

Invisible City-Makers

An Action Research on Homelessness in Bangalore City 2010



BANGALORE BASED NGOS, BANGALORE

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Homelessness in Bangalore City
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Bangalore Based NGOs
Bangalore

Credits

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1. ABHIVRUDDI
2. ADARSHA RURAL DEVELOPMENT SOCIETY
3. APSA (Association for Promoting Social Action)
4. BOSCO (Bangalore Oniyavara Seva Coota)
5. CFAR (Centre for Advocacy and Research)
6. CSTEP (Centre for Study of Science, Technology and Policy)
7. CURDS (Centre for Urban and Rural Development Society)
8. CWC (The Concerned for Working Children)
9. DIVYA JYOTHI TRUST
10. GILGAL CHARITABLE TRUST
11. GRACE
12. GWA (Gowthamnagar Welfare Association)
13. ICDSS (India Community Development Service Society)
14. INDO GLOBAL SOCIAL SERVICE SOCIETY
15. IPDP (Integrated Project for Development of People)
16. JANANI TRUST
17. JEEVAN PUBLIC TRUST
18. MSSS (Mythri Sarva Seva Samithi)
19. NIRANTHARA BENGALURU
20. NIRANTHARA SOCIAL WELFARE SOCIETY
21. ODANATA SEVA SAMSTHE
22. PARASPARA TRUST
23. PROCEED (Promotion of Oppressed Communities Education and Economic Development)
24. SHANTHA JEEVA JYOTHI [SJJ]
25. SPARSHA TRUST
26. SVKT (Samaja Vikasa Kendra Trust)
27. TRUST (Trust for Rural Upliftment Strategies)
28. VEDS (Vidyaranya Education & Development Society)
29. VIDYANIKETHAN

Data Collected by: 179 Enumerators as given in the annexure

Data Compiled by: Ms. Chitra & Mr. Srinivas

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S.S. Rajani

Officer - Program

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FOREWORD

'Rome was not built in a day' goes the proverb.

Yes! Much work goes in to the Making and Keeping of a City. Hands in the building and maintenance of a city are by and large migrant workers from less developed areas and the disadvantaged sections living in the city. This is why we address them as '**The Invisible City Makers**'.

City makers by circumstances are forced to provide cheap labor to the construction agents and other sections of the society. This population does not have the privileges that the other citizens have, which they, by right are entitled to. Besides this, they are further sidelined and handicapped by discrimination and criminalization.

This Action Research was designed and carried forward at generating background information about the **Invisible Population, the City Makers**, so as to provide a solid base for further academic studies, social action and Policy Making at micro and macro levels.

I congratulate each one of the IGSSS team and of the partner organizations who have worked behind this study.

May the findings of the study speak for the **Invisible City-Makers**.

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List of Abbreviations

ABIDe	Agenda for Bengaluru Infrastructure and Development Task Force
BASICSS	Bangalore City Saksharata Samiti
BATF	Bangalore Agenda Task Force
BBMP	Bruhat Bengaluru Mahanagara Palike
BDA	Bangalore Development Authority
BMP	Bengaluru Mahanagara Palike
BMRDA	Bangalore Metropolitan Regional Development Authority
BWSSB	Bangalore Water Supply and Sewerage Board
CSO	Central Statistics Office
DPSP	Directive Principles of State Policy
ESC	Economic, Social and Cultural Rights
EWS	Economically Weaker Sections
FGD	Focus Group Discussion
GP	Gram Panchayat
ICESCR	International Covenant on Economic, Social and Cultural Rights
IFI	International Financial Institutions
JNNURM	Jawaharlala Nehru National Urban Renewal Mission
KPRS	Karnataka Pranta Raitha Sangha
KREGS	Karnataka Rural Employment Guarantee Scheme
MGNREGA	The Mahatma Gandhi National Rural Employment Guarantee Act
MO	Medical Officer
NGO	Non-Governmental Organization
NREGA	National Rural Employment Guarantee Act
NREGS	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
NSSO	National Sample Survey Organization
NUHM	National Urban Health Mission
PAC	Public Affairs Centre
PDS	Public Distribution System
PIL	Public Interest Litigation
PIO	Public Information Officer
RDPR	Rural Development and Panchayati Raj Department
RTI	Right to Information Act
SEZ	Special Economic Zones
SIC	State Information Commission
UID	Unique Identification

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Chapter I

INTRODUCTION

The term “*city makers*” was coined by a group of activists who have been working for the cause of the homeless people across cities in India. It was understood during the various interactions with the homeless persons that the primary occupation of these people was mainly restricted to rag picking, being street and public facility sweepers, domestic workers, street vendors, construction workers etc. It was seen that these are thankless jobs usually done by people rarely visible, because of the timing and the nature of work. However if these persons were not at their jobs one cannot imagine the plight of the city, the garbage dumps piling, the unclean roads, the missing domestic help etc. However, these services are rarely acknowledged by the larger society.

‘Invisible city makers’ is an Action Research initiated by Indo Global Social Service Society (IGSSS) and jointly carried out with 29 Bangalore based NGOs. The objective of this Action Research is to focus on the situation of people without homes in the city of Bangalore. This report is intended to serve as a guide for action both for the current decadal census exercise and other future studies. The theme that runs through the report is **‘City makers who are invisible in the city’**. The theme indicates the facts that, it is the people who live on the streets are the ones who contribute to the making of a city, yet remain invisible to law or society. The definition developed by NGOs who were involved in the study for the homeless is as follows -

“Homeless are those who sleep with mere plastic/tin sheet roof or without roofing (even if it’s for a few months of the year) in parks, railway stations, under Flyovers, on pavements, vacant sites (Private/Public), in front of temples, mosques, churches etc.”

Most of the people who are homeless in the cities have arrived here in search of a better life; they are from different villages where the economies do not provide for even the minimum standards of living. In their own villages, people have their social networks, community life and enjoy their political and civil Rights. However, failure of the agrarian economy that is mainly based on land is the reason, which pushes people to migrate and forces them to live without homes. Failed economy in the rural areas also mean survival is threatened. In this situation, children, elderly and the disabled are worse affected and women are the ones who are seen to bear the maximum burden.

In the cities, migrants might be able to fulfil their basic survival needs to some extent, but they make a huge trade-off in terms of losing their political and civil Rights, as well as social capital and quality of life. This is a conscious choice they make considering the pressures they are in. However, this in itself is a violation of their Rights by the State; as even in the cities migrants should have just as much a claim on their political and civil Rights as they do in the villages. This amounts to deprivation of a life with dignity. This trade-off that many families are compelled to make is a violation of their civil, political, economic and cultural Rights.

This is even more complex in the case of people who are not new migrants and who may even have been born and raised in the city. One of the burning questions that arise is, “*what does this gross violation of their political and civil Rights imply to the people without home, the state and its obligations*”? Interestingly on the other hand the complexity is enhanced by the State that has contradictory policy and the country is going through a difficult period. Further fallout of the Green Revolution and the failure of the agriculture and water situation along with climate change have all led to homelessness and rise in urban poverty.

This document attempts to capture the situation of the homeless people in Bangalore city and project it from the perspective of their entitlements. This primarily draws from the survey that was carried out for 1999 persons through a questionnaire followed by case studies collection and focussed group discussions. During this study there was also an attempt made to carry out a headcount of the people sleeping on the street, under plastic sheets and in public places like religious institutions and around 18000 people could be counted.

Since the document bases its premise on the entitlement, it begins by giving a current social and political development in India and partly its impact on the larger section of the population who is below the poverty line. Interestingly so far the homeless were counted only on the last day of the decadal census and remained a mere figure in the Census Publication until the Supreme Court Order that came at the end of 2009. The next chapters emphasises on a contextual scan of Karnataka and of Bangalore city. The chapters that follow state the analysis from the survey, focussed group discussion and the case studies. The chapter following that states the analysis from the entitlement and Rights based perspective on the issues that emerge from the survey, focussed group discussion and relevant case studies. Following this is the chapter on recommendations drawn by the civil society groups to be taken up as a follow up to this action research.

Chapter II

INDIAN CONTEXT OF HOMELESSNESS

Introduction

Article 21 of the Constitution of India: Protection of life and personal liberty

No person shall be deprived of his life or personal liberty except according to procedure established by law.

It assures the Right to live with human dignity, free from exploitation. Both the Central Government and the State Government are bound to ensure observance of various social welfare and labour laws enacted by Parliament for the purpose of securing a life of basic human dignity.

The above Article from the Indian Constitution uses the language of Human Rights to articulate the entitlements of Indian citizens as also the obligations of the Indian State towards its citizens. This Study Report is positioned within the context of these Constitutional Rights, and adopts a Human Rights Framework in positioning the Research Analysis, by recognising the accountability of the State towards respecting, protecting and fulfilling the Rights of its homeless citizens. This approach represents a shift away from the popular 'welfare-centric' response, which presents responses to the issue of homelessness as charitable and compassionate offerings by well-meaning people and organisations. A Rights-based approach, on the other hand, is self-empowering and enables homeless groups to make claims for their rights from the State.¹ It speaks in the language of organising the homeless, promotes their participation in decisions concerning their lives, and at the same time, it brings the obligations of the State to the forefront. Thus, the Human Rights framework provides a strong plank on which to base any advocacy and programmatic action on issues of homelessness that will arise out of this research study. The Rights-based approach provides a guide to participating organisations working with the homeless to facilitate their entitlements. As a first step in this process, the following chapter discusses the Rights Framework within which the situation of homelessness can be viewed in India.

Homelessness: A Silent Human Rights Crisis

India's population has crossed 1 billion people, and out of this, 170 million people live in slums. This amounts to 63 percent of all the slum dwellers in South Asia, and 17 percent of the slum dwellers in the world. Along with being the second most populous country in the world, the story of India's meteoric rise in economic stature is well-known. However, there exists a stark divide between India's wealthiest and poorest citizens, and India has a long distance to go in terms of tackling poverty and urban disparities. India's 2001 National Census reported that 78 million people across India were living without a home, many in overcrowded urban environments.²

¹ Cole, Jacqueline and Lynch Philip. *Homelessness and Human Rights : Regarding and Responding to Homelessness as a Human Rights Violation*. Available at: <http://mjil.law.unimelb.edu.au/issues/archive/2003%281%29/05Lynch-Cole.pdf>

² <http://www.slumdogs.org/homeless-facts/>

Gaps in National Surveys and Census

The Census definition for homeless refers to those who do not live in a 'Census House', which is defined as a 'structure with a roof'. Since this definition fails to cover those citizens who live in temporary shelters, shelter homes, under tin sheets, etc., they remain uncounted in the Census, and often, unnoticed. Further, there are several other issues that impinge on the quality of data available through official statistics. It is no surprise then that any report on homelessness in India is likely to present figures different from governmental statistics.³

Harsh Mander says that "*measures of urban poverty often exclude some of the poorest settlements, of squatters, street and pavement dwellers who are without an 'address' (and being destitute, unemployed or casual daily workers, are among the poorest). Also excluded in many cases are settlements of housing workers in the construction industry (the largest single employer, with perhaps the highest number of deprived poor families).*" Even the official estimate made by the Lakdawala Committee that urban poverty is nationally at 40 percent of the total urban population is an underestimate, as are any figures on homelessness.⁴ Clearly, the primary means by which homeless are excluded from the policy process is they are ignored in surveys and censuses – rendering them invisible, as non-citizens, and depriving them of their rights and entitlements.

Policy Silences on the Welfare and Rights of the Homeless

Not only do the homeless not figure in the census and surveys, but they are largely absent from any policy formulations. Due to their mobility they have lost their voting rights and are unable to claim other basic rights as citizens. In addition to these direct discriminations, the policies of the government have impacted the homeless in indirect ways. Policies such as liberalisation, industrialisation and modernisation have created an uneven development and demand for cheap casual labour that causes migration into cities. Several of the homeless are migrants from other cities, and they form the backbone of the city, ensuring construction, maintenance and provision of civic services.

Despite freedom of movement being guaranteed under the Constitution, the Government is not able to cater to transient populations. The laws and policies that are meant to address their needs are inadequate and they are systematically excluded from civil society. They are not mobilised together and are not taken note of by the Government and the society.⁵ The popular discourse conveniently ignores the fact that the homeless have the same Right to Government schemes and services as static peoples, but the bureaucracy will not accommodate them, as they cannot provide local proof of residence. The absence of their concerns in the *policy space* is one of the biggest setbacks for any work with the homeless. This has allowed the gross violations and discriminations against these communities to go on unnoticed and unmonitored.

³ Tulsyan, Arpan. 2008. *Urban Poverty-Street Side Story*. Available at: <http://www.indiatogether.org/2008/jun/pov-homeless.html>

⁴ Mander, Harsh. 2009. *The State and the Urban Poor in India, Workshop on Shelter Security and Social Protection for the Urban Poor and the Migrants in Asia*, Ahmedabad, Feb. 11-13. Available at: www.socialprotectionasia.org/pdfdoc/Harsh_Mander.pdf

⁵ Speak Suzanne and Tipple Graham. 2004. *Attitudes to and Interventions in Homelessness: Insights from an International Study*. Available at: http://www.urbancentre.utoronto.ca/pdfs/housingconference/Tipple-Speak_Attitudes-Home.pdf

The unorganised homeless are discriminated in multiple ways. They are economically marginalised, as they have no income security and little power to improve their wages or work conditions. They are socially marginalised as they suffer from disrupted social networks, and general exclusion on the basis of their marginal status. They are viewed as outcasts by the rest of the society, though their services are critical for the maintenance of the civic life. Most significantly, they are marginalised politically as they are not recognised as local residents, and their citizenship and voting Rights are denied to them. They often rely on informal/private systems of support and access to services rather than formal Government systems. Making migrants as the scapegoats, the deliberate fuelling of fear, and the nurturing of discriminatory, caste-based and xenophobic sentiments by some politicians and sections of the media, have been accompanied by regular incidents that amount to trampling on some of the most basic rights of migrants, including the Right to life, liberty and security of the person.

Our governments have no will today, to turn these guarantees into practical and meaningful measures, to respect, protect and promote the rights of the homeless. Overall, except for a few trade unions and labour support groups, there is hardly anybody working and campaigning to pressure Governments, employers and others to make the rights that are set out in national and international laws into a reality for the homeless. This silent Human Rights crisis is very serious, and demands immediate attention of the State and Civil Society Organisations.

Criminalisation of Homelessness

Homelessness itself is perceived in India as a crime. The perception on homeless people as criminals leads to many being arrested and imprisoned, without trial. They are vilified as 'illegals,' 'gate-crashers,' 'queue-jumpers,' and 'invaders' seeking to breach the defences and decorum of the cities. In most Indian cities, prevention of beggary laws and rules are used to clear the streets of homeless people, regardless of their criminality. Street children are particularly hampered by this perception of criminality, with many thousands of children arrested and imprisoned without trial for crimes they did not commit.⁶

The Law Says So⁷

Beggary was first made a crime in Mumbai in 1959 through the Bombay Prevention of Begging Act, a law that has subsequently been adopted by 18 more states, including Delhi.

Harsh Mander says that as per the anti-Begging Act police officers are authorised to arrest without a warrant and that it was this draconian power that was used routinely by them to reduce all homeless people to a continuous state of fear.

⁶ Tulsyan, Arpan. 2008. *Urban Poverty-Street Side Story*. Available at: <http://www.indiatogether.org/2008/jun/pov-homeless.html>

⁷ Roy, Dunu. 2005. *Urban Poor Increasingly Made Homeless in India's Drive for More Beautiful Cities*. Available at: http://www.citymayors.com/development/india_urban1.html

Delhi is hiding its Beggars ahead of Commonwealth Games*

Like any place in India that attracts visitors, Delhi's India Gate has its fair share of beggars. But every January, for one week around the Republic Day on January 26, the streets around the war memorial are miraculously cleared. No grubby hands tugging at your sleeves or touching your feet for alms, no urchins peering into cars, tapping on the rolled up windows.

Using an anti-beggary law, Delhi recently launched a drive to ensure that the city is free of beggars for the Commonwealth Games in 2010. The beauty treatment, however, has many detractors. Not least among them are the pavement dwellers, often the targets of police raids.

Causes of Homelessness

Just as there are many different ways in which a person can be affected by homelessness, there are many different causes of homelessness. We briefly discuss the three major ones here.

1. Poverty and unemployment

Poverty and the inability to afford adequate housing, food, healthcare and education are one of the primary causes of homelessness. This situation arises due to both short-term and long-term factors, including unemployment, debt, lack of public housing etc.⁹

N. is 36 years old and sleeps near a scrap shop at the Triveni Road in Yeshwanthpur. He hails from Machahallimari and came to Bangalore about 12 years ago. He fled his village as he had taken loan of Rupees Ninety thousand for crops. However since the crops did not do well he was unable to repay the money to the moneylenders. The moneylenders were after him for repayment. He came to Bangalore thinking he would get work and would be able to repay his loan and then go back home. He did not get any work as expected in Bangalore so he started rag picking and sorting in the scrap shop. He earns between rupees eighty to hundred a day. He informs that he drinks for rupees seventy and eats for rupees thirty everyday. It has not been possible to go back home as he has not saved any money. He is disturbed by the police, as he sleeps on the pavements and other such locations, but somehow he has managed to escape an arrest. He informs us that he has thought of committing suicide many times.

2. Forced Eviction

The fast-paced infrastructure development in India today has resulted in people losing their homes and having their lands taken away by the State or State-

⁸ <http://www.business.in.com/article/on-assignment/delhi-is-hiding-its-beggars-ahead-of-commonwealth-games/5822/1>

⁹ <http://www.causeindia.com/homelessness/homelessness.php>

supported corporations to make way for residential buildings, commercial complexes roads, industries, etc. The compensation for this loss of land and home is usually low, and more importantly, a short-term relief. The loss of livelihoods and social networks are irreplaceable by the meagre monetary amounts offered by the State for evictions. Dunu Roy offers a strong critique of this form of development, *“In vicious combination...three trends are changing the urban landscape from ‘homes’ to ‘estate ownerships’ in the name of liberalisation, privatisation and globalisation. While the driving force behind these changes is manifestly the new globalised economy, it is offered on an environmental platter of ‘cleanliness’ and ‘beautification’.”*¹⁰

3. Family breakdown¹¹

Financial difficulty is often accompanied by other personal or family problems, such as family breakdown, domestic violence, poor physical and mental health, substance and other addictions. The inability to cope with combinations of these problems can push individuals and families even closer to the edge.

Situating Homelessness within a Rights Discourse

Homelessness is in itself a violation of Human Rights. Access to safe and secure housing is one of the most basic human rights. However, homelessness needs to be seen as an issue that concerns more than just housing. People who are homeless are subject to a range of violations of the State including :¹²

- ✓ Right to adequate housing
- ✓ Right to political citizenship
- ✓ Right to life, liberty and security of the person
- ✓ Right to freedom of movement and association
- ✓ Right to freedom from discrimination and equality before the law
- ✓ Right to freedom from cruel, inhuman and degrading treatment
- ✓ Right to freedom of expression
- ✓ Right to privacy
- ✓ Right to culture

These Human Rights are enshrined in protected by a number of International Human Rights Treaties, including the International Convention on Civil and Political Rights, the International Convention on Economic, Social and Cultural Rights and the Convention on Child Rights. The Indian Constitution also guarantees these rights to all its citizens.

¹⁰ Roy, Dunu. 2005. *Urban Poor Increasingly Made Homeless in India's Drive for More Beautiful Cities*. Available at: http://www.citymayors.com/development/india_urban1.html

¹¹ http://en.wikipedia.org/wiki/Homelessness#Contributing_causes_of_homelessness

¹² University of South Wales, *Homelessness and International Human Rights*. Available at <http://www.gtcentre.unsw.edu.au/Resources/hlr/homelessnessAndInternationalHumanRights.asp>.

However, using the Human Rights Discourse to articulate the issue of homelessness is only a first step in the process to actually claim the Rights of the homeless. Indeed, this framework must translate into laws and policies that speak in the language of the State's responsibilities – *“The full realisation of Human Rights is dependent not only on the adoption of laws and policies, but also on the establishment of accountability mechanisms that ensure those laws and policies are implemented and that effective remedies are available to those whose rights have been violated”*¹³ The following sections will reflect on India's engagement with the Rights Framework in the context of homelessness.

Homelessness and Housing Rights

Every person has the right to an adequate standard of living, which includes the right to adequate housing (ICESCR, Article 11). The right to housing is more than simply a Right to Shelter; it is a Right to have somewhere to live that is *adequate*.¹⁴ The Right to Adequate Housing implies that the habitation has access to potable water, sanitation, energy sources and a decent quality of life. A mere makeshift shelter over the head, even if a long-term measure, cannot qualify for an adequate house.

The Indian Constitution guarantees the Right to Life as enshrined in Article 21, and through various Case Laws, the Supreme Court has enlarged the meaning of life under Article 21 of the Constitution to include within its ambit, the right to shelter. Upholding the importance of the right to a decent environment and a reasonable accommodation, in *Shantistar Builders V. Narayan Khimalal Totame* [AIR 1990 SC 630] the Court held that,

*“The right to life would take within its sweep the right to food, the right to clothing, the right to decent environment and a reasonable accommodation to live in. The difference between the need of an animal and a human being for shelter has to be kept in view. For the animal it is the bare protection of the body, for a human being it has to be a suitable accommodation, which would allow him to grow in every aspect - physical, mental and intellectual. The Constitution aims at ensuring fuller development of every child. That would be possible only if the child is in a proper home. It is not necessary that every citizen must be ensured of living in a well-built comfortable house but a reasonable home particularly for people in India can even be mud-built thatched house or a mud-built fireproof accommodation,”*¹⁵

In *Chameli Singh V. State of UP*, in 1995, the Supreme Court, while dealing with Article 21 held that the need for a decent and civilised life included the right to food, water and a decent environment. Emphasising further on the right to shelter, the Court in this case held that,

¹³ Otto, Diane and Lynch, Phillip. 2004. *Housing, Homelessness and Human Rights*, Australian Journal of Human Rights. Available at: <http://www.austlii.edu.au/au/journals/AJHR/2004/1.html>

¹⁴ Cole, Jacqueline and Lynch, Philip. *Homelessness and Human Rights : Regarding and Responding to Homelessness as a Human Rights Violation*, Melbourne Journal of International Law, Vol. 4. Available at: <http://mjil.law.unimelb.edu.au/issues/archive/2003%281%29/05Lynch-Cole.pdf>

¹⁵ *Comments on the Draft “Karnataka Housing and Habitat Policy – 2009” Circulated by the Housing Department of the Government of Karnataka.*

'Shelter for a human being, is not a mere protection of his life and limb, it is home where he has opportunities to grow physically, mentally, intellectually and spiritually. Right to shelter, therefore, includes adequate living space safe and decent structure, clean and decent surroundings, sufficient light, pure air and water, electricity, sanitation and other civic amenities like roads etc. so as to have easy access to his daily vocation. The right to shelter, therefore, does not mean a mere right to a roof over one's head but right to all the infrastructure necessary to enable them to live and develop as a human being. The Right to shelter, when used as an essential requisite to the right to live, should be deemed to have been guaranteed as a fundamental right. As is enjoined in the Directive Principles, the State should be deemed to be under an obligation to secure it for its citizens, of course subject to its economic budgeting. In a democratic society as a member of the organised civic community one should have permanent shelter so as to physically, mentally and intellectually equip to improve his excellence as an useful citizen as enjoined in the Fundamental Duties and to be an useful citizen and equal participant in democracy.'

