possible due to the existing schemes and other efforts made by various actors in tackling the issue, but only aims to broaden the discourse around homelessness and to aid in understanding the structural factors leading to deaths on the streets. This research aims to reveal new facets and status assessment of the living conditions of the homeless - of both living on the streets and in homeless shelters- in Delhi through a representative survey of a select sample of homeless people. It also aims to inform the state and wider civil society of the immediate concerns of the homeless population thereby helping to fine-tune policy direction and implementation.

This study is envisaged as a part of a series of studies on homelessness that will go a long way in highlighting the daily deprivations and human rights violations faced by the homeless.

Research Design

The design of the study is similar to the previous researches executed in Delhi and elsewhere on the homeless. Most notably the studies executed by IGSSS (in 2008) and AAA (in 2000, Aashray Adhikar

Abhiyan) in Delhi were employed as the foundation to develop the questionnaire and survey format. This will also help the study to compare the changes in different factors and issues concerning the homeless over the years. The design of the study, though building on the existing knowledge, seeks to broaden the understanding of homelessness by introducing new parameters that have – until now – been not employed to study homeless populations in Delhi; especially the parameters on violence and harassment on the streets, and the aspects of access to basic services have been introduced to study the barriers to the homeless.

The study primarily involved two stages - firstly, the stage of discussions and deliberations among the civil society organizations to formulate and design the study questionnaire. This also involved referring to the existing body of research on the homeless and to develop our study to further the discourse on the homeless. It is at this stage that gaps were identified – as mentioned above – and survey and research design was modified to address the same. This stage also revealed a need for a qualitative study on the lives of homeless and it was decided to park the study for a later day, and thereby limit the scope of this study to a quantitative one, primarily focusing on the status of homeless in Delhi. Secondly, post the design of the survey questionnaire, it was put to pilot in a few homeless clusters and with minor modifications, it was employed to cover the pre-decided sample and homeless cluster locations in Delhi. The following sections describe in detail the selection of sample and the geographical division of data collection.

Survey and Sampling

The quantitative study involved personal face to face interviews with homeless persons. A semi-structured questionnaire (Refer Annexure-I) was used to collect information and data about homeless persons. Both men and women were respondents in the quantitative survey. It was decided to try to cover a minimum of 1000 people in the following ratio of 90% adult males, 10% adult females. The study covered 1141 people across the city and this data is described in the geographical division section. The survey was mostly executed in the evenings and at night to ensure that genuine homeless people were captured in the survey.

The survey form, as mentioned earlier, was developed on a number of parameters studied earlier in detail by preceding studies like – socio-demographic details; migration patterns and duration of stay in Delhi; educational background and skill development training received; economic activities and livelihoods; average income and expenditure pattern; living conditions; sleeping patterns during various seasons; nutrition and food security; sources of food; access to drinking water sources and sanitation; prevalence of personal identification documents and so on. To this existing framework, it was decided collectively to bring in aspects related to - violence and harassment on the streets; illness, disability and access to healthcare support; substance use and addiction; awareness and use of homeless shelters; financial health; awareness of social welfare schemes for homeless persons and aspirations and future plans.

Area

The 2008 study of Indo- Global Social Service Society was used as a reference for finalizing the sampling strategy for the present study. This study had identified a clusters-wise population of homeless persons in the headcount exercise. Since 2008, the city has witnessed a lot of development and changes. As a result of this many clusters may have disappeared or may have shifted to new locations. To ascertain the presence of old clusters and identify new clusters that may have come up in past years, consultations were held with the experts and NGOs working on the issues of homeless persons. On the basis of this discussion, a new list of homeless clusters was prepared.

The entire city of Delhi was divided into seven zones. The sample of homeless persons taken from each zone for the present study was in the same proportion as in the 2008 study to make both the studies comparable. The sample distribution by zone and cluster is as follows:

Region/ Zone	Homeless Clusters	Sample of Homeless persons
Walled city	10	253
Old Delhi	5	188
Central Delhi	6	150
North Delhi	9	120
West Delhi	10	160
East Delhi	10	110
South Delhi	11	160
Total	61	1141

Table 2: Region wise Sample break-up

Note: The cluster wise details of sample are given in Annexure-II.

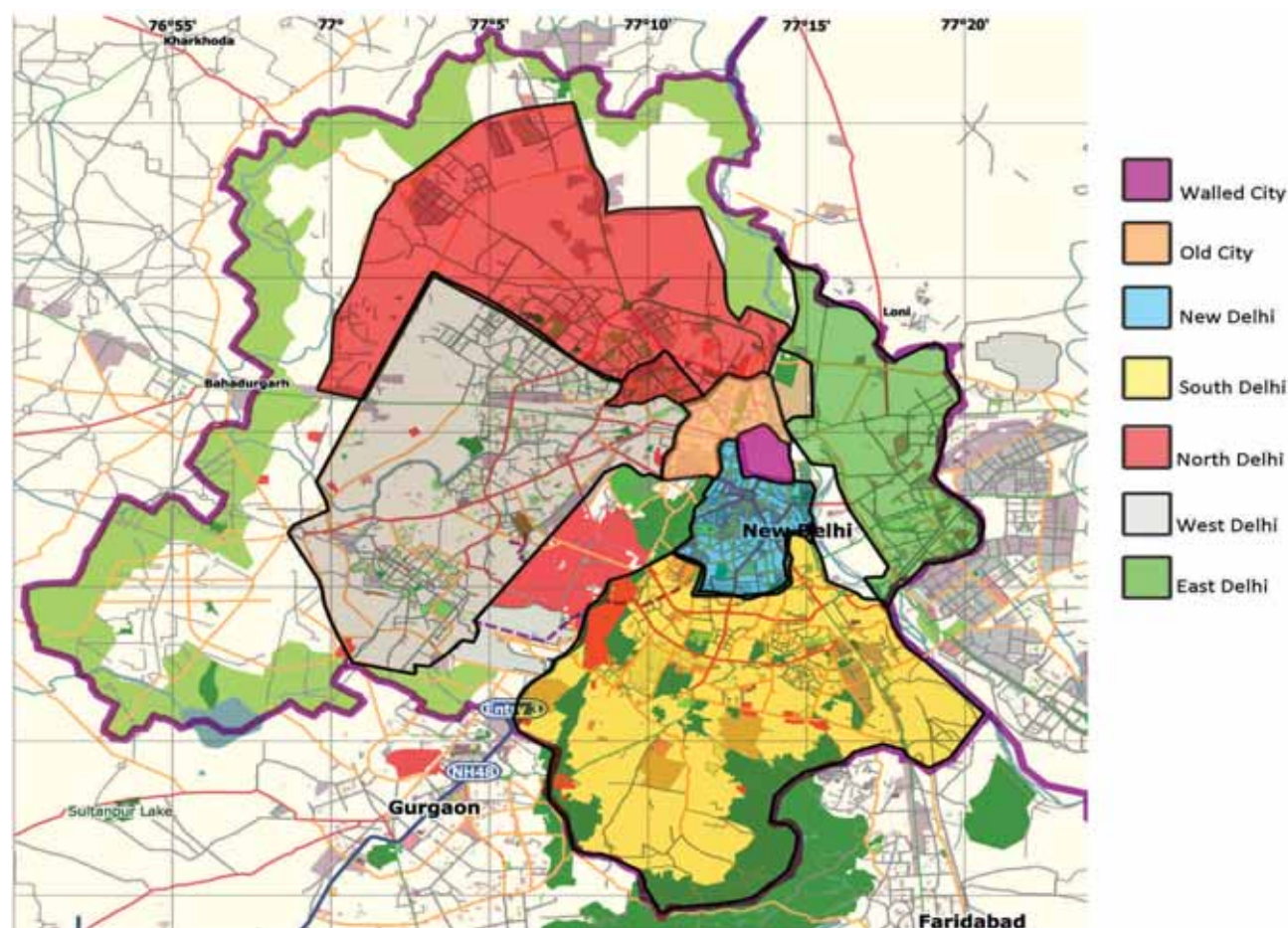


Figure 1: Map representing the geographical division of Delhi.

Ethical concerns

The survey because of the nature and time of its execution offered many challenges. The purpose of the study was amply made clear and consent was sought to execute the same. It was communicated that no names or identities will be shared or made public and were only for research purposes. During the night there were instances that some select homeless interviewees were inebriated and under the impact of substance use, such samples and cases have been excluded from the study. And there were a couple of instances where help was sought from social activists and civil society organizations working with homeless when during survey interviews some homeless needed urgent medical and social assistance, the survey team directed such cases to the concerned organizations working on the same.

Limitations of the study

The study is first in a series of studies on homelessness in Delhi and is primarily focusing on the quantitative aspects of the homeless populations, and completely acknowledges that a quantitative study assessment cannot capture in entirety the challenges faced by the homeless on the streets. It is expected that the forthcoming series or other research initiatives fill the gaps from this study. The design is also heavily depended on the homeless clusters identified by various civil society organizations, and there are, many homeless clusters that are left out by this study.



CHAPTER - III



Key Findings of the Study

Section 1: Demographic Profile

Different scholars have defined migration differently since migration is a multi-dimensional phenomenon and there are several approaches to understand migration. Geographers focus upon time and space significance of mobility, sociologists stress upon social consequences of migration and economists give importance to the economic aspects. Simplest meaning of migration can be a shift in space. The analysis and consequences of the phenomenon are multiple, and it has huge implications on policy and governance as well. In India, the migration trends show that people mainly move to the states which have witnessed higher growth rates of urbanization and higher economic development, from areas which lag behind on such parameters. The Census data of 2011 shows that 68% of all migrants were from rural areas, and a large share of such population (64%) have been migrants for more than 10 years. The overall sex-ratio of migrants has favoured males during the past decade as well.

According to the World Urbanization Prospects²⁵ report, more than half of the world's population lives in urban areas, and the number is growing every year. The report also proposes that urbanization in India is a consequence of demographic explosion and poverty-induced rural-urban migration. In a country which is still dependent upon agriculture, seasonal migration is common and people turn towards cities for employment opportunities and a better quality of life. However, such migrants have to face a lot of hardships because of the kind of work that they are offered as well as restrictions in accessing public services - which have adverse impacts upon their lives. Added to this, they face social stigma, harassment and exclusions from various sections of the society. They are indeed '**invisibles**' in the city, where they have been living for a long period of time and despite being an important part of the informal sector of the economy, their presence and contributions are rarely acknowledged. A large number of migrants work in hazardous work environments, and typically join the workforce at an early age and find jobs as unskilled workers, severely hampering chances of upward social mobility. They have poor access to health and education services, which typically means that they have to leave the city and move back to their villages if they fall sick or are unable to work for a long period of time due to injuries or other reasons. Daily arduous physical labour takes a toll on health, and typically migrant workers are able to work only till a certain age - after which they have to leave the city. **The city is dangerous, inhospitable and expensive for them, and there is little chance of survival in such an environment without work.** This also has severe inter-generational implications, and migrant workers typically transfer the vulnerabilities to their children, along with lack of skills and poor health and the absence of any safety net- trapping them in a vicious circle of poverty from which escape is almost impossible without external interventions.

There are studies which argue that the structural reform in the economy post liberalization of 1991 has opened up job opportunities in several sectors located in and around the cities, which leads to the growth of cities and boosts rural-urban migration. On the contrary, some studies argue that the adverse impact of economic reform, slow growth in agriculture, poverty and unemployment increases rural to urban migration. Besides economic factors, non-economic factors such as environmental degradation, low

²⁵ Ref: United Nations, Department of Economic and Social Affairs, Population Division. "World Urbanization Prospects: The 2014 Revision" 2015.

impact of poverty alleviation schemes, education and healthcare also influence rural to urban migration. In India, the evidence of distress migration and forced migration is very strong. Sangita argues that there is a relatively higher probability of outward migration of the lowest decile of income, especially in rural areas.²⁶ There are various social factors (caste atrocities, communal riots, women's oppression etc.) which affect migration as well, but there is strong evidence that poverty and inequality play an important role, and forced migration is a reality for many, especially from areas which are less developed.

Hence, it is not only the push or pull factors which influence migration but it is a combination of all such factors. We now take a look at the migrants in the city. Specifically, we try to find out the demographic profile of the homeless in the city and based on the available literature, proceed with the hunch that there should be a strong correlation between homelessness and migration. The analysis of the data collected in the survey follows, given this larger context of migration.

Age Profile

The graph clearly shows that a majority of the people surveyed are below 40 years of age i.e. in the most productive phase of their life. This implies that people are 'attracted' to the city for the employment opportunities it offers, and it can be inferred that people do find gainful employment in the city. There is a marked absence of people over the age of 60, which can be explained by the fact that living in the city is expensive, and people who are unable to work (because of old age or other problems related to age such as chronic diseases) have to return to their native place. Living in the city, thus, is expensive, and people who cannot find work find it to be a burden. The notion that homeless people are homeless because they do not work is wrong - since merely subsisting in the city requires an income. People would rather go back to their native place than live in the city without any income or a source of employment. The allure of migrating to cities comes from the employment opportunities and better quality of life that the city offers, and the homeless stay in the city without proper shelter in order to utilize such opportunities. This also implies that life in the village for the marginalized is so tough that they are prepared to rough it out in the city, even at the expense of their health, security, and rights.

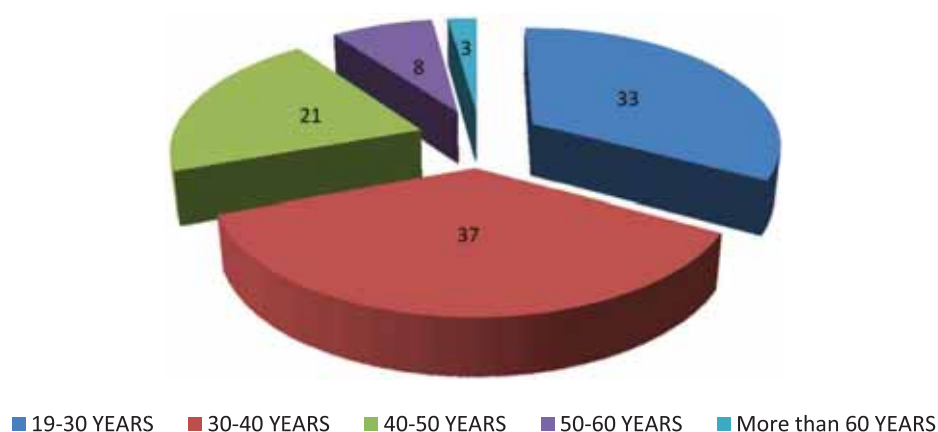


Figure 2: Age Profile of the Sample (in %)

²⁶ Ref: Sangita, S. "Poverty and Migration: Evidence of Distress Migration in India", Conference on Experiences and Challenges in Measuring Income, Inequality and Poverty in South Asia, November 23-25, 2017.

Religion

A large majority (81.4%) of the city's homeless population are Hindus. Muslims form 18.1% of the total population. This is in contrast to the previous survey carried out in 2008 when the data demonstrated that Hindus and Muslims are sizeable majorities (43% and 38% respectively). It is improbable that the religious break-up of the people would have changed much over the years, but it could point to the fact that many more people claim to be Hindus now. In the 2008 study, it was noted that a majority of the homeless population is concentrated in the areas of the walled city and Old Delhi, where there was a substantial concentration of Muslims. It is possible that over the last few years that homelessness has extended beyond the districts of Old Delhi, and thereby changed the population demographics by little. However, it is also possible that many homeless hid their real identities. Such a factor might also be accounted for. The marked absence of other religions such as Christianity is also notable, as compared to the data from the previous survey.

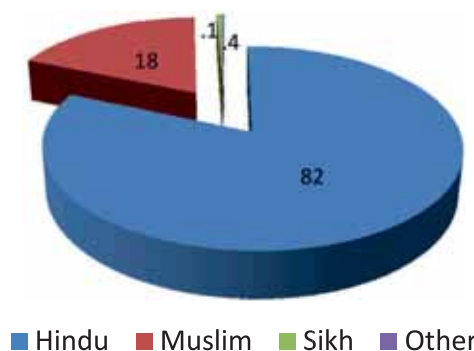


Figure 3: Religion-wise break-up of the sample (in %)

Caste

The caste break-up of the sample shows that the backward and reserved classes (Scheduled Castes, Scheduled Tribes and Other Backward Classes) are a majority among the people who have been surveyed. This demonstrates that most of the backward classes are deprived of basic human rights and live in the most horrible conditions. Apart from economic factors, social factors such as discrimination and stigma faced in native villages could be a reason for migration into the city. The caste identities of the people also become a huge factor in migration to cities, where the people perceive themselves to be relatively more secure in this regard.

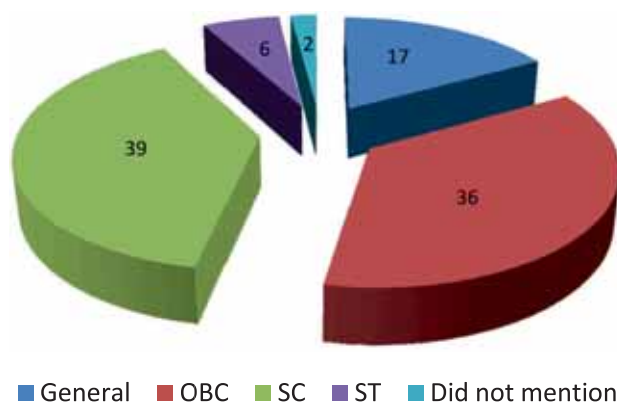


Figure 4: Caste break-up of the Sample (in %)

Migration Patterns

Most of the homeless are migrant workers in the city. They are born outside Delhi but are compelled to migrate to the city due to a combination of push and pull factors. The proportion of female homeless who are born in the city is mildly higher as compared to the male migrants. It is a possibility that the push factors (lack of employment opportunities, poor quality of life and in some cases natural disasters such as prolonged drought) tend to drive them away from their native lands and the pull factors (such as the 'allure' of a better life and access to better quality of life) attract them towards the city. It is debatable whether the quality of life indeed is better in cities for the homeless people, and it must be acknowledged that if they believed that they would get better opportunities in their native lands, they would not migrate to the cities. Hence, the role of the push factors is more dominant than the pull factors. The data also shows that the proportion of males who migrate into the city is higher than females, which means that more men are migrating to the cities in search of better opportunities.

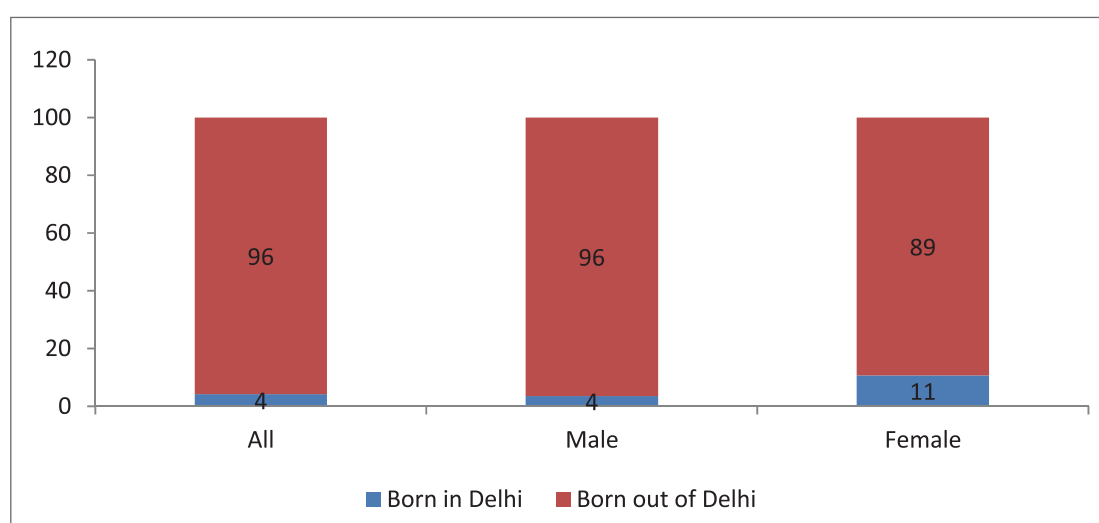


Figure 5: Migration Patterns of the homeless (in %)

Place of Origin

Of the people not born in Delhi, most migrate from Uttar Pradesh and Bihar and work as daily wage labourers in various capacities. It can be easily seen that such people do not find proper employment opportunities in these areas, and close to 80% of all the people surveyed come from these two states alone. It is the lack of employment opportunities in their places of origin which drives them to the cities in search of livelihoods, and it is no wonder that these two states perform poorly on the Human Development Index (Uttar Pradesh and Bihar rank 18 and 21 respectively, of the 23 states and UTs for which data is available).²⁷

²⁷ "India Human Development Report 2011 (Towards Social Inclusion)". IAMR, Planning Commission, Government of India. p. 257. Ret: May 4, 2018.

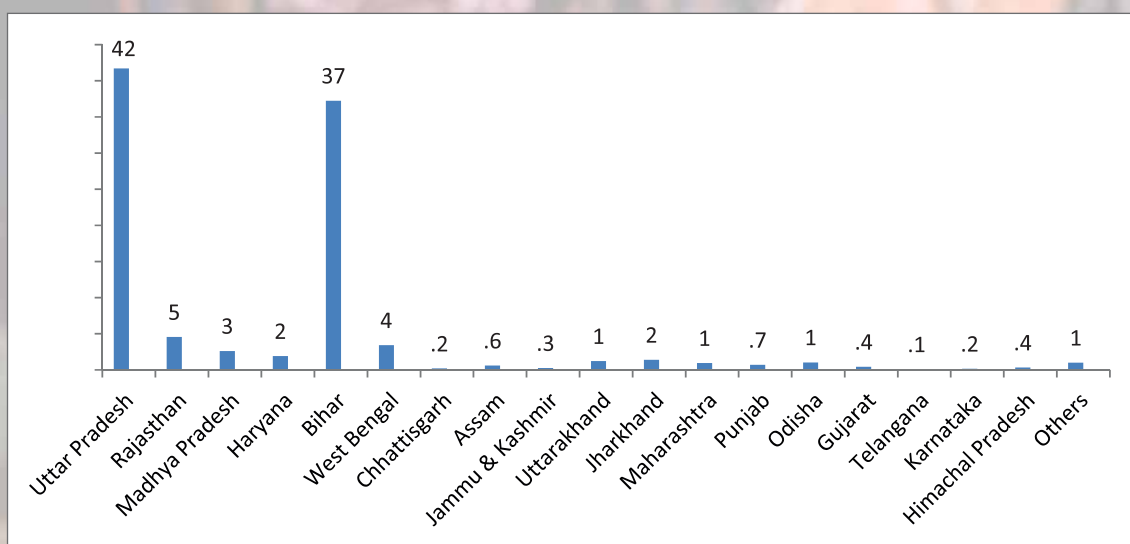


Figure 6: State-wise migration data (in %)

Reasons for Migration

The survey highlights that economic factors are the most dominant cause for migration. A substantial majority of the homeless migrate to Delhi in search of employment and livelihood. Close to 85% of the homeless are in Delhi for livelihoods and poverty/ hunger comes a distant second at 12%. Poverty and hunger though are substantially higher for women. The other reasons for migration are domestic violence in the family, by one's own choice and in some cases natural disasters. Overall, it is very evident that the city offers them employment and they form an integral part of the urban economy. The city clearly is the only option left for the homeless who choose to live in the city, battling through terrible uninhabitable conditions, while trying to eke out a living. This should be viewed in the context of the rural areas that have fewer employment opportunities and because of which they get pushed out.

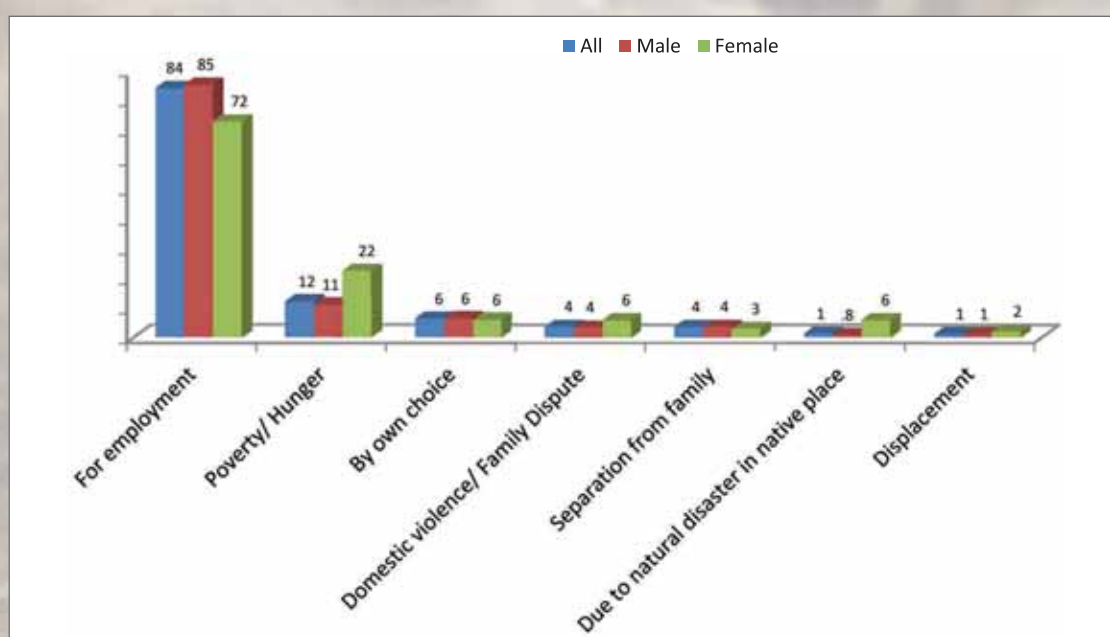


Figure 7: Reasons for Migration (in %)



Duration of Stay in Delhi

Almost 70% of the people surveyed have been living in the city for more than 5 years - which means they have been present in the city for a substantial amount of time, involved in daily economic activities. The trend is similar for both men and women. It is safe to assume that these trends will continue in the future as well, and adequate measures need to be devised in order to improve the quality of life of the people. The notion that the homeless are temporary migrant workers and do not stay in the city for long periods of time can also be dispelled by the data collected.

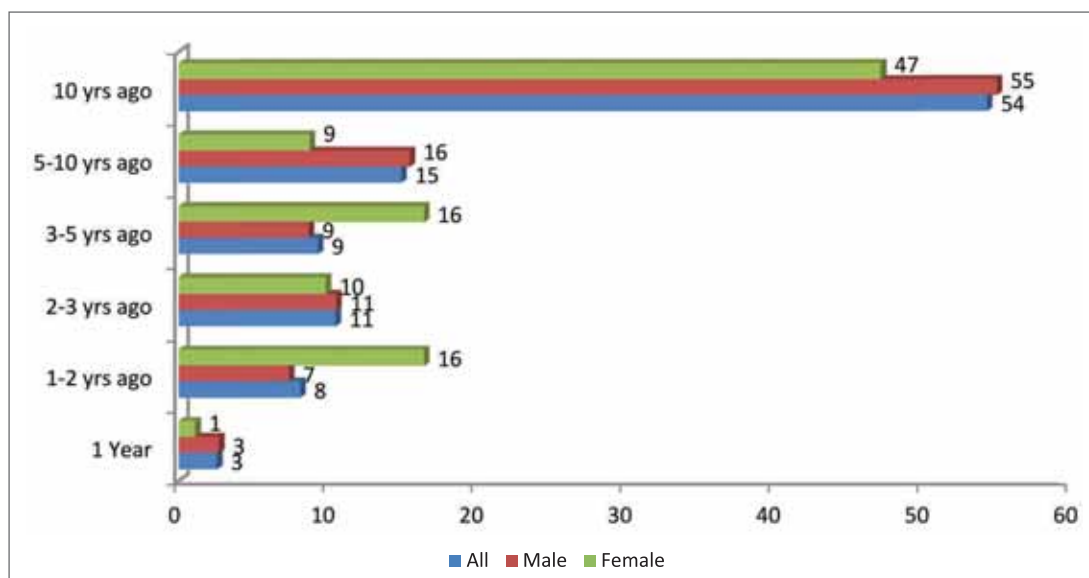


Figure 8: Reasons for Migration to Delhi (in %)

Patterns of Migration

A majority of the men came to the city on their own followed closely by men who came in a group/community. This suggests that the men travelling to the city rely on contacts who are already working in the city or migrate en masse to find employment opportunities. Females on the other hand, generally come to the city with their families.

This graph also suggests that unlike the predominant imagination, homeless are not people living alone, in penury and destitution, even though a substantial figure does suggest that a lot of migration of both males and females is alone, but a majority is migrating through existing, established community linkages and contacts. Thereby it suggests a pattern of en masse migration to the city as homeless using community networks. The presence of homeless families migrating to Delhi also proves that homelessness is not a problem / concern specific to an individual who has fallen on hard times, but a symptom of structural inequalities manifesting as homeless on the streets. The presence of homeless families can also suggest and corroborates with the figures on caste / religious breakup, as contrary to the generally observed phenomenon of males migrating and women looking after agriculture in small tracts of lands²⁸, here it can also suggest that most of the migrants who end up homeless in the streets of Delhi are landless and the

²⁸ The Economic Survey of 2017-18 pointed out changing patterns of labour in agriculture. Due to migration of males from rural areas, women are increasingly taking up roles in agro-based activities - which the Survey terms as feminization of agriculture.

most marginalized at the socio-economic spectrum in the rural context, Thus corroborating with the caste breakup analysis in the section on demographics.

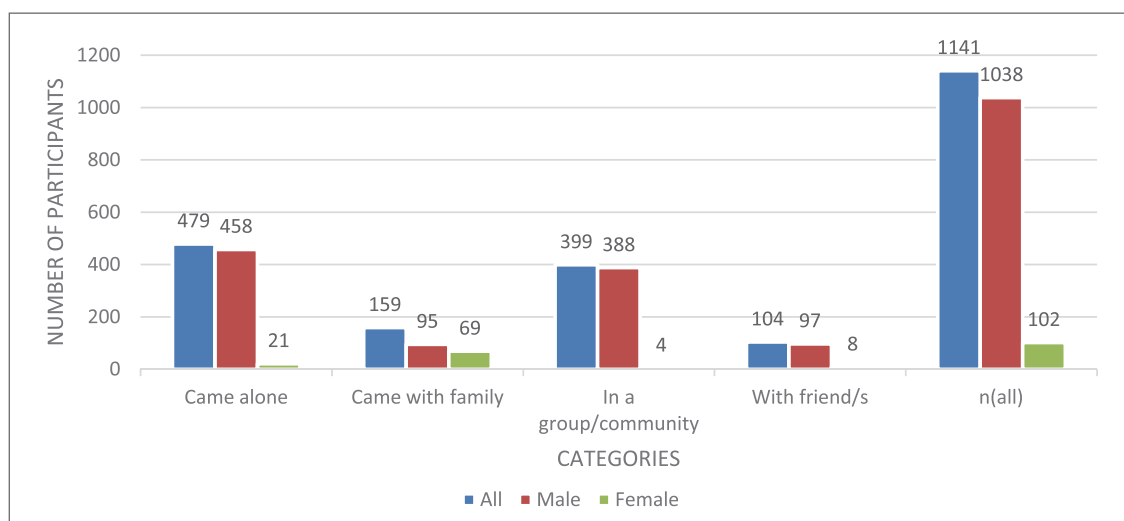


Figure 9: Patterns of Migration to Delhi (in Numbers)

Engagement before Migration to Delhi

The parameter for engagement before migration reveals that a majority of the people were unemployed before migrating to Delhi. The data is similar for both men and women and enforces the idea that the 'push' factors forcing the people to look for employment in the cities are dominant. There is a common notion that most of the homeless are seasonal migrant workers and go back to their villages during the harvest season. However, the numbers of people engaged in farming activities are lower than expected, suggesting that the people who migrate might not own land in the villages or do not gain useful employment as farm labourers in the native villages. The data suggests that most of the people who end up migrating and living as homeless on the streets might not have adequate property in their native villages or employment opportunities. Migration to urban areas is inexorably linked to conditions in rural areas, and social factors such as ownership of land play an important role in deciding whether the migrant worker can afford to rent a house in the city or is forced to live on the streets without proper shelter.