In *PC Gupta Vs State of Gujarat and Ors*, in 1994, the Court went further and the *Right to Residence and Settlement* was seen as a Fundamental Right under Article 19(1)(e) and as a facet of inseparable meaningful Right to Life as available under Article 21.¹⁶

Despite these entitlements, the State has lacked the will to provide basic and adequate housing, and we connect this failure to large-scale globalisation processes. The past few decades have seen an increase in the level of engagement of India with International Financial Institutions (IFIs) to bring in macro-economic reforms influenced by market principles. These have led to large scale deregulation and privatisation, which have constrained the role of the State in several social aspects, including the provision of housing. Importantly, increasing privatisation of housing and civic amenities, particularly in cities, has not had the fabled 'trickle-down' to poorer groups leading to an increase in slums, squatters and homelessness. For the poor and particularly the homeless, the benefits of globalisation have been mostly absent; rather, they have been subsumed into a growing vortex of deeper economic marginalisation and inadequate living and housing conditions. When this is coupled with globalization, the marginalisation of the homeless becomes deeper.¹⁷

SC notice to States / UTs on shelters for homeless

The Supreme Court of India in January 2010 issued a notice to the Delhi State Government to provide night shelters to the homeless in the capital. As a follow-up to this, in May 2010 the SC issued a notice to all States and Union Territories seeking their response to suggestions for setting up night shelters for the urban homeless and community kitchens for poor people.

¹⁶ *Comments on the Draft "Karnataka Housing and Habitat Policy - 2009" Circulated by the Housing Department of the Government of Karnataka.*

¹⁷ Raghavan, Chakravarthi.nd. *Housing Rights Approach to Tackle Homelessness*. Available at <http://www.twinside.org.sg/title/housing.html>

Although this is a welcome move from the SC, it is important to note that a *shelter home* is hardly equivalent to a home, and the State cannot abdicate itself of its responsibility towards Housing Rights merely by the provision of shelters. Whether housing is adequate depends on a range of factors including:

- legal security of tenure
- availability of services, materials, facilities and infrastructure
- affordability
- accessibility
- habitability
- location
- cultural adequacy¹⁸

Further, once constructed, the shelters are not the best and safest places for a night's rest. For instance, locations for *night shelters* are decided without the participation of the homeless, and many times they remain unused because they are not close enough to the City centre to be able to support a homeless person's needs. In Delhi, cycle rickshaw drivers and handcart pullers cannot use the Municipal Corporation of Delhi's night shelters, as they have no safe parking for their vehicles. There is not enough storage space in the shelters to facilitate use by street vendors and other entrepreneurs. Exclusive shelters for women do not exist, and reports suggest that several of Delhi's shelters have been closed down in the last four years because of under-occupation.¹⁹

Homelessness and Political and Citizenship Rights

Although homeless people are subject to great insecurities in terms of permanency of sleeping place, it is a misconception that they are perennially on the move. Not all homeless are nomadic, and many live together in stable groups for extended periods of time. They are the '*city makers*' since they play a critical role in cities – building homes, cleaning waste, etc. – but they are relegated to the role of 'non-citizens'. The majority of the homeless do not have a voting card; neither do they have ration cards or any other form of identification or proof of address. This makes it impossible for them to exercise their right to vote and they are unable to access the necessary services.

The Indian Constitution guarantees every citizen above the age of 18 years the Right to Vote. It is the basis on which our democracy is built. Denying this right is a violation by the State, and it is the responsibility of the State to ensure that steps are taken to enable people to vote. Many homeless citizens have voting rights in their native villages, but there are no easy ways to transfer this to their current place of residence. A sizeable number of homeless people have been living in the city since their birth, but

¹⁸ SC notice to states/UTs on shelters for homeless. Available at: <http://infochangeindia.org/201001298144/Poverty/News/SC-notice-to-states/UTs-on-shelters-for-homeless.html>

¹⁹ Speak Suzanne and Tipple Graham. 2004. *Attitudes to and Interventions in Homelessness: Insights from an International Study*. Available at: http://www.urbancentre.utoronto.ca/pdfs/housingconference/Tipple-Speak_Attitudes-Home.pdf

they have never voted in their lives. Not only is this gross violation by the State prevalent throughout the country, but it also forms the basis on which a range of other rights are denied to the homeless. Due to a lack of an address proof, homeless people are unable to claim their entitlements, and are unable to claim their citizenship rights.

The slum dwellers, either in recognised or unrecognised slums, are at times able to access voting cards or ration cards, since they are often viewed as a vote bank. However, the homeless face even more discrimination than the slum dwellers. The absence of an identification and address proof also means that the homeless cannot exert any pressure on elected representatives to improve their situation.²⁰

Another component of the Citizenship Rights of the homeless is their right to organise themselves and voice their opinion in appropriate forums. This is guaranteed by The Trade Union Act, 1926; however in this case as well, the proof of address assumes importance and is often the reason for the homeless being unable to organise themselves into trade unions and other associations.

Homelessness and Labour Rights / Right to Work

The right to work includes the right of every person to have the opportunity to gain a living by work that they have freely chosen or accepted.²¹ It is the responsibility of the country to ensure that all citizens are able to fully realise this right, and provide appropriate conditions and support to achieve this. Unemployment levels amongst the homeless are very high, since they face a multitude of difficulties in securing employment. They have low levels of education and training, which makes it difficult for them to acquire necessary skills. They lack information about locating jobs, and are often subject to the job decisions taken by middle-men. Since they do not have a proof of residence, they are denied of certain types of jobs. Their awareness about labour laws and rights are low and this makes them an easy target for exploitation by employers. Homeless people also find it difficult to maintain employment in the long-term, because they are constantly subject to pressures of their vulnerable existence. Addressing the issue of unemployment and short-term employment of the homeless is a critical step in their empowerment. Since decent work is their right, it is necessary to provide enabling conditions for employment, including higher and stable wages, better working conditions, a forum to air grievances, leave and medical support, childcare and other allowances. The homeless have little or no information about the labour market and often make decisions that are not beneficial to them.²²

More critically, there is poor information about the laws that are in place for the protection of Rights of the workers in the unorganised sector. Some of the applicable

²⁰ Speak Suzanne and Tipple Graham. 2004. *Attitudes to and Interventions in Homelessness: Insights from an International Study*. Available at: http://www.urbancentre.utoronto.ca/pdfs/housingconference/Tipple-Speak_Attitudes-Home.pdf

²¹ ICCPR, article 6; CERD, article 5(e).

²² Otto, Diane and Lynch, Phillip. 2004. *Housing, Homelessness and Human Rights*, Australian Journal of Human Rights. Available at: <http://www.austlii.edu.au/au/journals/AJHR/2004/1.html>

Indian laws include issues of minimum wages, employees insurance and provident funds, maternity benefits, gratuity and equal remuneration, rights of inter-state migrants, construction workers and children.²³ These laws are enforced unevenly and employers take advantage of several loopholes to continue their exploitative practices. There is lack of staff in the Labour Departments of different States and dismal inspection records. Better law enforcement through greater coverage by labour inspectors and pressure from unions would improve the situation of migrants. The current rate of Labour Inspection arising out of complaints is just 1 %. A higher level of labour rights awareness amongst the workers would help mobilise more inspections through lodging complaints.²⁴

a) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA)

The MGNREGA aims at enhancing the livelihood security of people in rural areas by guaranteeing hundred days of wage-employment in a financial year to rural households. This scheme is said to have brought about a sea change in the livelihood stability and income security of rural populations, consequently stemming the tide of internal migration into cities during agricultural low seasons. Additionally, the works that are implemented under the scheme are not contracted to middle-men, and these works have the potential to improve the infrastructure and social capital of the villages. The most crucial change brought about by this scheme is that it does not “... [spring] from its wilful benevolence, but as a legally binding response by the state to a right to work... This also means that a constraint of resources cannot be cited by the Government as an excuse for not providing work and its attendant entitlements, all of which are now also safe-guarded in the Constitution.”²⁵

However, there are several problematic aspects of the scheme. As a result of inappropriate standard setting, many of the works are of poor quality, and the rates set for labour are lower than minimum wages are not adequate for a family's subsistence. The scheme has failed in social mobilisation, and most works are decided in a top-down manner. On the implementation angle, some States are pursuing transparency of all works (Andhra Pradesh has all records and details available on a website), while a few other States are supporting social audits of the MGNREGA works; however, these are not systemic in nature. Another inherent risk in the MGNREGA is its push towards homogenisation of village livelihoods, since it prioritises infrastructure, construction and natural resource management related works over traditional livelihoods. It also presupposes that

²³ Some of the legislations are: Factories Act 1948, Minimum Wages Act 1948, Employees State Insurance Act 1948/1952, Employees Provident Fund Act 1952, Maternity Benefit Act 1961, Personal Injuries (Compensation) Act 1963, Contract Labour Act 1970, Payment of Gratuity Act 1972, Bonded Labour Act 1976, Equal Remuneration Act 1976, Interstate Migrant Workmen Act 1979, Child Labour Act 1986, The Building and Other Construction Workers Act 1996, Unorganised Workers Social Security Act 2008

²⁴ Schurmann, Anna. 2007. *Internal Migration to Coastal Karnataka: A Situational Analysis*, CWC, Bangalore.

²⁵ Ambasta, Pramathesh, et al. 2008. *Two years of NREGA: the road ahead*, The Economic and Political Weekly, February 23. Available at: <http://www.scribd.com/doc/2176739/Two-Years-of-NREGA>

there is no need for income security during the agricultural season, when in fact failed monsoons are a common situation in India, and many people migrate to cities during the growing season as well.

b) National Policy on Street Vendors

The National Policy on Street Vendors is implemented in many States in India, but not yet in Karnataka. The policy recognises that to be able to practice any profession or to carry on any occupation, trade or business is a Fundamental Right to every citizen in our country. A person who wants to buy some items in whole sale and sell the same in retail by hawking is actually exercising such a right. This Right to carry on trade or business on street pavements, as enshrined in Article 19(1)G of the Indian Constitution, if properly regulated, cannot be denied on the grounds that the streets are meant exclusively for passing or re-passing and no other use.

The policy aims to ensure that street vendors, who are an important occupational group of the urban population, find due recognition at national, state and local levels. The policy does not address political and citizenship Rights, but provides specific ways to fulfil those Rights. Specifically, through this policy, street vendors are able to claim a legal status and are entitled to legitimate vending / hawking zones in city/town, master or development plans including zonal, local and layout plans and ensuring their enforcement. The policy also promotes the organisation of street vendors into unions / cooperatives / associations to facilitate their collective empowerment. Under this policy, the vendors also have the Right to be informed by way of notice prior to any clearing up or relocation process. A critical highlight of the policy is the role of Town Vending Committee (TVC) to be constituted at City / Town level. The TVC will adopt a participatory approach and supervise the entire process of planning, organisation and regulation of street vending activities, thereby facilitating the implementation of this policy.

Right to Social Security and Quality of Life

Poverty in rural areas is also due to depletion of assets on which women and men depend for their livelihoods. Landlessness has also led to moving from employment to unemployment. Migration from villages and homelessness in cities is fallout of this. Once in the cities, the vulnerability of the homeless is deep. Most of the homeless live in situations that lack basic amenities like water and toilets and the surroundings is deplorable. They live in the most marginalised places, on the footpath, under flyovers, in empty sites, along the railway line or drainages, by the side of lakes, etc. and therefore the surroundings are very unhygienic and contaminated. Food and nutrition, health and medical access, protection from discrimination and abuse, as well as access to information are all critical components of any citizen's Right to social security and quality of life. Today, in India the majority of the homeless face stark violations of these Rights.

Homeless are most susceptible to food insecurity, which has to be seen in the changing scenario of unemployment, failed agriculture and growing 'casualization of labour'. Forty percent of the world's malnourished children live in India. Importantly, this is not incurable malnutrition - of the estimated 45,000 children dying each year due to malnutrition in Maharashtra, only around 12,000 are severe malnutrition cases. The remaining 33,000 children succumb due to mild or moderate malnutrition. Also, malnutrition is the underlying cause in about 480 of the 2,850 maternal deaths each year in the state.²⁶ The situation is worse in the case of children living and born in homeless urban poverty, and there are many unreported malnourishment related deaths amongst children in the homeless population.

India is making slow strides in guaranteeing basic social security for the marginalised. Significantly after much struggle for nearly a decade, the Right to Food Security Bill is being tabled in the Parliament. This would ensure that the eight food security schemes of the Government of India are accessible, available and affordable to even the most poor and marginalised. Another important step is the MGNREGA, which has secured family income in villages. While there are new policies and reforms on social sectors, there is very little being done in the agricultural sector with focus on sustainability for the small and marginal farmers. Until agriculture is prioritised and strengthened, it is difficult to address migration into cities for livelihoods.

In the area of health, the National Rural Health Mission (NRHM) has assured the availability of health services even in the remote areas of the country. On the lines of the rural mission, in 2008 the Government announced a National Urban Health Mission. This was primarily targeted towards slum-dwellers and mandated that the Government pay health insurance premium for these urban poor groups. Additionally, a structure of urban health activists and self-help groups for social monitoring was planned. NUHM had also planned to set aside at least 15% of its budget for street children and the homeless. However, the NUHM has been shelved indefinitely, and perhaps until 2012, with the ostensible reason being a decision to not divert focus from the NRHM for the time being.^{27, 28} This is a huge blow to the homeless and the urban poor living in slums across the country.

Irrespective of the status of the NUHM, it is critical to note that this is merely a 'mission', and is not legally enforceable. In that context, the Right to Health Bill has been drafted in 2009 and is under public scrutiny on the Health Ministry's website. A critique that has emerged is the problem in making free healthcare a subject of targeted intervention, thus leaving out those who do not qualify under certain criteria. This form of categorisation becomes particularly important in the case of the homeless. More recently, the Government of Assam has passed its own Right to Health Bill, in March 2010 and this should pave the way for the Centre to follow suit. It is critical

²⁶ SATHI, 2009. *Nutritional Crisis in Maharashtra*. Available at: http://www.sathicehat.org/uploads/PastProjects/Nutritional_Crisis_in_Maharashtra_Report.pdf

²⁷ <http://www.medindia.net/News/India-to-Launch-Urban-Health-Mission-Focus-on-Slum-Dwellers-33338-1.html>

²⁸ <http://timesofindia.indiatimes.com/india/Urban-health-mission-shelved-for-now/articleshow/5561845.cms>

that the legalization of the Right to Health should not ignore the urban homeless and their unique situations.

The Right to Information Act (RTI), which ensures accessibility to information to the civil society on the one hand, has to a certain extent brought about transparency and accountability in the Governance System of India. However, this Act too, needs strengthening and a protection from forces that are attempting to avoid the *suo moto* disclosure and restrict other forms of disclosure.

Climate change, over exploitation of groundwater, depletion of land for development projects in the name of Special Economic Zone development, over fishing in the name of Coastal Areas Development, construction of dams and mining are other issues that threaten the food security of the indigenous and marginalised communities. Youth are caught in the struggle of ruptured agrarian economy and growing aspirations for a future catalysed by consumerism.

a) *Unorganised Workers' Social Security Act*^{29,30}

This is one of the first Acts in the country attempting to recognise the social security Rights of informal sector workers, many of whom are homeless. At the very basic level, this Act aims to build a social security system for these unorganised workers, but does not cover the issues of income security, employment security and working conditions, since they are addressed through other legislation.

i) Registration of beneficiaries

The Act enables all unorganised sector workers above 14 years to register themselves and receive a smart card. The function of identification and registration of workers, is the 'biggest' advantage of the entire Act, since by getting a unique identification number and smart card that are portable, the worker will be eligible for suitable social security schemes if he/she would pay the prescribed contribution. However, in the case of the homeless, this process of identification is bound to be difficult, and there is not enough evidence to show that this Act is designed in such a way so as to benefit the homeless in our country, the majority of whom belong to the unorganised labour force and have a Right to Social Security and other entitlements.

ii) Social security schemes under the Act

The Act declares that the government will periodically notify schemes related to life and disability cover, health and maternity benefits, old age protection and any other benefit as may be determined by the Central Government. Most of these schemes are planned as insurance schemes, operated by

²⁹ Ghosh, Pritam. 2009. *Unorganised Workers Social Security Act, 2008: A Critical Analysis*. Available at <http://jurisonline.in/2009/08/unorganized-workers%E2%80%99-social-security-act-2008-a-critical-analysis/>

³⁰ Shankar V. *Unorganised Workers Social Security Act, 2008: A Beginning for Bigger Struggle*. Available at http://www.cpiml.org/liberation/year_2009/feb_09/commentary_3.html

companies with principal sourced from the registered workers. However, beyond these declarations, there appears to be no plan for the Government to fund any social security schemes in their entirety. Furthermore, “Social Security” to the unorganised workers has been narrowed down to a few paltry social security schemes. Most of these schemes like Old Age Pension or Maternity Benefit are already existing / ongoing schemes and there is nothing new in them.

iii) Situations on the ground

One of the major drawbacks of the Act is the lack of acknowledgement of the necessity of unemployment allowances and wage guarantees, which defeats the purpose of a social security policy. The implementation hierarchies of the Act also privilege district level bureaucracies rather than local governments, and this has implications for the contextual relevance of this Act. The Act is still in the initial stages of implementation throughout the country, and a proper assessment of this Act can be made only after some time.

Rights of Special Groups of Homeless

Children and women are especially vulnerable to the difficulties of homelessness. According to Indian Embassy figures, there are 314,700 children living on the streets of Mumbai, Kolkata, Chennai, Bengaluru, Kanpur and Hyderabad, and another 100,000 live in New Delhi. However, these numbers may not reflect the true picture, as accurate census information is difficult to collect. Children living on the streets are especially vulnerable to victimization, exploitation, and the abuse of their civil and economic Rights. Their Rights to protection, provision and participation as guaranteed by the United Nations Convention on Rights of the Child are violated. For instance, the recently passed Right to Education Act (2010) in India does scant little for ensuring that homeless children are able to access their Fundamental Right to Education. Women experiencing homelessness are subject to unique violations of their Rights and discriminations. They require specialized support services to cater for their particular vulnerabilities and needs. Such Rights include security against sexual assault and domestic violence, maternity benefits, protection of physical safety, income support, and assistance with legal issues, such as Parental Rights.^{31, 32}

³¹ Australian Human Rights Commission. *Housing, Homelessness and Human Rights*, Available at http://www.hreoc.gov.au/human_rights/housing/index.html#housing.

³² <http://www.slumdogs.org/homeless-facts/>

Chapter III

HOMELESSNESS IN CONTEXT OF KARNATAKA

In Karnataka, the rate of urban poverty is more than that of rural poverty. Well standing at 32.6%, it is higher than that of several other States and India, as a whole. The monthly per capita expenditure, in Karnataka, also fares poorly when compared with many other states.

At the micro level the problem is manifold. While on the one hand sustainable agriculture is under threat and in many places it has failed, on the other hand drought, floods and large development projects are causing depletion of assets required for rural livelihood. This has led to large-scale migration as mentioned earlier. The land requirement for urban use in Karnataka is estimated to be 5, 67,285 hectares by 2025. Going by this estimate about 1,40,262 hectares of additional land would be required with the highest requirement of 74,952 hectares in Bangalore. According to 2001 census there is a shortage of 1.76 lakh housing units in urban Karnataka. According to NSSO 58th Round Survey of Urban Slums in 2002, there are 1983 slums in Karnataka.³³

Though there are eight food security schemes of the Government of India, large sale corruption and poor governance has stopped the schemes from effective implementation. Food insecurity exists both at the household and the community level. Malnourishment amongst women and children is rampant within the household and in situations where there is perennial drought and floods, the entire household is being affected. There are no efforts from the Government's end in Karnataka to work towards mitigating such situations so that people are forced not to move out of their villages.

There are certain regions of the State specifically affected by perennial drought like Raichur district and much of it is affected by desertification followed by starvation although the state has abundance of natural resources. The over emphasis on SEZ and similar development project has led to de-alienating the people from their entitlements. The paradox of de-alienating the people from forest and water sources and over-exploitation of the same by capitalist forces has left people, who have lived with them for generations, hopeless.

Agriculture is considered as the backbone of the Indian economy, firstly because it is the largest share of country's national income (though now there is a decline from 55 to 25 percent).³⁴ Secondly more than India's workforce is in the agriculture sector and thirdly growth of other sectors and overall performance of economy depends on the

³³ Urban Development Plan 2009, Government of Karnataka.

³⁴ Chand Ramesh (2001); Emerging Trends and Issues in...; Indian Jrnl of Agri Econ Vol 56 161-184

agriculture sector. Unless the core of the India's socio economic sector is not tackled with appropriate policies, homelessness in cities will continue to grow.

NREGA in Karnataka

The National Rural Employment Guarantee Act notified by Government of India came in 2005. It came into Karnataka in 2006. This scheme was called the Karnataka Rural Employment Guarantee Scheme (KREGS) & now as MREGS. The initial implementation was in five districts of Karnataka, viz., Bidar, Gulbarga, Raichur, Davanagere and Chitradurga. And now it covers all the 29 districts of the state and all the States of India. The objective is to ensure livelihood and food security by providing unskilled work to people through creation of sustainable assets. It is observed that NREGA is one of the largest Right Based Social Protection Initiatives in the world (*ODI Project Briefing, ODI Publication 2008*).

The NREGA is the first law in the country that put economic and social Rights in a legal framework. Establishing such an alliance between the poorest citizen and the State on these most basic components, is the real blueprint of the NREGA (*Aruna Roy, & Nikhil Dey*). The objective of this Act is to enhance livelihood and food security by providing unskilled work to people through creation of sustainable assets in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work.

Goals:

- a. Strong social safety net for the vulnerable groups by providing a fall-back employment source, when other employment alternatives are scarce or inadequate
- b. Growth Engine for sustainable development of an agricultural economy. Through the process of providing employment on works that address the causes of chronic poverty such as drought, deforestation and soil erosion, the Act seeks to strengthen the natural resource base of rural livelihood and create durable assets in rural areas. Effectively implemented, NREGA has the potential to transform the geography of poverty
- c. Empowerment of rural poor through the processes of a Rights-based Law
- d. New ways of doing business, as a model of governance reform anchored on the principles of transparency and grass root democracy

Thus, NREGA fosters conditions for inclusive growth ranging from basic wage security and recharging rural economy to a transformative empowerment process of democracy. Some of the reviews & studies, at National level have indicated that the spirit of the Scheme has not reached the Target group for a variety of reasons.

Despite all the criticism with respect to corruption and leakages, the NREGA has actually drawn attention to the weaknesses of the delivery mechanism. And it has made a host

of different sets of people apply their collective skills to repair them. It is true, however, that the achievements of the NREGA have been uneven: in many States even the job cards are yet to be properly issued. Its foundations still being weak, any immediate change must not burden the fragile success, and must strengthen its basic structure. (Dalits, the poor and the NREGA 29th Aug, The Hindu Aruna Roy, Nikhil Dey)

At Karnataka level PAC (Public Affairs Centre) supported by RDPR, Govt. of Karnataka have made a study in Gulbarga. Other than that the review of some state level News paper reports throw light on implementation of NREGS in Karnataka. They studied one GP from each of the taluk (Total 10 Taluks in Gulbarga district). Study included audit of records, assessment of awareness, constraints of GP functionaries, Village level communities group evaluation & verification of assets. Under audit of records none of the GPs covered showed full compliance with the requirements of record keeping.

It was found that awareness of GP Functionaries including GP Secretary & Elected representatives on time frame and norms was poor. Amongst them only 15% of the respondents stated residence criteria for registration while 47% reported age of the person as the criteria; however 95% respondents correctly reported the stipulated wage rate, whereas 47% were aware that job cards must be issued within 15 days of registration. It was also found that 73% of the respondents were aware that every registered HH must be provided hundred days of wage employment in a year; 58% were aware that employment must be provided within 15 days of application and only 36% were aware of unemployment allowance.

Some of the Problems in NREGS implementation were found to be shortage of staff and their over burdening through multiplicity of programmes. Delay in wage payment and absence of bank accounts for several households was also a significant problem. Further too many records had to be maintained and lack of co-ordination and control on works carried out by line departments were observed.

Understanding the situation from beneficiary feedback on NREGS found through Village Level Community Evaluation was interesting. It was found that denial of registration to eligible applicants was reported in Bhankur, Farhatabad, Kakkasgera and Sarasamba GPs. Further incomplete registration of adult members was reported in seven GPs except Kodli, Devapur and Farhatabad. There was no registration of bogus families/individuals in any of the GPs. Interestingly the Devapur GP (Road work 28.08.06) reported registration of households on the eve of carrying out work. Except Farhatabad some groups in all the GPs reported that job cards are not received even after registration. However it appears severe in Honagera, Mandewal and Malkhed GPs and acute in Kakkasgera where all groups reported non-receipt of job cards.

While trying to understand the number of days of employment received in 2007-08, it was found that on an average it was 32 days; the least was in Honagera for 5 days while the highest was in Sarasamba for 65 days. It was found that there was favouritism

in allotting type/location of work especially in 4 GPs as was reported by some groups in Bhankur, Honagera, Mandewal and Kodli GPs. In eight GPs it was found that the work places were at a distance of less than 5 Km except in Honagera and Kakkasgera GPs. Further the awareness of entitlement to additional allowance for work locations more than 5 km was not there. Though there were some facilities at the workplace like water, shelter, Creche etc, awareness of facilities was nil across all GPs and in Bhankur, Honagera, Malkhed and Kodli reported provision of no facilities whatsoever. Farhatabad, Kakkasgera, Devapur, Karjagi and Mandewal GPs reported water facility some times and Sarasamba reported water facility at all times.

While understanding the use of machinery in Honagera, Karjagi and Sarasamba GPs some of the groups reported unauthorized use of machinery (JCB) for NREGS works. The Audit team reported a huge public protest on 24th July 2008 at Karjagi GP office against use of machinery and corrupt practices. In Hosahalli and K. Shahapura villages of Honagera GP, several malpractices were reported by the groups such as, fake entries in muster rolls (non workers and even dead persons) and booking of their wages by Panchayat members, under payment of wages by the supervisor, discriminatory wages to women etc. In Samkhed village of Malkhed GP, the group reported fake entries in muster rolls. In Kakkasgera GP, large scale incidence of cash payment for wages was reported

Regarding unemployment allowance awareness about entitlements related to unemployment allowance across all groups in all GPs was almost negligible and incidence of out migration & Food Security was found.

Interestingly except in Bhankur and Honagera, 15 out of 31 groups across other GPs perceived that out migration to other cities in search of livelihoods has substantially reduced during the last two years. Except Devapur and Honagera, 14 out of 31 groups across other GPs reported increase in their savings compared to the amount of savings they did two years ago; in the same case 16 out of 31 groups across other GPs reported increased purchasing power to buy food ingredients compared to their situation two years ago.

While doing verification of Works & Assets and checking the Utility of assets it was found that 52% of the work was useful to the whole or most of the village and 14% were useful to SC/ST/Indira Awaas Yojana (IAY) households, whereas 34% was useful to only a few dominant household. While understanding the **condition of assets created** about 50% of the remaining assets (N=31) verified were in reasonably good condition while the rest were in either partly or mostly deteriorated condition. This reflects the low priority accorded to supervision of works and long term maintenance arrangements for the assets created under NREGS

Review of News paper reports indicates that in Munoor GP 20 kms from Mangalore, the labourers who came to work on canal building project refused to work for Rs.82/-

for they would have got Rs.125 for the farm work (**3rd Oct 2009 issue, The Hindu NREGA**: workers misinformed on wage structure) whereas in Kolar district people are ready to work for Rs.82, for their farm labour fetch is lesser than this. However, the Government officials are of the opinion that the people are not coming forward to take up the job.

In one of the news item on 26 Dec 2008 in the online edition of India's National Newspaper The Hindu it was reported that,



GIVE US JOBS: Farm workers staging a protest in front of Madanahalli Gram Panchayat in Kolar taluk demanding jobs under NREGS.

KOLAR: Eight months after coming into effect, the National Rural Employment Guarantee Scheme (NREGS), which raised the hopes of impoverished rural people in drought-prone Kolar district, has failed to make an impact.

Corruption and misappropriation of funds were also rampant in the process of implementing the scheme, it was alleged. According to Holur Shankar, taluk unit president of the Karnataka Pranta Raitha Sangha (KPRS), "To conceal their failures, the authorities are saying that there is no demand for jobs under the scheme," he said.

"Big farmers and landlords in rural areas are to be blamed. These feudal sections are worried that they may not get labour to work in their fields if more people get employment under the scheme."

The argument that the low wage was not attracting people to the scheme does not seem to hold well, particularly as far as women are concerned. "We are ready to work for Rs. 82, the minimum wage, as it is higher than what we get for working in the fields," Vanajakshi, a farm labour of Bellambari village, said. "But the officials concerned are not ready to even give us Form No 6 (through which job is sought under the scheme)," she lamented.

Business Standard 28th June, 2010 reported that Rahul Gandhi in his visit to the Hubli-Dharwad and Gadag regions of North Karnataka had stopped in between & talked to two women. Mr. Gandhi began asking them questions about their life: what they did for a living, how they survived. He learnt that they earn Rs 25 for working from 9 am to 3 pm. Their husbands have shifted to Bangalore in search of jobs, they said. Gandhi asked through his interpreter: "Have they heard about the NREGA (National Rural employment Guarantee Act) Programme?" "No," they answered.

26th March, 2010, ET Now reports the findings of Planning Commission on its midterm appraisal of various rural development programmes, found that majority of states were under-performers and only 14% worker households could gain 100 days of work. While the national average intensity of work was 48 days, as many as 15 states slipped below this figure including Karnataka. It said Karnataka being one of the high demand state had not given due attention to NREGS & called as Non-performing state.

The review of the chapter speaks about the little success of ambitious NREGA in reaching its objective and goals. It has failed to control the migration leading the rural poor to continue to migrate to urban areas in search of job to survive.

Right to Information Act (RTI) & NREGA:

Article 19(1) (a) of the Constitution guarantees the Fundamental Right to free speech and expression. The prerequisite for enjoying this Right is knowledge and information. The absence of authentic information on matters of public interest will only encourage wild rumours and speculations and avoidable allegations against individuals and institutions. Therefore, the Right to Information becomes a constitutional Right, being an aspect of the Right to free speech and expression, which includes the Right to receive and collect information. This will also help the citizens perform their Fundamental Duties as set out in Article 51A of the Constitution. A fully informed citizen will certainly be better equipped for the performance of these duties. Thus, access to information would assist citizens in fulfilling these obligations.

One of the members of the Research team, had helped villager communities in Santhpur GP of Aurad Taluk, Bidar district, to file RTI application on NREGA work carried out and the for the list of registered labourers. At GP level she could not get the information. She was unable to get from the Appellate Authority, i.e. Chief Executive Officer at the district level. The applicant then appealed to State Information Commission (SIC). The SIC sent notice to the CEO for which CEO responded by providing the details of the work of the concerned GP. This document had blank columns with signatures of the GP Secretary & President under each bill! During the hearing the SIC was soft enough to direct the CEO to put up the information for public display, which never happened. The corrupt officer was not at all charged for his negligence of duty. But the village level applicant was harassed to withdraw the application at local level.

One of the research team member & the National Law School student in her dissertation work on RTI, visited four Gram Panchayats (GP), Ward Offices and Government Hospitals and found that there was no display of information as per RTI rules. Under RTI Act the Government & Government Aided Institutions are supposed to appoint Public Information Officer (PIO) and make declarations as per the Act Section 4(1) (b) like details of the staff, services available among other details. The Medical officers in charge expressed ignorance about the RTI Act & it's mandatory. But the ignorance of MOs indicated the poor implementation of the RTI Act. A citizen is in darkness even to obtain details of an essential service like health in spite of the Information Act passed.

26th March, 2010, ET Now reports the findings of **Planning Commission** on its midterm appraisal of various rural development programmes, found that majority of states were under-performers and only 14% worker households could gain 100 days of work. While the national average intensity of work was 48 days, as many as 15 states slipped below this figure including Karnataka. It said Karnataka being one of the high demand state had not given due attention to NREGS & called as Non-performing state

On the positive side, the Plan Panel Report concluded that the NREGA had performed better than any other anti-poverty initiatives undertaken in India. It was estimated that in 2009-10, some five Crore families would be provided around 300 Crore person-days of work under the scheme. This was more than three times the employment generated in 2006-07. In the four years that the job guarantee programme had been in force, it had managed to provide some 600 Crore person-days of work at a total expenditure of around Rs 70,000 Crore.

What was even more remarkable was the coverage of SC/STs and women under the scheme. The share of SC/ST families in the work provided under MGNREGA in the past four years ranged between 51-56%, while that of women was 41-50% during the corresponding period.

The report came out with some jarring conclusions too. A sure-shot method of finding its success-rate among the states was its coverage of those looking for jobs. The States, it was noted with dismay, had failed to keep a record of this. "This tends to undermine the guarantee element in the scheme, it's most distinguishing feature", the report stated.

Another yardstick was intensity of work provided, which was defined as the number of days of work provided to those who got any work. While the national average intensity of work was 48 days, as many as 15 States slipped below this figure. These included Himachal Pradesh, Maharashtra, Haryana, Assam, Meghalaya, Tamil Nadu, Jammu and Kashmir, Uttarakhand, Orissa, Karnataka, Punjab, West Bengal, Bihar, Gujarat and Kerala. In States such as Kerala (22) and Punjab (31), low days of work were attributed to the extension of the programme to the whole area, which meant the inclusion of those districts where the need and demand for the scheme was minimal.

But the Plan Panel was perplexed with the inclusion of high-demand states such as Orissa, Bihar, Karnataka, West Bengal and Uttarakhand in the category of non-performing states. *“But there are many states where demand was expected to be high, but have not performed well such as the high out-migration states of Orissa and Bihar, as also states such as Uttarakhand and Karnataka, which appear to have not given the due attention to energise MGNREGA,”* it said.

Another method of assessing the relative performance of States was to compare the share of states in person-days generated under the programme with their share in rural BPL households in India. *“It is reasonable to assume that a State’s share in person-days of work generated nationally should be commensurate with its share in rural BPL households. On this basis, Uttar Pradesh and Bihar emerge as the worst-performers as their share in rural BPL households is about 10% higher than their share in employment generated under the scheme”,* the report noted.

West Bengal, Orissa, Madhya Pradesh, Gujarat and Karnataka too were found to be lagging behind on this count, while Rajasthan and Andhra Pradesh were found to have performed very well.

Chapter IV

HOMELESSNESS IN THE CONTEXT OF BANGALORE CITY



History

Unlike other metros in the country, Bangalore has not been a natural urban area. Founded by Kempegowda in 1537, Bangalore has been a city of migrants since its inception. Kempegowda invited traders from various other areas to come and establish their businesses in Bangalore. Tipu Sultan then further developed Bangalore and built a fort close to the trading centres.

After Tipu's defeat in the fourth Mysore war, the British established a military cantonment in Bangalore. This in turn led to increased migration to the city, especially from the Madras Presidency. After Independence, Bangalore's growth accelerated. The establishment of several technology PSUs like BHEL, BEL, HAL brought in many more people and much more investments to the city.

Later, after the deregulation of global textile trade, Bangalore again saw accelerated growth due to the large number of textile / garment enterprises. In the 1990s, the strong scientific base in Bangalore and the large amount of trained manpower caused the IT boom to kick off from Bangalore. This coupled with the real estate boom has caused rapid urbanization in the south and east of Bangalore.³⁵

Census Year	Population	Decadal Variation
1871	144479	...
1881	155857	7.88
1891	180366	15.73
1901	163091	-9.58
1911	189485	16.18
1921	240054	26.69
1931	309785	29.05
1941	410967	32.66
1951	786343	91.34
1961	1206961	53.49
1971	1664208	37.88
1981	2921751	75.56
1991	4130288	41.36
2001	5686844	37.69

(Data from JNNURM BSUP CDP for Bangalore)

³⁵ JNNURM CDP for Bangalore, pg 49

Housing

While the construction boom has caused large number of housing plots and houses to develop in Bangalore over the last decade, very little of it has been for the economically weaker sections. This uneven growth is not new in Bangalore. In fact the State itself has had a hand in making it uneven too. For instance, even before Independence, when new layouts were formed after the plague of 1898, the biggest plots were reserved for upper-castes and new areas like Malleswaram were made unaffordable for the poor.³⁶ The lower castes were in the new layout, upper castes were given the bigger plots and some of the lower castes were not allowed. Through the twentieth century many Tigelas³⁷ have had to lose their homes as the Government annexed their lands and gardens. Thus, even as Bangalore began to get well-developed layouts for the well off, the poor got short-changed. This is perhaps why we see that first slums were established in Bangalore much before Independence.³⁸

The construction boom in Bangalore has meant that there has been a lot of migration to meet the huge demand in the labour market. Even though laws like the Building and other Construction Workers' (Regulation of Employment and conditions of service) Act, 1996, the Inter-State Migrant Workmen (Regulation of Employment and Conditions of Service) Act, 1979 and the Contract Labour (Regulation and Abolition) Act, 1970 require for employers to provide housing for the people they employ, such laws are rarely followed. Developers, if at all provide housing will supply only tin sheds / plastic sheets to the workers.³⁹

While there is data available on the housing shortage for the state⁴⁰, data on housing shortage in Bangalore is difficult to come-by. However, the fact that a large percentage of people in Bangalore live in slums, is ample evidence of the housing shortage in Bangalore. The formal housing market is not able to provide any homes for the urban poor and neither is the state able to fulfil the shortage.

To use the city of Bangalore in India as a case study:

The smallest parcel of residential land in all new layouts created by the local planning authority (Bangalore Development Authority) is approximately 54 square metres. At market values prevailing in 2007, this smallest piece of land would amount to over half a million rupees in an outlying location, and at more central locations would fetch three to four times that value. The National Council of Applied Economic Research (2007) reports the average per capita income in Bangalore as '29,394 per annum. At an average household size of 4.13, the average household income would amount to '121,397 per annum, out of which 72% is spent on day to day expenses.

³⁶ Nair, Janaki ; The promise of the Metropolis, 51- 52

³⁷ a backward community who form a significant number of Bangalore's population who were engaged in gardening and horticulture

³⁸ Schenk,Hans; Living in India's Slums , 87, 91

³⁹ <http://www.altlawforum.org/grassroots-democracy/dalit-rights/construction-workers/Narayanpura%20camps.doc/view?searchterm=construction%20worker>

⁴⁰ <http://housing.kar.nic.in/housing.pdf>

These are median figures, and given that, as per the Indian urban average, the top income quintile earns a 48.7% share of the total income, it indicates that to at least the bottom three quintiles of Bangalore's population the capital value of purchase of the smallest parcel of new residential land recognised by the master plan, as well as the rental values that would ensue from these capital values, places them below the threshold of affordability that would allow them to participate in the official urban plan's social contract. Therefore, they have no choice but to resort to informal forms of tenure that do not have formal sanction in the city master plan. The system, by definition, criminalises a significant percentage of the city's population.

Rethinking the Social Contract, Prem Chandavarkar

Even though there is a huge housing shortage for the Economically Weaker Sections, there is not much effort to fill the gap. Bangalore's urban local body plans to spend 320 crores on housing in 2009-2010, all of these for redeveloping just 13 slums under the centrally funded JNNURM scheme. An analysis by the National Institute for Urban Affairs has shown that BMP / BBMP, on an average have spent just 9% of their budget on slum development over a period of 2001 to 2006-07.⁴¹ The BDA, another para-statal agency in Bangalore, which has been developing housing layouts, is currently developing 5 layouts with 1.74 lakh sites.⁴² The issue however is that even these are out of reach of the majority of the city's poor. The sites are of dimension 20 feet X 30 feet and cost 1050.00 a square foot.⁴³ Thus to buy 1 site, people of a family belonging to the EWS will have to pay 6 lakhs and then spend more on registration, construction etc. The BDA layouts thus are not doing anything to fulfil the housing rights of the urban poor. Much of this land is being taken from farmers, in spite of their opposition.⁴⁴ With the death of agriculture in these areas, there is bound to be more migration to the city.

As a result of such development, the urban poor are forced to resort to living in sub-standard housing in the slums. The number of slums in Bangalore has been seeing a steady growth as shown in the table below.

1972	159 ⁴⁵
1982	287 ⁴⁶
1992	444 ⁴⁷
2006	614 ⁴⁸

Although the official figure is 614 slums, the NGOs and Slum Leaders estimate that there are at least 1000 slums in Bangalore. In fact, a survey done by a Governmental NGO, Bangalore City Saksharata Samiti (BASICSS)⁴⁹ in the 1990s identified more than 700 slums in Bangalore (BMP area and 7 CMCs).

⁴¹ *Urban Poverty Reduction strategy for Bangalore, Final Report, 2008*; National Institute of Urban affairs; Appendix 1

⁴² http://findarticles.com/p/news-articles/dna-daily-news-analysis-mumbai/mi_8111/is_20100226/174-lakh-bda-sites-cards/ai_n51274450/

⁴³ <http://www.bdabangalore.org/layout.htm>

⁴⁴ <http://www.hindu.com/2010/02/28/stories/2010022853730400.htm>

⁴⁵ Vyasulu ,Vinod; Reddy Amulya; *Essays on Bangalore - Volume 2* ; 38-42

⁴⁶ Vyasulu ,Vinod; Reddy Amulya; *Essays on Bangalore - Volume 2* ; 38-42

⁴⁷ Schenk,Hans; *Living in India's Slums* , 52

⁴⁸ *Urban Poverty Reduction strategy for Bangalore, Final Report, 2008*; National Institute of Urban affairs; iii

⁴⁹ Valaya, *Ward Matthu Pradeshavaaru hesaru code sankhyeaya kaipidi*; Sarvajanika Shikshana Ilaakhe

What is compounding the problem is that existing housing options too are being destroyed and people are being pushed to the streets. In the last three years there have been slum demolitions and evictions. For the first time in the city (and the State) a private agency, NICE was allowed to demolish a slum on its own!⁵⁰ Slum dwellers have also been evicted for transport projects like the Metro⁵¹, flyovers⁵² etc, too. In some of these cases, people in the slums have been given alternate locations, which are far away from their current location, thereby making it difficult for them to carry on their livelihoods. This may make them come back to the core for the city and live on the streets.⁵³

A more recent step by the State Government, which will further compound the problem, is a Government Order which stipulates that henceforth, all slum declarations must be approved by the Secretary, Department of Housing, Government of Karnataka.⁵⁴ This in effect means that slum declarations from all across the State must happen in Bangalore, a process, which is sure to slow down the process of declaration of slums. If slums continue to stay undeclared, it will only contribute to a further lowering of quality of life there, in addition to increasing the threats of demolitions. This is a move which will probably further add to the ranks of the urban homeless.