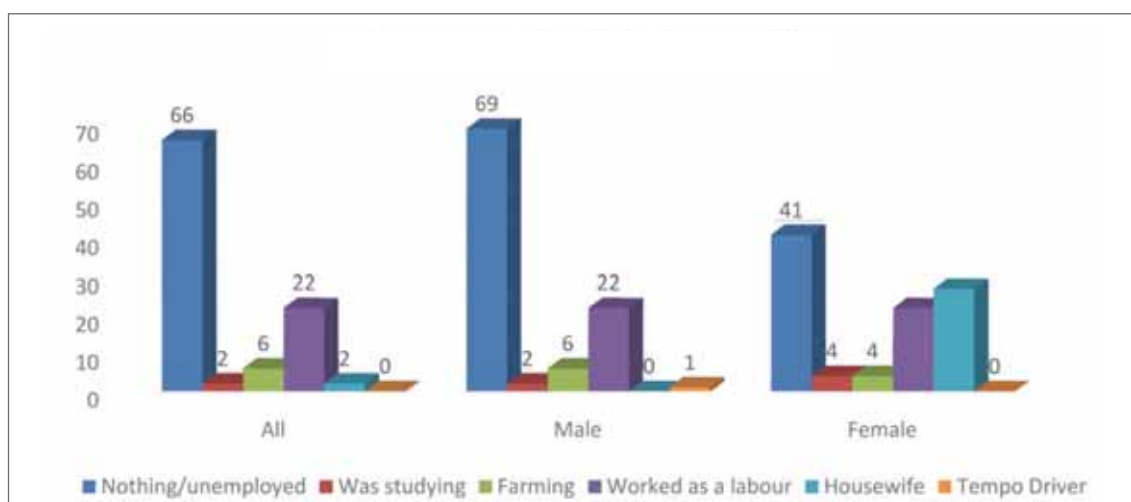


Figure 10: Engagement before Migration to Delhi (in %)

Education Background

Vocational and skill training also did not have much impact upon the lives of the people, and they remain largely illiterate and untrained without any resources to compete in the livelihoods market and means to move upward scaling urban poverty ladder. This has an adverse impact on the lives of the people, and they remain trapped in the vicious circle of poverty for generations.

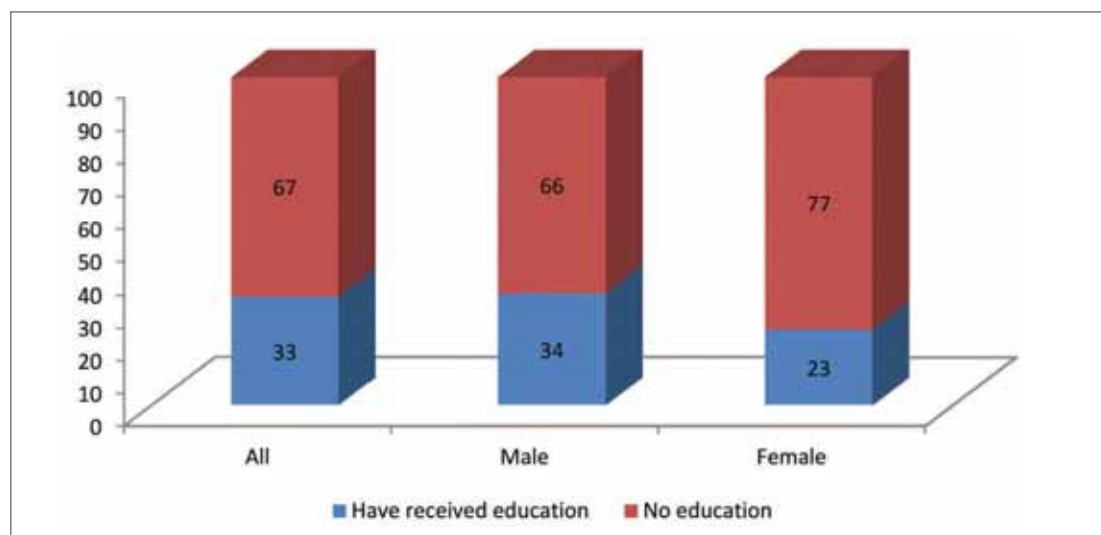


Figure 11: Education background of the sample (in %)



Figure 12: Vocational Training among the homeless (in %)

The failure of policy measures in targeting the chunk of the population which needs such support must be thought over, and appropriate action should be taken to ensure that the people get the support they need from the State. It must also be noted that the vocational training provided by NGOs working in this sector have a greater penetration at the grassroots.

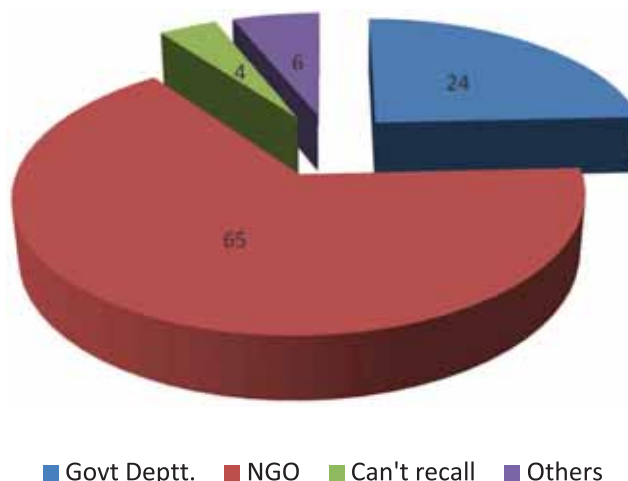


Figure 13: Source of Vocational Training, among those who received any (in %)

Section 2: Living Pattern

In January 2018, the Chief Minister of Delhi was informed that roughly 1,167 people scattered across the city have rejected repeated attempts to be placed in night shelters. This was during the harsh winter conditions, when the need for shelters is the highest²⁹. The death toll of homeless in the month of January was reported to be 44.

Homeless shelters are constructed for the welfare of the people, and the assumption is that the provision of free shelter would keep them off the streets. Hence, it is not intuitive when reports such as this emerge, and questions arise as to the reasons behind such a pattern of behaviour. This section deals with some of these issues and brings out the reasons behind the rejection of homeless shelters by the people. The survey also tried to shed some light on the living patterns of the homeless people. There were parameters which evaluated the place of sleeping, changes in living patterns due to weather conditions and reasons for not using a homeless shelter even when it supposedly provides all facilities.

Sleeping Pattern

The perception that the mere presence of homeless shelters will solve the problems of the homeless is erroneous. Even with homeless shelters being available, many people do not prefer to use these facilities. From the data, it is clear that the use of homeless shelters increases during winter and rainy seasons, when hostile weather conditions force the homeless to seek refuge. However, it can also be inferred that most of the people prefer to stay in the open when given a choice. It is not due to the habit of the people, but the fact that the shelters fail to retain the people they are meant to serve when the weather conditions are favourable. Homeless communities avail the services of the shelters actively only when they are faced with the vagaries of nature and not as the first resort for safety and security.

The problem is compounded further due to the woefully inadequate number of shelters which have been constructed for the homeless communities in the city and in specific localities. This explains why most of the people in the survey find the shelters to be overcrowded and hence unusable. Even in winters, people prefer to rent blankets and mattresses on a nightly basis rather than turning to shelters- which again shows the reluctance in using poor quality, overcrowded shelters. The caretakers in the homeless shelters

²⁹ Ref: "1100 homeless people prefer streets over night shelters: Delhi Shelter Board", Hindustan Times, January 14, 2018. Delhi. Ret: May 4th, 2018. URL: <https://www.hindustantimes.com/delhi-news/1100-homeless-people-prefer-streets-over-night-shelters-delhi-shelter-board/story-yNcDI5CipAZWB6jYbOk9iP.html>



need to be sensitized to the issue as well. There are several complaints of the callous attitude of the caretakers, which in turn discourages many people from availing these facilities.

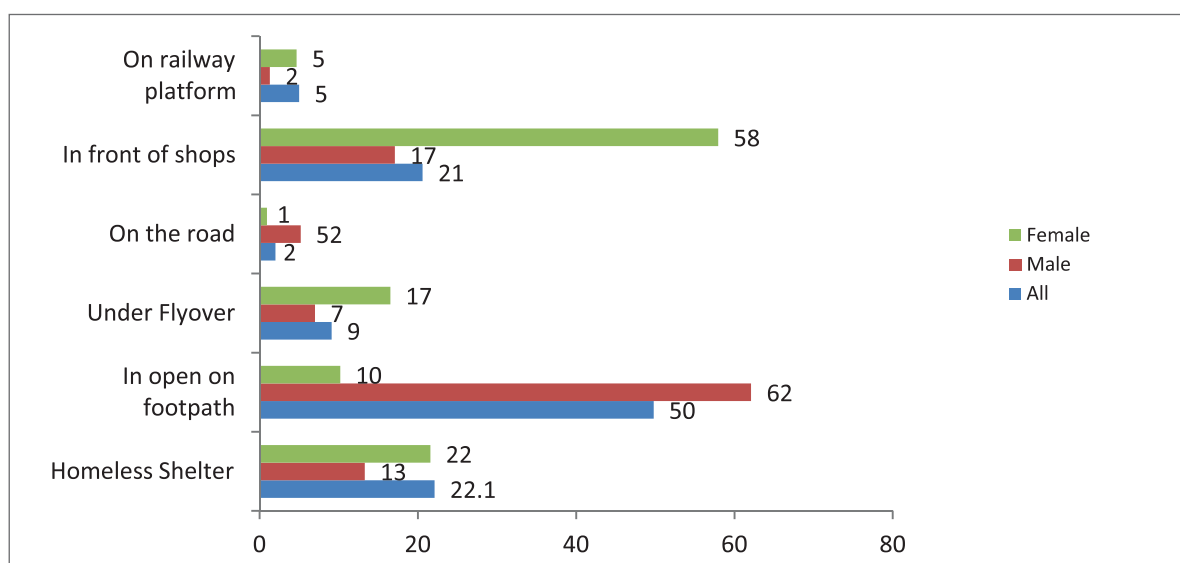


Figure 14: Sleeping patterns of the homeless, according to seasonal changes (in %)

Living Patterns

Most of the homeless prefer to stay in groups, clustered around the city. Females tend to live with their families. Most of the people are from the same community and know each other before coming to the city, which makes the job easier for the people. A lot of the people are scattered all over the city as well, living on their own, which increases the chances of harassment, especially for women. Since most of the people tend to live in groups, they are reluctant to use homeless shelters as they would be separated from their acquaintances. The separation factor has another dimension- there is a small proportion of homeless shelters which are made for families, and going to a homeless shelter would mean being separated from the family. This is another reason why a lot of people do not opt for homeless shelters. A suggestion would be to increase the number of homeless shelters which are for families. Women's safety is also an important concern, since a high proportion of women live with their families on the street, making them more vulnerable.

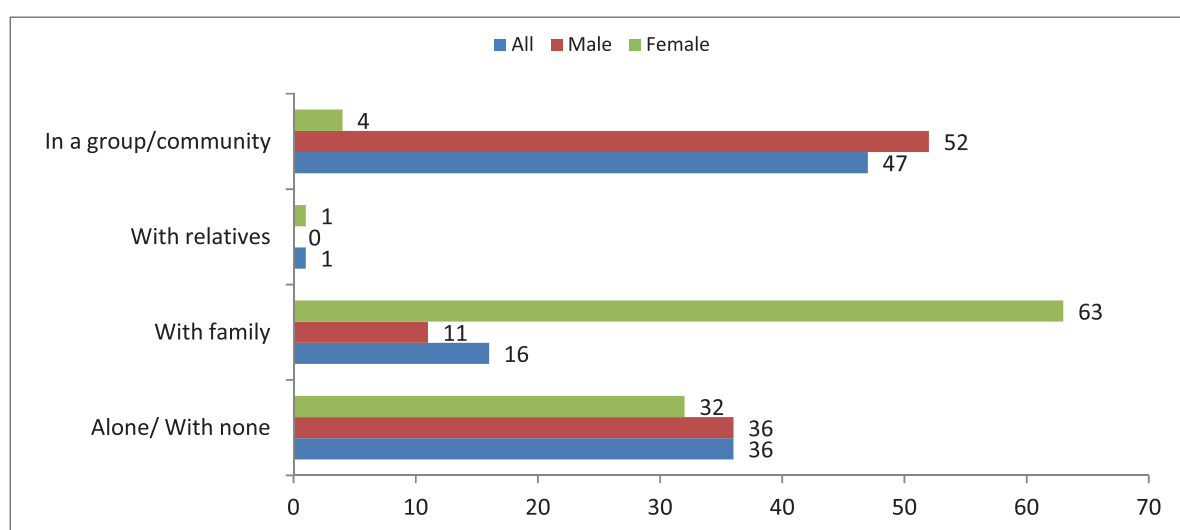


Figure 15: Living patterns of the homeless (in %)

Time Spent Without a Permanent Shelter

A majority of the homeless people surveyed have spent more than 10 years without a permanent shelter. This means that the employment opportunities, as well as social security schemes, have not translated to poverty alleviation and security in real terms. This is a worrying trend signifying that the problem of poverty and homelessness is vicious and chronic, and interventions which have been made are not adequate to address the issues of the homeless. There is an urgent need to understand the causes behind not using shelter homes and perhaps think about alternatives beyond shelter homes as well. Such schemes should be implemented effectively, and designed according to the needs of the people—otherwise, the outcome will still be the rejection and lack of demand for shelters which fail to fulfil the needs of the people.

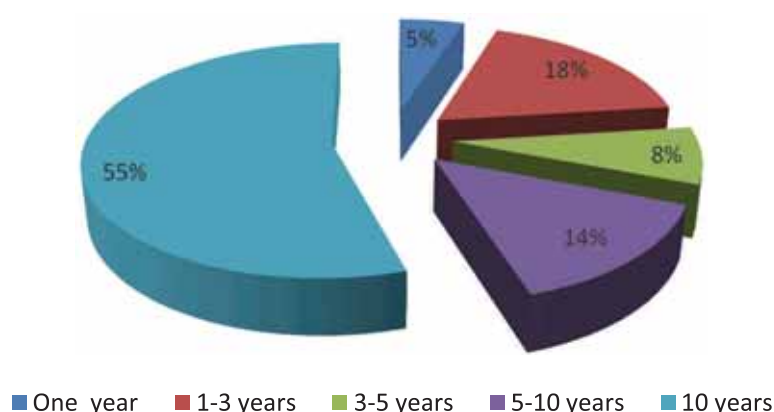


Figure 16: Time spent without a permanent shelter (in %)

Section 3: Homeless and their Identity

A majority of the homeless have valid identification documents such as Aadhar Cards and Voter ID cards. This was not so in 2000 and 2008 as over 90 per cent of the homeless had no identification documents. Now, the homeless communities realize the importance of such documents in order to be eligible for social security schemes, and the awareness among the people is seen to be generally high. Most of the people reported having made the documents on their own without the help of middlemen. The homeless also possess Voter ID cards, although the address is of their native places and not of Delhi. Most of the people are aware that such identity documents are free to avail, although some agreed to pay middlemen to get the job done.

It is alarming, however, that most homeless reported that they do not have ration cards and cannot avail subsidized food grains. This partly explains the high daily expenditure on food incurred by the homeless. The unavailability of subsidized food grains also has implications on the nutritional intake of the family, and especially of women and children within the homeless community. Since ration card is linked to various government schemes and providing ration cards to the homeless might be an undesirable option for the government, alternate policy measures could be devised to provide subsidized food grains to the homeless. It is also to be noted that the most marginal 17% of the homeless do not have any identity, and women seem to be the most marginal.

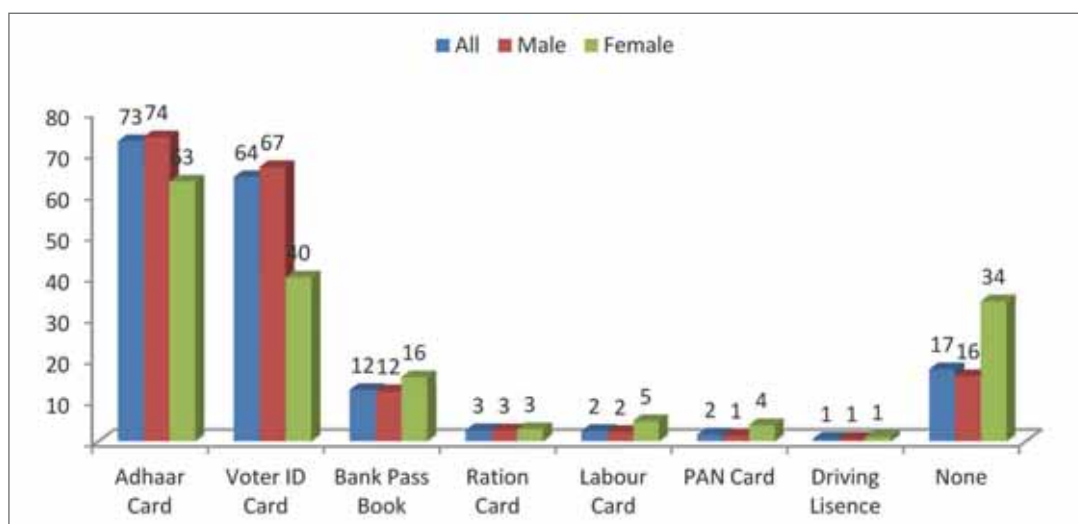
Identity Documents:

Figure 17: Possession of Identity Documents (in %)

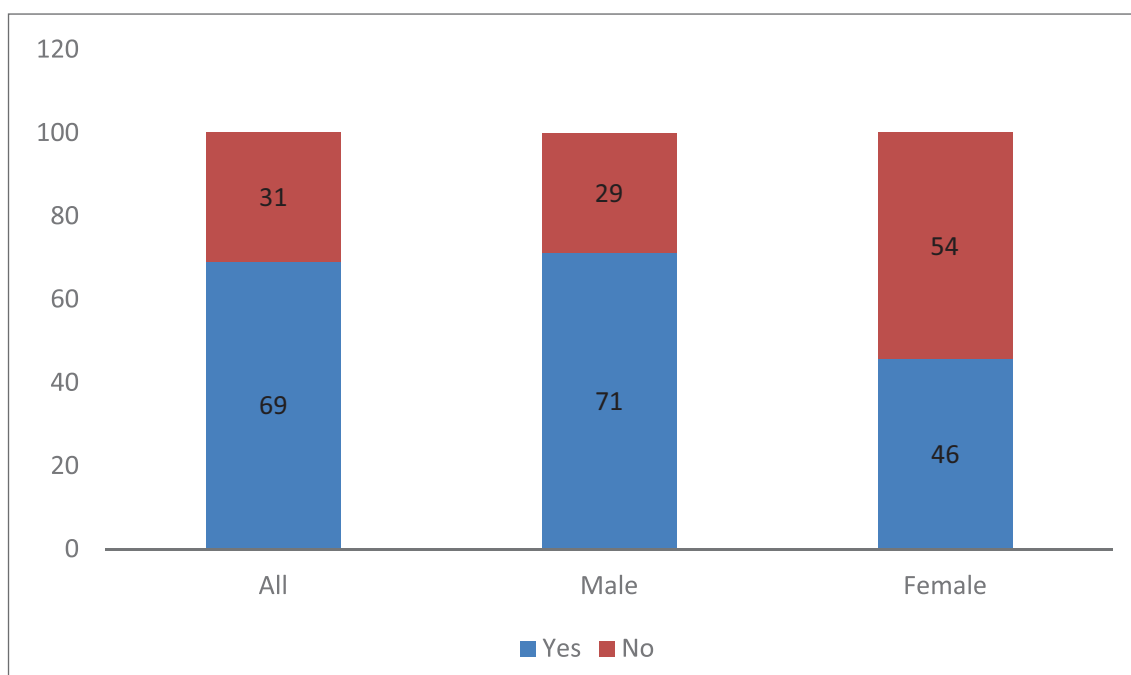


Figure 18: Whether voted in elections (in %)

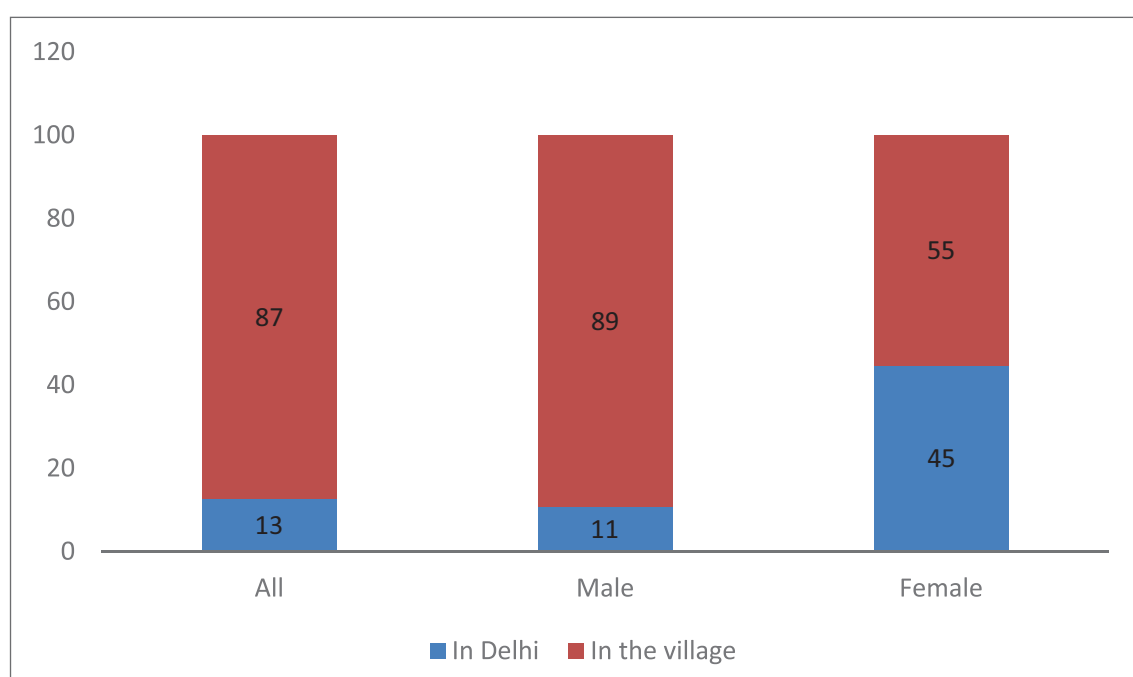


Figure 19: Place of voting (among those who voted) (in %)

Voting in Elections

The voting pattern suggests the increased need for participation in local governance processes. Also, studying the place of voting clearly reveals the fact that a huge majority of identity documents are not of Delhi. This also suggests that they maintain connections with communities back home, if not all, at least some do.

Section 4: Livelihoods and Access to Basic Services

The informal sector in the economy forms a significant part of the nation's GDP and employs a major proportion of the population of the labour sector. A major part of the informal labour sector is unskilled, as National Commission on Enterprises in the Unorganised Sector (NCEUS) observed. According to ILO India Labour Market Update (2016) and NSSO data (2011-12), more than 90 per cent of the employment in the agricultural sector and close to 70 per cent in the non-agricultural sector falls under the informal category³⁰. Informal workers usually perform low paying jobs, have little job security, limited employment benefits, and are usually out of the financial network. In India, the socio-economic sphere remains heavily dominated by the informal sector of the economy. The informal workforce forms an integral part of the commercial, service and construction activities. The rapid urbanization of the country provides ample opportunities for people to engage themselves in various activities in the city. The homeless work entirely in the informal sector of the urban economy and remain in work which is highly precarious. Since they are generally daily wage workers and have to spend daily on survival, the people are unable to save substantial amounts of money. On the other hand, there is always the threat of eviction or other emergencies such as health issues, which plague them frequently. Due to such a lack of security, it is

³⁰Ref: "India Labour Market Update", ILO Country Office for India, July 2017. Ret: May 3, 2018. URL: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-new_delhi/documents/publication/wcms_568701.pdf

imperative to understand the financial health of the homeless, in order to aid in policymaking and interventions to improve the financial security of the most vulnerable and at-risk segment of the urban population.

Present Occupation

The homeless perform a myriad of activities in the informal sector of the economy and are an important part of the social fabric. This aspect of their lives is grossly understated and there are notions that most homeless persons are destitute and beggars. Most of the homeless are attracted to the cities for economic opportunities and find gainful employment in the city, although they struggle with the poor quality of life and poor access to services. It is essential to understand the importance of the jobs that are performed by the informal section of the economy, by both males and females. There is a very low proportion of people unemployed (overall 2%), and all the unemployed homeless individuals are women. This can be attributed to the physical health or family constraints which render them unable to look for or perform jobs. It is also important to look at the livelihood options available for homeless women who are engaged in the most precarious and vulnerable livelihoods like Waste Pickers and safai karamcharis, whereas the (relatively) high paying options of construction work are male-dominated. Beggars constitute only 5% of the population.

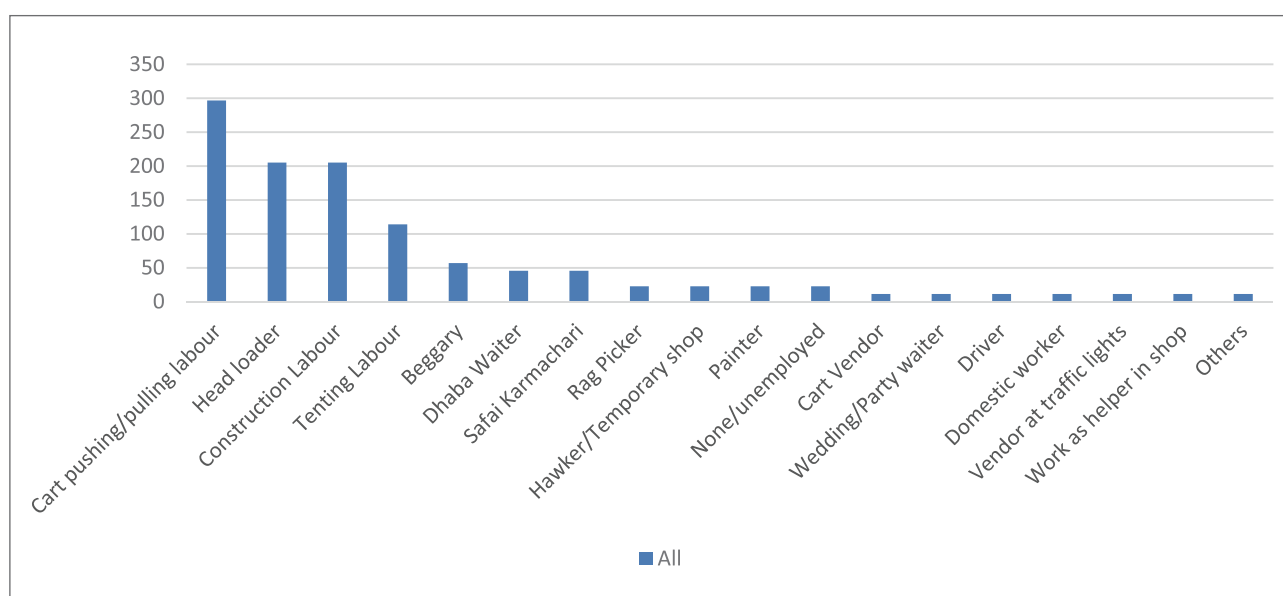


Figure 20: Current Occupation of the people (in Numbers)

Continuity in Employment

A vast majority (82%) work throughout the year, 8% find work occasionally while 10% work in some specific seasons. The workers change their line of work according to seasons- for example, people earn a lot of money as waiters during the wedding season. However, most of the people have a continuous source of employment and tend to work throughout the year. Even the homeless people find paying work throughout the year, contrary to the popular notion that such people are lazy and only survive on alms through begging or work intermittently. The homeless need to be seen as a hard working section of the society and an integral part of the economic and social fabric of the city, and the prejudiced preconceived notions need to be dispelled.



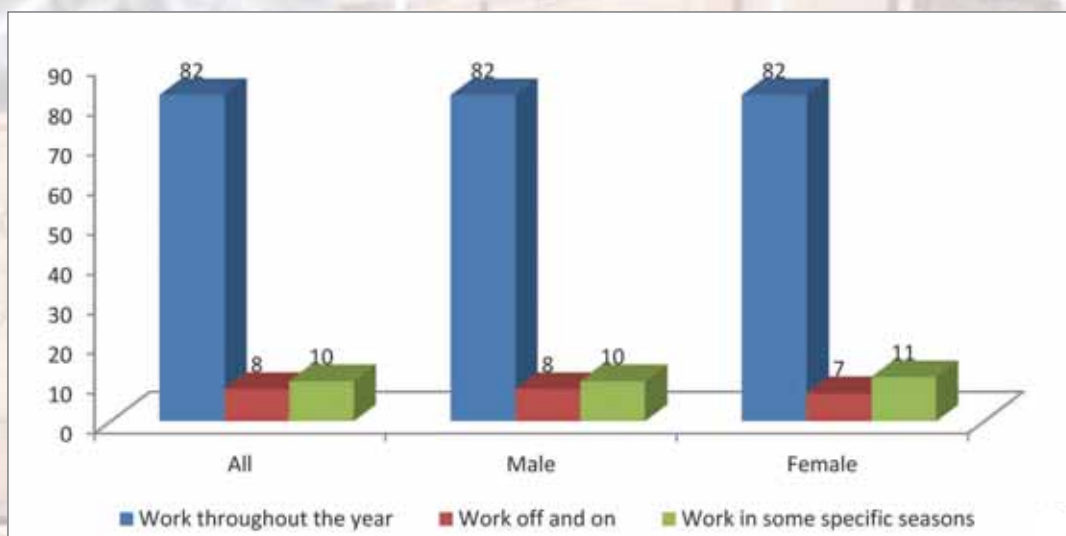


Figure 21: Employment patterns throughout the year (in %)

Working Hours in a Day

Most of the workers get work for more than 9 hours a day, and typically do not get remuneration commensurate with the time they spend at work. A majority of the male workers get paid on a daily basis, and few on a weekly basis. More women get paid on a monthly basis, which is due to the kind of work that they are employed in. Typically engaged as housemaids and Safai Karamcharis (usually on sub-contract), and hence, proportionately more women get paid monthly.

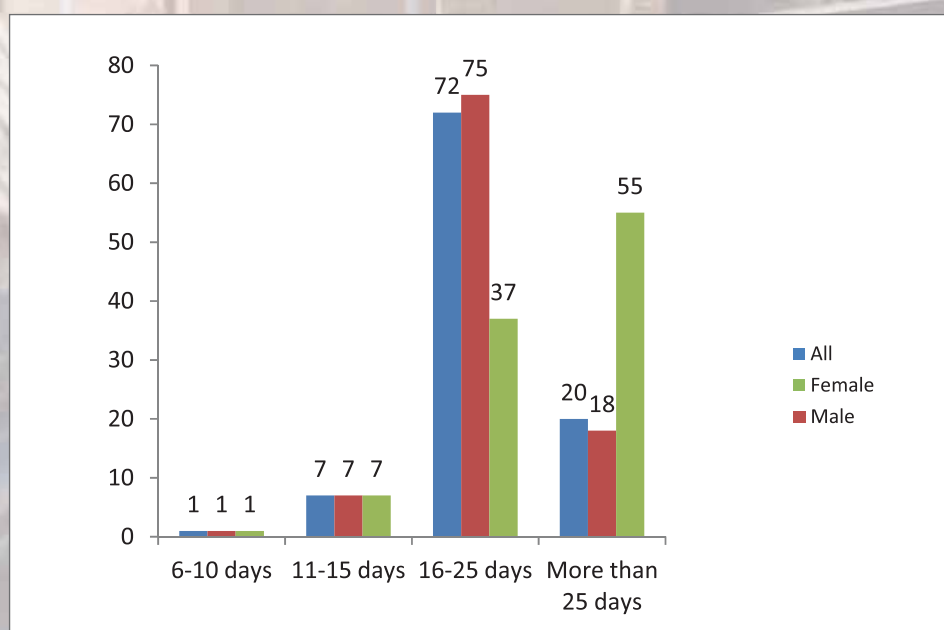


Figure 22: Duration of employment in a month (in %)

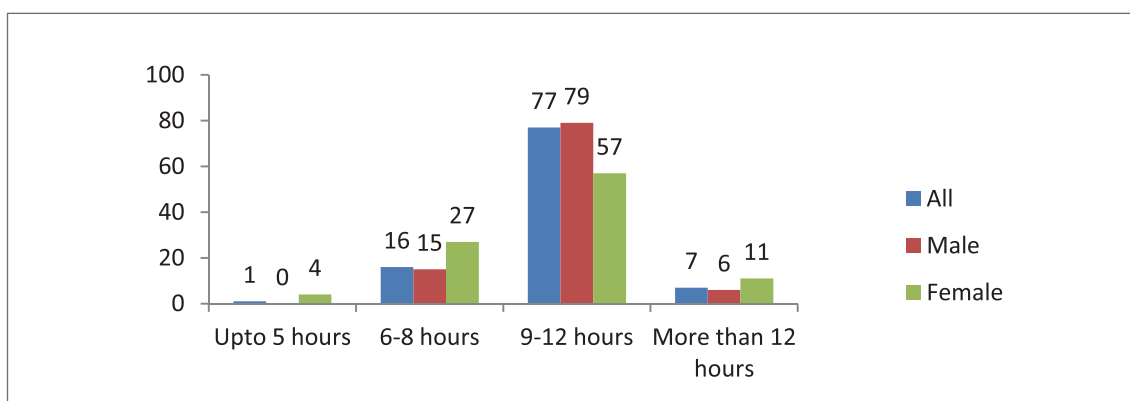


Figure 23: Working hours in a day (in %)

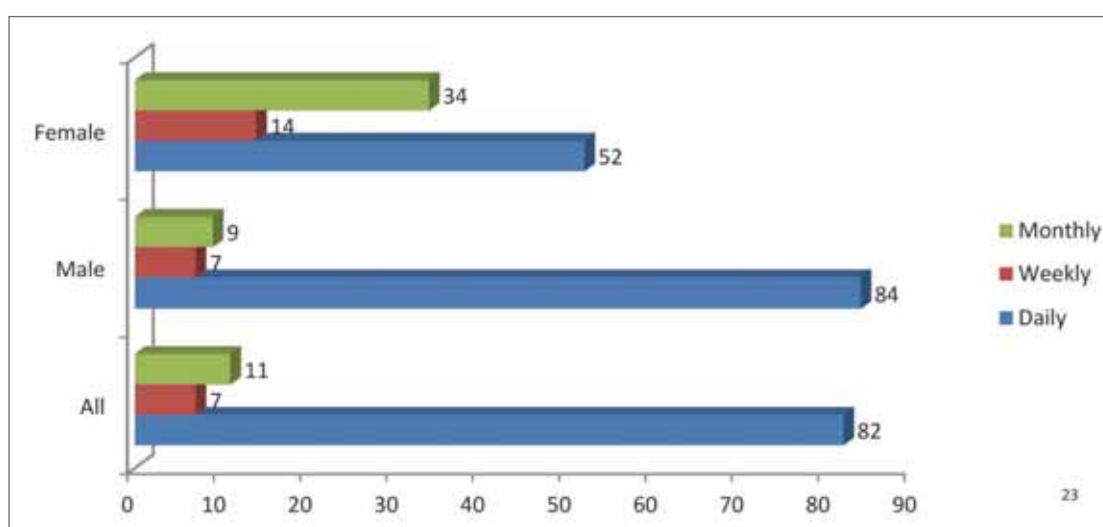


Figure 24: Wage payment trends among men and women (in %)

Change in Occupation

Typically, homeless workers change occupation based upon the availability of jobs and prospects of better wages. During wedding season, many males accepted to changing jobs in order to earn more money, since daily wage labour is uncertain and might not guarantee secure and regular earnings. More women, however, feel secure or are forced to accept what little options that they have with the kind of work they are doing, and do not change jobs that often. Competition is also a factor here, since the availability of workers is high, the replacement of a worker is easy for any employer, leaving homeless workers with little or no negotiating power with the employers and contractors. Role of Stigma and security concerns as well.