There is very little data about the homeless in Bangalore though. The Census of 1991 says there were 10,654 homeless people in Bangalore. The Census of 2001 puts the number at 12,014. However a study by The BRIDGE network in Bangalore in 2006 has shown that there were at the least 86,266 homeless people in Bangalore.⁵⁵

Migration

Bangalore has been a city of migrants since its inception. Kempegowda invited traders from various other areas to come and establish their businesses in Bangalore. The arrival of the British also brought many people from the Madras Presidency in response to the increased employment and trade opportunities. In fact most of the labour force at that time (and even now) came exclusively outside the Mysore region.⁵⁶ In the last two decades too (1981-1991 and 1991-2001), Migration has contributed to 45% of the population growth.⁵⁷

Governance

There are multiple issues with the governance of the city today. The disadvantaged have very little access to the State – the homeless do not even have voting power and

⁵⁰ http://www.tehelka.com/story_main42.asp?filename=Ne050909phantoms_of.asp

⁵¹ <http://www.deccanchronicle.com/bengaluru/bmrcl-demolishes-slum-metro-project-991>

⁵² <http://bangalore.citizenmatters.in/articles/view/1910-mathikere-slum-dwellers-relocation-flyover>

⁵³ <http://expressbuzz.com/cities/bangalore/80-families-left-in-the-dark/179434.html>

⁵⁴ <http://www.hindu.com/2010/05/15/stories/2010051559500800.html>

⁵⁵ Sehkhari Keerthi, *Non-responsive Bureaucracy and the Persisting Brutality by the State Against the Urban Homeless in the Silicon Valley of India*, 22- 25

⁵⁶ Nair, Janaki ; The promise of the Metropolis, Chapter 1, pg 62

⁵⁷ JNNURM CDP for Bangalore, 2006

the associated little bargaining power; *ward sabhas* as stipulated by the Nagarpalika Act have not been set-up. The city did not even have an elected council between Nov 2006 and Mar 2010.

Decision-making

The only elected representatives to whom the urban poor have some level of the access are elected corporators. However decision-making is moving away from corporators and the BBMP to non-constitutional bodies like BATF⁵⁸ and ABIDe^{59, 60}. For many years, there was a problem of para-statas like BWSSB and BDA taking decision on issues like water and housing. Now in addition Bangalore has had a series of non-constitutional bodies like the BATF and ABIDe. A development plan for the Urban Poor has been drawn up ABIDe with absolutely no public participation, without any corporators involved. For instance, even after a city council was elected, ABIDe members called BDA, BBMP officials and the police to meetings and took decisions on transport policies to be followed by the city.⁶¹ The results of this type of expert-led governance are there for all to see- funds are diverted towards projects like signal-free corridors; plans worth 22,000 crores are drawn up for the city and does not include anything on housing or other basic needs.⁶² Decisions for Bangalore are increasingly being taken by ABIDe, the Office of the Urban Affairs Advisor to the CM⁶³, BMRDA, and BDA. The urban poor have absolutely no access to these bodies or people and their role in the city's development is shrinking further.

Of Service Providers and User Fees

What is further marginalizing the poor in the city is the shift towards the Government's role as a provider of services as opposed to one that fulfils Rights. Across the board there is talk of user charges, profit for public agencies and revenues. The city's bus agency has hiked bus-rates multiple times so as not to have losses, while purchasing loss-making high end Volvo buses for the rich.⁶⁴ BWSSB too talks of revenue and losses in terms of leakage. There is no concept that water is a Fundamental Right and must be provided to all without talk of revenue and profit etc. These changes are further taking income away from shelter to other needs, thus making shelter even more inaccessible.

Skewed Priorities

The BBMP Commissioners budget speech for 2009-10 gives a picture of the skewed priorities that Bangalore sets for itself. Under the major achievements listed for the previous year are the following :

⁵⁸ http://en.wikipedia.org/wiki/Bangalore_Agenda_Task_Force

⁵⁹ http://www.abidebengaluru.in/images/prs/abide_first_pc_DH.jpg

⁶⁰ <http://www.deccanherald.com/content/23619/democratise-decision-making.html>

⁶¹ http://www.dnaindia.com/bangalore/report_10-roads-will-be-axes-of-bangalore-development_1373782

⁶² <http://www.deccanherald.com/content/23637/mega-revamp-plan-city.html>

⁶³ <http://bangalore.citizenmatters.in/articles/view/1529-bjp-turmoil-reforms-bengaluru-govt>

⁶⁴ <http://www.hindu.com/2010/04/26/stories/2010042659210300.html>

- ◆ Award for garbage disposal
- ◆ The formation of the para-statal, ABIDE and BBMPs use of this forum to address financial and administrative problems
- ◆ Improvement to storm water drains
- ◆ Six new underpasses to reduce congestion
- ◆ Signal free connectivity to the airport, an MoU with the city of San Fransisco for better urban management
- ◆ GIS based property tax collection

There are no achievements with reference to housing and health, two major issues for the disadvantaged in Bangalore. The only mention housing gets is under where it says that work on redevelopment of 3 slums is complete or almost complete and work is to start in 2 slums. Thus out of a total of 1000 slums, out of which at least 260 are in BBMP land, exactly 5 slums have had any attention. Out of the total budget amount of 4238.41 crores, some part of the split up is as follows :

Classification	Amount	Percentage
Salaries & Pension	253.87	6
Administrative Expenses	245.82	6
Health	292.16	7
Education, Culture & Sports	83.87	2
Debt Servicing	267.52	6
Welfare	573.31	14
Maintenance Works	129.61	3
Capital Works – JNNURM	320.33	8
Capital Works – Non JNNURM	1857.47	43
Current Assets & Liabilities	214.45	5
TOTAL	4238.41	100

The amount for housing is 320.33 crores⁶⁵, health 292.16 crores and welfare is 573.31 crores. Capital works under non JNNURM is 1857 crores – the bulk of which is for signal-free corridors and storm water drain renewal. In fact even when the BBMP annual budget itself is for 3238.41 crores, the total signal-free corridor project which the BBMP will execute has a budget of over 3000 crores.

In addition to this, the State Government announced a Capital Investment Plan based on the recommendations of ABIDE. This plan, which has an outlay of 22,000 crores, has no mention of housing, health or welfare. No separate schemes for housing have been mentioned as well.

The most important thing to note here is that the BBMP has taken up the signal-free corridor because they were directed to do so by ABIDE.⁶⁶ The 22,000 Crore Capital Investment Plan is also prepared with inputs of ABIDE, by the State Government. Both these decisions happened in the absence of an elected council. While it is not the case that having an elected council in place will solve all issues of the disadvantaged, there is a possibility that there will be space for discussion and debate on these priorities. In the last few months, there have been attempts at debating the signal-

⁶⁵ Here is no separate mention of housing, but of JNNURM capital expenditure. BBMPs work on on housing is only that funded by JNNURM, thus even if all JNNURM money was spent on housing, it will not exceed 320.33 crores

⁶⁶ ABIDE has directed BBMP to develop these roads as signal free corridors over the next 24 months. pg 14, 2009-10 Budget speech by the BBMP Comissioner

free corridor project for instance. It is alleged that the BBMP has shifted this project to the BDA, a para-statal in order to remove it from the scrutiny of elected representatives. Equally important to note is that there is not much opposition in principle to the project itself, which shows that across the board, none of the parties have a problem with spending so much on projects to encourage private transport while there are serious problems left inadequately addressed.

The situation is not very different with the para-statal BDA. In the budget for 2009-2010, the BDA has set aside 90 crores for construction of houses for the EWS, while it has set-aside 700 crores, just for the compensation to be provided to properties acquired for the Peripheral Ring Road.⁶⁷

Clearly, Bangalore feels building signal-free corridors and ring roads is more important than houses for its houseless people. This perverse skewing of priorities is contributing further to the housing crisis.

No Policy for the Urban Homeless

The urban homeless are truly invisible for the BBMP. They do not know how many people are homeless in the city they do not have a policy for them. There is no particular department too in BBMP that has responsibility towards the urban homeless. It is only after the recent Supreme Court directive to State Governments as mentioned elsewhere in this report that the State Government has directed the BBMP to conduct a survey of the urban homeless and also work to ensure their rights are met.⁶⁸

Further marginalization of the marginalized

The Social Welfare Department of Karnataka recently launched a beggary eradication drive to 'remove' the beggars from the city.⁶⁹ People found begging were rounded up and taken away to the Beggars homes.⁷⁰ People who have nothing and have taken recourse to begging are being denied that too.

Street Vendors in Bangalore too are facing a rough time. Recently the BBMP evicted street vendors in an effort to clear 'encroachments'. Even the differently-abled vendors were not spared.⁷¹ This is being done in violation of the National Urban Street Vendor Policy.⁷² The BBMP is also debating a plan to widen 216 roads in the city.⁷³ While there is a lot of debate on the need for road-widening and how people's homes and shops will be lost, there is hardly any mention of the street vendors who will lose their livelihoods once roads are widened. The Mayor has been talking of compensation for those who lose property, but not of those vendors who will lose their livelihoods.⁷⁴

This chapter has not covered the local economies of Bangalore⁷⁵ and also cultural aspects of homelessness in Bangalore – Why is it that certain communities, in Bangalore have been homeless for long? What are their coping mechanisms? What are their strengths? The cultural aspect is of great importance if we need to understand homelessness. Facilitating the right to housing of the homeless cannot be possible till we understand the cultural aspects and that aspect should be studied in detail in a follow up study.

⁶⁷ <http://webcache.googleusercontent.com/search?q=cache:DtCgAC5fMwIJ:www.bdabangalore.org/be2009-10%2520new-26-2-09.doc+bda+layout+BANGALORE+ECONOMICALLY+WEAKER+SECTIONS&cd=1&hl=en&ct=clnk&gl=in&client=firefox-a>

⁶⁸ <http://www.hinduonnet.com/2010/07/18/stories/2010071858720600.html>

⁶⁹ <http://expressbuzz.com/Cities/Bangalore/anti-begging-drive-in-bangalore-mysore/150784.html>

⁷⁰ http://www.dnaindia.com/bangalore/interview_you-ll-see-no-more-begging-bowls-in-bangalore_1382880

⁷¹ <http://expressbuzz.com/cities/bangalore/bbmp-clears-physically-challenged-off-footpaths/188322.html>

⁷² <http://mhupa.gov.in/policies/natpol.html>

⁷³ http://www.dnaindia.com/bangalore/report_bruhat-bangalore-mahanagara-palike-bowls-a-big-wide_1384396

⁷⁴ <http://www.deccanchronicle.com/bengaluru/road-widening-mayor-offers-bda-sites-688>

⁷⁵ For a detailed study, look at - *Democracy, Inclusive Governance and Poverty in Bangalore* Solly Benjamin & Bhuvanewari, R. May 2001

Chapter V

PROCESS AND METHODOLOGY

It was under the initiative of Indo Global Social Service Society (IGSSS) that a group of NGOs met in January 2010 to discuss the issue of homeless persons dwelling in the city of Bangalore. IGSSS had conducted a study on the situation of the homeless in 2009 in New Delhi and some of the senior staff of IGSSS was also involved in earlier studies conducted by Actionaid in New Delhi.

On the other hand there were two or three studies conducted earlier in Bangalore to understand the situation of the homeless by different networks and coalitions from the NGO sector. As a result of this meeting twenty-nine NGOs who came together decided to carry out this study.

Consecutively several meetings were held, where the NGOs came together to design the methodology and work in BBMP wards where they rather have a presence than one team going around the whole city. As a result of this 179 researchers were brought together to carry out the survey based on the questionnaire used for the Delhi research by IGSSS; however certain minor adaptations were made to this questionnaire to suit the needs of Bangalore.

There was a short training of the enumerators who would be involved in data collection and the data collection process was carried out in two nights. It is interesting to note that the data collection was done between six in the evening to midnight and counting was from midnight to six in the morning.

In an attempt to understand the ground reality of the urban homeless in the city of Bangalore, IGSSS and 29 other civil society organisations carried out a detailed survey of 1999 persons across 8 municipal zones of the city. The division of the population covered in each of the zone is given in the table below :

No.	Zone	Population as per BBMP records	Sample covered by the study
1.	East	1877635	428
2.	West	1661753	501
3.	South	947169	484
4.	Rajrajeshwarinagar	283936	96
5.	Bommanhalli	431867	60
6.	Yelahanka	461934	113
7.	Dasarhalli	411056	155
8.	Mahadevpura	519663	162
Total		6595013	1999

Methodology

The objective of this study was to understand various facets of life of the people who are invisible to the society and the policy makers. It is these people who keep the city clean, the homes in order, the hotels running, the drains clean, the roads swept and the infrastructure of city in progress; however these *city-makers* are neither counted nor are their entitlements reached to them.

Questionnaire

A total of 179 enumerators who visited the areas in the evenings covering all the 198 BBMP wards carried out the study. A questionnaire was used to collect data in nine sections. The first section was on their identification by place of stay and demographic details, the next was to understand the place of origin and their linkages to it. The third section was to understand the migration pattern to the cities and related economic status; the fourth section focused on the sleeping pattern, fifth on the living condition at the sleeping place and the sixth on economic activity, saving pattern etc. In the seventh and eighth sections, political affiliations and personal activities and situation were focused on respectively. In the final section any attempt by civil society or Government to work for the welfare was explored.

Head count

The data was further collated and analysed to get a holistic understanding of the situation. It is worthwhile to mention here that there was an attempt made to carry out a physical head count of the persons sleeping on the street or in plastic tents. However this had certain limitations as counting persons sleeping in the plastic tents is an intrusion into privacy, moreover there are many people who work in the night and it was not possible to wait for them past midnight. Though nearly 18000 persons were counted it was felt that this is not adequate to state this, as a representative number. Apart from the limitations mentioned above, the counting was also carried out during the time when Government had launched the Anti-beggary drive. It is often experienced that during such drives the people become more and more *invisible*. It was also the Ugadi festival time; usually during Ugadi festival the people go back to their villages. Therefore it can be said that the head count is evidence enough that people sleeping in the streets and are homeless, might be three times than the number counted by the enumerators. It is also important to understand that some people sleep under staircases, in small alleys and other such dark place where counting is difficult.

Focussed group discussion

The participating organisations along with the researcher, also conducted certain focussed group discussions in different localities within the study area. There were about nine such group discussions with different groups of people. There were children's groups, youth groups, women's groups and mixed groups. It was helpful to

get a more personalised insight into the problems and issues of the groups through the focussed group discussions that were done at the location where the people were living.

Case studies

During the focussed group discussions, some case studies were also collected. It was observed that certain aspects of exploitation and atrocities though evident, were not clearly articulated or spelt out. Some of these issues are related to sexual exploitation of young girls and boys, commercial sex work practiced by women on the street to supplement incomes, the dilemma of children whether to go to school or to work in order to supplement the family income etc. An attempt was made by the researcher to understand these issues through case studies where some of the information was provided by the field workers of the civil society organisations.

Limitations of the Study

The main limitations of the study have been that it was conducted in limited time, though the coverage was completed within this period of time. Further there were certain difficulties, as the study has to be conducted during the night when the homeless people come to the places where they sleep. Due to this reason the study team was unable to reach certain alleys and stairways where people sleep.

Further during this period the anti-beggary drive was conducted by the Police Department; this led to the people leaving the regular place where they usually stay as this is a way to evict the homeless persons from where they sleep. Further due to the upcoming elections, there was the code of conduct being followed, which was an obstacle to the study.

It is seen that the homeless persons usually leave the city and go to their relatives during the festivals. During the time of the field data collection, the Ugadi festival was around the corner; so some of them had gone to their relatives in the villages. This is indicative of the factor that there could have been more people who would have come under the headcount.

Chapter VI

BEING HOMELESS IN A DEMOCRACY

This chapter deals with the analysis from the study carried out over two nights of Bangalore, by a group of 179 volunteers, mostly on 4-wheelers, which would have limited their access to inner roads and other smaller by-lanes, where most such settlements are located (so that they are not visible to bureaucrats and policy makers who ply only on these main roads). However, we cannot draw any projections from this particular number, because it is specific to a very particular situation; it is only an indication of the large numbers of urban homeless in Bangalore city.

The analysis has been placed within the Rights Framework. This analysis includes findings from the data collected and analysed, the focussed group discussion and the case studies. Though there are some representative numbers presented here, unpacking the real issue assumes more importance than presenting numbers.

Constitutional Rights and State Obligation to citizens

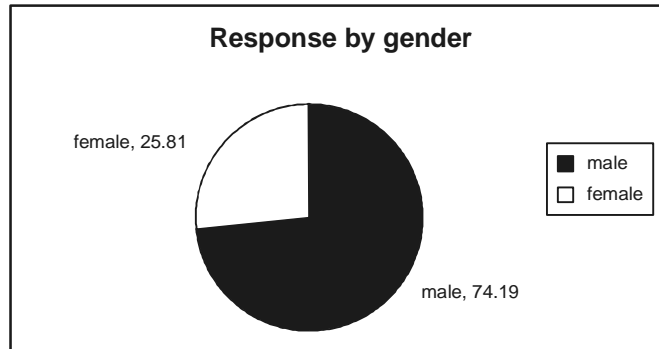
Part III of the Constitution of India guarantees “fundamental rights” to all citizens and some of these are the Right to Life (Art. 21) and Right to Equality (Art.14) to all persons. The Directive Principles of State Policy (DPSP) also has provisions that correspond to International Covenant on Economic, Social and Cultural Rights (ICESCR). In the *Francis Corali Mullin* case the Art.21 was broadened and stated “*that the right to life includes the right to live with human dignity and all that goes with it as the bare necessities of life such as adequate nutrition, clothing and shelter, and facilities for reading, writing and expressing oneself in diverse forms, freely moving about and mixing and co-mingling with fellow human beings*”.



i) Right to Life under Threat! A sick girl under a Flyover.

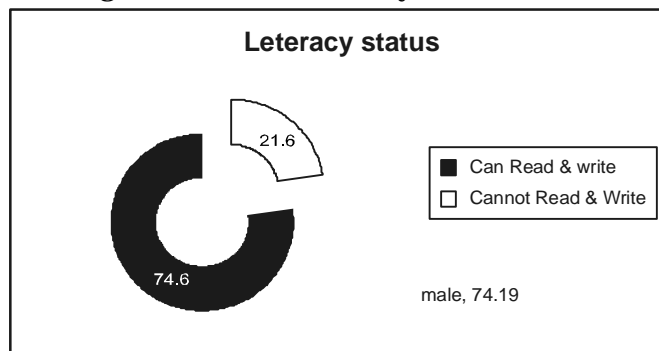
Civil and Political Rights

As mentioned earlier the study was carried out in 8 zones of BBMP. The maximum number of respondents was from west zone and south zone; this was followed by the Bangalore East zone. Out of the total respondents 74% were males.



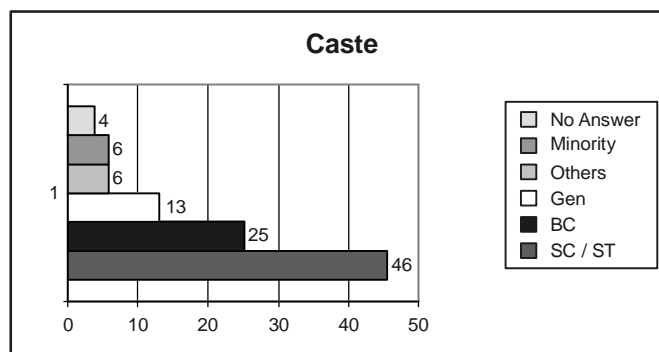
6.1: Graph showing percentage of respondents

An attempt was made to understand the literacy status of the respondents and it was found that nearly 75% could not read and write. This is not to say that out of the homeless population in Bangalore this would be a sample figure. However, it is indicative of the prevailing low levels of literacy.



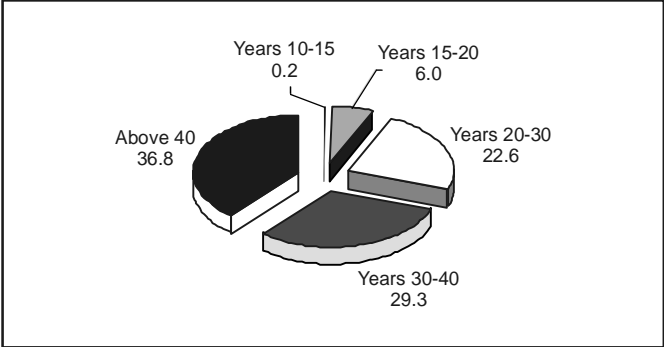
6.2: Graph showing literacy status of the respondents

Further, it was seen that nearly 80% of the respondents were Hindus and about 9% Muslims. Close to 50% people also belong to Scheduled Caste (SC) and Scheduled Tribe (ST) communities and 25% people are from backward classes. During conversation with some of these people it was understood that the rampant practice of untouchability and its exploitative nature brought these people to the cities where amongst the poor it did not matter to which caste the person belongs.



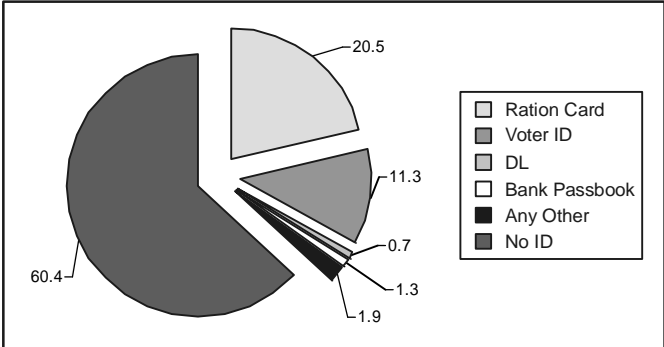
6.3: Graph showing caste of respondents

Amongst the respondents nearly 37% people were above 40 years of age and 30% between 30 – 40 years age group. Amongst the 1999 respondents there were hardly any children for we did not specifically seek them. It was seen that amongst the respondents almost 70% were married. It was also found that most of the people lived in families where old people were also seen.