Daily Income

A majority of the homeless earn ₹200-300 per day, and it is interesting to note that while females find jobs more regularly than men, they are also paid less when compared on a daily basis. A considerable number of men manage to earn more than ₹300 per day as well, while women have to contend with a lesser income. It could be because a considerable number of men perform jobs as skilled labourers, while the work women get are not as high-paying and is vulnerable in nature – like waste picking and sorting.

However, women who also work as domestic workers typically get secure jobs and a higher proportion of women get paid on a monthly basis, while men, as mentioned, do not find employment on all days of the month.

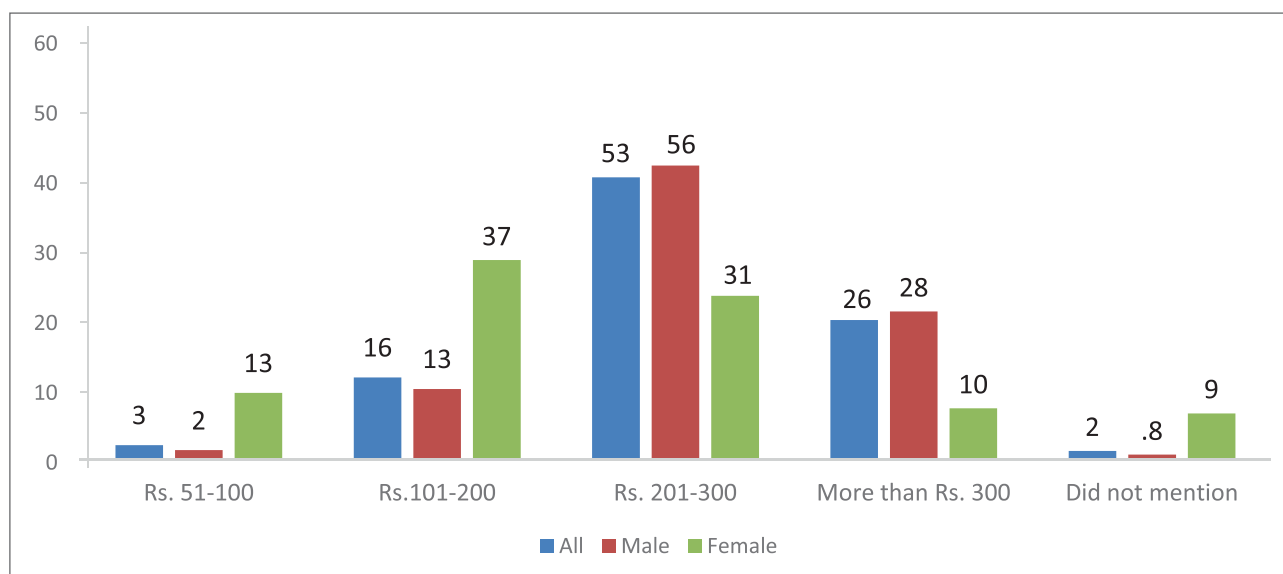


Figure 25: Daily income of the respondents (in %)

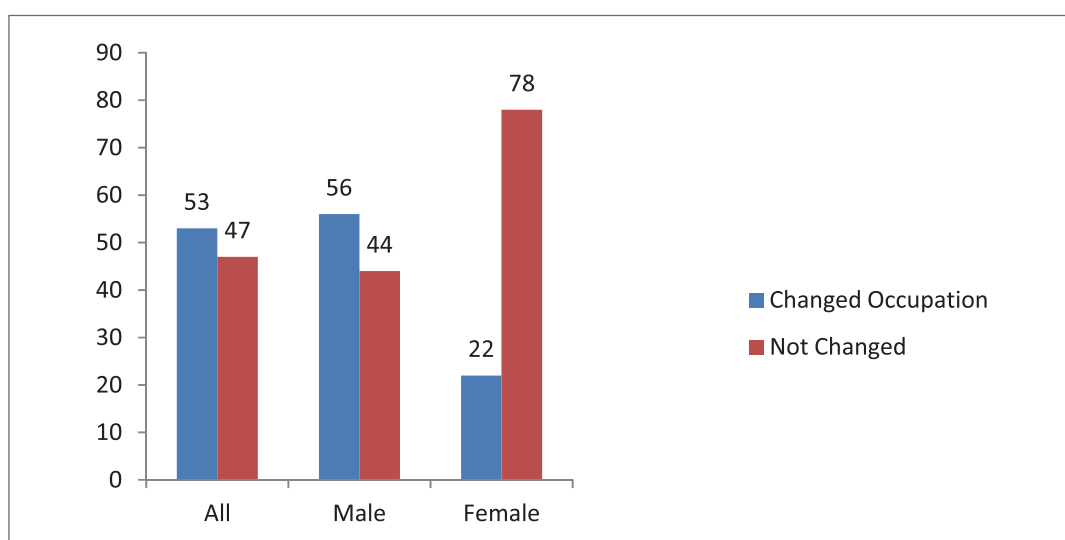


Figure 26: Change in Occupation (in %)

Daily Expenditure on various heads

The major expenditure of the homeless people is on food and sanitation. Some among the homeless reportedly spend ₹16 on toilet and bathing facilities, per person. This is one expense which puts a strain on the people, and in a family of four people, becomes a sizeable expenditure as a proportion of daily income. It is also little startling to see the few homeless people investing or spending money on education, implying that in their desperate pursuits of fending for the immediate needs, the vast majority homeless are not investing in long-term pursuits. What is also a matter of concern is that there is a substantial proportion (10%) of the homeless population surveyed that spends around ₹20 per day to access sleeping space in shelters. This is in complete violation of NULM- SUH guidelines and DUSIB policy for shelters. Also, very clearly visible in the daily expenditure is the dependence on tobacco products and alcohol, clearly suggesting that this population group is highly affected by intoxicants and substance abuse.

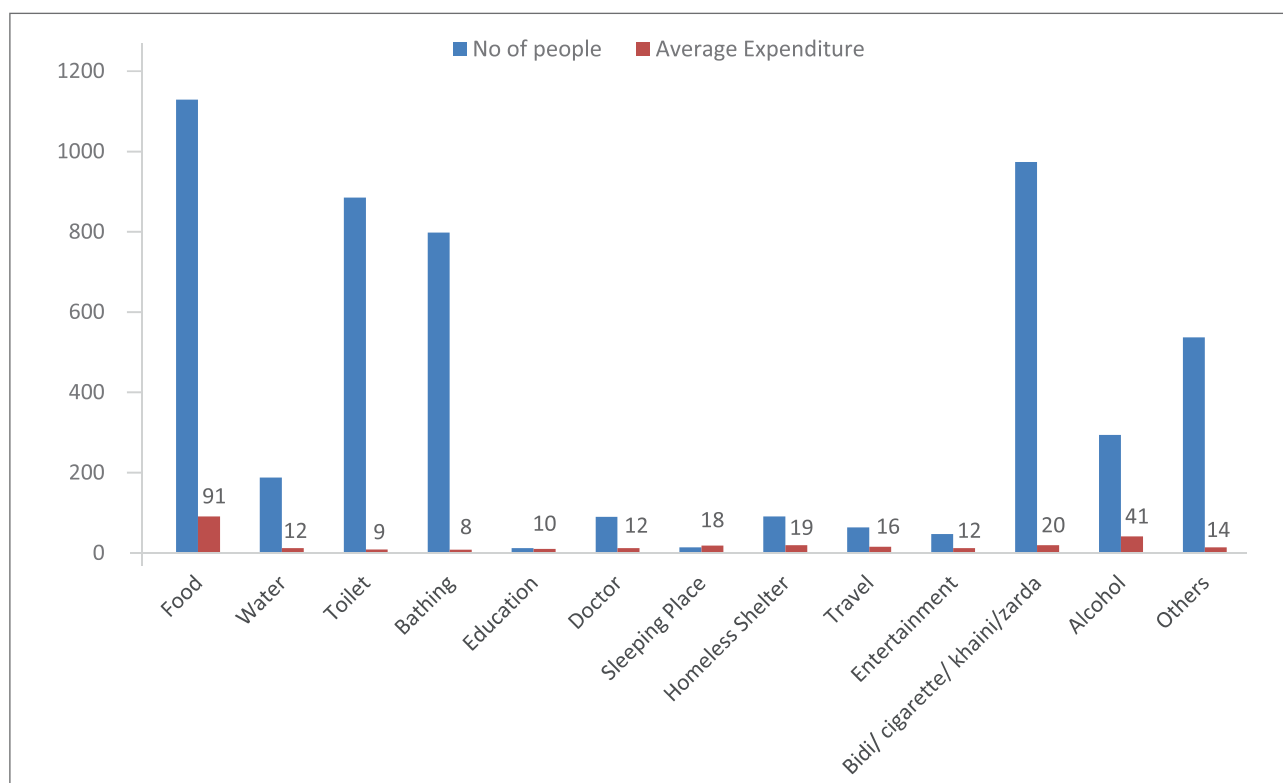


Figure 27: Expenditure in Rupees per day under various heads

Source/ Management of Food

A majority of homeless women surveyed prefer to cook their own food, while most of the male respondents get their food from vendors. The proportion of homeless people getting food from various government food schemes is low, and this is an area which should be focused upon for the welfare of the people. An analysis of the existing policies and failure in implementation or awareness of such programmes needs to be undertaken and aptly adjusted to address the needs of the homeless. A small minority of the homeless depend upon religious institutions or individual charities for food, and even NGOs do not help much in the direct provision of food.

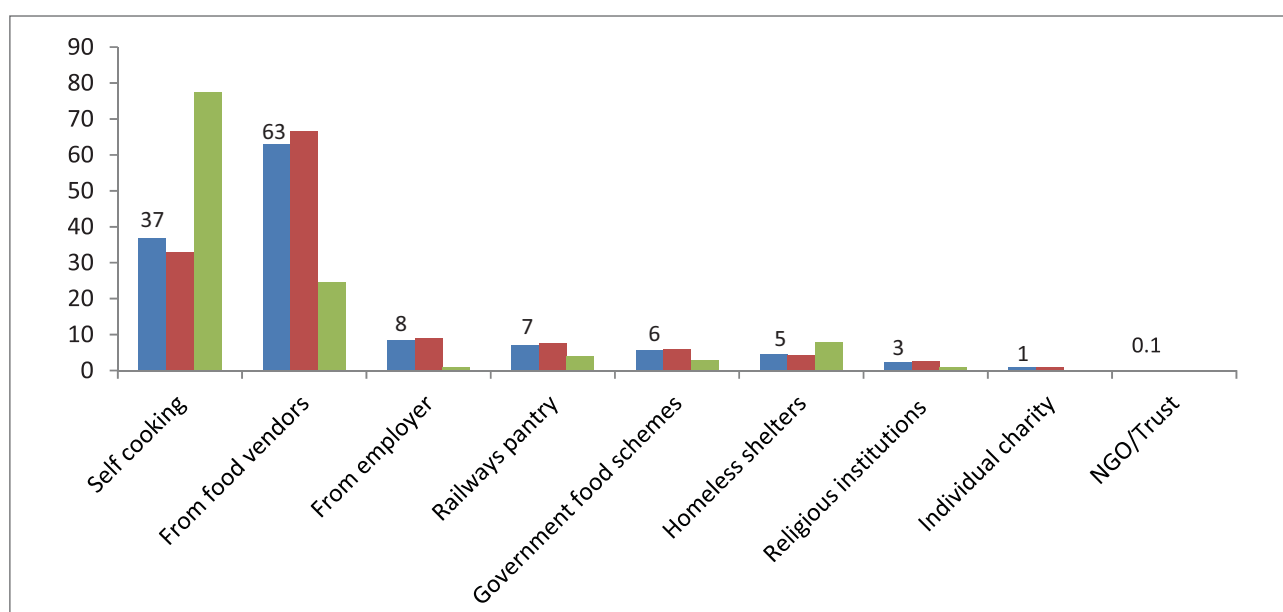


Figure 28: Sources of food (in %)

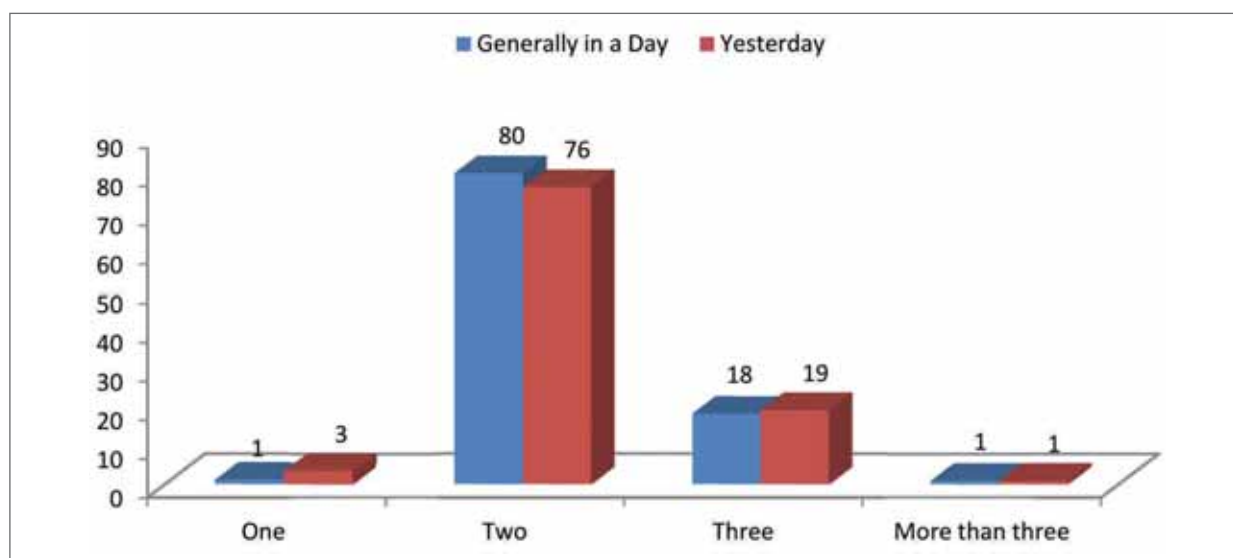


Figure 29: Number of meals eaten in a day (in %)

Source of Drinking Water

Delhi Jal Board taps/ tankers and Piyau (drinking water kiosks created by a good Samaritan) are the primary water sources to meet daily needs. The homeless are compelled to rely on multiple sources depending on water availability from these sources. Slightly less than one-third of the people surveyed also have access to drinking water from a handpump. During shortages, they buy from water vendors. They also source water from nearby government institutions (Hospitals/schools etc.) and religious places. A majority of the people do not have to pay for drinking water, but about 20% of the people spend up to ₹10 daily on drinking water. Access to drinking water can be improved in areas which have a high concentration of homeless people, such that people do not have to spend such a high amount daily on an essential service.

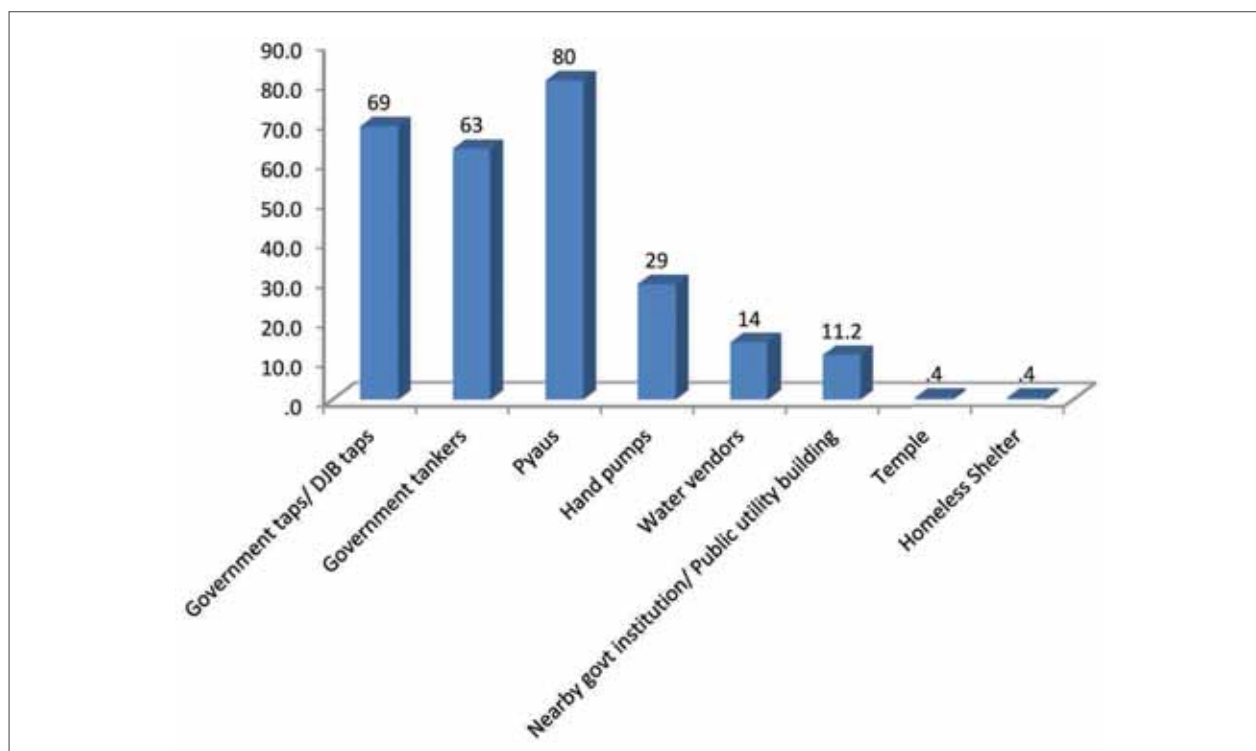


Figure 30: Sources of Drinking Water (in %)

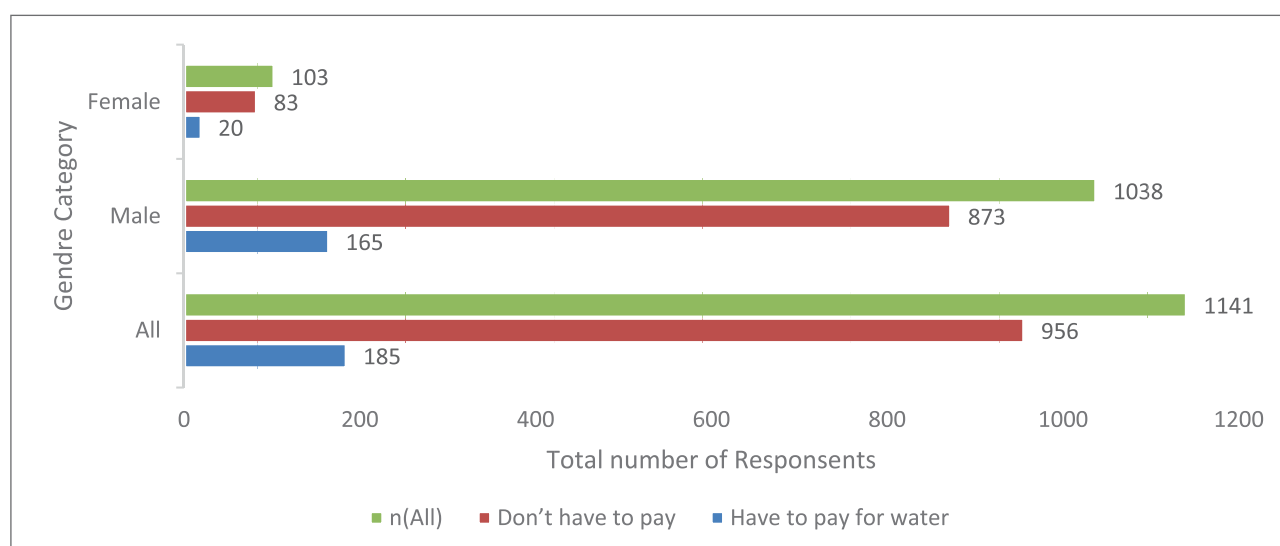


Figure 31: To show whether people have to pay to access water (in number)

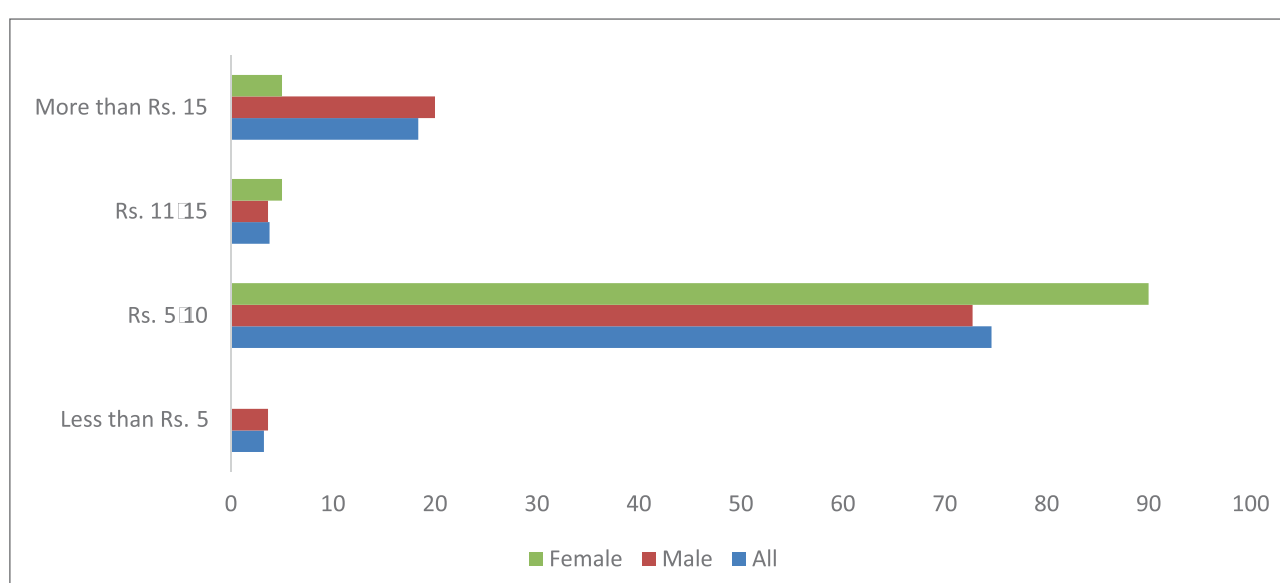


Figure 32: Of the number of people who pay for water, this figure demonstrates the proportion of people and their daily expenditure under this head (in %)

Use of Toilet Facilities

A majority of the homeless use Sulabh Shauchalaya for sanitation on a day-to-day basis. However, most of the women prefer not to use toilets and go for open defecation. This is a cause of concern not only because of sanitation and health issues but also for increased chances of harassment and molestation. Interestingly, government toilets are not frequently used by the people, which defeats the very purpose of building them. More than three-fourths of the people surveyed have to pay for the services, and a minority accesses such services free of cost. An average daily expenditure of ₹10 per head is noted and almost 80% of the homeless pay for access to toilets, which becomes a sizeable daily expenditure in a family of four and usually forcing the most vulnerable – children, women, diseased and old – to access alternate means or defecate in the open.

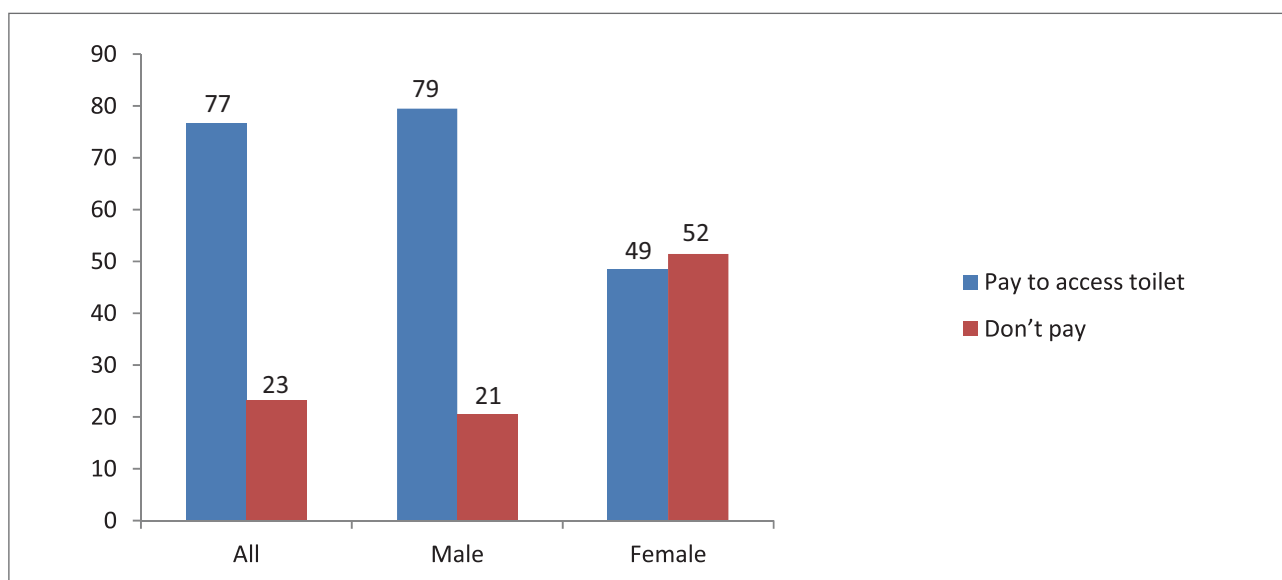


Figure 33: This demonstrates whether people have to pay to access toilet facilities (in %)

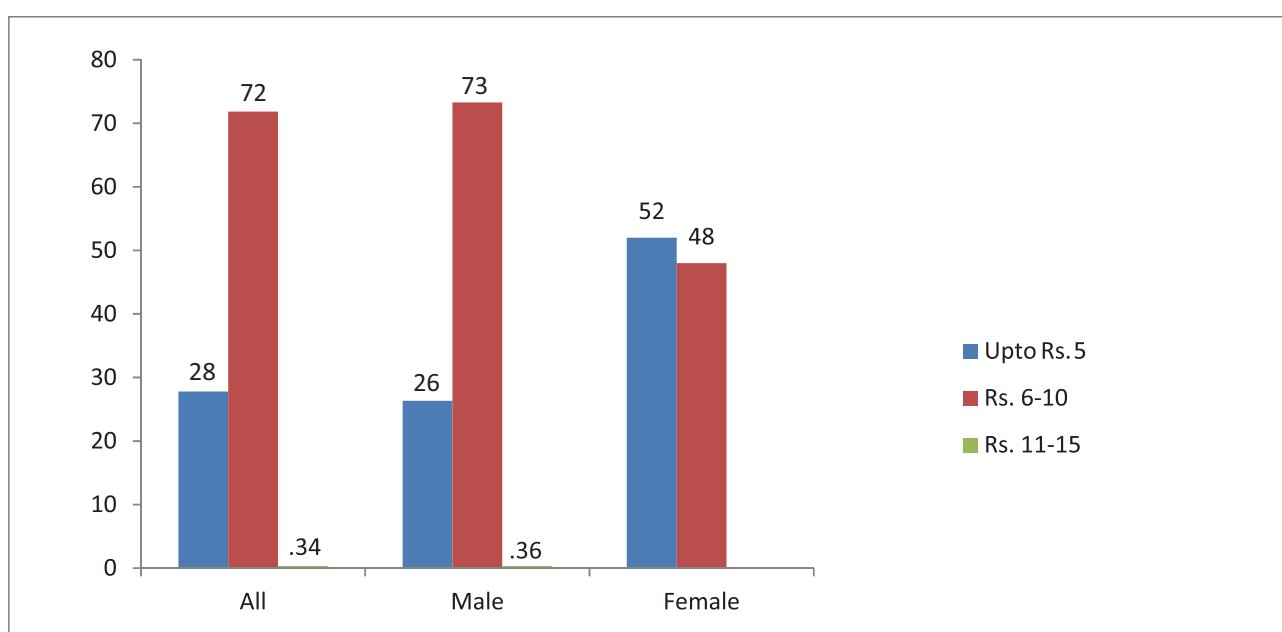


Figure 34: Daily Expenditure on Toilet Use (in %)

Place of Taking Bath

A majority of the people use Sulabh facilities for bathing. However, the data is skewed when only the women are taken into consideration. Almost half the females reported that they bathe in the open. This could be because they cannot afford to pay for the facilities, or simply because those facilities are improper. In any case, bathing in the open poses a serious threat to personal safety and security as it increases the chances of harassment and exploitation. More women reported using shelter facilities for taking a bath than males. A majority of males pay for bathing facilities but females do not prefer paying for the same facilities. The economic strain of such essential, daily activities is substantial and has been highlighted several times throughout the report. It must be kept in mind that the daily income is meagre especially for women in precarious and low paying livelihoods and these are a few expenditure heads that could be substantially reduced by proper facilities and policy interventions. However, the current status of the services provided is woefully inadequate to address the needs of the homeless. From January 2018 the

Delhi Govt took a much-liked decision of making all its toilets (DUSIB) accessible free of charge. While most of the MCD newly built toilets lie locked (due to unavailability of water), that very few which are open, charge money for every use.

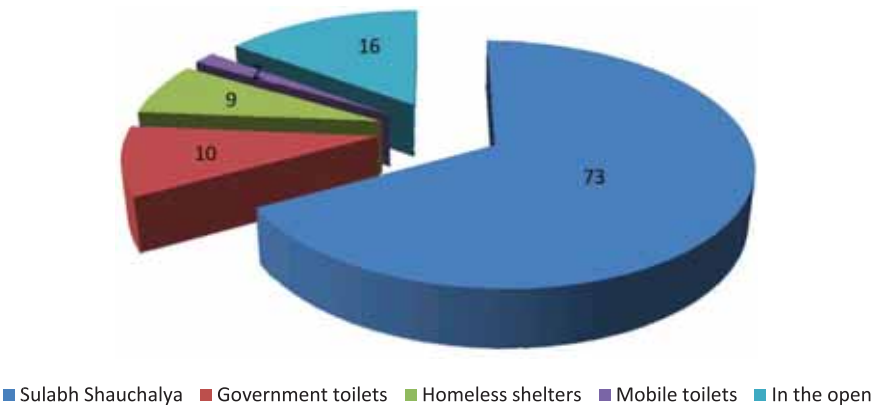


Figure 35: Place for bathing (All) (in %)

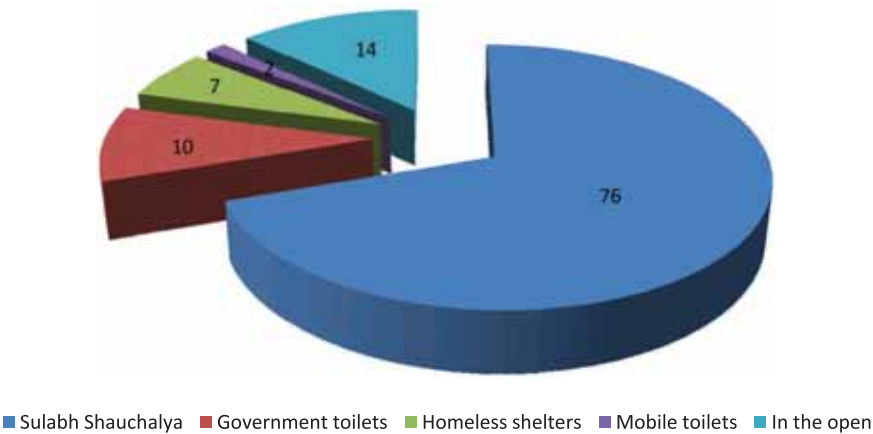


Figure 36: Place for bathing (Male) (in %)

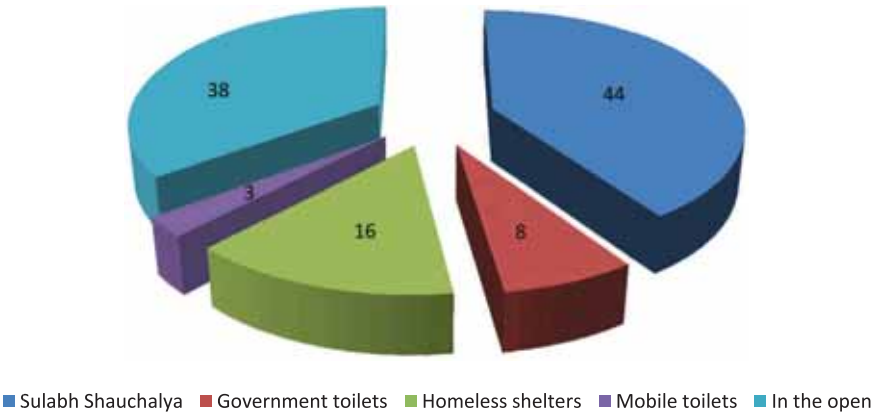


Figure 37: Place for bathing (Female) (in %)

Whether they pay for Taking Bath

A large majority (72.93%) of the men pay for taking bath and 27.07% do not pay. However, in the case of women, only 40.78% of women pay for using bathing facilities. This is because many of them take bath in open

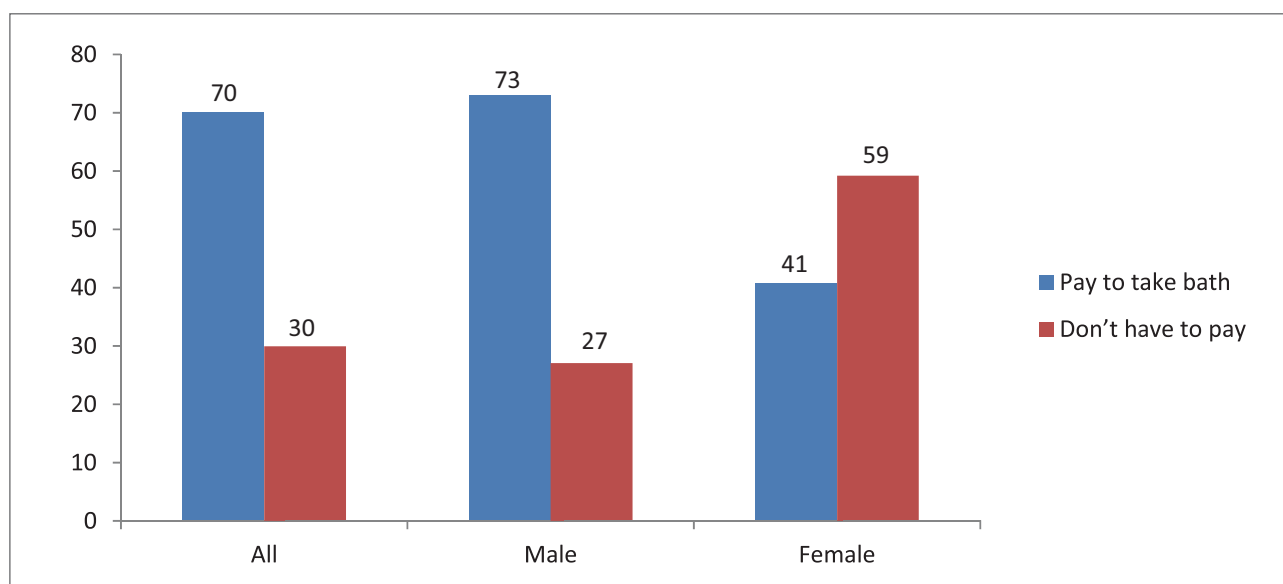


Figure 38: Demonstrates whether the people have to pay for bathing facilities or not (in %)

Daily Expenditure on Bathing

Those who have to pay for using bathing facilities were asked to mention their daily expenditure for using bathing facilities. About one-third of the surveyed persons spent up to Rs. 5 while another two third spent up to Rs.10 per day.

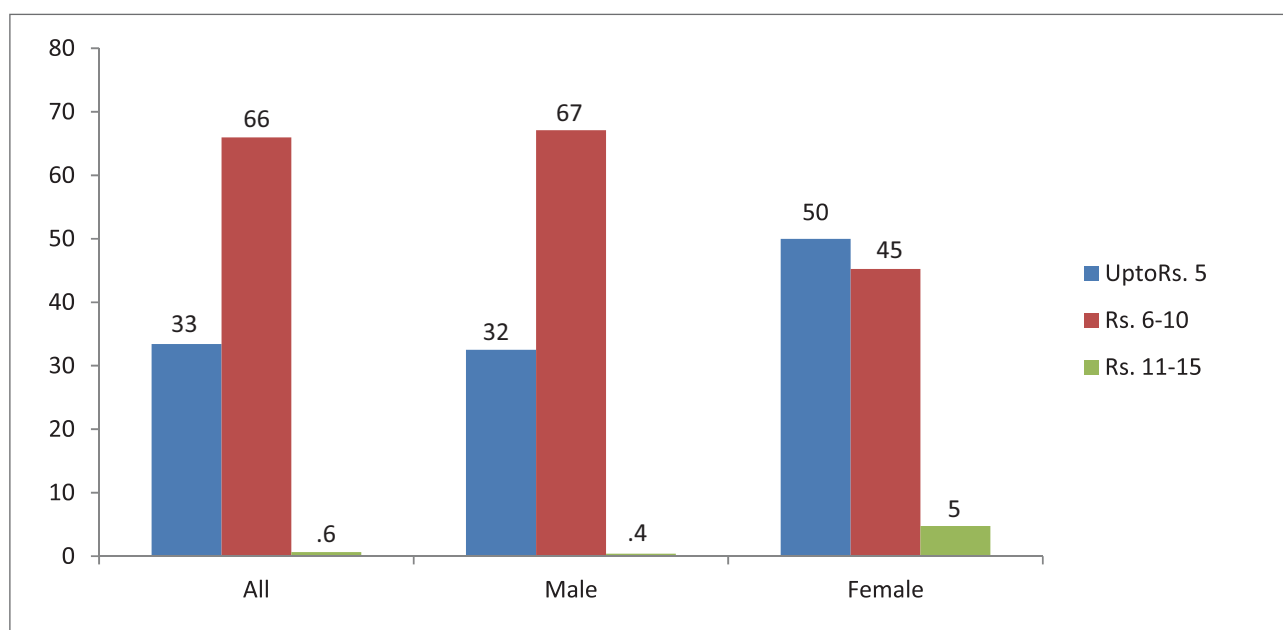


Figure 39: Daily expenditure on bathing (in %)

Daily Expenditure	All	Male	Female
Upto Rs. 5	33.42	32.50	50.00
Rs. 6-10	65.96	67.11	45.24
Rs. 11-15	.63	.39	4.76
n (Those pay for bathing)	799	757	42

Storage Place for Belongings

Most of the homeless keep their possessions with themselves and very few use whatever little locker facilities which are provided in homeless shelters. This poses serious risks as their possessions can be lost/stolen very frequently and the people can only possess as much as they can safely carry. Only a minuscule proportion of the people surveyed have access to the locker facilities. It is also worth pointing out that not all homeless shelters have adequate locker facilities for the people, and the security of a lot of the shelters that do offer locker facilities can also be questioned.

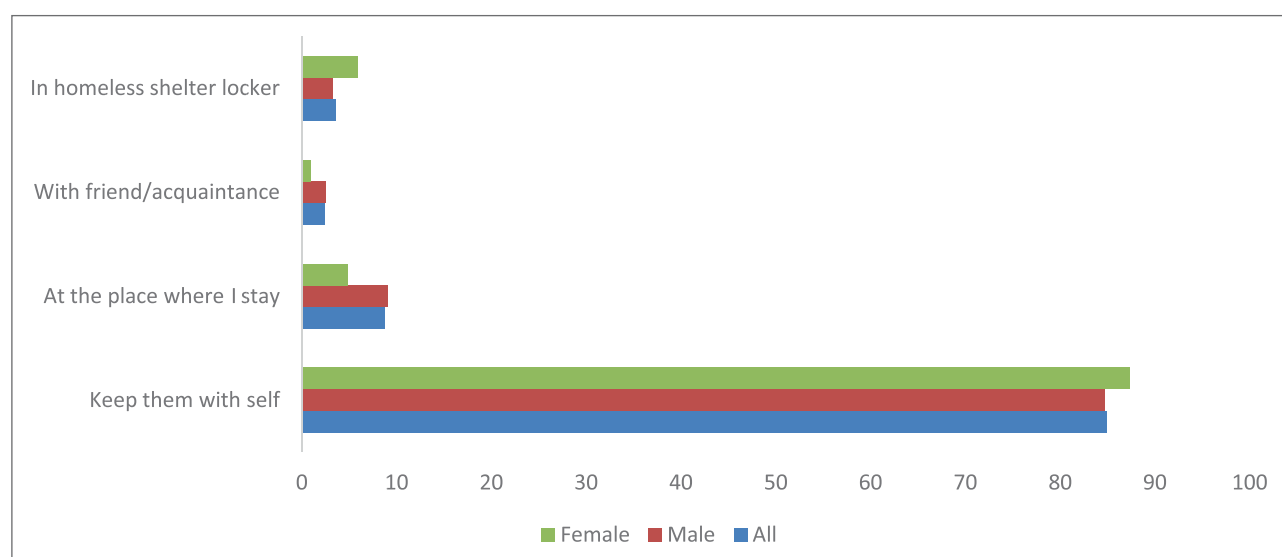


Figure 40: Shows the storage place of belongings, as a proportion of the respondents (in %)

Monthly Savings

The homeless people need to save money in case of emergencies, such as health or any unforeseen expenditure. A majority of the people keep the savings with them and do not use bank accounts, even if they possess one. Informal contacts such as employers or other acquaintances serve as the people they trust with their savings. Trust plays an important role, and cases of cheating are reported by a minority. It is fascinating to observe how informal relations become such an integral part of their daily lives, and are much more relied upon than banks or other financial institutions. However, such acts leave them vulnerable to being cheated or exploited, and awareness about banks and services should be spread in order to mitigate such risks.

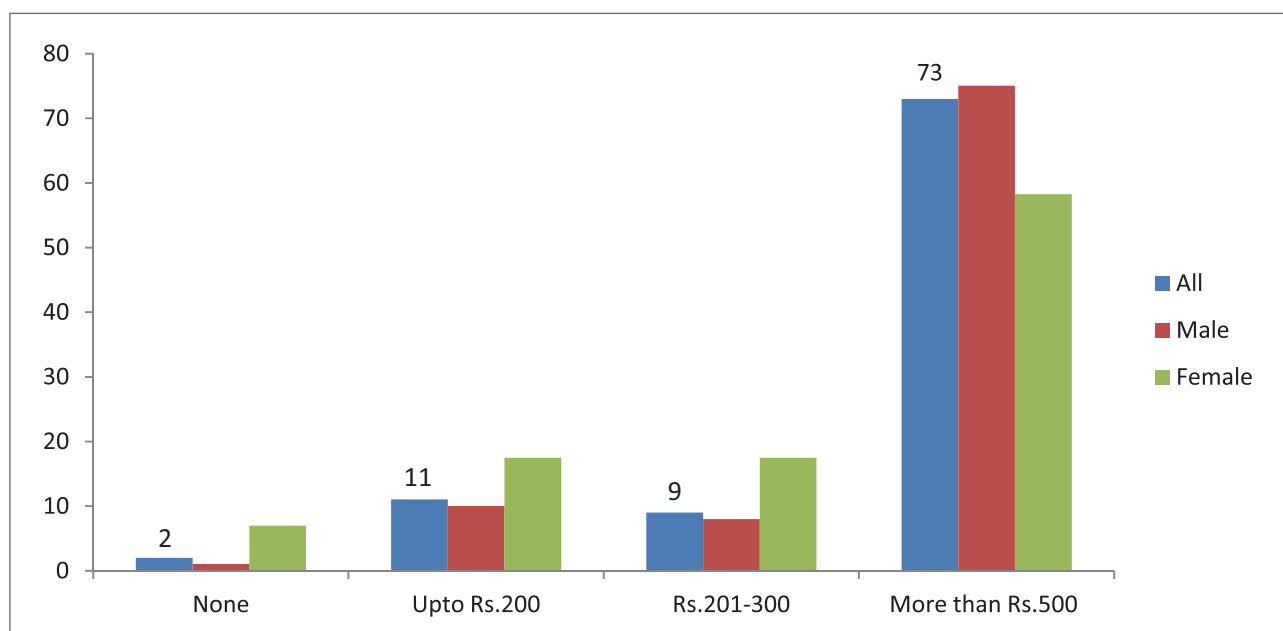


Figure 41: Monthly savings of the people (in %)

Homeless and Bank Accounts

Almost all account holders (93.94%) have accessed their bank accounts/post office accounts in the past six months. Slightly more than half (56%) of these persons have accessed their accounts twice. 10% have accessed more than twice as well. This demonstrates the level of awareness and frequency of use of bank accounts. There is an urgent need of financial literacy after financial inclusion, so that the most vulnerable sections of the society may be able to make use of such services and have a safe place to store their savings.

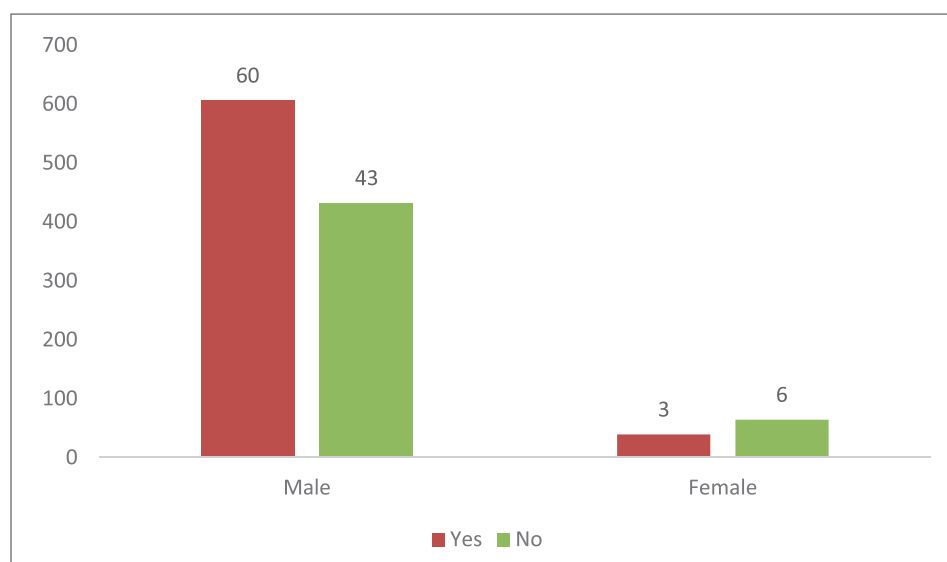


Figure 42: Possession of a bank account (number of people)

Ownership of Mobile Phone

A large majority of the people (74%) have a mobile phone. The ownership of mobile phones is higher in men (76%) when compared with homeless women (53%). This improves employment opportunities since they develop contacts and increases access to jobs.

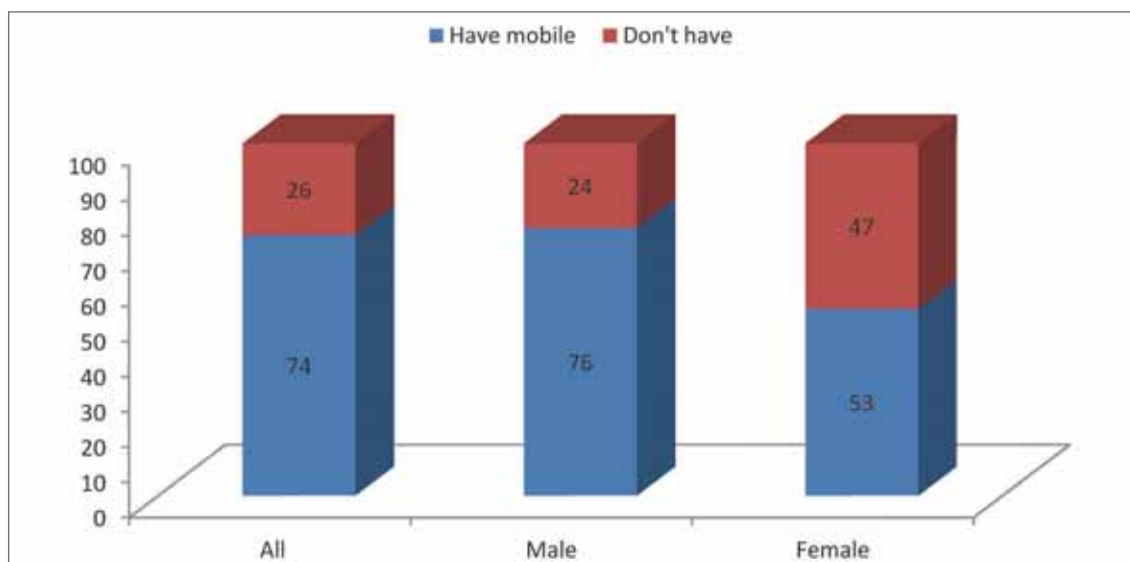


Figure 43: Ownership of a mobile phone (in %)

Section 5: Awareness and use of Homeless Shelters

Almost three-fourths of the respondents surveyed are aware of the existence and purpose of homeless shelters, however, the usage is quite low. This is due to the fact that most of them do not find the shelters suitable for their needs. Gender-specific shelters and lack of family shelters mean that moving into a homeless shelter involves separating from the family- an unwelcome outcome for the people. Consequently, most of the homeless persons avoid going to the shelters. Even during the winter season, the data suggests that homeless prefer to live in the open rather than opting for homeless shelters. This defeats the very purpose for which the shelters are built, and the structures need to be adjusted in order to suit the needs of the homeless communities.

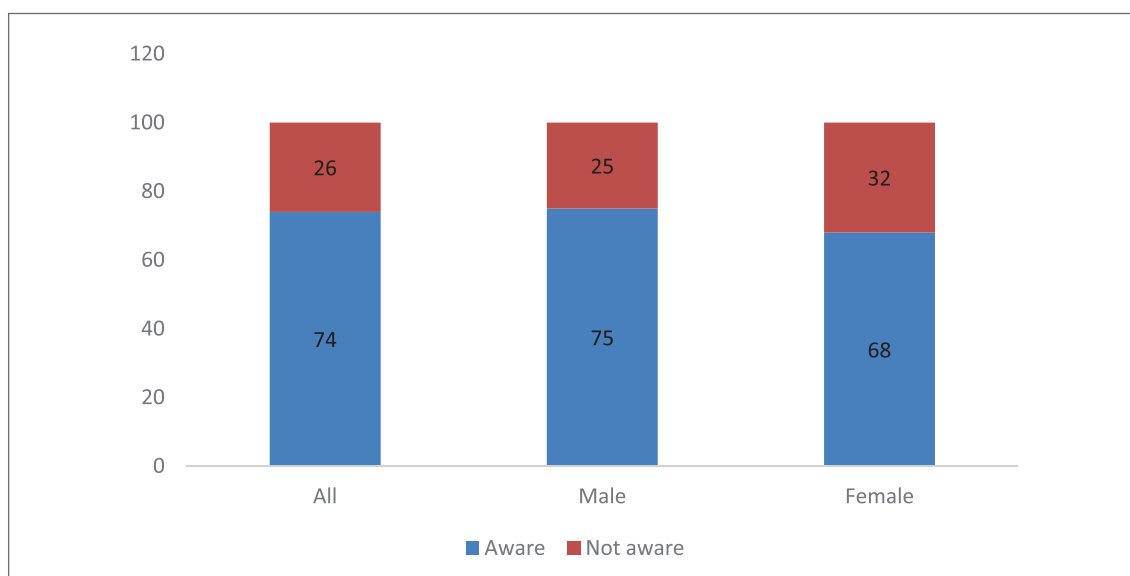


Figure 44: Awareness of homeless shelters (in %)

Use of Homeless Shelter:

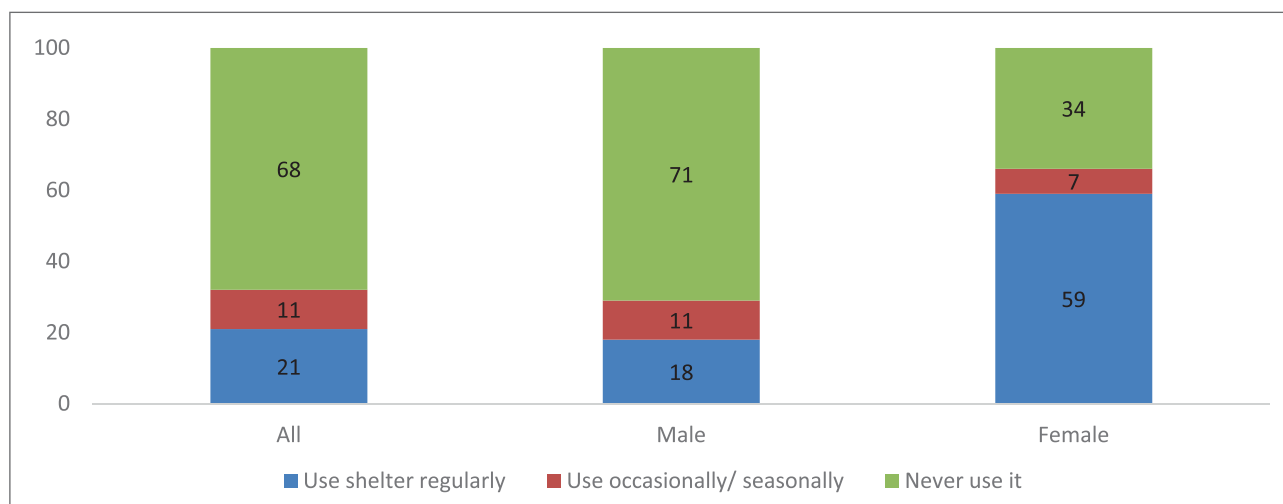


Figure 45: Use of homeless shelter (in %)

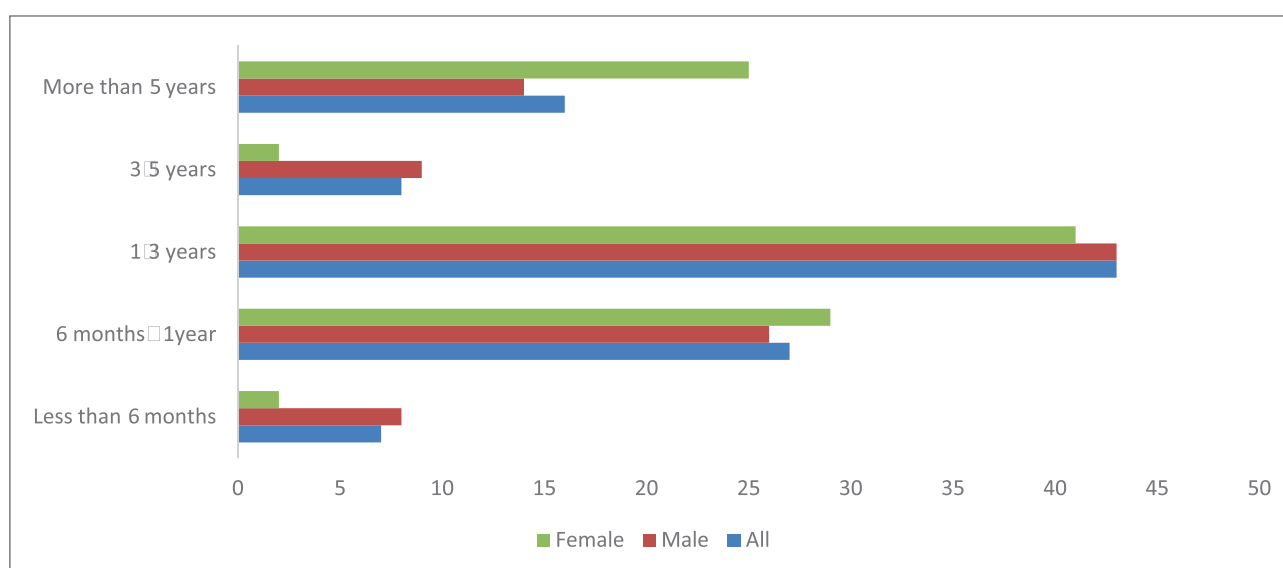


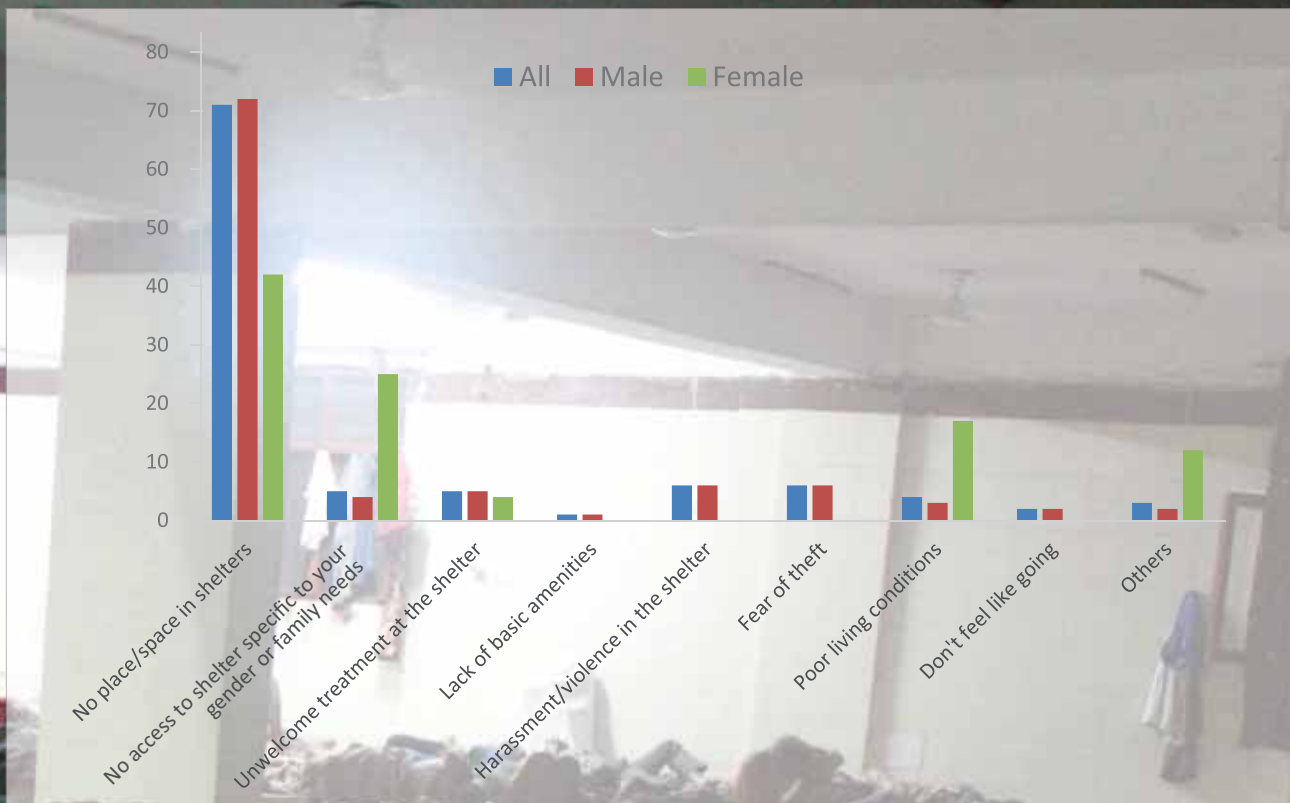
Figure 46: Duration of Use of Shelter (in %)

It is clear that a substantial number of homeless, amounting to 43% of the total, have been using the shelters between the last one and three years, and also an alarming 16% population that have used shelters for more than last five years. Thereby suggesting that the shelter program, though good enough to house people from inclement weather and trying circumstances to some homeless, but is lacking any move or attempt to capacitate and empower the homeless to gradually move up the ladder to improve their life with some State and authorities support. It is important to understand that the homeless shelter is perceived as an accessible resource by the homeless communities and could be developed into a space to empower and assist them in breaking away from the cycle of homelessness and poverty.

Benefits of using Homeless Shelter

As mentioned earlier, shelters are surely providing the much-needed infrastructure and basic services that otherwise may be inaccessible or too expensive for the homeless to access, and which is being readily recognized by the homeless who access/use shelters. However, it is worthwhile to also note the lack of





Reasons for not using the homeless shelters (in %)

appreciation for the provision of educational/skill training/access to identification documents and similar services that take care – albeit to a minimal extent – of the social marginalization faced by homeless.

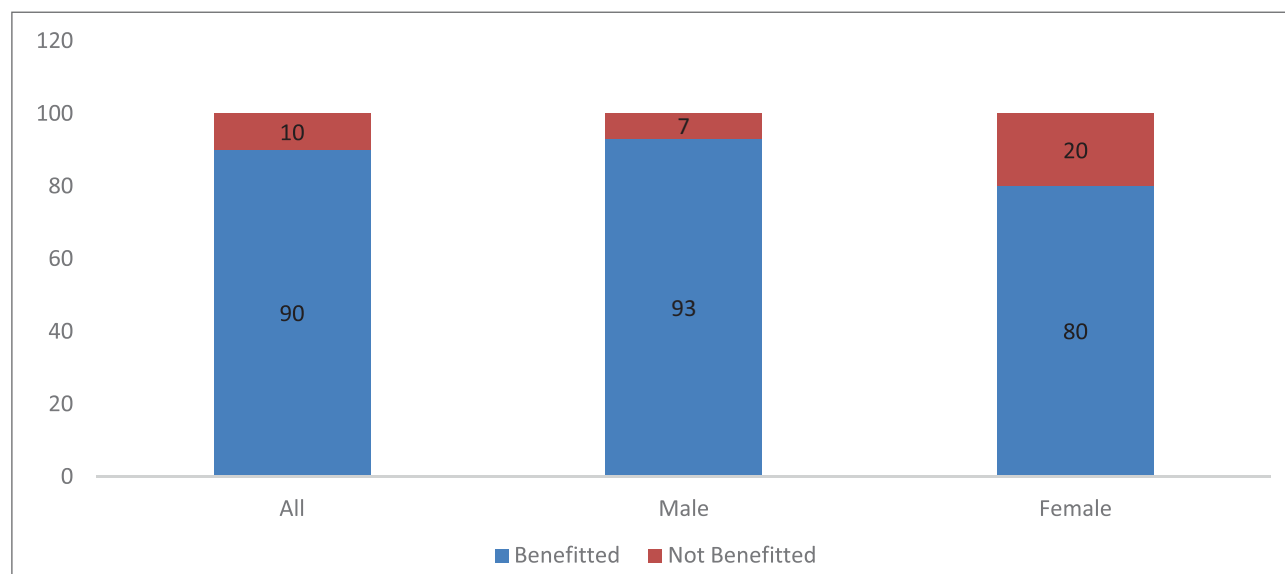


Figure 47: Whether benefitted from the homeless shelter (in %)

Reasons for Not Using Homeless Shelters

For the people who have availed these facilities, overcrowding is a major cause for not remaining in these shelters. The number of shelters is sadly inadequate to accommodate the number of homeless in the city. The homeless people agree that the shelters provide essential services, and there is merit in the idea. They are also aware of all the facilities provided by the shelters, such as being open round the clock and accessible throughout the year. The problem lies in the gendered segregation of the facilities, and the lack of family shelters in the city. The homeless prefer to stay out in the open because of the evident risk of separation from the family and the fear that they might lose one another forever. There is demand for homeless shelters, and awareness about the benefits as well - but the costs outweigh the benefits and render the services offered useless to a majority of the target population.