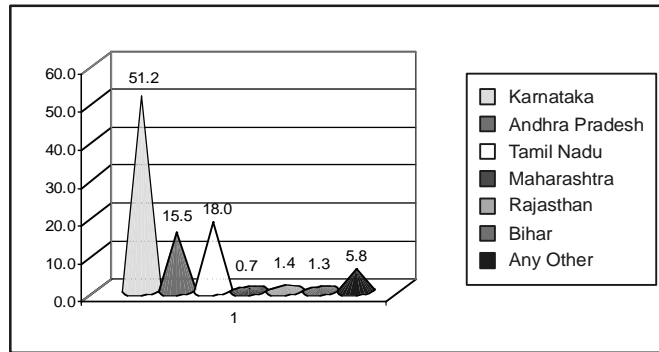
6.4 Graph showing age of the respondents

Amongst the 1999 persons, 60% people had no voter id card. It was seen that 20% people had ration card and 11% had voter ID card. During the focus group discussion (FGD) it was found that most of these ID cards had improper addresses. In case of the voter ID cards, it seems that during the recent BBMP elections (February 2010) some of the candidates had made the voter ID cards for the respondents with false addresses.



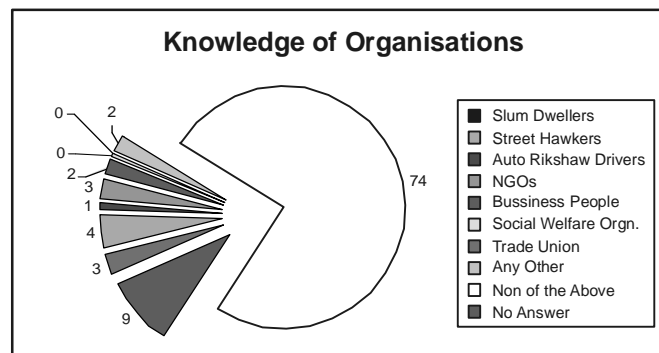
6.5: Graph showing Respondents Identification Cards

More than 50% people were originally from the state of Karnataka, while 18% from Tamilnadu and 15% from Andhra Pradesh respectively. It was seen that most of the Karnataka members were from North Karnataka who had escaped severe drought and landlessness. Nearly 70% people stated that the reason for migration to Bangalore was due to availability of work. Most of them express that work was readily available in Bangalore in some form or the other. More than 70% people also said that they were in touch with their families back home and it is usually with their parents. Most people went back home during festivals and other functions.



6.6: Graph showing State of Origin of Respondents

It was interesting to see that almost 75% respondents had no knowledge of any organisation that were working or can work for their welfare. Though it was found that most of the people living on the street were street hawkers, sanitation workers etc. They were not a part of any organisation or union. When asked what they thought such organisations could provide they were of the opinion that house was the primary necessity (28%), next was ration card; and about 15% people did not know what they could ask for.



6.7: Graph showing knowledge of respondents about different organizations working for their welfare

Right to Shelter and housing

Unlike certain other Economic, Social and Cultural (ESC) Rights, the Right to shelter, which forms the part of the Right to Adequate Standard of Living under Article 11 of the ISESCR, finds no corresponding expression in the DPSP (Directive Principles of State Policy). This right has been seen as forming part of Art 21 itself. In the famous *Bandhua Mukti Morcha vs. Union of India* case in 1991, the Court recognised the right to food and reasonable accommodation to live in as a part of Art 21 itself. In many cases court has also denied the contention of eviction from pavements as in *Olga Tellis vs. Bombay Municipal Corporation* case. Fortunately, however, in the *Ahmedabad Municipal Corporation vs. Nawab Khan Gulab Khan* case (1997) in the context of encroachers in a busy locality of Ahmedabad city said :

‘Due to want to facilities and opportunities, the right to residence and settlement is an illusion to the rural and urban poor. Art. 38, 39 and 46 mandate the State as its economic polity to provide socio-economic justice, to minimise inequality in income and opportunity and status. It positively charges the State to distribute its largesse to the weaker sections of the

society envisaged in Art. 46 to make socio-economic justice a reality, meaningful and fruitful so as to make life worth living with dignity of person and equality of status and to constantly improve excellence. Though no person has a right to encroach and erect structures or otherwise on foot-paths, pavements and public streets or any other place reserved or earmarked for a public purpose, the State has the Constitutional duty to provide adequate facilities and opportunities by distributing its wealth and resources for settlement of life and erection of shelter over their heads to make the right to life meaningful.'

The Karnataka Prohibition of Beggary Act, 1975 is an Act to prohibit persons from resorting to begging and to provide for the detention, training and employment of beggars, for the custody, trial and punishment of beggar offenders and for the relief and rehabilitation of such persons in the State of Karnataka. The Definitions in this Act, unless the context otherwise requires are :

- (1) "alms" means anything given gratuitously to a beggar, such as money, cooked or un-cooked food, grains or clothing, or any other thing of value;
- (2) "beggar" means any person other than a child who :
 - (a) Solicits or receives alms in a public place whether or not under any pretence such as singing, dancing, fortune telling, performing tricks, or selling articles;
 - (b) Enters any private premises for the purpose of soliciting or receiving alms;
 - (c) Exposes or exhibits with the object of obtaining or extorting alms, any sore, wound, injury, deformity or disease whether of a human being or of an animal;
 - (d) Having no visible means of subsistence, wanders about or remains in any Public place in such condition or manner as makes it likely that he exists by soliciting or receiving alms;



ii) Old Age & deteriorating Health leading to Beggary

Y, aged 45 years, lives on the roadside near Sajjan Rao Circle. He is originally from Ramnagara District and came to Bangalore in search of work. He used to beg at temples and at the market and also used to live there. The personnel from Beggar's Home took him forcefully and kept him in the home for one and a half years. He escaped from there but lives with the fear that they will come back again. Ever since he went to the Beggar's home he keeps falling sick. He eats from the food that people offer. He says with anguish, "Without water for bath, without food in my stomach I have been suffering; I just wait for death to come".

In the Bombay Prevention of Begging Act, 1959, the Supreme Court declined to entertain a petition challenging the provision in law allowing arrest and imprisonment of beggars. A Bench comprising Chief Justice Y K Sabharwal and Justice C K Thakker allowed the petitioner to withdraw the PIL with the liberty to approach before the appropriate forum. The petition filed by one Parshadi, who was arrested on the charge of begging, had challenged the Constitutional validity of the Bombay Prevention of Begging Act, 1959 and other similar Acts, which makes poverty per se a crime and authorizes the incarceration of poor, disabled and sick persons for long periods of time.

Before declaring the PIL dismissed as withdrawn, the Bench posed question to senior advocate Mr. Collin Gonsalves as to how the Act that prohibits begging was unconstitutional. The advocate submitted that how a beggar can be arrested...

Challenging the incarceration of beggars and their families, who can make out an existence only by begging, as unconstitutional, the PIL, contended that it runs contrary to Article 21 in as much as the Fundamental Right to Life is transgressed in the case of poor and ill persons. The petition also cited the instance of a commission appointed by the Bombay High Court as a result of a Petition filed in 1990 which remarked that the Act does not distinguish between the beggars who beg out of sheer helplessness created by physical handicap, disease, old age and poverty and the professional beggars.

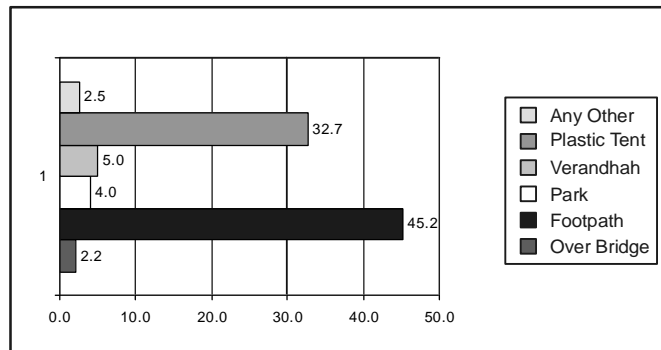
The Commission felt that real improvement cannot take place under the existing Act and new legislation in keeping with the needs of present society is absolutely necessary, the petition submitted.⁷⁶

A, sleeps under a flyover and has been doing so for about a year and half, he is just seventeen years old. He is originally from a village near Kolar Gold Fields (KGF). His father is dead and he has a mother and a sister who work as domestic helps in the village. He speaks Tamil. Two years ago he came to Bangalore to work and earn money to give a better life to his mother and sister; he worked as a daily wage labourer at the market, and every two months he used to go to his native place to visit his mother and sister and give them his savings.

He got a wound on his leg and that became septic and did not heal for a long time even after apparently taking treatment at the Government hospital. He went to the Ambedkar Hospital and got free treatment for one and a half months and the wound improved. However, he was not able to walk properly and work so he could not go his native place. He now begs for a living and sleeps under the fly over. He can't walk much as his leg is not completely healed. He has been asked by the doctor to take care of his leg otherwise it might have to be amputated. He says there is no one to look after him or help him. He seeks help.

⁷⁶ [http://docs.google.com/viewer?a=v&q=cache:u8DupSdxKc4J:dpal.kar.nic.in/.%255C27%2520of%25201975%2520\(E\).pdf+beggary+prevention+act+%2B+karnataka&hl=en&gl=in&pid=bl&srcid=ADGEESiVigdAzS80VSNjAMmUWYdO4RWYweG4kjQBFzZmkpavKfHP13Nn6bdUMRLKRdVkecBYBsnYHF9AusER44ZA8hn8qTpw-kB-wBgAfOV6wsNqmQ9-tV9tpEspb0ejLjYwJqv_-z7&sig=AHIEtbSKVODFCrITRWrWJT8ucFj5H5bQlw](http://docs.google.com/viewer?a=v&q=cache:u8DupSdxKc4J:dpal.kar.nic.in/.%255C27%2520of%25201975%2520(E).pdf+beggary+prevention+act+%2B+karnataka&hl=en&gl=in&pid=bl&srcid=ADGEESiVigdAzS80VSNjAMmUWYdO4RWYweG4kjQBFzZmkpavKfHP13Nn6bdUMRLKRdVkecBYBsnYHF9AusER44ZA8hn8qTpw-kB-wBgAfOV6wsNqmQ9-tV9tpEspb0ejLjYwJqv_-z7&sig=AHIEtbSKVODFCrITRWrWJT8ucFj5H5bQlw) (Accessed May 20, 2010)

Nearly half the people interviewed lived on footpaths or pavements and more than 30% lived under plastic tent. In both the cases the people lived on either public property or other private property. In many cases, it was seen that the people living in plastic tents had to pay token contribution to the landowners.

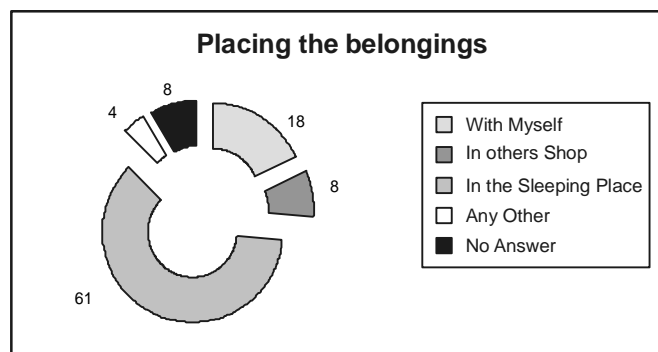


6.8: Graph showing Places of Sleeping of the respondents



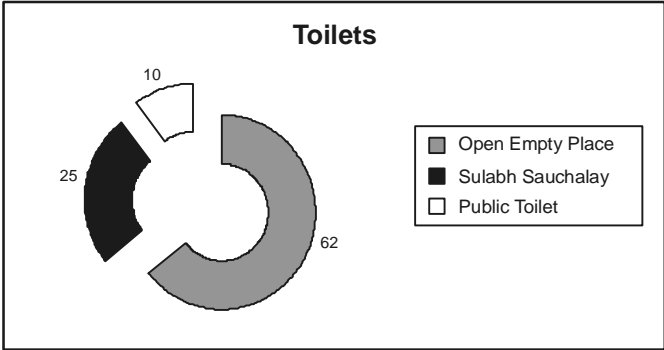
iii) City makers sleeping on Pavements

It was found that 60% of the respondents place their belongings in the same place as they slept and about 20% carried their belongings with themselves.



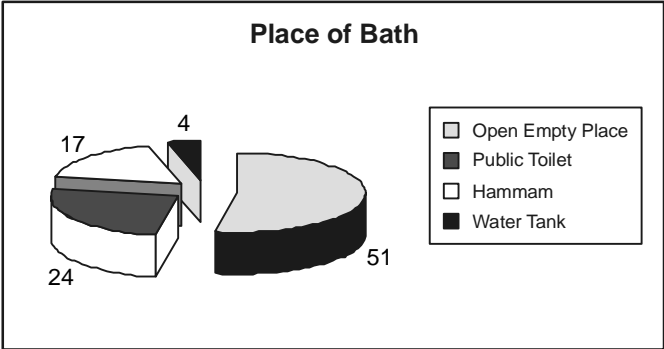
6.9: Graph showing places where respondents keep their belongings

More than 62% respondents defecated in open empty places. This is especially true for people in plastic tents. Whereas for people living in crowded areas of city like K.R. Market generally use Shulabh Shauchalayas.



6.10: Graph showing toilet practices of the respondents

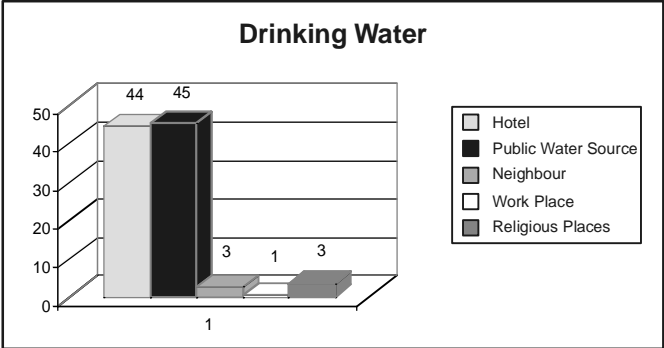
Similarly 50% respondents had bath in open empty places, 24% use public toilets where they have to pay money and 17% used hamams.⁷⁷



6.11: Graph showing bathing places of the respondents

Most of the people who were interviewed expressed that they wash their clothes in the same place where they lived. About 24% said that they wash clothes at the public bore well water tanks (round water tanks).

However, it may be mentioned here that there is acute water scarcity for washing clothes, utensils and other items. This can be substantiated by the fact that 44% of the respondents got drinking water from hotels and another 45% from the public water source.



6.12: Sources of drinking water for respondents

⁷⁷ Hamams are licenced bath houses for travelers and truckers. These are also sites of male to male sex work and these hamams are strongholds of the hijra community unique to Bangalore.

The Government of Karnataka has the provision for universal water supply for all urban dwellers. However, it was noticed that the drinking water was one of the most basic necessities that the homeless were deprived of. In the HSR Lay Out where more than 150 families lived in plastic tent the only source of drinking water was removed by the government officials. The people were clueless as to why this was done.

Going deeper into the matter it was learnt that the BBMP (City Municipal Corporation of Bangalore) owed a huge sum of money to the electricity board of Bangalore for supplying water. Since the municipal corporation had not paid this money, the electricity board resorted to terminate the water supply through public taps.

It was also seen in T.C. Palya and K.R. Puram that drinking water had to be fetched from nearly one to two kilometres distance. Right from children and youth to women everybody expressed that the most pressing problem of their lives was non-availability of drinking water. Many a times the children had to queue up at public taps to collect drinking water due to which they lost out on their recreation/study time. The children also expressed that older people took advantage of them and many times broke their plastic pots when they went to refill water back home leaving a pot in the queue. This led to them being abused and beaten up even at home. When asked about what is their biggest problem most of the children said it was non-availability of drinking water.

N is 60 years old and has been living in front of the Anganwadi centre at Janata Colony near Shettihalli bus stop since four years. She hails from Trichy (Tamilnadu) and has been working as domestic help. She hasn't received any Government or non-government assistance so far. For drinking water and bathing she accesses public tap or bore-well. She walks up to one to two kilometres for toilet and washes clothes in water pits or ponds. She does not have ration card or voter identity card. Sometimes she goes for begging.

The acuteness of the problem was much severe in the cases of the homeless who lived as individuals or as small group and who did not live as a community. These lonely homeless were forced to have recourse to pits or ponds for water, for bath and washing clothes.

Unlike many other cities of India the *city makers* of Bangalore lived under plastic tarpaulins or they used used/old flexi banners or other such water proof material to create a structure with help of bamboos. They erect these structures either in open spaces, road sides, on pavements etc. For many people the location for a mere sleeping place at night is on the pavement, in front of a shop or church or on the street. For most of the people living in the plastic shelters, they operated as enclosures to protect women at night from the local miscreants. Men sleep outside thus making themselves vulnerable to accidents, reptile bites, dog bites and such other occurrences.

The UN Habitat paper on Millennium Development Goal and Urban sustainability states that *'When four or more people live together in one tiny room they experience a loss of dignity and are susceptible to infectious diseases and domestic violence. The children's development suffer being unable to do home work in a quiet space or sleep, illness, abuse and violence. In 2003, two-thirds overcrowding was in Asia with half of the people in Southern Asia.'*

The obvious observation is that the *city makers* of Bangalore live in inhuman situations without having even a secure place to sleep at night. It was seen that there are other issues related to shelter such as in most of the places the people lived in fear of the local goons, being harassed by miscreants, sometimes paying money to those who were controlling that area. ***Necessity for a secure shelter or a small house without having the fear of eviction, demolition, threat or fear was expressed by everyone as one of the single most need.***

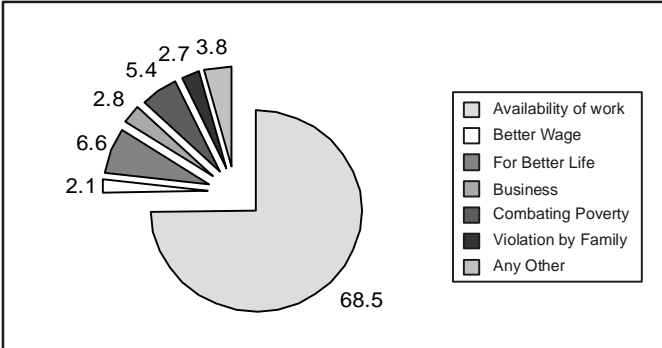
Sudamanagar (Near Urvashi Theatre): There are 17 families living at Sudamanagar, near Urvashi theatre. There are totally 85 persons including children and old who live there. They live over a drain and have some plastic sheets to cover their heads; this is behind the Bangalore City Corporation tailoring centre and the ward office. The plastic sheets, which act as roof, are strewn with sac clothes, this is just a place to keep their belongings and cook when it is rainy. As there is no place inside the tent to sleep, once the movement of people and vehicles stop around midnight, they sleep on the road. Many tragic incidents keep happening frequently to this community. One night a moving van ran over some of them while they were sleeping.

One person died and the other persons sustained serious injuries. In another case one woman had her labour pains and had to deliver there during the rains and the new born baby died due to the rain and the cold.

The people living here do not have any basic facilities and do not have identity proof like voter ID and ration cards. During the recent Municipal Corporation elections, some political parties issued them voter’s ID card with false address, which cannot be used for any other purposes. Besides, children can’t be enrolled in any school as families do not have any record. No one has given attention to the problems of this community so far. Though the media has highlighted their problems sometimes and subsequently the MLA has visited the place, it has not resulted in any change in the status of basic facilities.

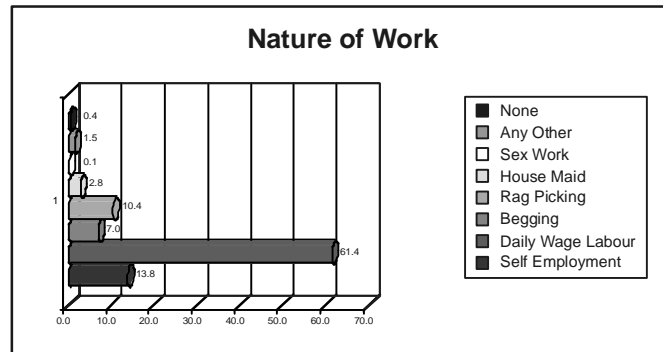
Right to livelihood and employment

Right to Work: Art 41 of the Constitution provides that *“the State shall within the limits of its economic capacity and development make affective provision for the Right to Work, to education and public assistance in cases of unemployment, old age, sickness and disablement and in other cases of undeserved want”*. Art 38 states *‘that the State shall strive to promote the welfare of the people’* and Art 43 states *‘it shall endeavour to secure a living wage and a decent standard of life to all workers’*.



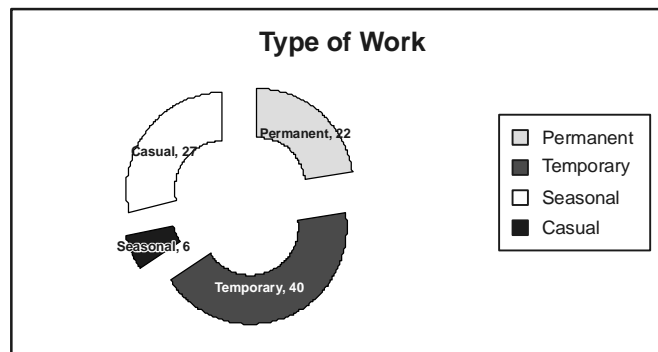
6.13: Graph showing work patterns

Nearly 64% people were doing daily wage labour. However, most of the people carried out a combination of work like rag picking in the morning, doing part time housemaid work and other daily wage labour.



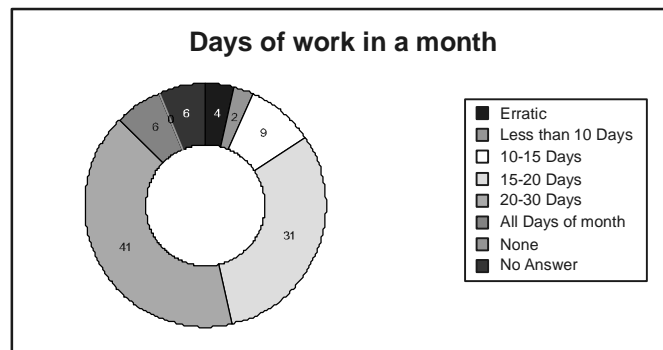
6.14: Graph showing nature of work of respondents

However, it was difficult to find out whether the person was doing sex work or not. Most of the daily wage work is temporary and casual. It was found out that many of them went back to the villages during the agricultural season.



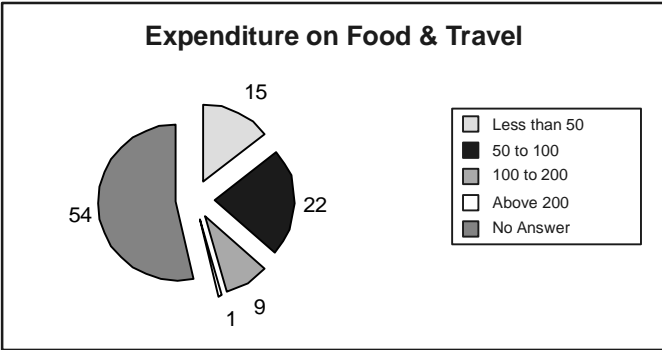
6.15: Graph showing type of work of the respondents

Interestingly, however, about 22% people claimed to have permanent work. This is, of course, subject to interpretation regarding the nature of permanence. Nearly 40% people said that they get work 20-30 days in a month and 31% claimed to get work between 15-20 days. Therefore, it can be understood that an average 70% people got work for 20 days a month.



6.16: Graph showing number of working days in a month

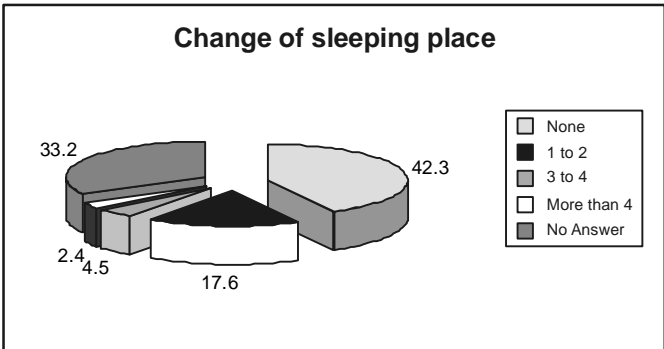
Interestingly more than 50% refused to answer what their total income in a day is. About 24% people said the daily income is between 50 – 150 rupees. Another 12% out of the 404 who answered said that their total income was between 15 – 200 rupees. In case of expenditure it was seen that maximum people spent between 50 – 100 rupees per day on food and less than Rs.20/- on habits and other expenses.



6.17: Graph showing expenditure of respondents on food and travel

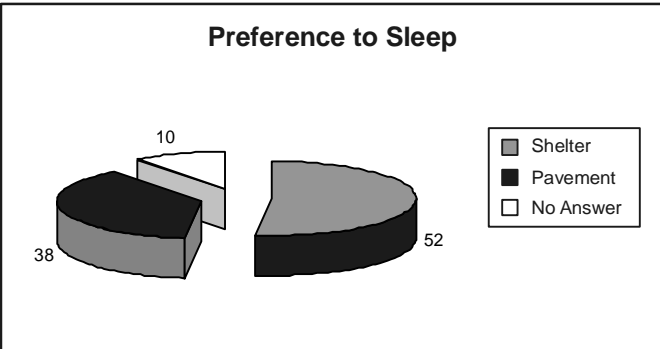
Right to safety and social security

About 50% people said that they don't often change their sleeping place. However, nearly 33% people change their sleeping place one to two times in a year. Majority expressed that this change in sleeping place is due to the change in work place.



6.18: Graph showing alterations in sleeping places of respondents

Generally at the sleeping place though there are no other problems, police atrocities were reported by 15% population. Another 20% also reported that weather conditions like rain and cold as a problem with the sleeping place. More than 50% people slept in groups and it was found that this grouping is generally based on place of origin and language they spoke. Though 38% respondents expressed their preference to sleep on pavements more than 50% expressed their desire to sleep in sheltered places.



6.19: Graph showing sleeping preferences of respondents

Right to quality of life

In an attempt to get deeper insight into the lives of the *city makers* there were seven Focussed Group Discussions (FGDs) held across the city in collaboration with IGSSS and its partner NGOs. The FGDs and the case-studies of home-less individuals give deeper insights into the issues and problems faced by the homeless.

S, 45 years of age, comes from Deodurga Taluka of Raichur District. At present he stays with his family in a plastic tent on the Anjana Nagar roadside near Harohalli. He and his family of ten members have been practicing agriculture ever since. During the last decade since agriculture is no more viable and crops have continuously failed and they did not get sufficient yield, they experienced a great financial loss. As fallout of this they subsequently came to Bangalore in search of work and now all of them work as helpers at a construction site. As they are living in plastic tents, there is no safety of any kind. There is no place to sleep, take bath or for other needs too. When it rains, this problem becomes more acute. Since all of them have a single tent, some of them sleep outside the tent at night and face problems from miscreants and mischievous men. Further snakes, scorpions and other reptiles too creep into their sleeping place. The women who sleep in the tent also suffer from the anxiety of lack of safety.

S summarised all the hardships that they face in the following words: “We struggle from morning to evening but don’t have a shelter to sleep in peace. We don’t have any basic facilities available here. What we earn here goes for the expenditure of food and clothes. There are times when we do not have work and we run from place to place in search of work. Hence, wherever we get work, over there we have to pitch our tent. There are no schools, close-by where we can send our children to study. We don’t get well-paid jobs. With all this, it is not possible for us to build a house as our savings are almost nil. We also cannot afford a house on rent.” S said that they don’t have anyone to share their sufferings and sorrows and they are non-entities for the Government.

Education

Except for those who lived alone on pavements, most of the other homeless lived with their families. Children and adolescents want to learn and even parents have expressed the desire to educate their children and their helplessness to do so was weighing them down even more. While grown up children were seen as additional earning hands, the smaller ones had to be looked after by the elder siblings. The uncertainty of tenure of stay at any place, fear of eviction or being thrown out and not having any identity proof giving them a sense of ‘existence’ and over all the need for survival over all other issues of life has made education only a distant dream. Though Sarva Shiksha Abhiyan has lot of schemes announced, nowhere did the people mention of any efforts being made by the education department or authorities accessing them for their children’s education.

However in places where voluntary organisations have made efforts to get children enrolled into schools, the children were found to be more aware and vocal. In one case at Vimanapura, there were two boys who were debating during the FGDs whether it was right to go to school while the family needed their help for survival, while the other boy who regularly went to school debated that unless he went to school, he cannot secure the future of his family! They of course did not reach a conclusion but the research team found the entire debate thought provoking.

M, aged 30, sleeps (lives) near a Petrol Bunk. She comes from Pali district in Rajasthan. Her parents live in Nandini Layout in Bangalore, where she was born. She got married to a man who prepares idols of Gods by the roadside and sells them there. She has no house even at her native place. She has erected a hut near the petrol bunk with plastic sheets. Her husband died suddenly three years ago leaving M to fend for their seven children, five girls and two boys. The girls were born first and the family planning methods were not adopted due to want of boys. Though her parents live in Bangalore, they don't help her. She struggles to feed her children everyday hence she eats only once a day.

Though the children want to study, with all her difficulties she can't send them to school. Two girls have attained puberty. She constantly feels vulnerable because she has grown up girls and there are men in the street who eye them. She spends most of the nights sleepless with worry and in a bid to protect her girls. "Every day is a torture for me," she says with tears in her eyes. Recently the owner of the property where she has built a shelter for her family has asked her to vacate as he wants to build his house there. She does not know where to go now. "I carry on living with fear and uncertainty" she says.

Well-being and dignity

R, 70 years, hails from Bhadravathi lives in front of the church. His family lives back in the native place. He is on the street now because he had leprosy and knowing this his family rejected him. He came to Bangalore by train 30 years ago since he thought there was no treatment to cure his illness in his district. He got treated in one of the hospitals in Bangalore and went back home many times. However, his family did not accept him back and repeatedly insulted him and rejected him. So he hasn't gone back home for the last 15 years. He goes begging everyday and manages to eat with whatever money he gets from begging. During rainy season he sleeps beside the church for protection from rain.

WHO defines health as '*not being the absence of illness, but a state of complete physical, mental, cultural and spiritual well-being*'. Culturally some of the most private spheres of life such as bathing, sanitation etc are intrinsically linked to the feeling of well-being and dignity. In many of the areas men and women have to go in search of open places for defecation. Due to the want of a private space, taking bath in addition to the availability of clean water becomes a great challenge. They have to scout for places for washing clothes.

M (aged 24 years), S (45 years) and B live near a shop opposite a Idgah Maidan. M is from a village near Mysore whose mother is Marathi and father is Muslim. After his parents got separated he was brought up with his maternal family. Family members of his mother constantly insulted him saying he was born of a Muslim.

Since he felt very discriminated and humiliated, at 17 years of age he fled to Bangalore. He is a rag picker and spends his wages for his food. He says, "Thinking painfully about my parents, I drink liquor everyday; I do not want to go back to Mysore; I will work and manage my life if I am given work." His two other friends stay with him. S comes from Tamilnadu, quarrel with his wife made him flee to Bangalore. He is also a rag picker; however he also suffers from kidney failure. B came from Tumkur and has become a rag picker too. B and M are not married and all the three live together near the shop.

Availability of clean drinking water is another major difficulty that they face in everyday life. In the market area the women said that some of the local people who also accessed the public water taps would not allow them to take water from these taps. It was seen in one of the public taps that an extra pipe of smaller diameter was put exclusively for the pavement dwellers so that less water would flow for them.

It may be mentioned here that water for washing was available many a time, but it was not fit for drinking as it had a foul odour or colour. However, people use this water for washing clothes and utensils. This has serious repercussions on their health, thus making them vulnerable to various kinds of contamination, diseases and infections.

These are the issues that not only affect the dignity of a person but it also is a blow to the dignity and general well being of a person.

Mental Health - pushed to the boundaries

All the people interviewed for case studies and also who were participants in FGDs expressed a very high level of anxiety and fear linked to their insecurity in the city. While they were already pushed to the streets in their vulnerability due to family or socio-economic problems, now the struggle for survival and having not an inch of space which they can claim their own even for rest has added to the anxiety that they face.

R, aged 65 years, lives on the street near a Hotel at Yelahanka. As he is a diabetic, he can't walk around much. He claims that his wife and children were torturing him back home, so he left home and he is on the street. Though he can go back home, he does not want to as he is ill-treated he says, so he better be on the street.

As this is a common factor among all the homeless, women had special reasons to feel unsafe. The instances of rape, molestation and women spending sleepless nights guarding their young adolescent girls indicate their mental state. The elderly and the abandoned too expressed an acute sense of despair and helplessness. Some 'waiting for death', 'no one is there for us', 'we are non-entities for the Government' and such other statements show the level of mental stress.

The study also finds people who become mentally ill due to number of reasons being abandoned by their families to the life on the streets! Men as well as women were seen having recourse to alcohol, may be as one of the methods of coping with life.

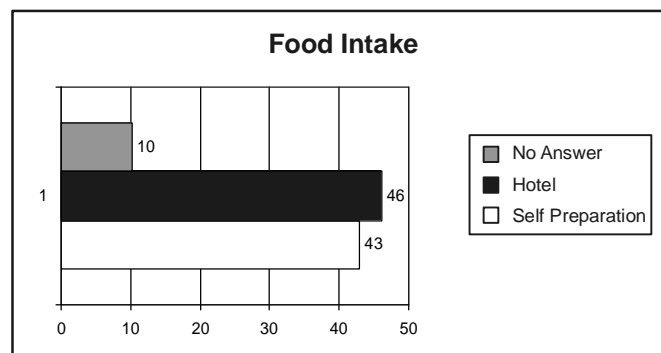
N is about 30 years old and was found living in one of the bus-shelters of West-of-Chord road. She is mentally unstable and refuses to communicate. It was gathered after much coaxing her that since she is mentally unstable her husband had physically tortured her and thrown her out of the house. After much persuasion, she also communicated that she has a girl child. She was constantly saying that her husband should be beaten up and that he was a bad person. However her orientation was slightly removed from reality and required medical help.

Vulnerability and Exploitation

Homeless people majority of whom have no identity documents of any sort are extremely vulnerable to all sorts of forces in the area. The people are susceptible to the exploitation by local goons, miscreants, mischievous boys/men, drunken men, police men, Government authorities and others.

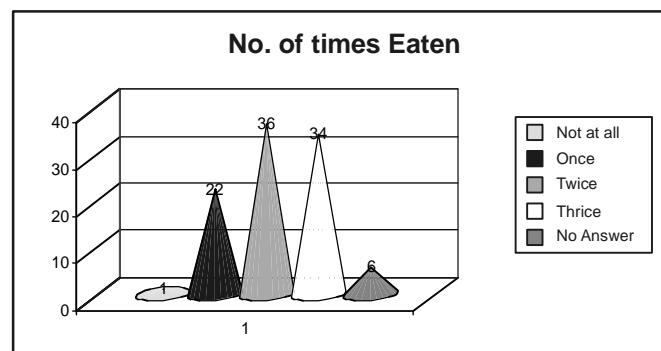
P is just sixteen and he (lives) sleeps in the main road of Shettihalli. He hails from Tamilnadu, but speaks Kannada apart from Tamil. He does not have parents or any other family and said he belongs to general caste (II A). He sleeps in a bakery owner's cowshed, which is beside the bakery. He grazes the cows of the owner and once a cow died on the railway track while being taken for grazing. After this incident, the owner makes him work like a bonded labourer to compensate for the loss of the cows. He also knows auto-driving but can't do so as he does not have facilities to buy an auto rickshaw. When he gets some money he goes to the hotel to eat, otherwise he goes hungry. He uses the public tap for drinking water, washing clothes and bathes at the small ponds or pits where water is available. There are rashes seen all over his body.

Close to 50% people ate food from hotels, whereas another 40% prepared food by themselves.



6.20: Graph showing places of food consumption of the respondents

Nearly 36% people reported to have eaten twice a day and almost an equal number reported to have eaten thrice a day. However, a significant 22% people reported to have eaten once only.

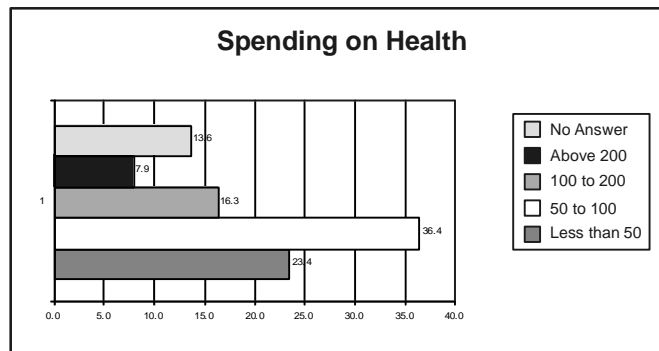


6.21: Graph showing number of food intakes of the respondents



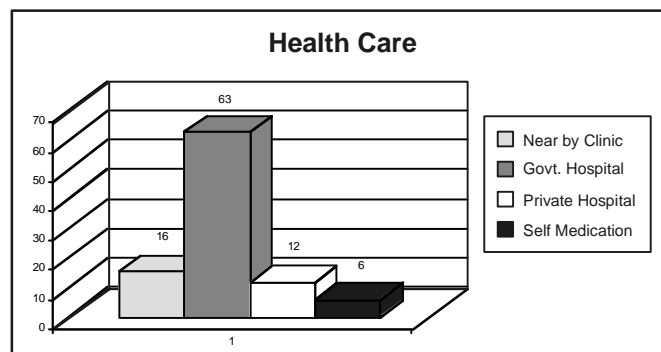
iv) City makers having dinner in the open air & in the midnight

It was found that nearly 6% of the respondents had some form of physical disability and average spending on health is between Rs.50 - 100.



6.22: Graph showing the average spending on health care by the respondents

It is seen that 63% of the respondents accessed the Government hospital services. It is significant to mention here that most of them went to the Government facility as they could not afford private health care. Therefore it cannot be concluded that the quality of the service provided by the Government is up to the mark as these services are accessed in distress. About 28% of the respondents interviewed also access private health providers.



6.23: Graph showing places of Healthcare of the respondents

Finally when they were asked if they would continue to live in Bangalore under these conditions more than 50% respondents declined. About 30% expressed that they would continue to stay due to economic and other needs.

Rights of special groups (children, women, disabled, PLHIV)

At a location in Vimanapura it was found that nearly fifty families live in a half constructed temple. The children with whom interaction was held there expressed that they had to pay about Rs.250.00 to the owner of the temple premises every month. There was no other facility like drinking water, electricity and/or sanitation provided to them there.

Sexual Exploitation/Sexual Harrassment of Women:

It may be mentioned here that though not explicitly mentioned by the people, there were indications of sexual exploitation of women under duress and blackmail. If the women do not succumb to these pressures there is a threat of putting their tents on fire. The miscreants in the area, teasing and harassing women and girls of the homeless community, is expressed by a number of people interviewed. This sometimes led to the women being forced by circumstances to sell their bodies.

V is 27 years of age and she is located in Guttahalli now, however V is from Matthur. Her husband drinks excessively. Since he misbehaved with her mother, she had a quarrel with him. Subsequently she left him and came to Bangalore along with her mother and two girl children about nine years ago. Her husband has married another woman.

V is not willing to go back to her native place again. She has managed to put up a small shed and she goes for available daily wage work. For V, her mother is a great source of support and security. She does not have any support from her sisters. She is worried by the fact that her mother is already aged and she is not keeping good health too. She says, "My uppermost need is a house/shelter. If I have a house I can at least bring up my children. These days availability of work has become less and hence my earnings are reduced as well. I am greatly worried about my children's future".

Adolescent Girls and Safety

Every household of the homeless have expressed stories of their anxiety on protecting their grown up daughters in their weak shelters, tents. This was one of the major worry of mothers that gave them sleepless nights. They carry their worries to work. Such atmosphere of fear leads to more curtailing of the freedom of girls or their opportunity to learn some skills.

Paradox of 'home-less' with voter-ID cards!

In some instances there are real home-less people with voter-ID cards provided by the local politicians with false addresses of some other locality during the BBMP elections (February 2010). The card with such address denies their very status of being homeless! During the BBMP elections the number of these communities is a sizeable 'vote bank' in some particular wards.

There is always a feeling of unsettledness as many families use open spaces that belong to someone. With the booming real estate these open spaces are getting used up either for commercial construction purpose or otherwise.

It is worthwhile to mention the instance of the Old Madras Road; the Metro project has been disfiguring the face of Bangalore and sudden notice of demolition was served to the traders there. Most of these traders are from Northern India and have been selling furniture, pots, plants etc for nearly a decade on the pavement. They sleep there along with their families under plastic sheets, though the men did not express openly, it is well known that the women sell their bodies at night to the lorry drivers as the pavement they use is on the ring road where lorries ply frequently.

Since demolition notice has been served the families are sent back to the native villages, but the traders were harassed by police, threatened by the contractors and the hired goons of the contractors even destroyed their products especially the mud pots. The traders were at a loss as to where to go, what to do and whom to approach as they were not locals and not potential vote banks; they were left in a lurch!

M who is 37 years of age, sleeps in front of the bar near a College. M hails from Tamil Nadu. He is affected by polio therefore one of his legs is weak. Earlier he used to go to work as a helper for the masons. Now he is not able to work hard, he spends his time in front of the bar/liquor shop, which is near the College. He begs for money and food from people who come to the bar. Occasionally he is also given some food by the people at the bar. He is also seen to be in a state of intoxication most of the time.

Police Atrocities

Many a homeless persons have shared about the harassment by the police in many areas. It ranges from threatening, asking to vacate the place where they are sleeping etc. The vulnerable position and also their status of being without identity or as lesser citizens of the city, which they build, have really made them voiceless with the police.

L who is 60 years old lives in Sultanpet. She migrated to Bangalore some years back. She has two children – one boy and one girl, both of whom are married. After the marriage the children did not look after the parents and also they were thrown out of the house. Hence, both the husband and wife came to Bangalore. As both of them had aged, they were not given or called for any work. They used to sweep the streets as work and were sleeping on the streets. The police used to chase them from the place of their sleep and the nuisance of dogs troubled them often and they were afraid too. They didn't have enough to eat, enough sleep and could not go to any hospital when they were unwell.

Ever since her husband passed away, her life has become more painful. From morning till the shops close late in the night, she does not get any place to sleep in peace. She has to move from one place to the other as no one allows her to sit in front of the shops. Somewhere around midnight, when the movement of people and vehicles reduce, she manages to find some place to rest. She says, "I do not have any help from anyone. There are four to five dogs that are here who protect me now and they are my only security. They are like my children. This is my life!"

Harassment by miscreants

Various instances and types of harassment by unruly people in any area are reported. While some have said that people steal things from their tents, in some other places like in Yeshwanthpur and KR Puram, the instances of setting fire to the plastic tents are being reported. In these instances, most of the people lost their belongings.

T is 25 years old, comes from a village of Raichur District. He is found sleeping in the streets of Bangalore along with a group of people from his district. There are ten members in his family. They were already very poor and could hardly manage a living, however during the recent floods, they lost all their belongings. He came to Bangalore as a helpless person in search of some work leaving his family in a pathetic situation without much to eat. He stays with a group of people in similar plight and shares a plastic tent with others.

Some of the acute problems they face are not having place to sleep, not having a toilet (a proper place for defecation), and women face harassment from men, etc. They find it very difficult to sleep peacefully at night. He says, "People from surrounding places and the miscreant boys even steal groceries from our tents. There is no safety whatsoever for our things. Keeping a watch over our women and girls has become our first thought now". According to him a secure shelter is their first and foremost need to lead a peaceful life.

The Push factors

Story of each home-less person is a saga of a cycle of helplessness leading to more helplessness. However, it needs to provoke the thoughts how they become homeless in the city where some of them are born. The failure of agricultural economy, family quarrels, rejection from family, floods and calamities, unemployment in the villages, debt etc. are some of the push factors. Amidst all this to secure a livelihood becomes the prime factor of moving into a city which apparently promises a better future. However, once in the city, the trap of poverty again catches on with the homeless and seems to go on in an endless cycle pushing them to the core of resource-less-ness and poverty!