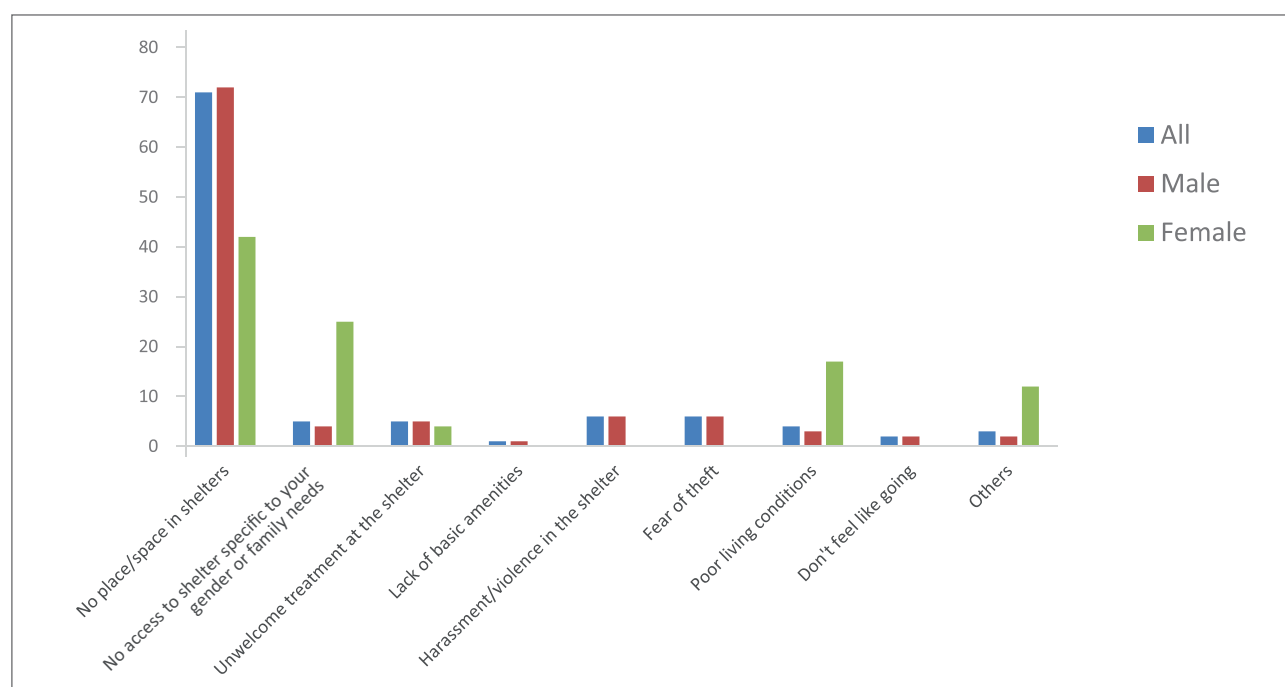


Figure 48: Reasons for not using the homeless shelters (in %)

Section 6: Physical Health of the Homeless

The physical health of the homeless determines employment opportunities and their survival in the city. One day of work missed means that they forego wages for that day, and that has significant implications on the basic necessities such as food, as most of the expenditures are on a day to day basis, with the most vulnerable having no income to save for emergencies. The incidence of common illness is high, in all likelihood due to unsanitary conditions and lack of access to proper sanitation and habitation. The absence of proper shelter itself is a determining factor since the weather conditions, as well as pollution in the neighbouring areas, affects the health of the homeless population.

Barriers to access healthcare exist, and for some homeless, such barriers could be insurmountable. Minor ailments are taken care of by local private practitioners, but they need to access public healthcare institutions for major health issues due to high costs of services in the private healthcare facilities. As Prasad points out, the homeless encounter various problems such as lack of money, being shunted from place to place and delays in receiving healthcare. They do not get admission into an institution due to lack of address proof or lack of an attendant. Assistance for transportation, facilitation for admissions, arranging money for expenditure on drugs and consumables, arranging blood and providing aftercare are also factors which need to be improved.

One of the most neglected aspects of healthcare for the homeless is their mental health. The National Mental Health Policy (NMHP, 2014) recognizes homelessness as one of the major challenges in India. One of the objectives of NMHP is to increase access to mental health services for vulnerable groups³¹. Measures to improve access to mental health are hence imperative. Despite that in 2001, it took over 20 ½ hours to get a homeless mentally ill woman admitted in one of the leading hospitals in Delhi³². Such incidents reflect the institutional, economic and societal hurdles for the homeless communities in effectively accessing mental health care.

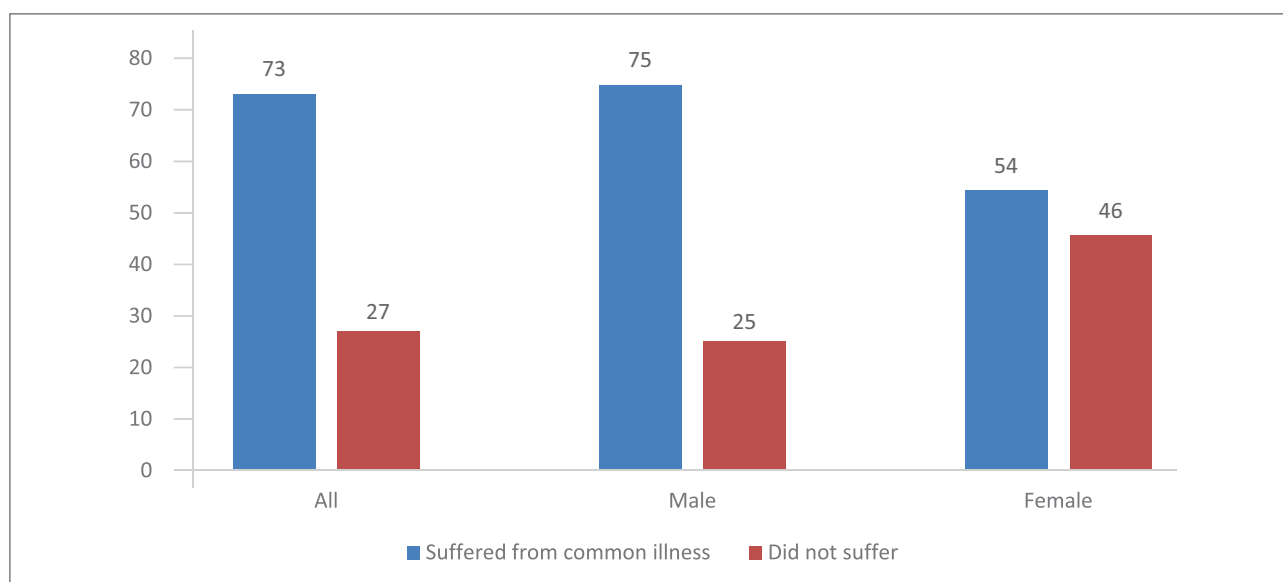


Figure 49: Incidence of common illness (in %)

³¹ Kaur, R. and Pathak, R.K. "Homelessness and mental health in India", Lancet, 2016.

³² Indu Prakash Singh. 2016 & 2017. See Chapter 14, 'A Timeline of Shame: the Story of Poonam Das' in CityMakers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India. New Delhi: Mukul Prakashan. Pp.104-110

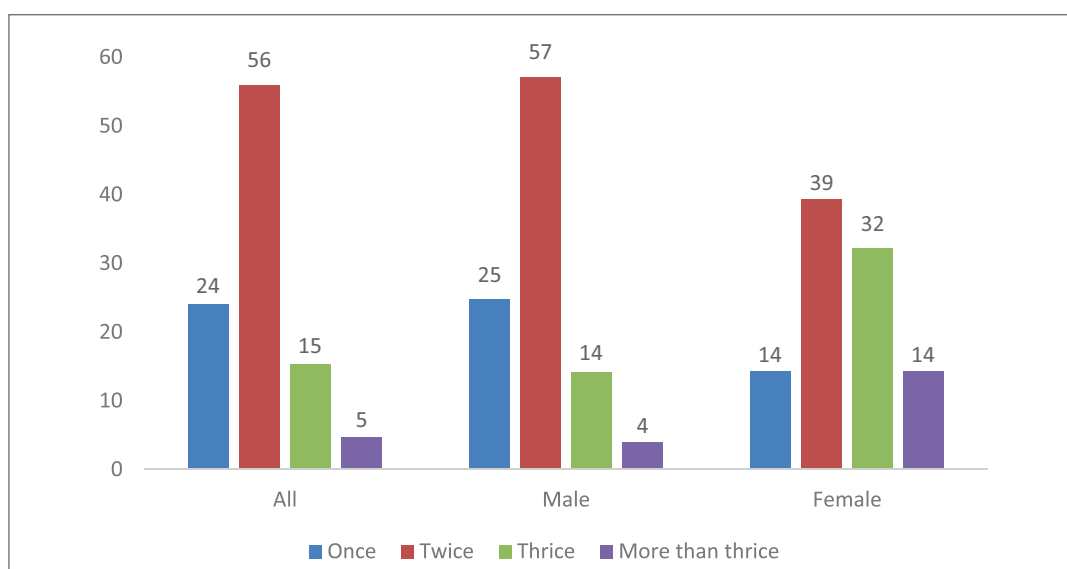


Figure 50: Frequency of common illness (in %)

Use of Healthcare Services

The homeless respondents surveyed in the Study understand the importance of healthcare and seek professional treatment for their illness. The data for the source of professional opinion reveals that a relatively high proportion of the people depend upon private doctors for advice and treatment, which is comparatively more expensive and unreliable than government hospitals. The number of people who opt for mohalla clinics is low, due to lack of accessibility or quality of the services. It is imperative that such local institutions are strengthened in order to provide better healthcare for the homeless.

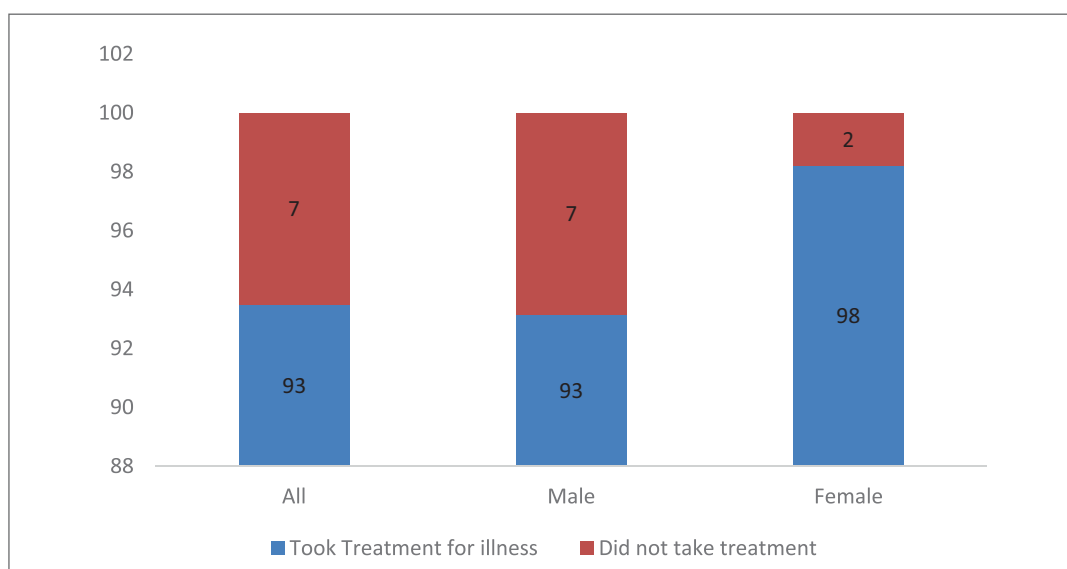


Figure 51: Proportion of people who took medical help for illness (in %)

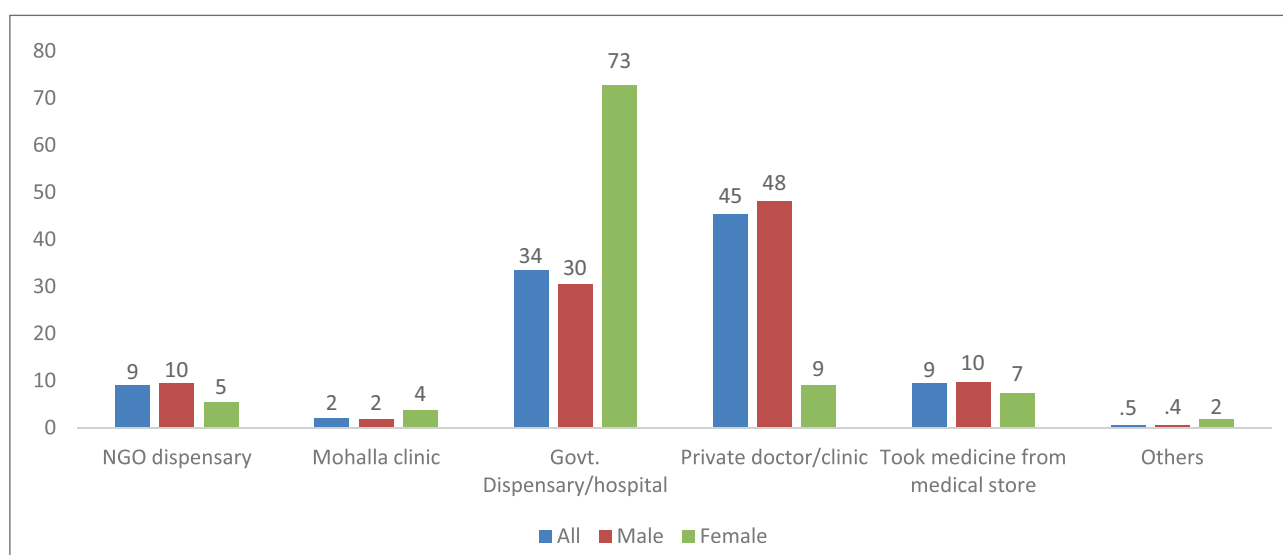


Figure 52: Source of treatment (among those who sought medical help) (in%)

Injury Suffered in Past One Year

A relatively larger number of men reported injuries than females, which is probably due to the nature of their work. The jobs that homeless men have to opt for are relatively risky owing to the strenuous and physical nature of work itself as well as the workspaces being hazardous (such as construction sites). An injury at work also means that the person will not earn any wages until the injury is healed to an extent that he could work again. In such a case, the people must be made aware of the hazards of the work and trained to take proper precautions while working. Most of the people availed treatment for their injuries since they know that it is the fastest way to recover and start working again.

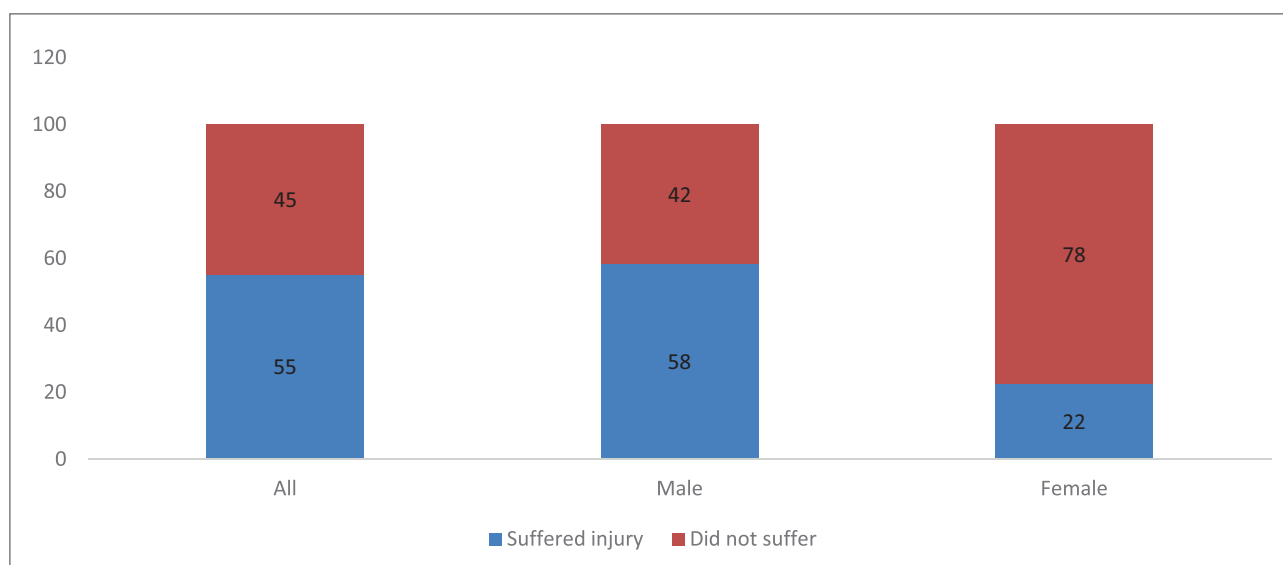


Figure 53: Proportion of people who suffered an injury in the past 6 months (in %)

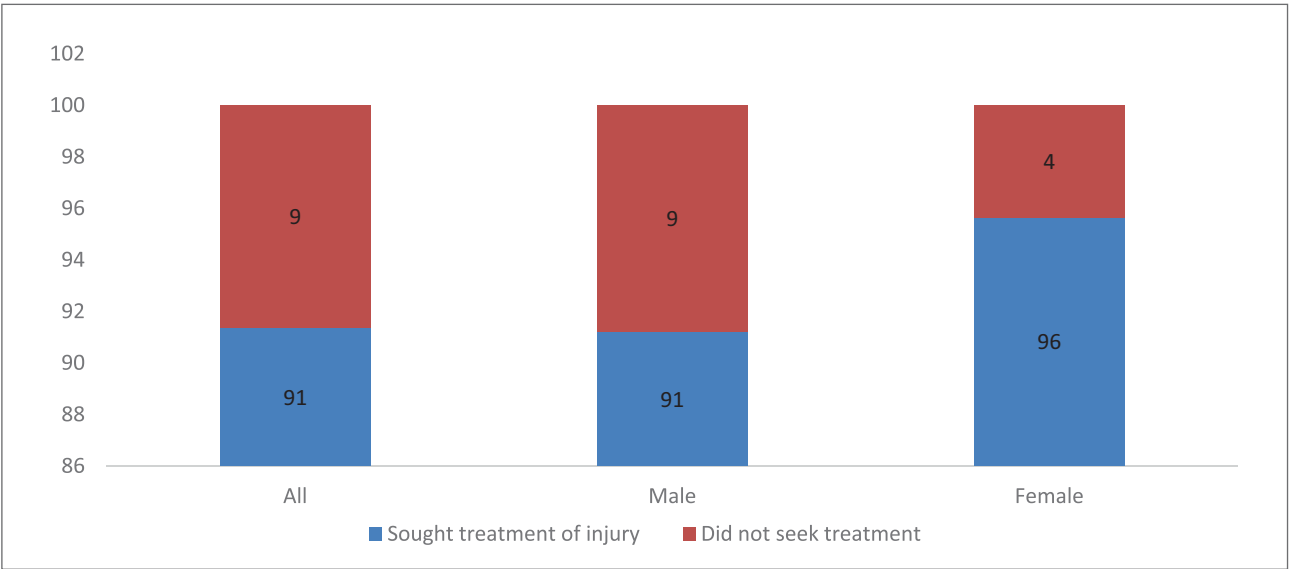


Figure 54: Data for whether people sought treatment for their injury (in %)

Incidence of Suffering from Chronic Diseases

Contrary to the popular notion that the homeless generally have poor health, the survey found that the incidence of chronic diseases in the homeless population is fairly low. It may be due to the fact that suffering from chronic diseases means that the person shall face difficulties while working, and probably not find adequate job opportunities in the future. Living in the city is very expensive, demanding and physically challenging, and people who suffer from chronic diseases will eventually become dependent. Of the people who live in the cities, most common diseases include blood pressure and heart-related complications. More men suffer from chronic diseases, which may be attributed to the work conditions and the environment. A majority of the homeless people avail treatment for chronic diseases, although about one-fourth of the people do not avail any such facilities. It must be kept in mind that the data shows self-reported medical history and experience and there is a probable exclusion of a large majority of the homeless who suffer from diseases and medical conditions which are not reported and remain undetected for a very long time.

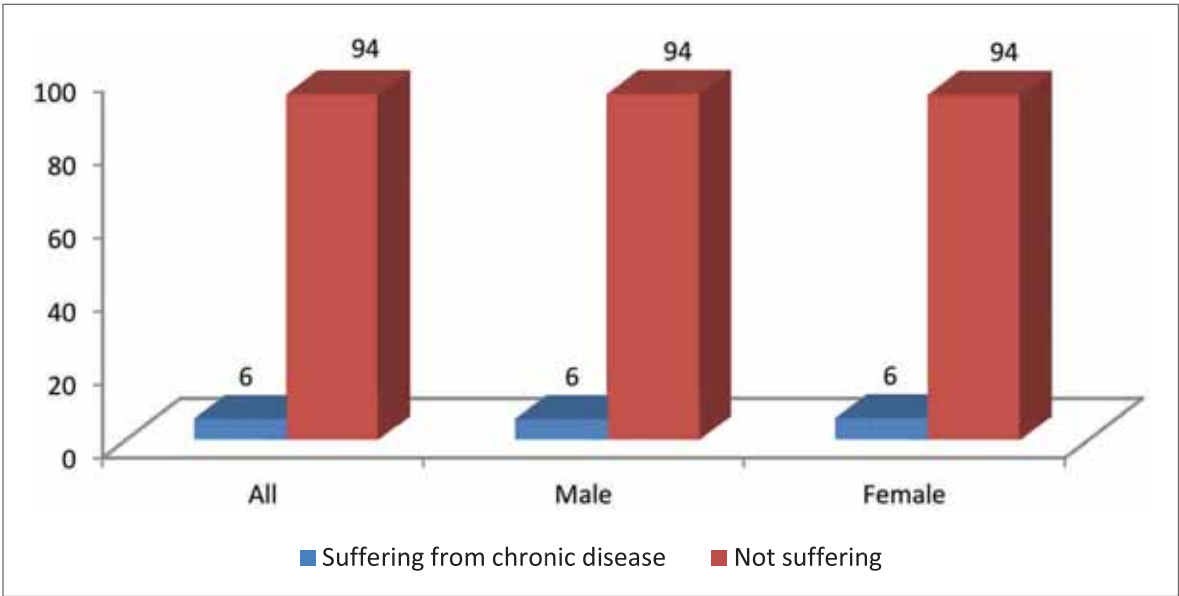


Figure 55: Incidence of chronic diseases (in %)

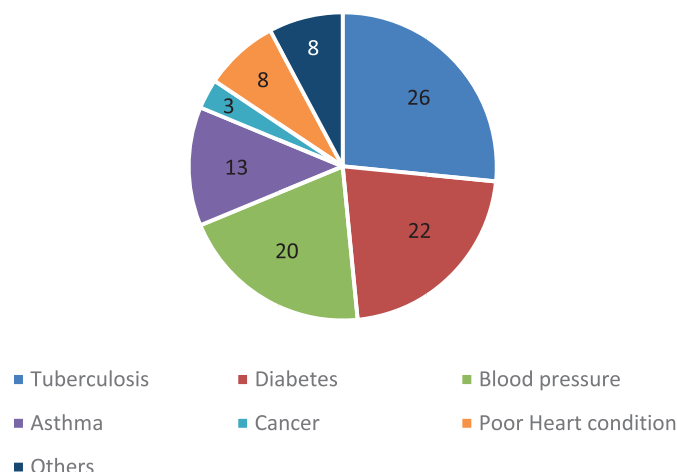


Figure 56: Prevailing Chronic Diseases (in %)

Incidence of Permanent Disability

There is a low incidence of permanent disability among the homeless people, according to the survey data. This is due to the simple fact that people come to the city for employment opportunities, and any form of physical disability severely inhibits such prospects. Very few people with permanent disabilities stay in the city since most avenues of employment are closed to such people. This also has a direct correlation with the homeless population that is engaged in begging as a source of livelihood (as a last resort).

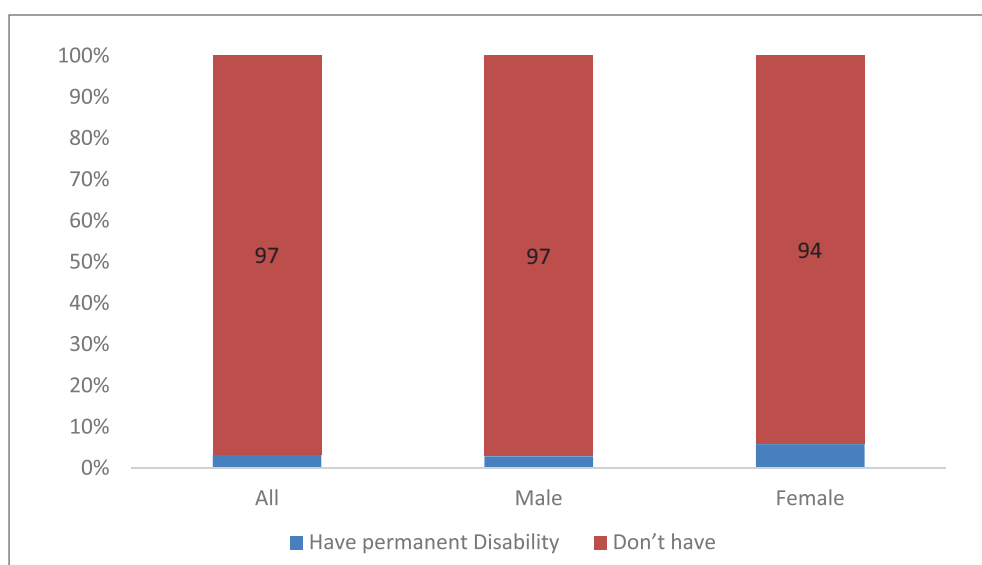


Figure 57: Incidence of permanent disability (in %)

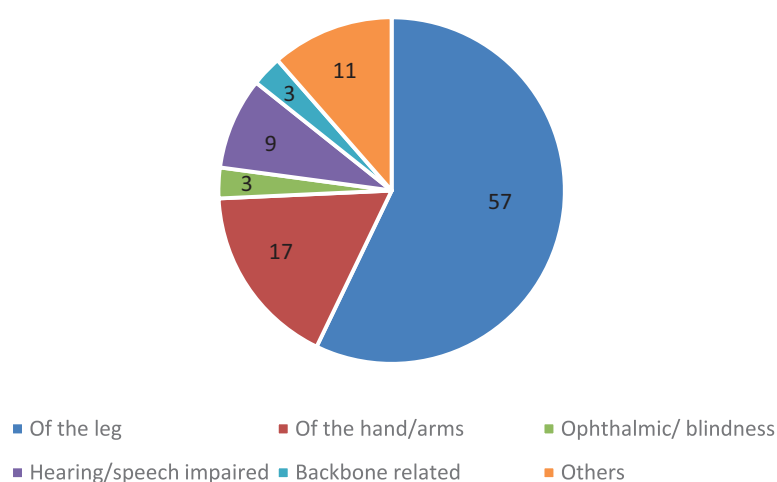


Figure 58: Incidence of permanent disability (in %)

Section 7: Eviction and Harassment

Eviction is one of the biggest threats and harrowing experiences in the life of a homeless person. Eviction from the place of sleeping or working is most common, and many people reported being evicted either by police or municipal corporation officers. A higher proportion of women face this challenge than men. Since such incidents are repeated (70% of all respondents who have been evicted agreed to being subjected to the same fate multiple times over the course of a year), it may point to the fact that such evictions are more common in some areas than others.

Evictions are a constant threat to the homeless. According to data collected by Housing and Land Rights Network (HLRN) in 2017, government authorities, both at Central and State levels, demolished over 53,700 homes hence evicting a minimum 2.6 lakh people (assuming that the average household size of 4.8 from the Census data, 2011, is accurate)³³. This might still be an underestimation since many demolished houses have more than one family. Eviction is generally caused due to the following reasons:

- City beautification projects and slum-clearance drives aimed at creating slum-free and smart cities.
- Infrastructure and development projects.
- Environmental conservation and wildlife protection.
- Disaster management efforts.

But in the case of the homeless, the evictions and accompanying harassment play out at a more worrying regular pattern. A lot of evictions happen for frivolous reasons like the movement of VIP traffic or events such as Independence Day and Republic Day celebrations as well - presumably to keep up an impression that the number of homeless people in the city is lower than they actually are. In its Order dated, January 13th 2010, the Hon'ble High Court of Delhi its suo moto WP (C) 29 of 2010 emphatically stated: "No citizen should have to die because he or she is poor and does not have a roof over his or her head and because of cold or heat and other weather conditions. It is the prime responsibility of the State to provide shelter for the homeless and we are only issuing directions so as to remind the State of this responsibility... We have also been informed that certain persons have been evicted from other shelters in Delhi by the

³³ Forced Evictions in India in 2017: An Alarming National Crisis, HLRN, 2018

authorities. We are of the view that till further orders and in the absence of alternative arrangements no person should be evicted from a temporary or a permanent night shelter.”³⁴

If the threat of evictions for slum dwellers is so high, the homeless are at a greater risk. Our survey suggests that evictions happen due to city beautification projects and also during major events. In this context, eviction is one of the biggest problems in the life of a homeless, and this section provides some data about evictions and its frequency in the life of the homeless.

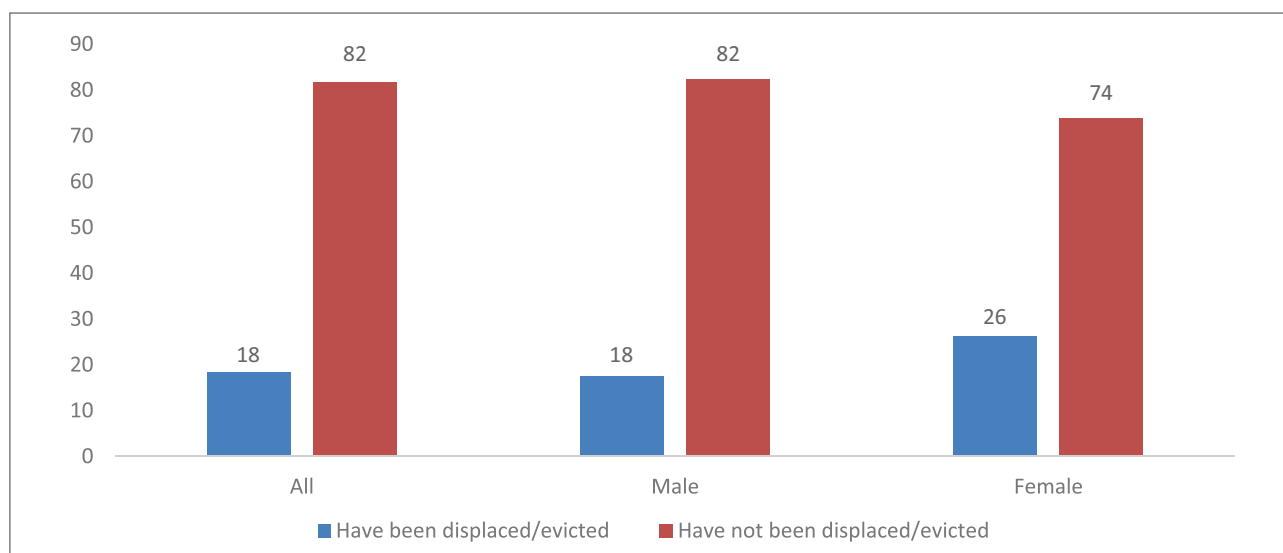


Figure 59: Data for the proportion of homeless evicted from their place of stay (in %)

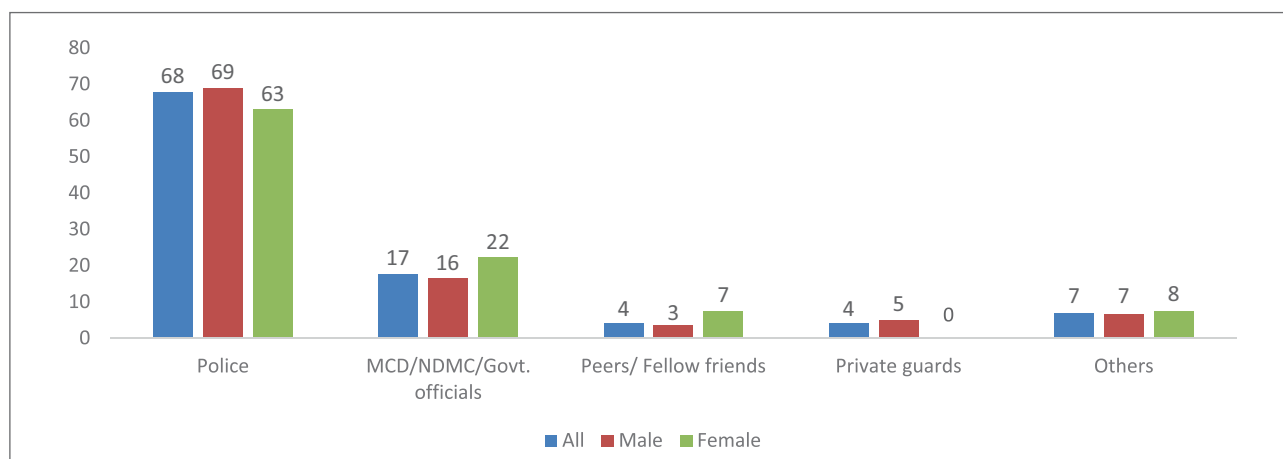


Figure 60: Actors responsible for eviction (in %)

Displacement from place of work

The displacement from the place of work is largely done by the employer, who evicts the workers after the completion of the project. Police also evict people from public areas, and cases of harassment from the police are very high as well. The cost of eviction from a place for the homeless is high- since the space they

³⁴ Indu Prakash Singh. 2016 & 2017. CityMakers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India. New Delhi: Mukul Prakashan.P.167.

occupy is directly linked to their livelihoods as well as convenience for access to essential services, and such actions cause huge disruptions in their lives.