S sleeps at the busy market bus stop, she is 32 years old and she came to Bangalore with her mother when she was small. Her mother was involved in a petty business at the market. As she was growing up there, her mother died due to some illness. She has brothers and her father is no more. Her brothers did not take much responsibility and they were not coming home regularly. They did not pay the rent and without telling S they stopped coming home at all. S was left orphaned and forlorn; finally she came to the market place and started staying with someone she knew.

While S was sleeping on the street, she had to constantly face sexual harassment from the men. One man promised to love her and used to provide clothes and food. One day he got a group of five men and asked her to sleep with each one of them. Since she refused to do so, the next day, those five men came and threw acid on her face when she was sleeping in the flower market. The people around her helped her into Victoria Hospital. One side of her face and body is burnt and one eye is seriously affected.

After this incident the people in the flower market, did not allow her to sleep there as they feared that the men who attacked S would attack again and acid would fall on them. Hence she had to shift her sleeping place to a different location in the same market. One night, one drunken man came and raped her and for some days he continued to stay with her. When he came to know that she was pregnant, he left her for good. S has a small child of 4 years from this rape and both of them now sleep in the bus stop. She says, "Human being, especially women need parents; they need to have a place to live, otherwise they are vulnerable to the problems that I have faced".

Chapter VII

RECOMMENDATIONS & CONCLUSIONS

This chapter was jointly evolved by the core team members involved in the study along with senior representatives from IGSSS. It was understood that the fundamental theme underlying all the recommendations is - ***Enabling informed and organised participation of the city makers.***

Civil and political rights :

The Right to identity by inclusion of all concerned data about the homeless should be covered in NSSSO, CSO, Census, voters' lists, PDS list etc. The disadvantages and risks for UID system should be given a fresh thought by the Government.

The Act against Atrocities against Schedule Castes and Tribes needs to be implemented through efficient governance in order to prevent one of the many push factors that force Dalits to migrate to cities and becoming homeless due to the practice of untouchability.

It is recommended that the abstentious waste of resources like land acquiring by the Government should be stopped and such resources should be reallocated for the housing for the poor. The Repeal of Prevention of Beggary Act is recommended in order to prevent people from being victims of targeted atrocity as beggars by the virtue of them being homeless. The Right to Vote, the Right to organise and participate are other entitlements that have to be ensured for the homeless.

Right to livelihood/employment :

The Right to work and employment has to be guaranteed for the homeless persons. It has been seen that employment is one of the primary reasons why they migrate, however they end up doing hazardous work without any employment security or security at the workplace. Issues of minimum wages, safe working conditions, protection from occupational hazards and labour security measures (PF, pension, gratuity, leave, increment) should be ensured.

Housing rights :

One of the urgent needs of the homeless community is housing. This means that it is not just a roof under which they need to live but the provision of sufficient and safe water and sanitation is a must. However as a first step towards this it is recommended that the Supreme Court orders regarding the provision of housing for the homeless people should be implemented immediately.

Further it is also reiterated that the provision of Shelter is not enough but the Right to live on commons should also be given to the homeless.

It is also recommended that the existing housing shortage as pointed out by the Government needs to be plugged urgently to provide for the homeless and prevent further homelessness. Through the provision of shelter for all groups of people, the Right to Protection has to be guaranteed. Protection of children without families, deserted or other vulnerable women, and people living with HIV needs special protection.

Child rights :

It was recommended that utmost importance has to be given to literacy for the homeless persons and the Right to Education has to be ensured for all the children. Further other Fundamental Rights of Children regarding Protection, Participation, health and dignity have to be ensured.

Right to Safety, Social security and Quality of Life :

It has to be ensured that all homeless people have the Right to food, nutrition, medical access, maternity insurance and other measures that ensure a quality life. Further they also need protection from police and other anti-social elements and protection from discrimination, which will ensure a life of dignity and respect.

Legislative / Governance :

As a part of the legislative and governance reforms, a Standing Committee on Urban Poverty should be formed by the Karnataka Government to look into the issues of the homeless persons in Bangalore. This may be further extended to make committees at the Municipal Ward levels

Further the City Makers Act needs to be studied by the Government in consultation with the NGOs and Civil Society groups. The issues of the urban homeless should be included in the planning process of the Government.

Finally it was understood that in many instances it is seen that the Government gives pro-active support to corporate, it needs to look into how support can be extended to the urban homeless who are needier and have equal rights.

Conclusion :

It can be said in conclusion that the people who live on the streets are looked upon by the society as people involved in theft, rowdies, unclean etc. there has been little effort to understand why the people who have the pavement as their homes are the ones who keep the city clean, homes in order and do other menial jobs. However for generations they live on the streets and in complete uncertainty.



Living in streets for generations with Uncertainty!

The first meeting with M was in one of the Railway station premises where her family was allowed a small corner to live. Then she was with her husband and a four year old child. They have always lived on foot path, in open space. She said her parents also have been living in streets in Kolar district. They never had sufficient economic resources to own a home.

Her husband was a construction worker who does not get work regularly and she works as Paura Karmika & earns Rs.2000/- with which five mouths need to be fed. Recently one priest from a Christian convent has admitted two of the children to their residential school. She shared that they were asked to move out of the station. She showed her son who was bitten by a stray dog. The cheek of this toddler had number of marks which speaks of the injuries he received. Once the parents are away on work the children's' safety which is already shaky are much more susceptible to these kinds of dangers.

The second visit to M was shocking. This time M was seen only with the kid. Her husband had died in a recent accident. She was seen in an open play ground which is their new shelter and where her husband died of an accident. She narrated that her husband was clearing the waste on the ground to make space for their sleep in the darkness. In the heap there was a petrol can which nobody had noticed and as he lit that paper waste, it blasted and he got seriously burnt and succumbed to death in the hospital. M was helped by fellow Paura karmikas and some auto drivers. Now she is alone with her kid and another orphan boy whose legs are paralytic. She has been asked to move out of the ground for it is ready to be used for the games. (As I stood there M was hit by a football). She lives a directionless life. As she sweeps the streets she picks up the plastic and sell it in the evening to earn a little more to feed themselves to pay up her loan of Rs.40,000/- that was taken for her husband's treatment.

The above story depicts the high vulnerability of the people on the street; their personal safety, social security as well as economic insecurity are deplorable. They have been in such a state for generations and unless the entire society wakes up to this reality, we would continue to see people living, eating, playing, giving birth and dying on the street, without a roof over their heads and floor under their feet.

Trajectory of Court Orders on the Homeless 2010

Delhi High Court Order of 7th January, 2010 :

Ms. Maninder Acharya, learned counsel appearing for the MCD, after taking instructions from the Assistant Commissioner, MCD, who is present in the court, stated that as a temporary arrangement, a tent will be erected at the same place, i.e. Pusa Road Roundabout **to accommodate the persons who were displaced on account of demolition** which was carried out on 22nd December, 2009. She further stated that in the meanwhile the MCD will explore the possibilities of shifting the affected persons in some other night shelter. Learned counsel appearing for the Slum and J.J. Department also assured the Court that the Department will take necessary steps for the rehabilitation of these persons. MCD is directed to re-erect the tent in the course of the day. The Secretary, Delhi High Court Legal Services Authority is requested to visit the temporary shelter and to report about the condition of the occupants.

Report of the Special Commissioners 13th January, 2010 :

A status update requesting Relief for homeless people living on the streets of Delhi, in the context of **cold- wave related deaths**

Supreme Court Order of 20th January, 2010 :

In pursuance to the notice given at 10.30 a.m., Mr. Mohan Parasaran, learned Additional Solicitor General has taken instructions from the officials of the Delhi Administration. He assured the Court that all **those who are without shelters would be provided shelters on priority basis**. In the shelter homes they would also ensure that the **basic amenities are provided, such as, blankets, water and mobile toilets**. Mr. Mohan Parasaran assured us that by this evening the necessary arrangements would be made and, on the electronic media and other modes, the **people would be informed about the location of the shelter homes where they could go and take shelter**. Mr. Harsh Mander, Special Commissioner of the Supreme Court, is also present in-Court. Mr.Parasaran submits that he would be associated with the whole process and also in the meeting scheduled to be held at 4.30 p.m. We appreciate the immediate steps which have been taken by the Delhi Administration. Mr.Prasaran further submits that regarding the other grievance, which has been articulated by Mr. Colin Gonsalves, learned senior counsel, regarding the **issuance of AAY cards to the homeless**, he requires some more time to take appropriate instructions and would file a short affidavit on or before Tuesday, i.e., 26th January, 2010.

Report of the Special Commissioners 25th January, 2010 :

Update briefly the Supreme Court on the steps taken by the Government of Delhi since the last order, and to elaborate further on our suggestions regarding steps that are imperative to safeguard the right to food and life of homeless people.

Supreme Court Order of 27th January, 2010 :

Mr. Mohan Parasaran, learned Additional Solicitor General has filed a Status Report today in Court. In the Report it is mentioned that the Chief Secretary, Government of NCT of Delhi had convened a high level meeting with all the officers as well as interested

parties at 4.P.M. on 20th January, 2010 itself, in which some important decisions were taken. In the said meeting it was decided to **double the existing number of accommodations in the night shelters through the Municipal Corporation of Delhi from the existing 5,000 persons to a capacity of 10,000 persons.** In the case of Revenue Department of Delhi Government, the increase was by 500 persons.

Delhi High Court Order of 25th February, 2010 :

SC proceeded to pass an order requesting Mr. Miloon Kothari to inspect the shelters for homeless persons in Delhi and to prepare a short-term plan for the homeless in Delhi. It is also mentioned in the Status Report that subsequent to the directions passed by this Court, the Revenue Department of Delhi Government pitched in 7 more night shelters taking the total number of night shelters to 24. Prior to that, 17 night shelters in temporary tents were operational at 17 places in Delhi since December, 2009 and 7 additional night shelters were located at Raghuvir Nagar, Sarai Kale Khan, Azadpur Fruit Mandi, Kamla Market, Mata Sundari Road, Nigamodh Ghat.

It is also mentioned in the report that identification of sites as well as the determination of capacity in each shelter was **done in active consultation of with the NGOs**, namely, Ashrey Adhikar Abhiyan (AAA) and Indo Global Social Service Society (IGSSS). **They were closely associated in the entire process of site selection, capacity determination and day-to-day management of the night shelters.** Then officials of the Revenue Department of the Delhi Government and the above- mentioned NGOs have been working in unison for providing temporary shelters to the homeless and needy. Basis amenities such as blankets and cotton mattresses are distributed through these NGOs.

Supreme Court Order of 5th May, 2010 :

In this writ petition, a report has been filed by the Commissioners in which it has been prayed that there is urgent need of night shelters in urban areas. In the report, it is prayed that the Centre and the State Government be directed to provide permanent 24 hours homeless shelters in the areas beginning with 62 cities and towns across India. In the report it is also mentioned that these homeless shelters need to be opened 24 hours in all seasons, and should have basic amenities to enable a life with dignity. It is further incorporated in the report that winter is a period of severest crises for homeless people and it is directly life threatening, though all seasons pose threats to homeless people. Homeless people are subject to continuous violence and abuse. Living in the open with no privacy or protection even for women and children, is a gross denial of the right to live with dignity. For this reason the Commissioners are convinced that unless directions are given by this Court, the problems would not be solved.

It is further stated in the report that the shelters should have the basic facilities, such as, beds and bedding, toilets, potable drinking water, lockers, first aid, primary health, de-addiction and recreation facilities. It is also mentioned that shelters must be in adequate numbers and in the ratio of at least one per lakh of population for every urban centres according to the Delhi Master Plan.

The matter was discussed and the learned Additional Solicitor General appearing for the Union of India submitted that all major cities, which have population of more than five lakhs, will be provided with night shelters in the ratio of at least one per lakh of population.

This Court issued notice to all the States and Union Territories. In response to the notice, most of the States and Union Territories have filed affidavits and their responses are:

State of Kerala :

In the affidavit filed on behalf of the State of Kerala, it is mentioned that nine shelters for the homeless have been established in the nine districts of Kerala. In view of this affidavit, no further affidavit for the time being is required to be filed by this State.

State of Karnataka :

The State of Karnataka has indicated in the affidavit that the State undertakes to conduct a comprehensive survey to identify the urban homeless within a period of six months. Based on the result of survey, necessary action will be taken to provide basic facilities so that people can enjoy the fundamental right of life with dignity. We direct the State of Karnataka to file an affidavit about the progress of their survey within a period of two months from today.

State of Tamil Nadu :

An affidavit, which has been filed by the State of Tamil Nadu, does not focus on the problems of the shelter for homeless people. We direct the State of Tamil Nadu to file an additional affidavit within a period of two months indicating as to what progress has been made in this regard by the State.

State of Andhra Pradesh :

An affidavit has also been filed by the State of Andhra Pradesh. The Chief Secretary, in the affidavit, has mentioned that the State of Andhra Pradesh has been one of the first States in the country to start a separate department for sustained effort for eradication of rural poverty called 'Society for Elimination of Rural Poverty' which has formulated the Andhra Pradesh Rural Poverty Reduction Project for a focused approach for elimination of rural poverty.

It is also mentioned that situation of urban poor living in slums requires special attention. Provision of pucca house for every homeless poor has been a pious purpose of the State Government. Regarding night shelters, it is mentioned that there are 124 Municipalities and Municipal Corporations in the State. Out of these, Hyderabad urban agglomeration is metro city with population of more than 57 lakhs. A special action plan has been formulated for providing shelters to the homeless. Under this, more than one lakh houses are under construction. Apart from this, it has plan to start 60 night shelters at the rate of one for every one lakh population in the city of Hyderabad before 31st December, 2010. These shelters would be fully occupied with beds and boardings, drinking water, lockers, first aid etc.

The following measures are taken for effective implementation of this initiative:

Survey for identification of the shelter-less people in the Greater Hyderabad is programmed to be taken up and completed by 31st May, 2010.

Sixty buildings and converting them for use as night shelters to the shelter-less people will be done by 30th June, 2010. If required, construction of additional floors will be constructed to accommodate all the homeless.

Necessary facilities like arrangement of beds, blankets, clothing etc. medical, periodical health check up and psychiatric care, provision of physical amenities and cooking facilities to be created in the identified night shelters by 30th June, 2010.

With a view to promote self sustenance and empowerment of the shelter-less people, it is contemplated to provide suitable skill development trainings to them as a result of which they may get expected livelihood opportunities by October, 2010.

The children of the shelter-less, after their admission into the night shelter, will be referred the child for admission in the nearby schools for imparting elementary education by 30th June, 2010.

The inmates of the night shelters, both men and women will be separately accommodated with a provision of privacy and amenities. The food arrangements as per the recommendations of the dietist will be provided for maintaining the nutritional balance of particularly the pregnant women and lactating mothers in the shelters.

Sensitization through publicity about existence of night shelters in electronic media and print media for information to the homeless people in the city is also taken up on priority.

Corporate institutions and Philanthropic agencies are to be included in this activity for development of night shelters and services as part of their corporate social responsibility.

Launching of the enforcement drive so as to pick up the shelter-less people from the highly concentrated areas, i.e., Railway terminals, bus terminals, busy commercial centres/markets, traffic junctions, traffic islands, foot-paths, public parks, below flyovers, along nalas, freight complexes and workstations etc. The GHMC staff and reputed NGOs for this purpose will be involved in the process.

A periodical vigilance and supervision of the maintenance and function of night shelters is much important with a view to secure the decency, maintenance of discipline. For this purpose an officer will be made in-charge with the responsibility to alert the administration for taking the suitable steps for up-keeping the shelters. Round the clock security is to be provided along with necessary watch and ward and staff.

The role of NGOs is vital with respect to identification, location and maintenance of night shelters. The reputed NGOs of the city who involve in the programmes of social commitment will be identified for counselling the shelter-less.

We would like to compliment the State of Andhra Pradesh for filing comprehensive affidavit and demonstrating great sensitivity in dealing with the grave human problem.

The State has identified a large number of areas to solve the problems of urban families and others. The sensitivity, which has been shown by the State of Andhra Pradesh requires to be emulated by other States and Union Territories.

We direct the State of Andhra Pradesh to file an additional affidavit within two months to indicate the progress made in various fronts.

Tables of Analysed Data

Question	Number	Indicator	Percentage
SPENDING ON HEALTH	468	LESS THAN 50	23.4
	728	50 TO 100	36.4
	325	100 TO 200	16.3
	157	ABOVE 200	7.9
	271	NO ANSWER	13.6
WHEN SICK WHERE DO YOU GO	310	NEARBY CLINIC	16
	1255	GOVT HOSPITAL	63
	238	PRIVATE HOSPITAL	12
	116	SELF MEDICATION	6
	0	NONE OF THE ABOVE	
ASSOCIATED WITH ANY ORGANISATION	57	SLUM DWELLERS	3
	87	STREET HAWKERS	4
	13	AUTO RICKSHAW DRIVERS	1
	54	NGOS	3
	43	BUSSINESS PEOPLE	2
	7	SOCIAL WELFARE ORGN	0
	4	TRADE UNION	0
	42	ANY OTHER	2
	1485	NONE OF THE ABOVE	74
179	NO ANSWER	9	
NATURE OF WORK	276	SELF EMPLOYMENT	13.8
	1227	DAILY WAGE LABOUR	61.4
	140	BEGGING	7.0
	208	RAG PICKING	10.4
	55	HOUSE MAID	2.8
	2	SEX WORK	0.1
	30	ANY OTHER	1.5
	8	NONE	0.4
TYPE OF WORK	431	PERMANENT	22
	807	TEMPORARY	40
	114	SEASONAL	6
	540	CASUAL	27
	3	NONE	
MONTHLY HOW MANY DAYS OF WORK	77	ERRATIC	4
	48	LESS THAN 10 DAYS	2
	183	10-15 DAYS	9
	611	15-20 DAYS	31
	815	20-30 DAYS	41
	123	ALL DAYS OF MONTH	6
	2	NONE	0
	125	NO ANSWER	6

WHERE DO YOU DO TOILET	1242 496 197 3 11	OPEN EMPTY PLACE SULABH SAUCHALAY PUBLIC TOILET NEIGHBOURS HOUSE ANY OTHER	62 25 10
BATH- PLACE	1014 482 347 81 16	OPEN EMPTY PLACE PUBLIC TOILET HAMMAM WATER TANK ANY OTHER	51 24 17 4 1
WASHING CLOTHES - PLACE	1091 101 482 35 206 15	SAME PLACE LAUNDRY WATER TANK/BORE WELL ANY OTHER ROADSIDE DON'T WASH BUT DISPOSE OFF	55 5 24 2 10 1
DRINKING WATER-PLACE	887 901 52 10 67 67	HOTEL PUBLIC WATER SOURCE NEIGHBOUR WORK PLACE RELIGIOUS PLACES ANY OTHER	44 45 3 1 3 3
AREA OF WORK	113 60 155 428 162 96 484 501 1999	Batrayanpura Bommanhalli Dasarahalli B'lore East Mahadevepura Rajrajeshwari Nagar B'lore South West Total	5.65 3.00 7.75 21.41 8.10 4.80 24.21 25.06 100.00
Gender	1483 516	male female	74.19 25.81
Identity Card	409 225 13 25 38 1207	RATION CARD VOTER ID DL BANK PASSBOOK ANY OTHER NO ID	20.5 11.3 0.7 1.3 1.9 60.4
State from where they hail	1024 309 360 14 28 26 115	KARNATAKA ANDHRA PRADESH TAMIL NADU MAHARASHTRA RAJASTHAN BIHAR ANY OTHER	51.2 15.5 18.0 0.7 1.4 1.3 5.8

Literacy	431	Can Read & write	21.6
	1492	Cannot Read & write	74.6
Age group	4	10-15 YEARS	0.2
	120	15-20 YRS	6.0
	452	20-30 YRS	22.6
	585	30-40 YRS	29.3
	736	ABOVE 40	36.8
Marital Status	1394	MARRIED	69.7
	441	UNMARRIED	22.1
	28	DIVORCED	1.4
	62	WIDOW	3.1
	3	ANY OTHER	0.2
Why choose Bangalore	1369	AVAILABILITY OF WORK	68.5
	41	BETTER WAGE	2.1
	132	FOR BETTER LIFE	6.6
	56	BUSSINESS	2.8
	107	COMBATING POVERTY	5.4
	53	VIOLATION BY FAMILY	2.7
	76	ANY OTHER	3.8
	0	CASTE ATROCITY	0.0
	1	GENDER DISCRIMINATION	0.1
	1	NATURAL DISASTER	0.1
Dwelling Place	43	OVER BRIDGE	2.2
	903	FOOTPATH	45.2
	79	PARK	4.0
	99	VERANDAH	5.0
	653	PLASTIC TENT	32.7
	50	ANY OTHER	2.5
	0	NOT ANSWERED	
In touch with whom from the village	25	NO ANSWER	1
	1381	PARENTS	69
	402	SIBLINGS	20
	2	SPOUSE & CHILD	0
	0	ALL OF THE ABOVE	
	3	SOME OF THE ABOVE	
	0	OTHERS	
	0	NONE	
When do you go back home	476	ANY OTHER	30.7
	317	NO ANSWER	20.4
	519	FESTIVAL	33.5
	206	FUNCTIONS	13.3
	11	ILL HEALTH	0.7
	6	AGRICULTURE WORK	0.4
	11	DEATH OF OTHERS	0.7
	5	VOTING	0.3

Change of sleeping place	833	NONE	42.3
	346	1 TO 2	17.6
	89	3 TO 4	4.5
	48	MORE THAN 4	2.4
	653	NO ANSWER	33.2
Why do you shift your sleeping place	455	CHANGE IN WORK PLACE	22.8
	121	FIGHTS/VULNERABILITIES	6.1
	62	POLICE ATROCITIES	3.1
	68	GOONS/ATROCITY FROM MEN	3.4
	96	DISPLACED BY OTHERS	4.8
	124	ANY OTHER	6.2
HOW MUCH DO YOU SPEND ON SLEEPING (MONTHLY)	19	BELOW 100 RUPEES	1.0
	64	100-200 RUPEES	3.2
	34	ABOVE 200 RUPEES	1.7
	585	DON'T SPEND ANYTHING	29.3
	115	NO ANSWER	5.8
DO YOU SLEEP ALONE OR IN GROUP	819	ALONE	41.0
	1121	GROUP	56.1
	46	NO ANSWER	2.3
What are the problems faced by you at the sleeping place	183	NO ANSWER	9
	89	GOONS	4
	21	FRIENDS	1
	93	SHOP OWNERS	5
	83	ANY OTHER	4
	768	NO PROBLEM	38
	418	WEATHER	21
	276	POLICE	14
RELIGION	1702	HINDU	85
	187	MUSLIM	9
	7	SIKH	0
	57	CHRISTIAN	3
	13	ANY OTHER	1
	99	NO ANSWER	5
CASTE	911	SC/ST	46
	503	BC	25
	262	GEN	13
	117	OTHERS	6
	116	Minority	6
	78	NO ANSWER	4
DO YOU PREFER TO SLEEP IN	1034	SHELTER	52
	752	PAVEMENT	38
	202	NO ANSWER	10
WILL YOU CONTINUE TO LIVE IN BANGALORE IN THESE CONDITIONS	580	YES	29
	1078	NO	54
	304	NO ANSWER	15

WHAT DO YOU DO FOR TIFFIN/MEALS	1716	SELF PREPARATION	43
	1844	HOTEL	46
	409	NO ANSWER	10
WHERE DO YOU KEEP YOUR BELONGINGS	366	WITH MYSELF	18
	157	IN OTHERS SHOP	8
	1214	IN THE SLEEPING PLACE	61
	80	ANY OTHER	4
	165	NO ANSWER	8
HOW MANY TIMES HAVE YOU EATEN	18	NOT AT ALL	1
	444	ONCE	22
	726	TWICE	36
	680	THRICE	34
	115	NO ANSWER	6
WHAT KIND OF WORK DO YOU EXPECT NGOs TO CARRY OUT FOR YOU	1116	PROVIDE HOUSE	28
	447	RATION CARD	11
	108	VOTER ID	3
	327	JOB/EMPLOYMENT	8
	43	EDUCATION SUPPORT	1
	22	HEALTH FACILITY	1
	48	WATER FACILITY	1
	166	FACILITY FOR LIVING	4
	37	ANY OTHER	1
	1151	NO ANSWER	29
DISABILITY	50	YES	3
	871	NO	44
	1069	NO ANSWER	53
MONTHLY INCOME DAILY WAGE, SELF & FAMILY	306	LESS THAN 50	5
	1358	50 TO 150	24
	681	150 TO 200	12
	91	200 TO 500	2
	65	ABOVE 500	1
	3245	NO ANSWER	56

This data is a compilation therefore some figures are higher than the respondent number.