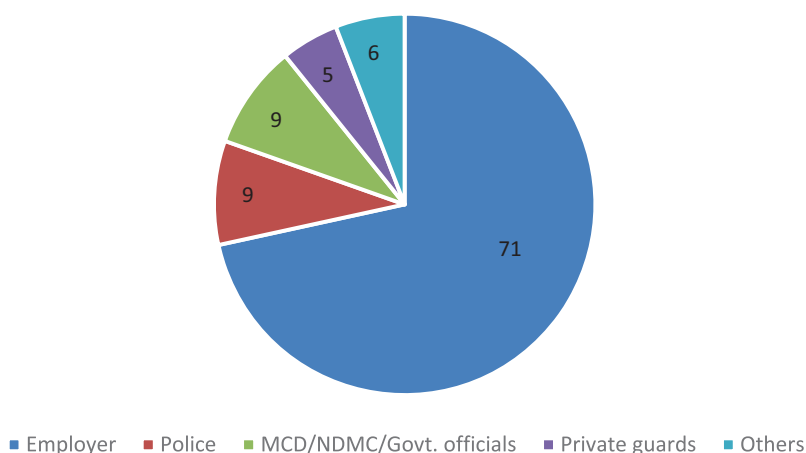


Figure 61: People responsible for eviction from work (in %)

Harassment

Cases of harassment are very common among the homeless, although the people surveyed do not admit it freely. The general pattern of apathy can be witnessed in this aspect, as three-fourths of the respondents admitted to having extended no help to the victim even when witnessing such acts. Males are reported to be harassed more than females. Surprisingly, people reported that the general public is responsible for more cases of harassment, followed by the employers. This shows the stigma attached to the homeless and the assumption that the homeless are helpless to defend themselves, and are an easy target. Women reported being harassed while trying to use the toilets and being followed by groups of men during the dark. Fewer cases of women being harassed are reported, which points to the fact that they are afraid to speak up about such incidents (since the women report that fear of harassment is one of the biggest threats while living in the open). Very few cases of sexual harassment are reported - which again highlights that women do not report such cases even though they know that the fear is genuine.

Homeless women are one of the most vulnerable sections in the society, and face numerous cases of harassment, from the police, society and even homeless men. Chaudhury, Joseph and Singh point out that homeless women face the following kinds of violence³⁵:

- Verbal and physical abuse
- Sexual violence and exploitation
- Lack of basic services and risks to safety and personal security
- Inadequate living conditions and risks to health
- Lack of access to government schemes and livelihood opportunities
- Difficulty in accessing healthcare

³⁵ Ref: Chaudhry, S., Joseph, A., Singh, I.P. 2010. "Homeless Women and Violence", Housing and Land Rights Network.

- Destruction of possessions and livelihood means
- Arbitrary arrests and detention

In this context, we try to analyze the proportion of people being harassed and try to understand the underlying causes and impact upon the lives of the homeless.

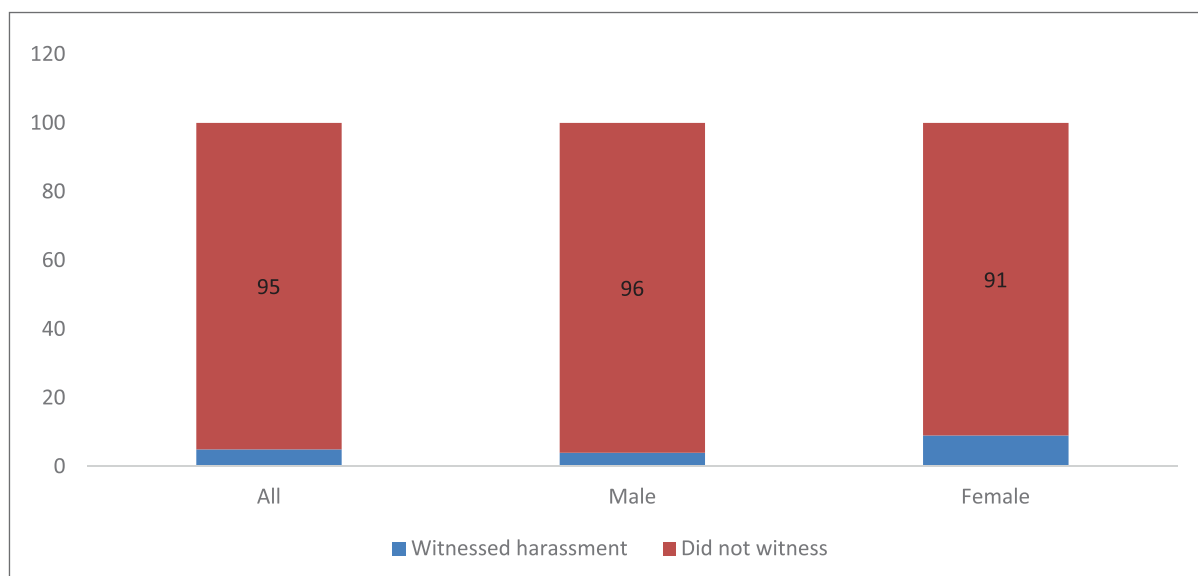


Figure 62: Proportion of people who witnessed harassment (in %)

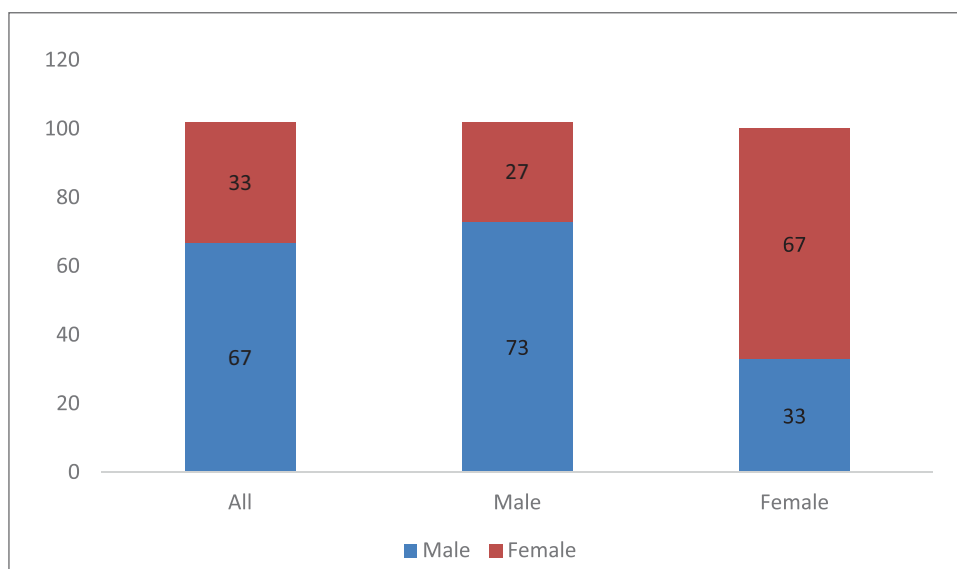


Figure 63: Harassed Persons (in %)

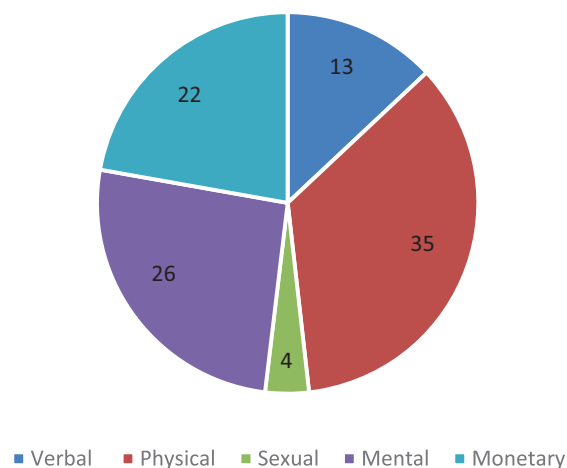


Figure 64: Nature of harassment (in %)

Persons Being Harassed

A majority (66%) mentioned that they saw males being harassed. Fewer cases of women harassment were witnessed by the respondents.

	All	Male	Female
Male	66	73	33
Female	34	29	67
n (Those witnessed harassment)	57	47	10

The survey has failed to capture the details of the harassment, and compared to the fear of sexual harassment the abnormally low levels of sexual harassment suggest the possibility of deliberate non-admission by the homeless and especially women. For these are not issues that they talk about openly, owing to the shame and stigma attached to it.

Who was Harassing?

It is surprising that the homeless persons mentioned the general public as the biggest harasser for them followed by employers. For the women, in particular, the general public is a big threat as they were mentioned by the maximum women. The police and traffic police came as a distant third. Relatives, friends and peer groups were also mentioned as harasser groups. A majority of the people did not extend any help to the victim even after witnessing such acts.

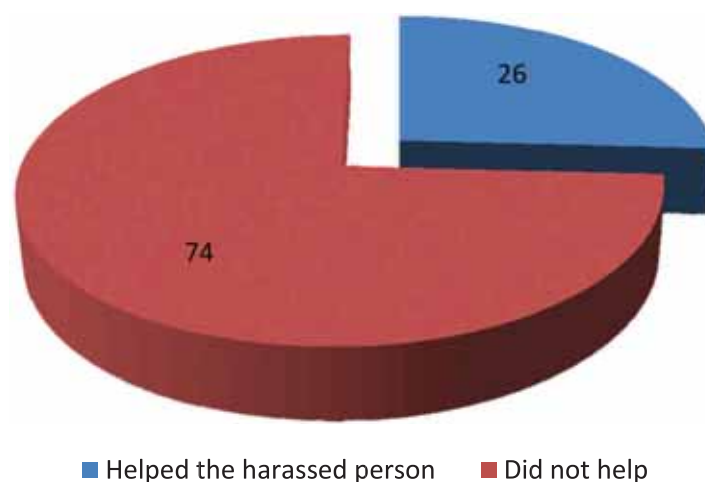


Figure 65: Proportion of people admitting to helping the victim (in %)

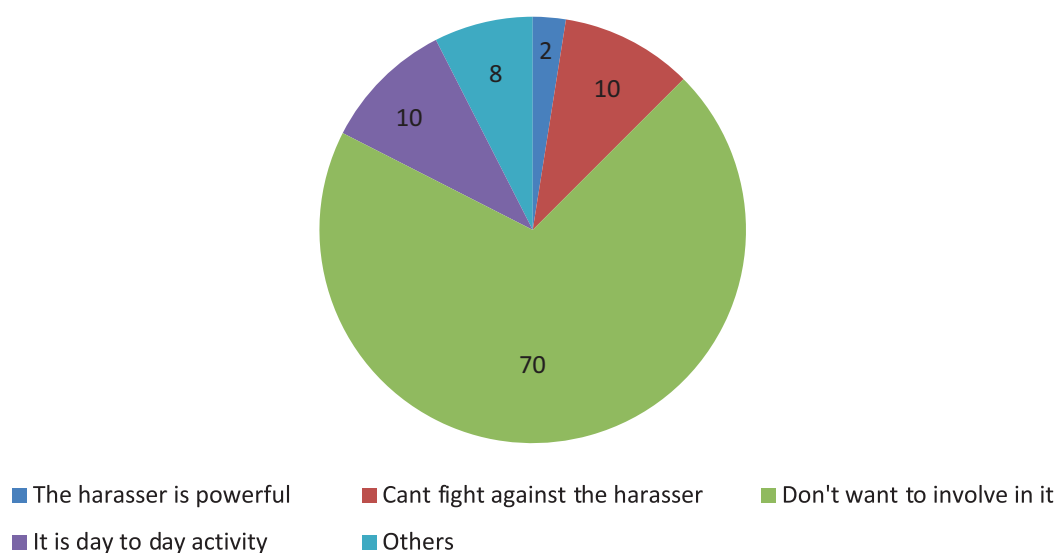


Figure 66: Reasons for not helping (in %)

Type of Help Extended

Those who helped after witnessing a harassment case raised alarm in 42.86% cases and called the police in another 42.86% cases. In 14.29% cases, the relatives/friends of the harassed person were alerted.

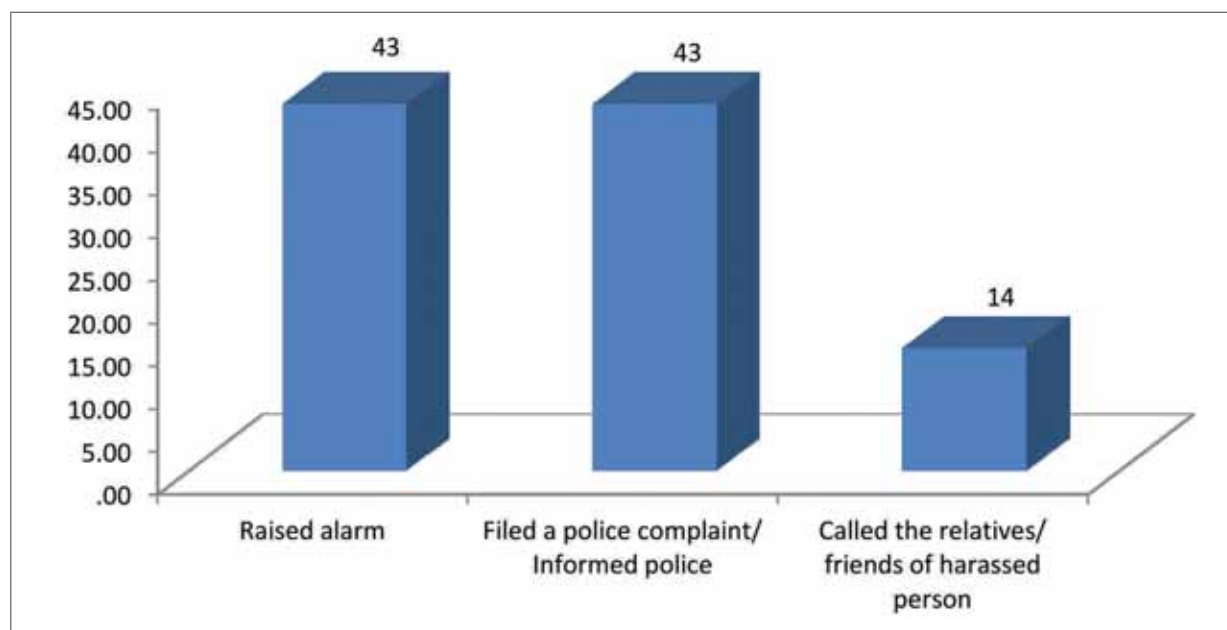


Figure 67: Type of help extended (in %)

Problems of Living in the Open

According to the people, the harsh weather conditions of Delhi is the major problem that they face while living in the open. Rains and winters make sleeping without a shelter very unsafe, and severe winters cause serious health problems, and in extreme cases even death. There is also a high degree of fear of sexual harassment of women- but these cases rarely translate to complaints from the survivors. The homeless also fear to lose their possessions while they go to work or while they sleep since they have to carry everything with them and do not have any place to store their belongings. Most of these problems would be addressed if proper homeless shelters were provided to these people with adequate facilities and most of these concerns would be addressed. Shelters, however, are not the complete solution to the issues, but it would help to address a lot of these concerns - if the measures are implemented in the right spirit that they are drafted in.

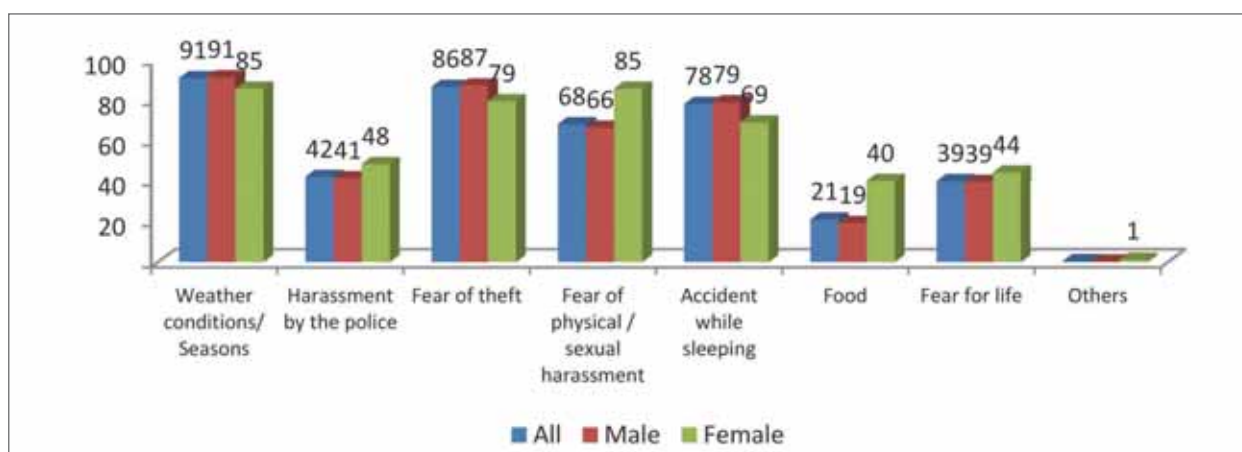


Figure 68: Problems of living in the open (in %)

Section 8: Substance Use

The incidence of addiction or what is also referred to as chemical dependence is high among the homeless. More than four-fifths of the respondents admitted to using addictive substances or of a close family member using such substances. Tobacco in various forms is most prevalent among the homeless. Both men and women reported similar levels of use of addictive substances. Majority of the people have been addicted for more than five years of time, signalling high levels of chronic addiction among the homeless. Drugs and other similar substances become daily expenses for the homeless and also increase the economic burden as most of them are spending at least ₹20 per day on such substances.

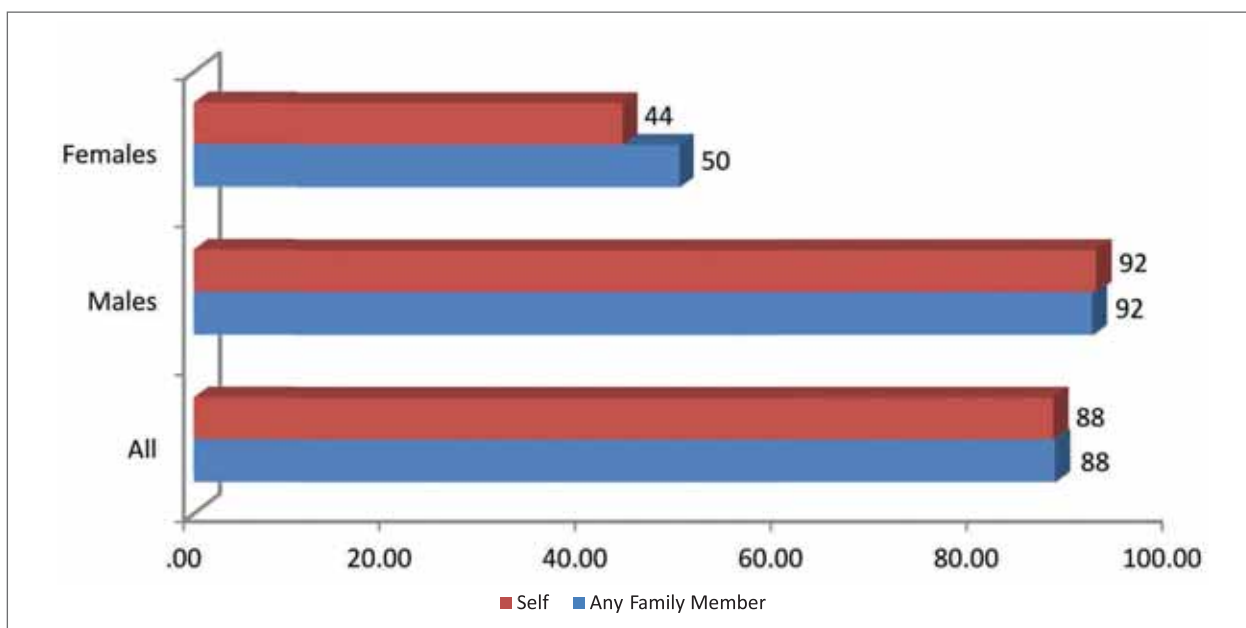


Figure 69: Use of Addictive Substances by Family Members (in %)

Addictive Substances in use (All):

Tobacco is used by the maximum number of homeless persons. Bidi/Cigarette and Gutka/Zarda are the most commonly used substances. Alcohol is the next common substance in use. 9% of the respondents reported the use of marijuana by someone in the family.

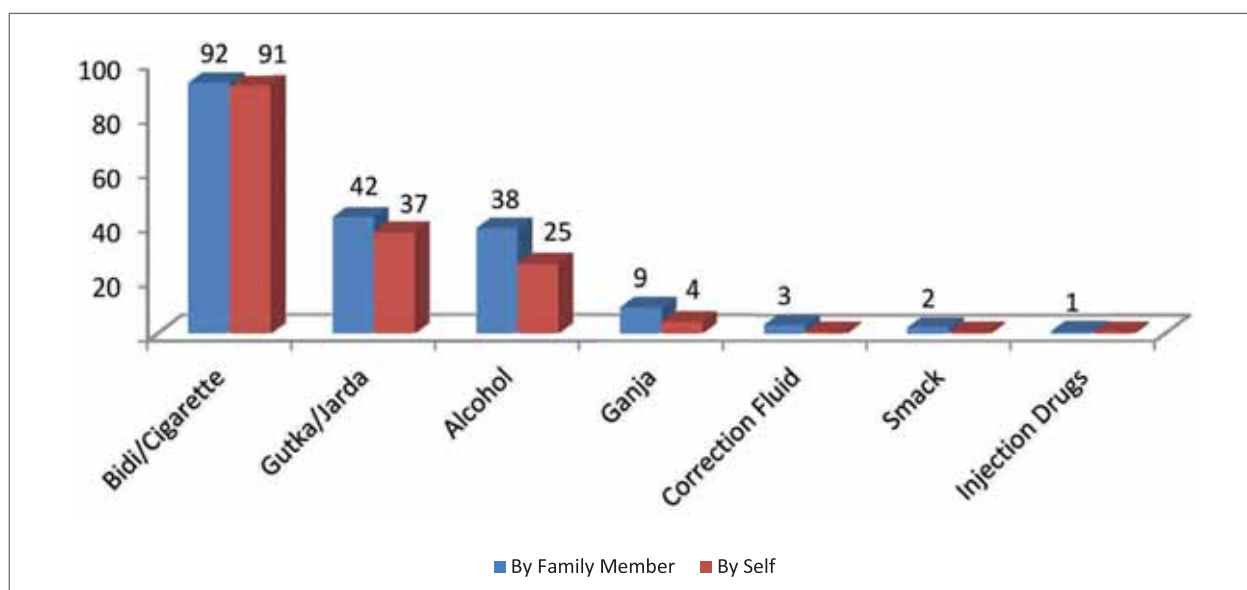


Figure 70: Addictive substances (all) (in %)

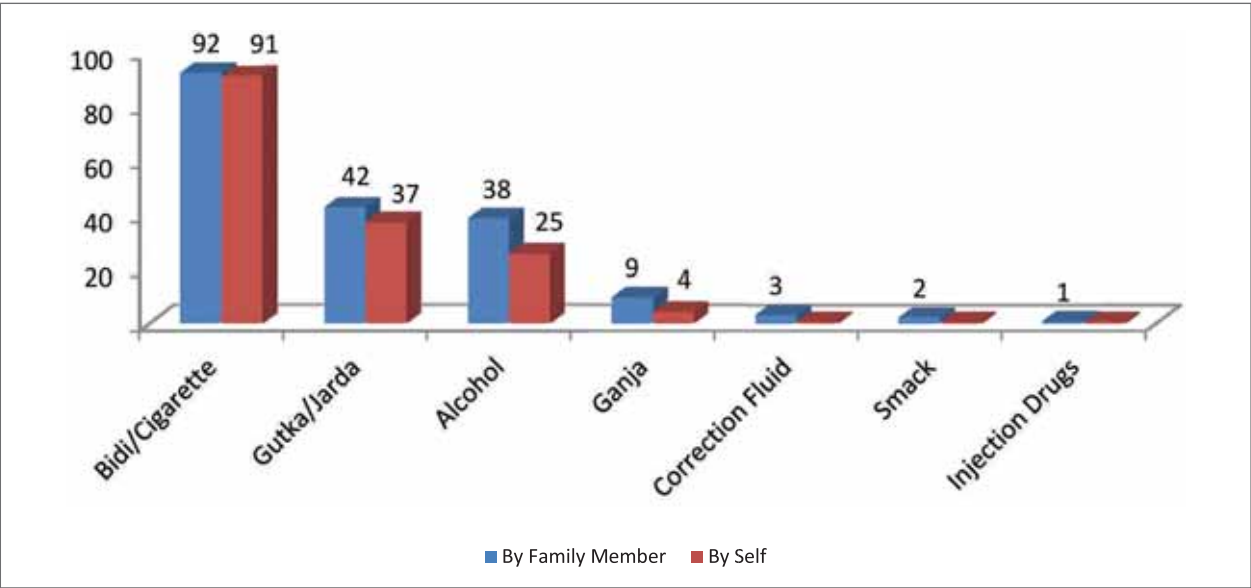


Figure 71: Use of Addictive Substances (Men) (in %)

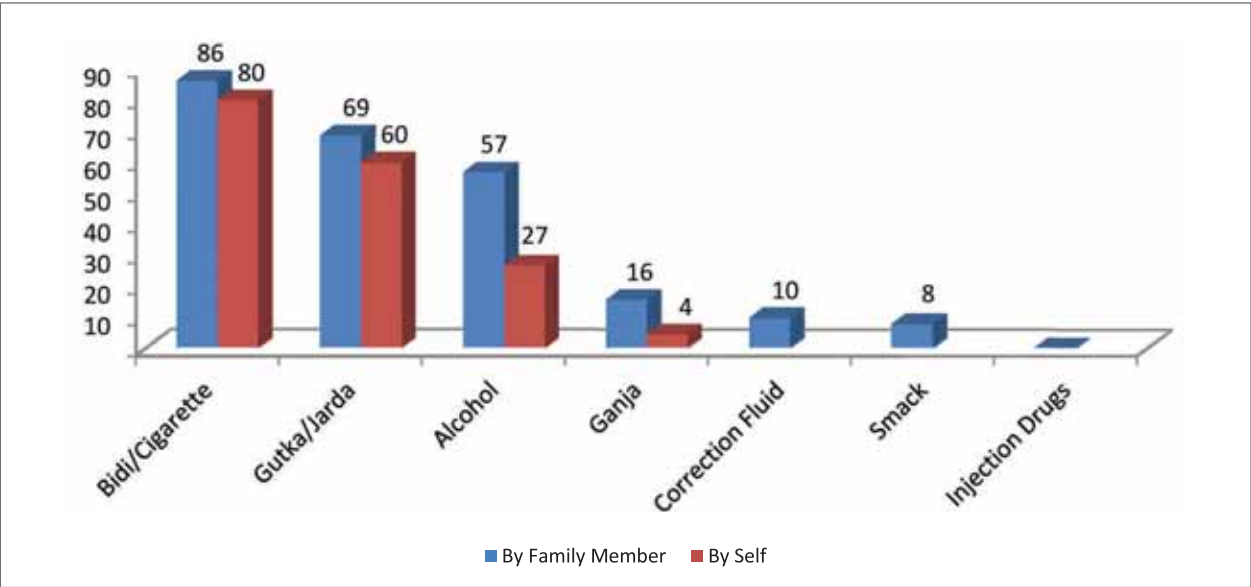


Figure 72: Use of Addictive Substances (Women) (in %)

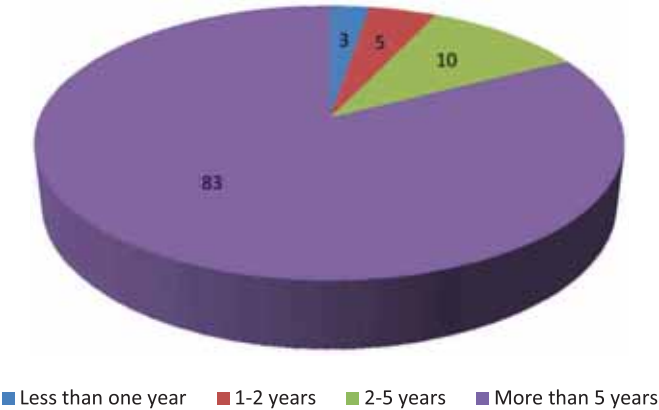


Figure 73: Duration of drug-use (in %)

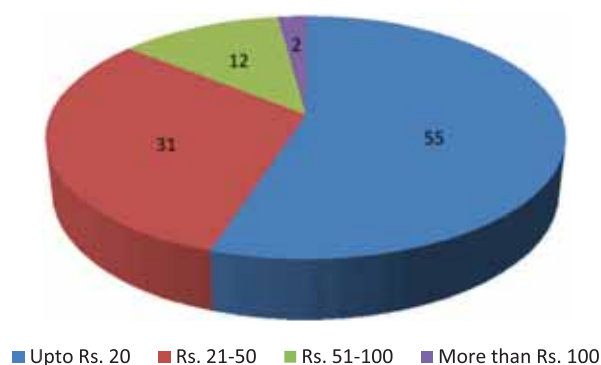


Figure 74: Daily Expenditure on Addictive Substances (in %)

There are several deaddiction programmes designed for the homeless and the poor in order to reduce the dependency on addictive substances. However, the awareness of such programmes is extremely low. Addiction is detrimental to health and is more dangerous when youngsters get into the habit early. With the prevalence of such substances among the people, it is not erroneous to assume that the youth will also be attracted to such habits. Deaddiction programmes have proven to be ineffective in attracting a majority of the target population, and greater awareness about such schemes must be promoted. It is imperative that deaddiction programmes are promoted and implemented properly in order to reduce the incidence of drug addiction. Social stigma may also play a role in the reluctance to access deaddiction programmes and promoting awareness will enable the homeless communities to access these services better.

In a study in 2016/2017, it has been stated: “hundreds of people living in the vicinity of Delhi are homeless and victims of substance abuse, poverty, unemployment and the police constantly harass them. A deaddiction centre has to be opened for these people. It is pertinent to note that the availability of drugs is abundant under the nose of the police. Instead of catching the kingpins of the drug mafia, the police continue to harass the homeless in the name of investigations. This seems to be a larger social problem which needs to be tackled by the Delhi government. This problem was tackled with great dignity by this Hon'ble Court in Ram Lakhan Vs. State (Crl. Rev.No. 784 of 2006, decided on 5.12.2006), wherein it stated: 'The burgeoning problem of drug addiction and alcohol dependence coupled with the problem of begging is a complex one.'”³⁶

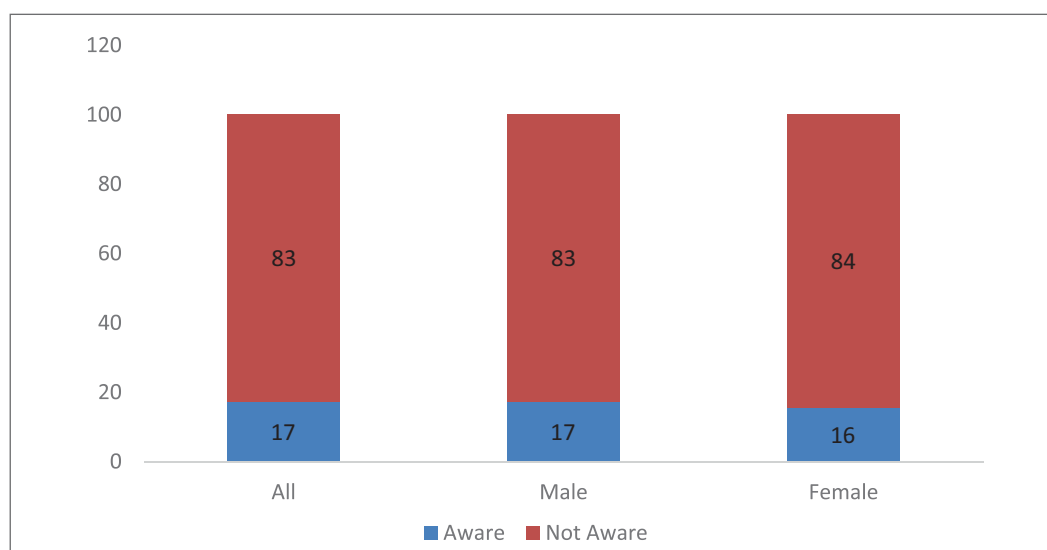


Figure 75: Awareness of De-addiction Programmes (in %)

³⁶ Indu Prakash Singh. 2016 & 2017. CityMakers: Tribulations & Triumphs: A Saga of Heroic Struggle of the Homeless Residents of India. New Delhi: Mukul Prakashan. Pp.378-9.

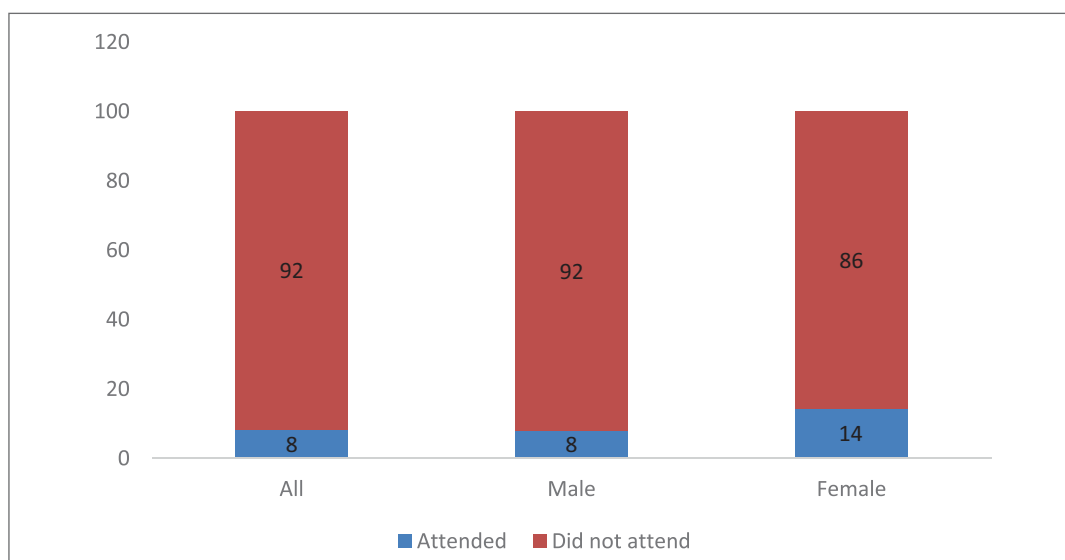


Figure 76: Whether Attended the De-addiction Programme (in %)

Section 9: Awareness and Aspirations

Awareness of Government Schemes:

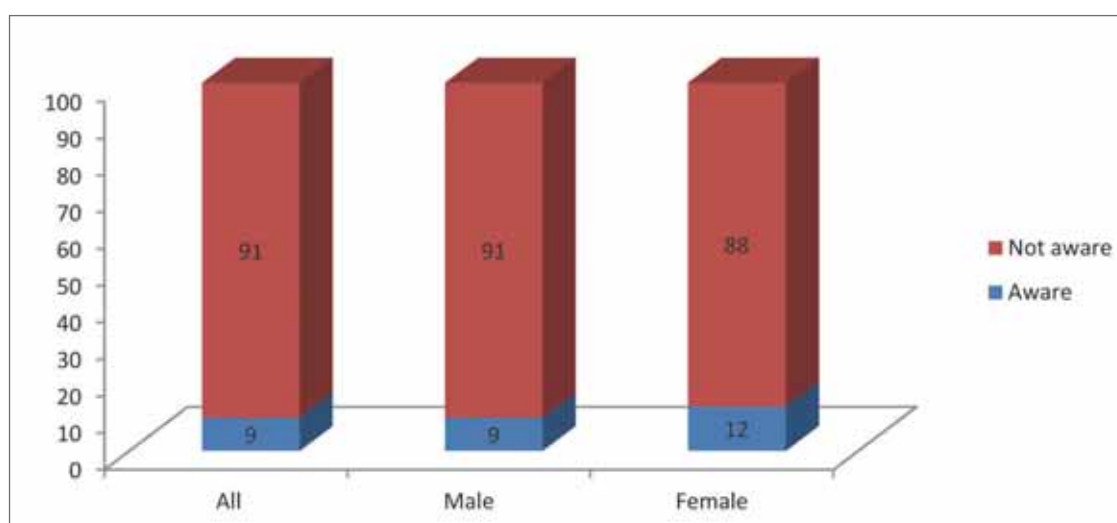


Figure 77: Awareness and Aspirations (in %)

There is very low awareness of government schemes and provisions among the homeless people. Most of the respondents are unaware of any schemes run by the government. The awareness of the helpline for the homeless amongst them is also very low. Designed for providing social security to the poor, the low level of awareness raises pertinent questions as to the effectiveness of the schemes, as well as its implementation. Most of the respondents claimed to have received no assistance from any sources—having to fend for themselves even with several institutions set up to supposedly work for their welfare. The participation of NGOs in aiding the homeless is much greater than the government schemes and this not only highlights the inefficiency of the policy measures but a sheer absence of the Welfare State in the lives of the most marginalized.

Name of Schemes:

	All	Male	Female
Awaas Yojana	5	6	
Pradhan Mantri Jan Dhan Yojna	4	4	
Pradhan Mantri Kaushal Yojna	1	1	
Rojgar Yojna	2	2	
Garib Kalyan Yojna	2	2	
Pradhan Mantri Awas Yojna	3	3	
Others	2	1	8
Can't say	81	80	92
n (Those aware)	101	89	12

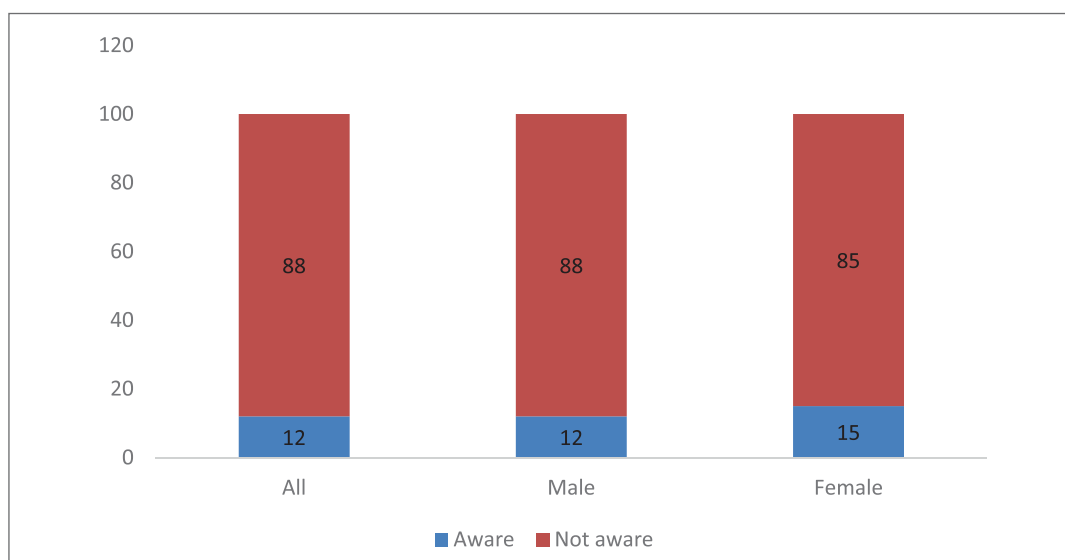


Figure 78: Awareness of Helpline Number for Homeless Persons (in %)

Intention to Stay In Delhi

A majority of the respondents state that they intend to continue living in Delhi, despite all the hardships they face living in homelessness. It could be due to the fact that their lives would be significantly worse in their native locations, and the lack of proper shelter or access to facilities do not deter them. However, they do expect the government to provide them with adequate housing and help them in finding proper employment opportunities in the future. Policy measures already exist to address these issues, but the problem lies in the poor implementation of the words written on paper. It is imperative that the schemes and policies designed by the State for the welfare of the people translate into concrete results on the ground.

Expectations from the Government

When asked about their expectations from the government, housing and employment emerged as the top two expectations. 96% expected housing facilities from the government and 64% expected employment. Food (26%) and healthcare (21%) and identification documents were other major expectations. More women mentioned food, healthcare and identification documents than men.

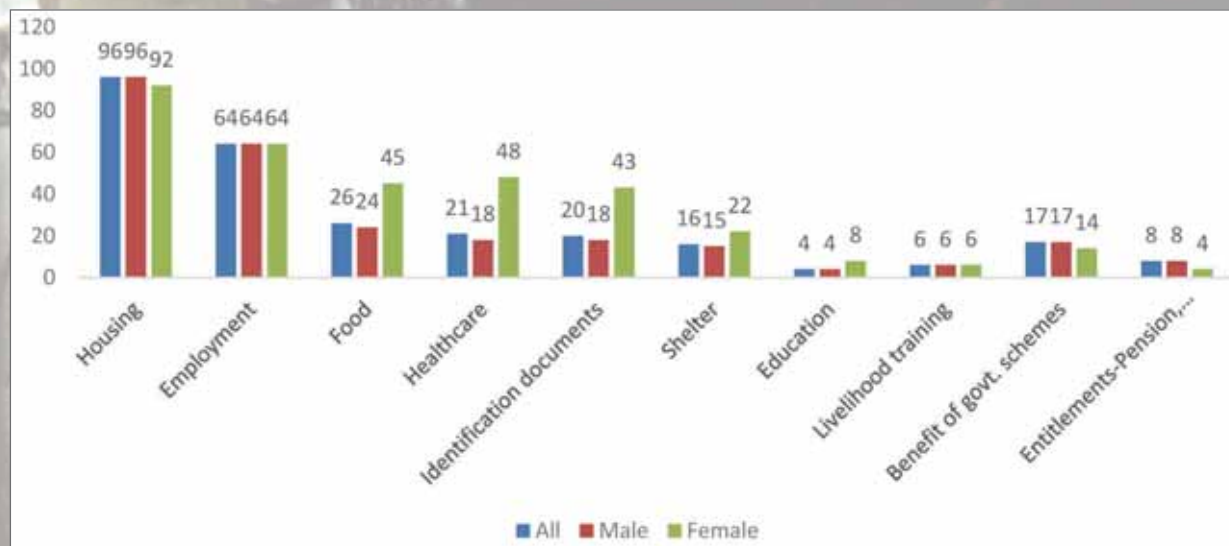


Figure 79: Expectations from the government (in %)

CHAPTER - IV



Conclusions and Recommendations

The quantitative assessment of the homeless in Delhi reveals hitherto unknown facets of the invisible population group demolishing some of the long-held beliefs on homelessness; also, at the same time reinforcing some foundational reading of homelessness and its structural nature with its intersection with poverty.

The following are the major conclusions that emerge from the study:

Re-reading homelessness as a structural problem – It is evident from the study that the homeless ending up in the streets of Delhi are often from the most marginalized sections of our society which is further reinforced by class and caste prejudices that operate alongside physical marginalization. The unduly large representation of Dalits, tribals and OBC combined is a sign of the same. It is also amply clear that homelessness is not a passing phenomenon and it is not increasing due to natural disasters and calamities (and other unforeseen reasons) that the homeless end up on the streets of our urban centres. They are the visible manifestations of the urbanization and development paradigm being implemented in the country. Most of the homeless are migrating to the cities to only survive and sustain themselves with some gainful employment, as most of them are unemployed or underemployed in their native locations. Though they come to Delhi from all parts of the country, the highest number comes from the backward, rural and underdeveloped states with fewer employment opportunities such as Uttar Pradesh and Bihar. Thereby, being homeless is not an act of choice that one has, but there is clear coercion involved, and of a much a subtler kind to make people migrate to the urban centres and force them to live in subhuman conditions without even providing access to shelter and basic services. There cannot be a better metaphor than that of a homeless family surviving on the streets to this mode of structural inequality between the rural and the urban that is giving rise to the precariously located family. If in the 1980s and 1990s it was the runaway/ delinquent child of Salaam Bombay that described the homelessness due to the allure for city life, the post-2000s it is the homeless family in the streets of Delhi that manifests the structural problems causing homelessness.

Imagining Homeless as a worker – Even though IGSSS had coined the term CityMakers – the one who makes the city – homelessness in the popular discourse has always been associated with the lack of shelters, thereby failing to recognize not the lack of an attribute, but immense contribution of the homeless (and many other vulnerable communities) to the informal economy as workers in the city. A large majority of the homeless persons work as daily wage workers and get paid on a daily basis. Getting regular work is not certain. A large majority of them are able to get employment only for two to three weeks a month. The women, however, work all four weeks in a month as they are engaged as domestic help in households but they get paid paltry amounts. Hence, essentially moving away from the discourse of the homeless being destitute and beggars, and people without any agency, but recognizing the overwhelming majority of the working homeless poor who along with the need of shelters requires a host of other services that will enable her/him to contribute better to their needs and that of the city. This approach will break the hegemonic monolith of shelterless that is prevalent in both the State and Civil Society understanding of homelessness.

Time to rethink policy interventions - The initial debate on homelessness had emerged from the deaths of homeless persons due to cold winters and the lack of shelters in Delhi. Since the formalization of the program through High Court Orders and the Supreme Court guidelines and NULM-SUH scheme, the policy program and intervention has been perpetually stuck on the death narrative. There is hardly any visible change in the profile and living conditions of homeless persons since the last study of the homeless in 2008. The wider Civil Society, the State and the Media are all focused on shelters and have been very active seasonally to ensure that the winter deaths are minimized, but are conveniently ignoring the daily deprivations, violence and harassment meted out by the system on the homeless. It is high time that the present policy of NULM-SUH begins thinking beyond shelters and starts imagining possible ways of ensuring housing continuum and also alongside ensuring that the homeless access to the basic services and entitlements as envisaged in the present policy schemes.

To ensure empowerment and opportunity to self-development - The homeless migrating to the city neither have the education nor the skills to aim for bettering their immediate conditions. It is here that the State and the Civil Society need to play the role of an enabler with substantial welfare support to ensure that the homeless and their communities break away from the vicious cycle of poverty and exclusion. Shelters at the moment are merely being used as roofs over the head, leading to some increased occupancy during winters, but otherwise are ending up as badly managed, overcrowded establishments that themselves in most cases are being not used for sleeping. To prioritise the mainstreaming of the homeless into society, shelters must ensure designing and implementing various training schemes, non-formal education initiatives, and access to subsidized services and entitlements.

The absent and violent state - The Homeless and the many other vulnerable communities are increasingly distanced from the state. The Welfare State has completely vanished for the homeless who are now viewed as passive recipients of funds and programs, undeserving or lesser deserving citizens claiming their rights. The state and its presence is nearly absent and present only in the form of violence and harassment. A majority of them have their voting rights in the native states, and being a small minority of the urban poverty spectrum is unable to leverage the state and its interventions for the benefit of the homeless. The homeless persons are subjected to constant harassment by the police, civic agencies and anti-social elements. The police personnel make them the easiest target in case of a crime. They are regularly displaced during VIP movements. There is an urgent need to sensitize and make aware not just the different arms of the state, but also the police, the service providers and the homeless themselves who need to engage and participate more with the state, not as an adversary, but as a critical contributor to the welfare process.

To highlight the gendered dimension of homelessness - It is sometimes convenient to view abject poverty and turn a blind eye to the layers and complications within the homeless population. Through this study, we are able to gauge some of the differentiated experiences of women who are homeless. The life of women living in homelessness brings to the fore some of the major concerns with the existing policy frameworks that ignore the differences within the homeless groups. Women are employed in more precarious livelihoods, earning relatively less than homeless men, end up spending more on accessing various basic services and resources, and are often more vulnerable to State and societal violence in the form of evictions and harassment on the street, therefore clearly drawing attention to the need for a gendered approach in dealing with the homeless, so as to address their needs and aspirations holistically. Such an attempt may be replicated with other vulnerable groups within the homeless like the disabled, elderly and children.

The following are the policy recommendations that emerge from the above-mentioned reconceptualization of homelessness and the study findings –

Expand the skill development program for the homeless – There is an acute need to support and encourage programs like vocational training and skill-building programs to further capacitate and empower the homeless, a substantial majority of whom are illiterate and if left to fend for themselves will remain in precarious, informal livelihoods. Shelters could become the source to identify such select homeless with potential and interest in vocational training and be directed to vocational training facilities (existing or may be proposed). Care should be taken to ensure that young and fresh migrants be targeted in such an endeavour. There needs to be a substantial State and policy focus on this matter or else, in the provision of shelters, we are losing a generation of youth and capable CityMakers. With skills, we would need to also hone and sharpen the life skills, for many CityMakers are at suboptimal levels even here.

Reaching out to the most marginalized with welfare schemes – At the moment, the homeless find it extremely difficult to access most of the schemes and entitlements. Even if they possess the identity documents, they are not local and hence are usually denied access to their rights and entitlements. It is in this context, that there is an urgent need to reimagine shelters as a point of access to their rights and entitlements, and identity documents, as envisaged in the NULM-SUH scheme. This shall involve the training and capacity-building of the Shelter Management Agencies and continuous hand-holding from DUSIB. Such an initiative will also further broaden the appeal for homeless shelters in the eyes of the homeless population. The 24 hours shelters for the homeless need not only be shelters cum activity centres but these should also be envisaged as a convergence point of services and entitlements.

Moving from shelters to housing – It is important to acknowledge that the homeless in cities live as communities and with families, unlike the popular perception of the homeless always living as individuals. It is then, imperative to craft housing options to accommodate the homeless communities and attend to their varying needs as communities and families. This is especially crucial for women and children, who are bearing the brunt of shelters designed for homeless, male individuals. It requires policy changes to bring in more family shelters, but also other housing options such as hostels and rental housing. Such an attempt is urgently required, as it is amply evident that no amount of coercion can lead to the homeless occupying shelters that they deem unfit for their living conditions.

Setting up of shelters with subsidized food – The study reveals that one of the biggest expenditures for the homeless is on the daily expenses of food. Amongst families, with an increased number of members, the situation further deteriorates. It is highly advisable that the state initiate canteens that sell subsidized food at minimal prices to ensure that the working urban poor like the homeless in Delhi are ensured of food, even on days that they do not have wages or in case of daily emergencies as reported in the findings like recurring ill-health, evictions and so on.

Providing universal access to basic services – It is evident that a large majority of the homeless are spending a substantial amount of money for water and sanitation. Such expenses affect women and children the most, amongst whom a majority are forced to bathe and defecate in the open. The State and the concerned authorities must revise, devise and implement policies by keeping in mind the most marginal homeless to ensure full access to public amenities, and wherever required, barriers like charges for the usage can be highly subsidized specifically for the homeless. Also, to open up shelters and their basic services to not just to people in the shelter but homeless in the open, ensuring access.

Redesigning of shelters in both form and spirit – Homeless shelters are very inadequately conceived and designed for the homeless with the biggest concern being the lack of multiple kinds of shelters that are required. Also, the need for shelters for homeless families, provision of community kitchens allowing cooking have been expressed by the homeless communities and families. For the migrant, single men, the preference is for safe and secure lockers to ensure the protection of the valuables and identity documents. Apart from the design aspects, the shelters may be conceived of as points linking the homeless to banking, health care and non-formal education, all of which are not being implemented in Delhi.

Wider public appeal and sensitization of law enforcing agencies – There is an urgent to demolish the long-held belief that the homeless are parasitic and dependent on the State. This long-term objective can only be achieved with a wider systematic sensitization process of all the multiple agencies and officials impacting the lives of the homeless on an everyday basis. This can start with the officials in DUSIB, to the local police officials, to the AEROs and ERO of the Delhi Election Commission and even the Shelter Management Agencies. It is also required that the Delhi government takes more initiatives to popularize the positive discourse around homelessness and ensure that wider sensitization gradually seeps in.

Finally, a re-drawing of priorities – In the urgent interventions proposed by the state, in wake of court orders or other emergencies, there is a likelihood of losing the sense of direction and continuing in the same direction without rethinking the needs and aspiration of the CityMakers themselves. It is very clearly being stated in the findings that aspiration for the homeless is for housing and not shelters; of access/ facilitation to gainful employment and not charity. It is also expected according to the homeless that the State assists them with welfare mechanisms like access to food, healthcare and entitlements. After more than eight years of Hon'ble High Court of Delhi's Orders and the Hon'ble Supreme Court of India's Orders, the time has come to revisit the policy guidelines and thrusts, and to really align the future interventions as per needs and aspiration of the CityMakers themselves.

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ANNEXURES



Annexure - I

Srl No _____

QUESTIONNAIRE

Respondent Name			
District	Landmark		
Interviewer	Date		

DEMOGRAPHIC PROFILE

Gender		Religion		Age		Caste	
Male	1	Hindu	1	Upto 10 Yrs	1		
Female	2	Muslim	2	10-18 YEARS	2		
Third Gender	3	Sikh	3	19-30 YEARS	3		
		Christian	4	30-40 YEARS	4		
		Other	5	40-50 YEARS	5		
				50-60 YEARS	6		
				>60 YEARS	7		

SLEEPING PATTERN/DETAILS (DO NOT PROMPT ANSWERS)

- 1a. Where do you sleep in the winter season? (MULTIPLE RESPONSES POSSIBLE)
- 1b. Where do you sleep in the summer season? (MULTIPLE RESPONSES POSSIBLE)
- 1C. Where do you sleep when it is raining in the area? (MULTIPLE RESPONSES POSSIBLE)

Options	1a	1b	1c
Homeless Shelter	1		
In open on footpath	2		
Under Flyover	3		
On the road	4		
In front of shops	5		
On railway platform	6		
Other (Specify)	7		
Other (Specify)			

2. Mostly who do you stay with?

Alone/ With none	1
With family	2
With relatives	3
In a group/community	4
Other (Specify)	5

Q3a. Have you received any education?

Yes	1	No	2
-----	---	----	---

IF YES ASK Q 3b

Q3b. Upto what standard have you studied?

Pre primary/Aanganwadi	1
Primary	2
Upto middle school	3
Upto secondary/senior secondary school	4
Undergraduate	5
Graduate	6
Post graduate	7

Q3c. Have you received any skill development training/vocational training?

Yes	1	No	2
-----	---	----	---

LINKAGE OR ORIGIN

Q4a. Were you born in Delhi?

Yes	1	No	2
-----	---	----	---

IF BORN IN DELHI ASK Q 4b ELSE ASK Q 4c

Q4b. If yes, how many of your past generation have been living in Delhi? Pl include your generation also?

First generation (The respondent has shifted to Delhi)	1
Second generation (Respondent's parents shifted to Delhi)	2
Third generation (Respondent's grandparents shifted to Delhi)	3
More than three generations	4

Q4c. Where are you from? (RECORD STATE, DISTRICT AND VILLAGE)

State	
District	
Village	

5a. Why did you leave your native place to come to Delhi? (DO NOT PROMPT MULTIPLE RESPONSES POSSIBLE)

For employment	1	Separation from family	5
Due to natural disaster in native place	2	Domestic violence/ Family Dispute	6
Displacement	3	By own choice	7
Poverty/ Hunger	4	Other (Sp)	8

5b. How long ago did you come to Delhi?

Less than a year ago	1	3-5years ago	4
1-2 years ago	2	5-10 years ago	5
2-3 years ago	3	More than 10 years ago	6

5c. Who did you come with to Delhi?

Came alone	1	With friend/s	4
Came with family	2	Other (Sp)	5
In a group/community	3		

6a. What were you doing at your native place before coming to Delhi?

Nothing/unemployed	1	Worked as a labour	4
Was studying	2	Housewife	
Farming	3	Other (Sp)	5

6b. How long have you been living without a permanent shelter/in open?

Less than a year	1	5-10 years	4
1-3 years	2	More than 10 years	5
3-5 years	3		

CONTACT WITH FAMILY

7a. Are you in contact with your family?

Yes	1	No	2
-----	---	----	---

IF YES THEN CONTINUE ELSE GO TO Q 7d

7b. Do you visit your family?

Yes	1	No	2
-----	---	----	---

7c. How often do you visit your family?

Once in a month/2 months	1	Once in a year	4
Once in three months	2	Once in few years	5
Once in six months	3		

7d. Do you send money to your family?

Yes	1	No	2
-----	---	----	---

IF SEND MONEY CONTINUE ELSE GO TO 8a

7e. How often do you send money to your family?

Every month	1	Once in a year	4
Once in three months	2	No regular frequency	5
Once in six months	3		

7f. How do you send money to your family?

Give money when I visit family	1	Send money order	4
Through friends/acquaintances from same village	2	Other (Sp)	5
Once in six months	3		

OCCUPATION

8a. What is your occupation?

Tenting Labour	1	Construction labour	10
Wedding/Party waiter	2	Safai Karmachari	11
Dhaba Waiter	3	Rag Picker	12
Painter	4	Vendor at traffic lights	13
Plumber	5	Domestic worker	14
Cart pushing/pulling labour	6	Beggary	15
Cart Vendor	7	Hawker/Temp shop	16
Head loader	8	None/unemployed	17
Head loader	9	Other (Sp)	18

IF WORKING THEN ASK 8b ELSE GO TO 9a

8b. Do you work throughout the year or temporarily or in some seasons?

Work throughout the year	1	Work in some specific seasons	3
Work off and on	2		

8c. How many days in a month do you work?

Upto 5 days	1	16-25 days	4
6-10 days	2	More than 25 days	5
11-15 days	3		

8d. On an average for how many hours do you work in a day?

Upto 5 hours	1	9-12 hours	3
6-8 hours	2	More than 12 hours	4

8e. How often do you get paid?

Daily	1	Fortnightly	3
Weekly	2	Monthly	4

8f. Have you changed your occupation in last five years?

Yes	1	No	2
-----	---	----	---

DAILY INCOME AND EXPENDITURE

9a. On an average how much money do you spend daily?

Upto Rs. 50	1	Rs. 201-300	4
Rs. 51-100	2	More than Rs. 300	5
Rs. 101-200	3		

9b. Can you tell me on what all items do you spend this money?

Head	Amount in Rs.
Food	
Water	
Toilet	
Bathing facilities	
Education	
Doctor/medicines	

Place to sleep	
Homeless shelter	
Travel	
Entertainment	
Bidi/cigarette/ Khaini	
Alcohol	
Others (Sp)	
Others (Sp)	

9c. What is your daily income?

Upto Rs. 50	1	Rs. 201-300	4
Rs. 51-100	2	More than Rs. 300	5
Rs.101-200	3		

NUTRITION AND FOOD SECURITY

10a. How do you manage your food?

Self cooking	1	Homeless shelters	4
From food vendors	2	Religious institutions (Langar/ Temple etc)	5
From employer	3	Individual charity	6
Railways pantry	4	NGO/Trust	7
Government food schemes	5	Others (Sp)	

10b. How many meals did you eat yesterday?

One	1	Three	4
Two	2	More than three	5

10c. How many meals do you generally eat in a day?

One	1	Three	4
Two	2	More than three	5

10d. How many meals did you miss in the past one week? (Difficulty in getting response)

One	1	Three	4
Two	2	More than three	5

10e. Why did you miss these meals? (Difficulty in getting response)

10f. How many nights have you slept without food in the past one week?

None	1	Three	4
One	2	More than three	5
Two	3		

ACCESS TO SERVICES AND SANITATION

11a. Where do you get the drinking water from? (DO NOT PROMPT MULTIPLE RESPONSES POSSIBLE)

Government taps/ DJB taps	1	Hand pumps	4
Government tankers	2	Water vendors	5
Pyaus	3	Nearby govt institution/ Public utility building	6
Private tankers		Others (Sp)	7

11b. Do you have to pay to get drinking water?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 12

11c. How much do you have to pay to get drinking water in a day during summer season? And how much do you pay to get drinking water in a day during winter season?

Amount	Summer season	Winter season
Less than Rs. 5	1	1
Rs. 5-10	2	2
Rs. 11-15	3	3
More than Rs. 15	4	4

12a. Where do you go to the toilet? (DO NOT PROMPT MULTIPLE RESPONSES POSSIBLE)

Sulabh Shauchalya	1	Mobile toilets	4
Government toilets	2	In the open	5
Homeless shelters	3	Others (Sp)	6

12b. Do you pay to access the toilet?

Yes	1	No	2
-----	---	----	---

IF YES ASK 12 c ELSE GO TO 12d

12c. How much do you pay in a day?

Upto Rs. 5	1	Rs. 11-15	3
Rs. 6-10	2	More than Rs. 15	4

12d. Where do you take bath ? (Multiple answers possible, do not prompt)

Sulabh Shauchalya	1	Mobile toilets	4
Government toilets	2	In the open	5
Homeless shelters	3	Others (Sp)	6

12e. Do you pay to take bath?

Yes	1	No	2
-----	---	----	---

IF YES ASK 12 f ELSE GO TO 13a

12f. How much do you pay in a day?

Upto Rs. 5	1	Rs. 11-15	3
Rs. 6-10	2	More than Rs. 15	4

13a. Where do you store your belongings?

Keep them with self	1	In homeless shelter locker	4
At the place where I stay	2	Somewhere after paying	5
With friend/acquaintance	3	Others (Sp)	6

13b. Do you pay to store your belongings?

Yes	1	No	2
-----	---	----	---

IF YES THEN ASK 13c ELSE GO TO 14

13c. How much do you pay in day?

Upto Rs. 5	1	Rs. 11-15	4
Rs. 6-10	2	More than Rs. 15	5

ILLNESS AND DISABILITY

14a. Have you suffered from a common illness like cough/cold/ diarrhea etc. in the last 6 months?

Yes	1	No	2
-----	---	----	---

IF SUFFERED THEN CONTINUE LESE GO TO 15a.

14b. How many times have suffered from this type of illnesses in the last six months?

Once	1	Thrice	3
Twice	2	More than thrice	4

14c. Did you take treatment for illness?

Yes	1	No	2
-----	---	----	---

14d. Where did you take the treatment from?

NGO dispensary	1	Took medicine from medical store	5
Mohalla clinic	2	Health camp	6
Govt. Dispensary/hospital	3	Others (Sp)	7
Private doctor/clinic	4		

15a. Have you been injured because of living in the open or because of your occupation in the past one year?

Yes	1	No	2
-----	---	----	---

15b. Did you seek treatment?

Yes	1	No	2
-----	---	----	---

16a. Are you currently suffering from any chronic illness ? By chronic illness I mean any illness that is difficult to treat?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 17a

16b. What type of illness do you suffer from?

High /low blood pressure	1	Cancer	5
Asthama	2	Insomnia	6
Diabetes	3	Others (Sp)	7
Tuberculosis	4		8

16c. Have you been getting treatment for your disease/s?

Yes	1	No	2
-----	---	----	---

IF YES ASK 16d ELSE GO TO 16e

16d. Where are you getting the treatment from?

NGO dispensary	1	Private doctor/clinic	4
Govt. Dispensary	2	Health camp	5
Govt. hospital	3	Others (Sp)	6

16e Have you received any financial assistance for your chronic illness?

Yes	1	No	2
-----	---	----	---

17a. Do you have any permanent disability?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 18a

17b. What kind of permanent disability do you have?

Of the leg	1	Hearing/speech impaired	4
Of the hand/arms	2	Backbone related	5
Ophthalmic/ blindness	3	Others (Sp)	6

STREET VIOLENCE AND HARASSMENT

18a. Have you been displaced or evicted from your place of stay or work in the last one year?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 19a

18b. From where have you been evicted/displaced in the past one year?

Place of residence	1	Place of work	2	From both	3
--------------------	---	---------------	---	-----------	---

18b. How many times have you been evicted/displaced from the place of stay in the past one year? And how many times have you been evicted/displaced from the place of work in the past one year?

No of times	Place of Stay	Place of work
Not applicable	9	9
Once	1	1
Twice	2	2
Three times	3	3
Four times	4	4
Five or more times	5	5

18c. By whom have you been displaced from your place of stay? And by whom have you been displaced from your place of work?

PLACE OF STAY		PLACE OF WORK	
Peers/ Fellow friends	1	Employer	1
Police	2	Police	2
MCD/NDMC/Govt. officials	3	MCD/NDMC/Govt. officials	3
Private guards	4	Private guards	4
Members of general public	5	Members of general public	5
Others (Sp)	6	Others (Sp)	6

18d. Have you or anyone you know been detained by the police?

Yes	1	No	2
-----	---	----	---

IF YES THEN CONTINUE ELSE GO TO 19a

18d. What was the reason for detainment?

19a. Have you noticed anyone being harassed ?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 20a

19b. What is the gender of the person being harassed? **(MULTI RESPONSE POSSIBLE)**

Male	1
Female	2
Third Gender	3

19c. What type harassment did you witness?

Verbal	1	Mental	4
Physical (Beating/ Torture etc.)	2	Monetary	5
Sexual	3		

19d. Who did you notice harassing? **(MULTI RESPONSE POSSIBLE)**

Parents/Guardians	1	Security guard	7
Spouse	2	Shelter caretaker	8
Relatives	3	General public	9
Peers/ Friends	4	Anti social elements	10
Employer	5	Others (Sp)	11
Police/Traffic police	6		

19e. Did you help the person being harassed?

Yes	1	No	2
-----	---	----	---

IF NOT HELPED ASK 19f

19f. Why did you not help?

The harasser is powerful	1	Harassed person's behavior attracts such things/ actions	5
Cant fight against the harasser	2	Other (sp)	6
Don't want to involve in it	3	Other (sp)	
It is day to day activity	4		

IF HELPED ASK Q 19g

19g. How did you help the harassed person?

Raised alarm	1	Called the relatives/ friends of harassed person	4
Mediated between the two parties	2	Other (sp)	5
Filed a police complaint/ Informed police	3	Other (sp)	6

20a. What are the major problems/dangers of living on the street? **(MULTI RESPONSE POSSIBLE)**

Seasonal changes/ Weather conditions	1	Don't get proper food	6
Harassment by the police	2	Fear for life	7
Fear of theft	3	Other (Sp)	8
Fear of physical and /or sexual harassment	4	Other (Sp)	9
Accident while sleeping	5		

SUBSTANCE USE

21a. Does anyone in your family or peer group use any addictive substances?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 21c

21b. What kind of substances is he/are they addicted to?

Bidi/cigarette	1	Correction fluid	6
Gutkha/Jarda	2	Smack	7
Alcohol	3	Injectable drugs	8
Ganja	4	Other (Sp)	9

21c. Are you addicted to any such substances?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 22

21d. What kind of substances is he/are they addicted to?

Bidi/cigarette	1	Correction fluid	5
Gutkha/Jarda	2	Smack	6
Alcohol	3	Injectable drugs	7
Ganja	4	Other (Sp)	8

21e How long have you been addicted?

Less than one year	1	2-5 Years	3
1-2 years	2	More than 5 years	4

21f. On an average how much do you spend on these substances daily?

Upto Rs. 20	1	Rs. 51-100	6
Rs. 21-50	2	More than Rs. 100	7

21g. Would you like to save this money rather than spending on these substances?

Yes	1	No	2
-----	---	----	---

21h. Where would you like to save this money?

In the bank	1	Keep it with ownself	3
With the employer	2	Others (Sp)	4

21i. Are you aware of drug de-addiction programmes?

Yes	1	No	2
-----	---	----	---

21j. Would you like to join a drug de-addiction programme?

Yes	1	No	2
-----	---	----	---

ACCESS TO IDENTIFICATION DOCUMENTS

22a. What identification documents do you have? (MULTIPLE RESPONSE POSSIBLE. VERIFY THE DOCUMENT)

Adhaar Card	1	Driving License	6
PAN Card	2	Labour Crad	7
Ration Card	3	Others (Sp)	8
Voter ID Card	4	None	9
Bank Pass Book	5		

22b. Since when do you have this/these documents?

Less than 6 months	1	2-3 years	5
6 months-1 year	2	More than 3 years	6
1-2 years	3		

22c. Who helped you in getting your Identification papers?

Got it myself	1	Government camp	4
Agent	2	Others (Sp)	5
NGO	3		

22d. Did you have to pay to get identification papers?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 22F

22e. How much did you pay?

Upto Rs. 500	1	More than Rs. 500	2
--------------	---	-------------------	---

22f. Have you ever voted in the elections?

Yes	1	No	2
-----	---	----	---

IF VOTED CONTINUE ELSE GO TO 23a

22g. Where did you vote?

In Delhi	1	In the village	2
----------	---	----------------	---

USE OF SHELTERS

23a. How often do you use a homeless shelter?

Use shelter	1
Use occasionally/ seasonally	2
Never use it	3

IF USE OCCASSIOANLLY OR NEVER THEN CONTINUE ELSE GO TO 23c

23b. Why don't you use homeless shelter? (MULTIPLE RESPONSE POSSIBLE. DO NOT PROMPT)

No place/space in shelters	1	Fear of theft	6
No access to shelter specific to your gender or family needs	2	Poor living conditions	7
Unwelcome treatment at the shelter	3	Don't feel like going	8
Lack of basic amenities	4	Others (Sp)	9
Harassment/violence in the shelter	5		

IF USE SHELTER ASK Q 23 ONWARDS

23c. How long have you been using shelter?

Less than 6 months	1	3-5 years	4
6 months- 1 year	2	More than 5 years	5
1-3 years	3		

23d. Have you ever used a shelter during day time?

Yes	1	No	2
-----	---	----	---

IF NOT ASK 23e ELSE GO TO 23f

23e. Are you aware that it is a 24 hour facility?

Yes	1	No	2
-----	---	----	---

IF YES ASK CONTINUE

23f. Have you benefitted from using a shelter?

Yes	1	No	2
-----	---	----	---

23f. How have you benefitted from the shelter?

Get access to bed and sanitation services	1	Get health care services	6
Get food	2	Get educational/skill trainings	7
Access to drinking water	3	Access to identification documents services	8
Access to lockers	4	Others (Sp)	9
Get employment related services	5		

FINANCIAL HEALTH

24a. How much money do you save in a month?

None	1	Rs.301-500	4
Upto Rs.200	2	More than Rs.500	5
Rs.201-300	3		

24b. Where do you store your savings?

Keep with self	1	Some undisclosed location	4
With friend/acquaintance	2	Bank	5
With employer	3	Other (Sp)	

IF DOES NOT KEEP MONEY WITH SELF ASK 24c AND 24d

24c. Do you get your money when you ask for it?

Yes	1	No	2
-----	---	----	---

24d. Have you been cheated of your earned money?

Yes	1	No	2
-----	---	----	---

IF CHEATED THEN ASK

24e. Who cheated you?

Friend/acquaintance	1	Other (Sp)	3
Employer	2		

25a. Do you have a bank account?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 26a

25b. Have you used your bank account in the last six months?

Yes	1	No	2
-----	---	----	---

IF YES CONTINUE ELSE GO TO 26a

25c. How many times have you used your bank account?

Once	1	More than twice	3
Twice	2		

25d. Do you have a mobile phone?

Yes	1	No	2
-----	---	----	---

SOCIAL AWARENESS

26a. Are you aware of any government schemes for the poor?

Yes	1	No	2
-----	---	----	---

26b. Can you name these schemes?

Cant name: 99

26c. Are you aware of homeless shelters in your area? (Comment: There is already a section on shelters Ref 23)

Yes	1	No	2
-----	---	----	---

26d. Are you aware of any NGOs that work with homeless?

Yes	1	No	2
-----	---	----	---

26e. IF YES PLEASE NAME THEM

27a. Are you aware of helpline numbers for homeless persons?

Yes	1	No	2
-----	---	----	---

27b. Have you received any assistance in the past one year? (MULTIPLE RESPONSES POSSIBLE)

(Comment: There is some duplication here Refer q 16 and 22)

Yes	1	No	2
-----	---	----	---

IF RECEIVED ASSISTANCE CONTINUE ELSE GO

27c. If yes, what kind of assistance did you receive? (MULTIPLE RESPONSES POSSIBLE)

Money	1	Livelihood training	6
Food	2	Shelter	7
Clothes	3	Identification documents	8
Medicines/Health camps	4	Others (Sp)	9
Education	5		

27d. Who provided the assistance?

Government	1	Private institution	4
NGO	2	Private citizen	5
Religious institution	3	Other (Sp)	

FUTURE PLANS AND ASPIRATIONS

28a. Are you planning to continue to stay in Delhi ?

Yes	1	No	2
-----	---	----	---

IF NOT PLANNING TO STAY IN DELHI CONTINUE ELSE GO TO 29

28b. Where do you plan to go?

Native place	1	Another city	2
--------------	---	--------------	---

28c. Why do you want to leave Delhi?

Lack of employment	1	Tough living conditions	4
Not enough daily wages	2	Others (Sp)	5
Health reasons	3		

28d. Do you want permanent housing?

Yes	1	No	2
-----	---	----	---

29. What help do you expect from the government? (Overlapping with 27c)

Housing	1	Livelihood training	7
Shelter	2	Healthcare	8
Food	3	Benefit of govt. schemes	9
Identification documents	4	Entitlements-Pension, Widow/Disability etc	10
Employment	5	Others (Sp)	11
Education	6		

Annexure - II

Sample and Geographical Division of Homeless Surveyed

No	Homeless Cluster	Sample
	Walled city	Nos
1	Jama masjid - meena bazar	40
2	Chandni chowk /Fountain chowk	40
3	Fathepuri /Naya bazar/Pul mithai	38
4	Ajmeri gate /New delhi railway station/Asaf ali road	20
5	Chawri bazar/Hauz kazi	20
6	Shradhand marg/ GB road	20
7	Old delhi railway station	35
8	Kaudiya pul	20
9	Bhagirath palace	10
10	Khari baoli	10
	Total of Walled City	253
	Old Delhi	
1	Sadar bazar/Teli bada	50
2	Yamuna bazaar	50
3	Idgah/Jhandewalan/Motia khan	30
4	Azad market	29
5	ISBT - mori gate - tees hazari	29
	Total of Old Delhi	188
	Central Delhi	
1	Gol market	20
2	Aram Bagh	30
3	Paharganj Thana	30
4	Raja Bazar	30
5	Kamla market	20
6	Gurudwara Bangla sahib	20
	Total of Central Delhi	150
	North Delhi	
1	Azadpur mandi	20
2	Sarai peepalthala	10
3	Gulabi bagh/ Pratap nagar metro station	10
4	Prembadi pul/ Shakurpur	10
5	Mangolpuri	20
6	Avantika chowk	10
7	Buddh vihar market	10
8	Inderlok/ Shahzada bagh/ Cooler market	20
9	Jahangirpuri	10
	Total of North Delhi	120

	West Delhi	
1	Ajmal khan park/ Gaushalla road	10
2	Faiz Road	10
3	Karampura	10
4	Pusa road round about	20
5	Anand parbat	20
6	Dev nagar/ Gaffar market	20
7	Raja garden	20
8	Mayapuri / Kabadi market	10
9	Dwarka/ Mangla puri/ Janak cinema	20
10	Uttam nagar/ Tilak nagar/Subhash nagar more	20
	Total of West Delhi	160
	East Delhi	
1	Yamuna bride /Lohapul	10
2	Geeta colony	10
3	Akshardham	10
4	Anand vihar	10
5	Seelampur /Shastri park	10
6	Welcome metro station	10
7	Shahdra	20
8	Nand nagri	10
9	Seemapuri	10
10	Shakarpur	10
	Total of East Delhi	110
	South Delhi	
1	Nehru place	20
2	Kalkaji	20
3	Okhla/odi mill/Sabzi mandi	20
4	Sai baba mandir	20
5	Nizamuddin	20
6	Sarai kale khan	10
7	Maharani bagh	10
8	AIIMS/Safdarjung	10
9	RK Puram/Munirka	10
10	Moti bagh	10
11	Badarpur/MG road	10
	Total of South Delhi	160
	Grand Total	1141

Annexure - III

List of Tables and Data

1.2 Engagement Before Migration to Delhi:			
Status	All	Male	Female
Nothing/unemployed	66	69	41
Was studying	2	2	4
Farming	6	6	4
Worked as a labour	22	22	22
Housewife	2-		27
Tempo Driver	0	1-	
(All)	1141	1038	103

1.3 Place of Sleeping:			
Place of Sleeping	Winter Season	Summer Season	Rains
Homeless Shelter	22.1	13.3	21.58
In open on footpath	49.8	62.1	10.19
Under Flyover	9.1	7.0	16.53
On the road	2.0	5.2	0.92
In front of shops	20.6	17.1	57.94
On railway platform	5.0	1.3	4.68
Base(Migrants from other states)	1093	1093	1093

1.4 Duration of Stay in Delhi Vs. Current living Pattern in Winter Season:							
	All	< 1 yr ago	1-2 Yrs ago	2-3 yrs ago	3-5yrs ago	5-10 yrs ago	More than 10 yrs ago
Homeless Shelter	22.1	39.3	55.1	45.2	38.2	25.2	8.3
In open on footpath	49.8	35.7	15.7	20.0	33.3	52.1	63.6
Under Flyover	9.1	25.0	25.8	13.9	6.9	6.7	5.9
On the road	2.0	3.6	3.4	.9	3.9	3.1	1.3
In front of shops	20.6	21.4	19.1	21.7	16.7	22.7	20.6
On railway platform	5.0	14.3	4.5	12.2	12.7	1.2	2.9

1.5 Duration of Stay in Delhi Vs. Current living Pattern in Summer Season

	All	< 1 yr ago	1-2 Yrs ago	2-3 yrs ago	3-5yrs ago	5-10 yrs ago	More than 10 yrs ago
Homeless Shelter	13.3	7.1	22.7	29.6	22.5	15.3	6.9
In open on footpath	62.1	60.7	51.1	45.2	53.9	61.3	68.6
Under Flyover	7.0	17.9	20.5	7.0	5.9	4.3	5.4
On the road	5.2	7.1	4.5	8.7	14.7	7.4	2.4
In front of shops	17.1	32.1	11.4	17.4	9.8	19.6	17.7
On railway platform	1.3	7.1	.0	2.6	4.9	1.8	.2

1.6 Who do You Stay with

	All	Male	Female
Alone/ With none	36	36	32
With family	16	11	63
With relatives	1-		1
In a group/community	47	52	4
Base(n)	1141	1038	103

1.7 Time of Migration to Delhi

Time of Migration to Delhi	Duration without shelter (In %)				
	Less than a year	1-3 years	3-5 years	5-10 years	More than 10 years
Less than a year ago	60.71	17.86	7.14	3.57	10.71
1-2 years ago	19.32	78.41			2.28
2-3 years ago	8.70	63.48	21.74	3.48	2.61
3-5years ago	8.82	37.25	37.25	13.73	2.94
5-10 years ago		3.07	10.43	68.10	18.40
More than 10 years ago	.34	.85	.51	4.40	93.91

1.8 Current Occupation

Occupation Type	All	Male	Female
Cart pushing/pulling labour	26	28	7
Head loader	18	19	6
Construction Labour	18	19	7

Tenting Labour	10	10	7
Beggary	5	4	17
Dhaba Waiter	4	4	3
Safai Karmachari	4	2	19
Rag Picker	2	2	10
Hawker/Temp shop	2	2	0
Painter	2	2	0
None/unemployed	2	0	13
Cart Vendor	1	2	0
Wedding/Party waiter	1	1	1
Driver	1	1	0
Domestic worker	1	0	7
Vendor at traffic lights	1	1	1
Work as helper in shop	1	1	0
Others	1	1	4
(All)	1141	1038	103

1.9 Profile of Persons Engaged in Beggary

Age Group	All	Male	Female
10-18 years	2	2	
19-30 years	32	24	53
30-40 years	24	29	12
40-50 years	24	29	12
50-60 years	13	9	24
More than 60 years	5	7	0
Base (Those engaged in Beggary)	62	45	17

1.10 Employment Days in a Month

No of Days	All	Male	Female
6-10 days	1	1	1
11-15 days	7	7	7
16-25 days	72	75	37
More than 25 days	20	18	55
Base: Those engaged in occupations other than beggary	1061	988	73

1.11 Type of Work					
	Tenting Labour	Wedding/Party waiter	Cart pulling Labour	Head Loader	Construction Labour
6-10 days	1	6		1	1
11-15 days	23	38	2	6	6
16-25 days	53	38	79	84	88
More than 25 days	23	19	19	9	5
Base (All those engaged in an occupation)	112	16	294	203	202

1.12 Change in Occupation			
	All	Male	Female
Changed Occupation	53	56	22
Not Changed	47	44	78
(Those working)	1123	1033	90

1.13 Daily Expenditure on Various Heads		
	No of persons spending	Average Spend
Food	1129	91.13
Water	188	11.85
Toilet	885	8.75
Bathing	798	8.39
Education	12	10
Doctor	90	11.95
Sleeping Place	14	18.57
Homeless Shelter	91	19.34
Travel	64	15.64
Entertainment	47	12.12
Bidi/ cigarette/ khaini/zarda	974	19.51
Alcohol	294	41.01
Mobile talk time / Data recharge	512	7.61
Medicines	17	36.42

1.14 Daily Income			
Daily Income	All	Male	Female
Rs. 51-100	2.71	1.73	12.63
Rs.101-200	15.60	13.39	37.86
Rs. 201-300	53.64	55.88	31.07
More than Rs. 300	26.47	28.13	9.71
Did not mention	1.58	.87	8.74
(Those working)	1123	1033	90

1.15 Source/ Management of Food			
Source	All	Male	Female
Self cooking	36.9	32.88	77.45
From food vendors	62.9	66.73	24.51
From employer	8.4	9.09	.98
Railways pantry	7.2	7.54	3.92
Government food schemes	5.7	6.00	2.94
Homeless shelters	4.7	4.35	7.84
Religious institutions	2.4	2.51	.98
Individual charity	.9	.97	.00
NGO/Trust	.1	.10	.00
(All)	1141	1038	103

1.16 Source of Food					
Source of food	Occupation				
	Tenting Labour	Wedding/Party waiter	Cart pushing/pulling labour	Head loader	Construction Labour
Self cooking	32	25	43	28	25
From food vendors	73	81	57	75	75
From employer	28	31	1	4	10

Railways pantry	15	38	1	2	9
Government food schemes	11	13	1	3	6
Homeless shelters	18	13	1	1	4
Religious institutions	6	19			4
Individual charity	1				1
Base (All)	111	16	294	203	202

1.17 Whether Pay for Getting Water

	All	Male	Female
Have to pay for water	16.21	15.90	19.42
Don't have to pay	83.79	84.10	80.58
(All)	1141	1038	103

1.18 Daily Expenditure on Drinking Water

	All	Male	Female
Less than Rs. 5	3.24	3.64	.00
Rs. 5-10	74.59	72.73	90.00
Rs. 11-15	3.78	3.64	5.00
More than Rs. 15	18.38	20.00	5.00
Base(Those pay for water)	185	165	20

1.19 Use of Toilet Facilities

	All	Male	Female
Sulabh Shauchalya	77.30	80.44	45.63
Government toilets	6.84	7.23	2.91
Homeless shelters	3.86	3.66	5.83
Mobile toilets	1.05	.77	3.88
In the open	10.94	7.90	41.74
(All)	1141	1038	103

1.20 Daily Expenditure on Toilet Use			
	All	Male	Female
Upto Rs. 5	27.80	26.33	52.00
Rs. 6-10	71.85	73.30	48.00
Rs. 11-15	.34	.36	
(Those pay for toilet)	875	825	50

1.21 Daily Expenditure on Taking Bath			
Daily Expenditure	All	Male	Female
Upto Rs. 5	33.42	32.50	50.00
Rs. 6-10	65.96	67.11	45.24
Rs. 11-15	.63	.39	4.76
(Those pay for bathing)	799	757	42

1.22 Storage Place For Belongings			
Response	All	Male	Female
Keep them with self	84.93	84.68	87.38
At the place where I stay	8.68	9.06	4.85
With friend/acquaintance	2.37	2.50	.97
In homeless shelter locker	3.51	3.28	5.83
(All)	1141	1038	103

1.23 Incidence of Common Illness in Past 6 Months			
	All	Male	Female
Suffered from common illness	73.01	74.86	54.37
Did not suffer	26.99	25.14	45.63
(All)	1141	1038	103

1.24 No of times Suffered from Common Diseases in Past 6 Months			
No of times	All	Male	Female
Once	24.01	24.71	14.29
Twice	55.94	57.14	39.29
Thrice	15.37	14.16	32.14
More than thrice	4.68	3.99	14.29
(Those suffered from common diseases)	833	777	56

1.25 Whether Took Any Treatment			
	All	Male	Female
Took Treatment for illness	93.51	93.17	98.21
Did not take treatment	6.49	6.83	1.79
(Those suffered from common diseases)	833	777	56

1.26 Place for the Treatment			
Source of treatment	All	Male	Female
NGO dispensary	9.11	9.39	5.45
Mohalla clinic	2.05	1.93	3.64
Govt. Dispensary/hospital	33.50	30.52	72.73
Private doctor/clinic	45.31	48.07	9.09
Took medicine from medical store	10	10	9.09
(Those opted for treatment)	779	724	55

1.27 Injury Suffered in Past One Year			
Statement	All	Male	Female
Suffered injury	55.05	58.30	22.33
Did not suffer	44.95	41.70	77.67
(All)	1141	1038	103

1.28 Whether Took Treatment for the Injury			
Treatment of injury	All	Male	Female
Sought treatment of injury	91.36	91.20	95.65
Did not seek treatment	8.64	8.80	4.35
(Those suffered from injury)	628	605	23

1.29 Prevailing Chronic Diseases			
Disease	All	Male	Female
Tuberculosis	26.56	25.86	33.33
Diabetes	21.88	24.14-	
Blood pressure	20.31	22.41-	
Asthma	12.50	10.34	33.33
Cancer	3.13	1.72	16.67
Poor Heart condition	7.81	6.90	16.67
Poor Liver condition	3.38	4.3-	
Arthritis	3.43	3.31	1.3
(Those suffering)	64	58	6

1.30 Whether Getting Any Treatment for the Chronic Disease			
Treatment	All	Male	Female
Getting treatment	77.78	75.44	100.00
Not getting any treatment	22.22	24.56-	
(Those suffering)	64	58	6

1.31 Place of Treatment For Chronic Disease			
	All	Male	Female
Govt. Dispensary	46.9	44.2	66.7
Govt. hospital	32.7	34.9	16.7
NGO dispensary	16.3	16.3	16.7
Private doctor/clinic	2.0	2.3-	
Health camp	2.0	2.3-	
(Those taking treatment)	49	43	6

1.32 Whether Received Any Financial Assistance for Chronic Disease			
Statement	All	Male	Female
Received	23.44	22.41	33.33
Did not receive	76.56	77.59	66.67
(Those suffering)	64	58	6

1.33 Incidence of Permanent Disability			
Statement	All	Male	Female
Have permanent Disability	3.16	2.89	5.83
Don't have	96.84	97.11	94.17
(All)	1141	1038	103

1.34 Nature of Permanent Disability			
Disability	All	Male	Female
Of the leg	57.14	55.17	66.67
Of the hand/arms	17.14	20.69-	
Ophthalmic/ blindness	2.86-		16.67
Hearing/speech impaired	8.57	10.34-	
Backbone related	2.86	3.45-	
Others	11.44	10.35	22.76
(Those having permanent disability)	35	29	6

1.35 Whether Evicted in the Past 1 Year			
Statement	All	Male	Female
Have been displaced/evicted	18.32	17.53	26.21
Have not been displaced/evicted	81.68	82.47	73.79
(All)	1141	1038	103

1.36 Where have been evicted From			
Place of eviction	All	Male	Female
Place of residence	51.20	45.05	92.59
Place of work	28.23	32.42	.00
From both	20.57	22.53	7.41
(Those evicted)	209	182	27

1.37 No of Times Evicted from Place of Stay in Past One Year			
No of times	All	Male	Female
Once	30.00	33.33	14.81
Twice	29.33	34.15	7.41
Three times	8.00	4.88	22.22
Four times	12.00	8.94	25.93
Five or more times	20.00	17.89	29.63
(Those evicted from place of stay)	150	123	27

1.38 No of Times Evicted from Place of Work in Past One Year			
No of times	All	Male	Female
Once	17.65	17.00	50.00
Twice	26.47	27.00	.00
Three times	42.16	42.00	50.00
Four times	7.84	8.00	.00
Five or more times	5.88	6.00	.00
(Those evicted from place of work)	102	100	2

1.39 Who Displaced from Place of Stay			
Evicted by	All	Male	Female
Police	67.79	68.85	62.96
MCD/NDMC/Govt. officials	17.45	16.39	22.22
Peers/ Fellow friends	4.03	3.28	7.41
Private guards	4.03	4.92-	
Community/ Employer	6.71	6.56	7.41
(Those evicted from place of stay)	150	123	27

1.40 Who Displaced from Place of Work			
Evicted by	All	Male	Female
Employer	71.57	72.00	50.00
Police	8.82	9.00	.00
MCD/NDMC/Govt. officials	8.82	9.00	.00
Private guards	4.90	4.00	50.00
Employer	5.88	6.00	.00
(Those evicted from place of work)	102	100	2

1.41 Whether Witnessed Any one Being Harassed			
Statement	All	Male	Female
Witnessed harassment	5	4	9
Did not witness	95	96	91
(All)	1141	1038	103

1.42 Gender of Harassed Person			
Gender	All	Male	Female
Male	66.7	73	33
Female	35.2	29	67
(Those witnessed harassment)	57	47	10

1.43 Nature of Harassment			
Nature of harassment	All	Male	Female
Verbal	13.0	8.9	33.3
Physical	35.2	31.1	55.6
Sexual	3.7	2.2	11.1
Mental	25.9	31.1	
Monetary	22.2	26.7	
(Those witnessed harassment)	57	47	10

1.44 Gender of Person Being Harassed			
	All	Male	Female
Male	66	73	33
Female	34	29	67
(Those witnessed harassment)	57	47	10

1.45 Harasser			
The Harasser	All	Male	Female
General public	27.78	22.2	55.6
Employer	22.22	24.4	11.1
Police/Traffic police	12.96	15.6	
Parents/Guardians	11.11	11.1	11.1
Spouse	7.41	6.7	11.1
Relatives	12.96	15.6	
Peers/ Friends	14.81	17.8	
Security guard	3.70	4.4	
Anti social elements	1.85	11.1	1.85
(Those witnessed harassment)	57	47	10

1.46 Duration of Having Adhar Card			
Duration	All	Male	Female
Less than 6 months	.73	.66	1.54
6 months-1 year	2.68	1.98	10.77
1-2 years	6.08	6.08	6.15
2-3 years	7.54	5.68	29.23
More than 3 year	82.60	85.20	52.31
(Those have ADHAAR card)	822	757	65

1.47 Procedure Adopted for Getting Aadhar Card			
Method	All	Male	Female
Got it myself	81.63	82.85	67.19
Agent	5.23	4.88	9.38
NGO	4.38	4.62	1.56
Govt. Camp	7.66	6.46	21.88
Others	1.09	1.19	
(Those have ADHAAR card)	822	758	64

1.48 Voter ID Card			
Duration	All	Male	Female
Less than 6 months	.41	.44	
6 months-1 year	1.66	1.46	4.88
1-2 years	3.17	3.07	4.88
2-3 years	4.69	3.36	26.83
More than 3 year	89.66	91.23	63.41
(Those have Voter ID card)	725	684	41

1.49 Procedure Adopted for Getting Voter ID Card			
Duration	All	Male	Female
Got it myself	85.52	85.55	85.00
Agent	5.38	4.96	12.50
NGO	3.86	4.09	
Govt. Camp	4.14	4.23	2.50
Others	1.10	1.17	
(Those have Voter ID card)	725	685	40

1.50 Whether Payment Was made to get ID Papers			
	All	Male	Female
Had to pay	11.91	10.91	24.59
Did not pay	88.09	89.09	75.41
(Those have any ID)	831	770	61

1.51 Amount Paid			
	All	Male	Female
Upto Rs. 500	73.53	74.12	70.59
More than Rs. 500	26.47	25.88	29.41
(Those who paid)	102	85	17

1.52 Voting in Elections			
Voted in elections	All	Male	Female
Yes	68.89	71.19	45.63
No	31.11	28.81	54.37
(All)	1141	1038	103

1.53 Place of Voting			
Place of voting	All	Male	Female
In Delhi	12.77	10.73	44.68
In the village	87.23	89.27	55.32
(Those who voted)	783.00	736.00	47.00

1.54 Awareness and Use of Home Shelters			
Response	All	Male	Female
Aware	74	75	68
Not aware	26	25	32
(All)	1141	1038	103

1.55 Use of Homeless Shelter			
Frequency of use	All	Male	Female
Use shelter regularly	21	18	59
Use occasionally/ seasonally	11	11	7
Never use it	68	71	34
(Those aware)	844	774	70

1.56 Duration of Use of Shelter			
Duration	All	Male	Female
Less than 6 months	7	8	2
6 months-1 year	27	26	29
1-3 years	43	43	41
3-5 years	8	9	2
More than 5 years	16	14	25
(Users of shelter)	181	140	41

1.57 Use of Shelter During Day Time			
	All	Male	Female
Use in day time	73	69	90
Don't use in day time	27	31	10
(Users of shelter)	181	140	41

1.58 Awareness of Homeless Shelter Round The Clock Facility			
	All	Male	Female
Yes	92.4	93.8	88.6
No	7.6	6.3	11.4
(Don't use shelter in daytime)	49	45	4

1.59 Whether Benefitted from Use of Shelter			
Response	All	Male	Female
Benefitted	90.0	92.9	80.0
Not Benefitted	10.0	7.1	20.0
(Users of shelters)	181	140	41

1.60 Benefits of using Homeless Shelter			
Benefits	All	Male	Female
Get access to bed and sanitation services	63.13	59.42	75.61
Access to drinking water	56.42	57.25	53.66
Get food	27.37	28.99	21.95
Access to lockers	35.75	41.30	17.07
Get employment related services	17.32	18.84	12.20
Get health care services	16.76	19.57	7.32
Get educational/skill trainings	5.59	5.07	7.32
Access to identification documents services	9.50	10.87	4.88
(Users of shelters)	181	140	41

1.61 Reasons for Not Using Homeless Shelters			
Reasons	All	Male	Female
No place/space in shelters	71	72	42
No access to shelter specific to your gender or family needs	5	4	25
Unwelcome treatment at the shelter	5	5	4
Lack of basic amenities	1	1	
Harassment/violence in the shelter	7	6	6
Fear of theft	8	8	6
Poor living conditions	4	3	17
Don't feel like going	2	2	
(Non users of shelters)	523	499	24

1.62 Monthly Savings			
Amount saved	All	Male	Female
None	2	1	7
Upto Rs.200	11	10	17
Rs.201-300	9	8	17
More than Rs.500	73	75	58
(All)	1141	1038	103

1.63 Method of Storage of Savings			
Method	All	Male	Female
Keep with self	87	87	86
Bank	6	5	10
With employer	5	5	1
With friend/acquaintance	2	2	2
(Those who save)	1123	1027	96

1.64 Saving Account in Bank / Post Office And Its Use			
Response	All	Male	Female
Yes	56.53	58.38	37.86
No	43.47	41.62	62.14
(All)	1141	1038	103

1.65 Name of Schemes			
	All	Male	Female
Awaas yojna	5	6	
Pradhan Mantri Jan Dhan Yojna	4	4	
Pradhan Mantri Kaushal Yojna	1	1	
Rojgar Yojna	2	2	
Garib Kalyan Yojna	2	2	
Pradhan Mantri Awas Yojna	3	3	
Pension scheme	2	1	8
Can't say	81	80	92
(Those aware)	101	89	12

1.66 Awareness of Helpline Number for Homeless Persons			
	All	Male	Female
Aware	12	12	15
Not aware	88	88	85
(All)	1141	1038	103

1.67 Assistance Received in Past One Year			
Response	All	Male	Female
Received Assistance	7	8	5
Did not receive	93	92	95
(All)	1141	1038	103

1.68 Type of Assistance Received			
	All	Male	Female
Shelter	93	92	100
Money	43	46	
Food	63	67	
Clothes	29	30	
Medicines/Health camps	30	30	20
Education	11	11	
Livelihood training	20	22	
Identification documents	29	30	
(Those who received assistance)	84	79	5

1.69 Who Gave the Assistance	
Source of assistance	All
Government	34.52
NGO	48.81
Private Citizen	9.52
Religious Institution	3.57
Private Institution	2.38
Others	1.19
(Those who received assistance)	84.00

1.70 Expectations From The Government			
	All	Male	Female
Housing	96	96	92
Employment	64	64	64
Food	26	24	45
Healthcare	21	18	48
Identification documents	20	18	43
Shelter	16	15	22

Education	4	4	8
Livelihood training	6	6	6
Benefit of govt. schemes	17	17	14
Entitlements-Pension, Widow/Disability etc	8	8	4
(Those who want to stay in Delhi)	1025	928	97

1.71 Awareness of De-addiction Programmes

	All	Male	Female
Aware	17.17	17.24	15.56
Not Aware	82.83	82.76	84.44
(Users of substance)	1002	957	45

1.72 Whether Attended De-addiction Programme

	All	Male	Female
Attended	8.14	7.88	14.29
Did not attend	91.86	92.12	85.71
(Aware of de-addiction programme)	172	165	7



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.



**Indo-Global
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