APPROX DAILY EXPNS - FOOD & TRAVEL	571	LESS THAN 50	15
	862	50 TO 100	22
	348	100 TO 200	9
	28	ABOVE 200	1
	2108	NO ANSWER	54
APPROX DAILY EXPNS - HABITS & OTHERS	197	LESS THAN 20	10
	167	20 TO 30	8
	116	30 TO 50	6
	40	ABOVE 50	2
	1440	NO ANSWER	72

Ethical Use

JULY 2010 POLICY FOR ETHICAL USE OF THE RESEARCH ON CITY-MAKERS BANGALORE
**POLICY FOR ETHICAL USE OF THE RESEARCH ON CITY-MAKERS OF –
BANGALORE**

(List of participating organizations and corresponding signatures is added as an annexure to this document)

Introduction

The data use policy is developed and agreed by all the partners in this study with the objective of enabling ethical use of the data from this study. The primary objective of this study is to use this research for strategic intervention and policy advocacy. It would be most unethical if this research remained merely to contribute to the pool of existing academic information on urban homeless. At the same time, it is extremely critical to prohibit misuse of the data generated from this research.

Scope

This policy will apply equally to all the research partners of the urban homeless study, titled, 'Invisible City-Makers'.

Specifically it will apply to:

- The records collected during the actual survey, focus group discussions and case-studies; the field visits undertaken before the actual survey was completed. Records include personal data (including name, age, location, sex, ethnicity, caste, place of origin, occupation and any other data that will help identify an individual) and photographs.
- Any processing that is done on the data wholly or partially
- Any documentation which refers to records collected as part of this survey
- Records stored electronically and in print

Need for policy on ethical use of this research

In the current environment in India, not everyone has been paying attention to data privacy. However there is a clear need for the same. The reasons are outlined below -

1. Rights and personal data

Legal provisions

The Supreme Court of India has ruled that ¹ "The right to privacy is implicit in the right to life and personal liberty guaranteed to the citizens of this country by Article 21. It is a right to be let alone." This can be interpreted to mean the rights to data privacy as well'. The Indian IT act 2000³ and the IT act amendment 2008⁴ also call for penalties for unauthorised access of data or for causing loss to any person, because of negligence of maintaining reasonable security practices.

1 http://www.alrc.net/doc/mainfile.php?c1_india/144/

2 However it is also argued by some that this right is for protection from the state and not private persons ; Challa, Sandeep ; The Fundamental Right to Privacy : A case by case development sans stare decisis

3 http://www.mit.gov.in/sites/upload_files/dit/file/downloads/itact2000/it_amendment_act2008.pdf

4 <http://www.mit.gov.in/content/notification-under-it-amendment-act-2008>

Human Rights

The Universal Declaration of Human Rights provides for the right to privacy⁵. India has ratified the International Covenant on Civil and Political Rights (ICCPR), which also provides for the right to privacy⁶.

Also, under the Scheduled Castes and the scheduled tribes (prevention of atrocities) act, 1989 . Section 3(v) states that it is an offence to “ wrongfully dispossesses a member of a Scheduled Caste or a Scheduled Tribe from his land or premises or interferes with the enjoyment of his rights over any land, premises or water; ” . Many of the urban homeless belong the scheduled castes or scheduled tribes and hence if the information gathered through this survey is used to target them, it could become an offence under the above act.

2. Security

India has seen a number of riots, some of them pre-planned against a particular community⁷. Karnataka in addition to religion based riots has also seen linguistic minorities being targeted in riots⁸. Most of the urban homeless belong to scheduled castes or minorities (religious, linguistic). Transgenders have also been subject to threats from the police. The urban homeless are very vulnerable to security threats due to the absence of secure housing. Hence it is absolutely essential that details about their religion, caste, place of origin and language are not passed onto the wrong hands. In addition gathering religious, linguistic, caste data about these groups and putting the data in a single place will make it much easier for groups inimical to them to target them.

In addition to non-state actors, the latest threat of the urban homeless comes from the state itself. In Delhi, the government has systematically targeted beggars, slum-dwellers and the homeless and has evicted them to 'cleanse' and 'beautify' the city⁹. In Karnataka, the State government recently undertook an anti-beggary drive, where people who were begging were rounded up, to beggary homes. The state termed the beggars as a 'nuisance' and had them rounded up in Bangalore and Mysore^{10 11}.

Hence it is absolutely vital that -

- We ensure that this data is not mis-used to identify and hence potentially target any individual on the basis of caste, religion, place of origin and sex
- Real names and actual locations of individuals are not used in reports or communication
- The locations where the urban homeless sleep/stay is not passed on to the State or any groups inimical to their security
- Groups inimical to the urban homeless do not get access to centralised lists of data (or personalised data, by which individuals or families can be identified)
- Photos that are used should not help identify location. Photos should not be taken or used without informed consent of the people whose photos are taken.

5 <http://www.un.org/en/documents/udhr/>

6 <http://www2.ohchr.org/english/law/ccpr.htm>

7 http://www.tehelka.com/story_main35.asp?filename=Ne171107STRANDEDWHEEL.S.asp

8 <http://www.hindu.com/2004/03/10/stories/2004031010830400.htm>

9 http://www.hic-sarp.org/documents/Whose%20Wealth_Whose%20Commons.pdf

10 <http://expressbuzz.com/Cities/Bangalore/anti-begging-drive-in-bangalore-mysore/150784.html>

11 http://www.dnaindia.com/bangalore/report_eunuchs-resist-being-branded-as-beggars_1351472

Hence, based on the fact that individuals have a right to their own data and that there is possibility of data being misused to target individuals, it is vital that we have a data privacy policy.

Measures to protect privacy

1. Names and Locations

Names have been collected by the partner organizations during the survey. Names have also been recorded as part of the case-studies and Focus Group Discussions. Real names of the individuals should not be used while documenting case-studies and focus group discussions, or anywhere in the reports, media releases and other public communications.

NGOs have requested collated data about the homeless population in the areas in which they (NGOs) operate. The use of personal data – both name and location – should be done under the principles established in this policy. This implies careful consideration before releasing or sharing this personalised information. NGOs have to extremely careful that this data does not enter the hands of groups inimical to the urban homeless, which, in some cases could also include the State. Any disclosure of information to the State should be done in a careful and considered manner, and should be relevant only to the extent that is absolutely required for implementing schemes and policies (like issuance of ration cards, bank accounts, etc.)

Additionally, before deciding to share personalised information with any group, the NGO who is planning to do so should consult with the Core Committee constituted for the purpose of this action research study. Any decision must be taken only after a consensus in the Core Committee.

2. Photographs

The biggest threat from photographs is that it could help in identifying the location of the individual. This could then be used by the State (Police, for instance) or other groups to evict the people using that place.

However, any photograph of the community taken and/or published should be with their informed¹² consent.

Photographs that will help identify the location must not be used.

3. Aggregated Data Sets

The data has been collected by organisations listed in the annexure. The original data sheets have been handed over by all the participating organizations to IGSSS. IGSSS will bear responsibility of ensuring that these original data sheets handed over to them remains in the custody and will not be shared outside. Data that has been collected through the survey has been aggregated together in digital format

¹² That all the people included in the photograph have detailed, complete and clear understanding of why the photo is being taken, different purposes it could be put to use and an idea of the implication of it being published. .

Many of the participating NGOs have also expressed a desire to take up programs to offer developmental support to the urban homeless in their areas of operation. In order to do so, they have requested for a copy of the data which has been handed over.

This aggregated data set presents the biggest threat to data privacy, because it enables easy, quick, centralised access to data of individuals. In order to ensure data security, the complete digital data set needs to be password protected.



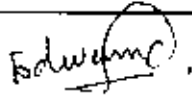
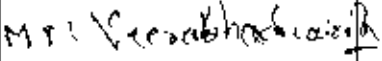


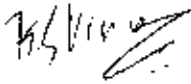
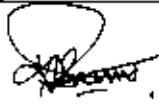
None of the participating organisations should hand over the data sets to anyone outside of their organisations, under any circumstances, including to any representatives from the government. If the state requests any of the participating organisations for the data, the organisation must not part with the data without informing the Core Committee who were part of this action research study of the request and any decision must be taken only after a consensus in the Core Committee.

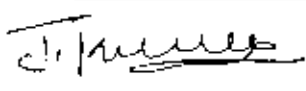
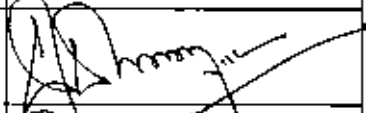

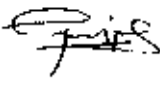

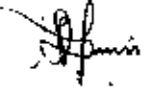
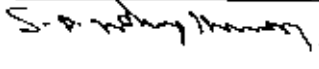



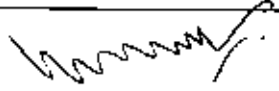
4. Regulation

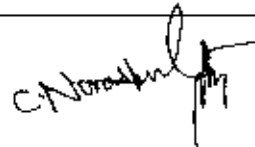
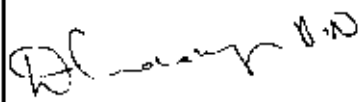


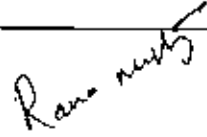
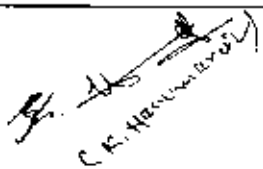
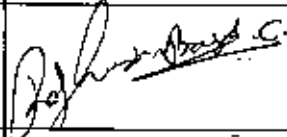
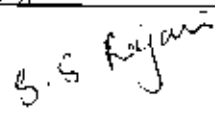
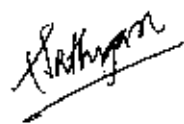
The participating organisations receiving data are undertaking this privacy policy that they will regulate the data which their organisation has received and will provide reasonable protection to the data and will regulate the use of the same amongst other members of their organisation. Anyone who receives this data must sign on to the privacy policy.

List of Participating Organizations in the City-Makers Survey

We the undersigned, representing the participating organizations agree that we and our organization will abide by the policy for ethical use of the research on the City-Makers, Bangalore , on this day of 26th July, 2010.

Sl. No.	Name and Address	Contact Person	Signature
1	APSA (Association for Promoting Social Action) Nammaane, 34, Anna sandra palya, vimanapura post Bangalore-17	Mr.Laksha Pathi	
2	VEDS (Vidyaranya Education & Development Society) Mandur, Virgonagar(via), Bangalore-560 049	Mr.D.Bhaskar	
3	BOSCO (Bangalore Oniyavara Seva Coota), 91 B, street, 6 th cross, Gandhinagar, Bangalore-09	Fr.Edward Thomas	
4	CURDS (Centre for Urban and Rural Development Society) No.47, Behind Sharada School, 3 rd Cross, 10 th Main, Vijaya nagar colony, Bangalore	Mr.M.N. Veerabhadraiah	
5	PARASPARA TRUST No.17/2, 1 st Floor, 7 th Cross, bandappa Road, Yeshwanthapur, Bangalore-22	Mr. K.C Venkatesh	
6	CWC (The Concerned for Working Children) 303/2, L.B.Shastrri Nagar, Vimanapura Post, Bangalore-560017	Ms. Roslmi Nuggchalli	
7	CSTEP (Center for Study of Science, Technology and Policy) Old CAIR Building, RajBhavan Circle, High grounds, Bangalore-1	Mr.Vinay Sreenivasa	
8	IPDP (Integrated Project for Development of People) 104/35, 8 th Main, 4 th Block, Nandini layout ,Bangalore-96	Mr.Becma.K	
9	MSSS ✕ (Mythri Sarva Seva Samithi), No.1300 D-1 st Cross, 1 st Main, HAL 3 rd Stage, New Thippa sandra, Bangalore-560075	Mr.Anslem Rosario	

10	DIVYA JYOTHI TRUST, No.733, Ambedkar Nagar, Panthara palya, mysore road, Bangalore	Mr.Krishna	
11	GILGAL CHARITABLE TRUST No.213, 6 th Main, HMT layout, R.T.Nagar, Bangalore-560032	Mr.Sampath.T.D	
12	SPARSHA TRUST No.12, 15 th Cross, Muthyalanagar, Bandappa garden, Bangalore-560054	Mr.Gopinath.R	
13	NIRANTHARA SOCIAL WELFARE SOCIETY B-4, 3 rd Cross, Prakruthi Nagar, Kogilu Main Road, Yelahanka, Bangalore-560 064	Mr.Gopinath.R	
14	GRACE, No 32, 1 st Main, 4 th cross, Opp jyothi Seva, Munivenkatappa Block, Venkateshapuram, Bangalore-45	Mr.Bosco Anthony	
15	JEEVAN PUBLIC TRUST, No.84, 1 st Floor, Nest to my school, 4 th Cross, labhagh Road, Bangalore-27	Mrs.Stelia Anthony	
16	ODANATA SEVA SAMSTHE, * No.721, 5 th Block, 1 st Cross, Rajajinagar, Bangalore	Mr.Manjunath D.Bhat Mr.A.S.Patil	
17	SVKT (Samaja Vikasa Kendra Trust), 227, 4 th Main, Srinagar, Bangalore-50	Mr. Udaya kumar	
18	TRUST (Trust for Rural Upliftment Strategies), No 6-E-1, Sri krishna mandira, 25 th cross, 3 rd C main, sri Ragavendra layout, Hulimavu, Bangalore	Mr.Madhusudhan	
19	PROCEED (Promotion of Oppressed Communities Education And Economic Development) 739, 9 th Main Road, Pillanna Garden, 3 rd Stage, Bangalore-560045	Mr.S.B.Franklin	
20	VIDYANIKETHAN, Jaraganahalli, JP Nagar,6 th phase, Bangalore-560078	Ms.Jalaja	
21	SHANTHA JEEVA JYOTHI [SJJ] # 348, Jalakanteswarapura. Behind KSRTC Quarters, Shantu Nagar.	Mr.Edwin. P.S. Sundaram	

	Bangalore-560030		
22	ABHIVRUDDI 3 rd Cross, Mahalakshmi Nagar, Near Mahalakshmi Temple, Gubbi-572216	Mr.C.Narasimha Murthy	
23	ICDSS (India Community Development Service Society) #16, 59 th A cross, 4 th N Block, Near Sujatha Theater, Rajajinagar, Bangalore- 10	Mr.Dhananjaya	
24	CFAR (Centre for Advocacy and Research) No.2, 6 th Main Road, Narayannappa Block, R.T.Nagar, Bangalore-560032	Mrs.Sudha K.	
25	GWA (Gowthamnagar Welfare Association), No.231, HSI charitable Trust, Gowathamnagar, Yeshwanthpura, Bangalore - 22	Mr.Poongavanam	
26	JANANI TRUST @ No.99/4, 1 st Floor, 5 th Cross, Bangalkunte main road, Bangalkunte, nagasandra Post, Bangalore - 73	Mr.Rammurthy	
27	ADARSHA RURAL DEVELOPMENT SOCIETY 10/4, Vakappa Building, 1 st main, 6 th Cross, Opposite Laxmi Store, Chokasandra, T.Dasarahalli, Bangalore - 57	Mr.Hanumaraju	
28	NIRANTHARA BENGALURU, No. 30/1, TCM Royan Road, Cottonpet, Bangalore - 53.	Mr.Raghavendra Prasad	
29	INDO-GLOBAL SOCIAL SERVICE SOCIETY NO.22/13, 4th Main, S.K.Gardens, Bangalore- 46.	Ms.S.S.Rajani	
30	SATHYASREE GOSWAMI S-3, 10/1, 4 th CROSS VV Lyt C N Halli, Post: R T NAGAR Bangalore - 560032	Ms. S. Goswami Researcher	

* Were not able to retrieve

**Contact details of the NGOs -
participated in city makers Survey**

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2.	APSA (Association for Promoting Social Action) Nammaane, 34, Anna Sandra Palya, Vimanapura post, Bangalore-17	Mr. Laksha Pathi Mr. I.S. Patil	25232749 9845493029 9916341956	project @apsaindia.org laksha50@gmail.com ishwarapatil@ rediffmail.com
3.	VEDS (Vidyaranya Education & Development Society) Mandur, Virgonagar(via), Bangalore-560 049	Mr. D. Bhaskar	2286 2622 / 9686790065	vedsmandur@yahoo.in bhaskar_055@ yahoo.com
4.	BOSCO (Bangalore Oniyavara Seva Coota), 91 B, street, 6th cross, Gandhinagar, Bangalore-09	Fr. Edward Thomas Mr. Shivamallu	22253392 / 26524138 9448905190	bosco@bgl.vsnl.net.in
5.	CURDS (Centre for Urban and Rural Development Society) No.47, Behind Sharada School, 3rd Cross, 10th Main, Vijaya nagar colony, Bangalore	Mr. M.N. Veerabadhraiah Mr. Marigowda	9986045330	curd_mn@yahoo.co.uk
6.	PARASPARA TRUST No.17/2, 1st Floor, 7th Cross, bandappa Road, Yeshwanthapur, Bangalore-22	Mr. K.C. Venkatesh	23472701 23371966 9448094576 9945210502	paraspara@ satyam.net.in
7.	CWC (The Concerned for Working Children) 303/2, L.B.Shastrri Nagar, Vimanapura Post, Bangalore-17	Mr. Lolichen .P.J Ms. Roshni Nuggehalli	25234661 / 25234270 F: 25235034	loliblrl@gmail.com roshni.cwc@gmail.com
8.	CSTEP (Center for Study of Science, Technology and Policy) Old CAIR Building, Raj Bhavan Circle, High grounds, Bangalore-1	Mr. Vinay Srinivasa	4249 0000 9880595032 F: 22372619	vinay@cstep.in

9.	IPDP (Integrated Project for Development of People) 104/35, 8th Main, 4th Block, Nandini Layout, Bangalore-96	Mr. Beema .K	65709851 9341495716	ipdpblr@rediffmail.com beema2002@ rediffmail.com
10.	MSSS (Mythri Sarva Seva Samithi), No.1300 D-1st Cross, 1st Main, HAL 3rd Stage, New Thippasandra, Bangalore-560075	Mr. Anslem Rosario Ms. Veena .A.G	25255543 9480093367 9916991379 9886394760	msss@vsnl.com
11.	DIVYA JYOTHI TRUST , No.733, Ambedkar Nagar, Panthara Palya, Mysore Road, Bangalore	Mr. Srinivasa Mr. Krishna	9591256104	
12.	GILGAL CHARITABLE TRUST No.213, 6th Main, HMT layout, R.T. Nagar, Bangalore-560032	Mr. Sampath	57632038 / 9341934338	gilgaltrust@yahoo.com gilgaltrustkarnataka@ gmail.com
13.	SPARSHA TRUST No.12, 15th Cross, Muthyalanagar, Bandappa Garden, Bangalore-54	Mr. Gopinath .R	9902088483 9141309371	sparshmarg2020@ gmail.com
14.	NIRANTHARA SOCIAL WELFARE SOCIETY B-4, 3rd Cross, Prakruthi Nagar, Kogilu Main Road, Yelahanka, Bangalore-560 064	Mr. Gopinath .R	9448669920	nisoweso@gmail.com
15.	GRACE , No 32, 1st Main, 4th Cross, Opp. Jyothi Seva, Munivenkatappa Block, Venkateshapuram, Bangalore-45	Mr. Bosco Anthony	9902276299	grace_org@hotmail.com
16.	JEEVAN PUBLIC TRUST , No.84, 1st Floor, Next to My School, 4th Cross, Lalbhagh Road, Bangalore-27	Mrs. Stella Anthony	9845710689 22225060	jeevantrst@yahoo.co.in
17.	ODANATA SEVA SAMSTHE , No.721, 5th Block, 1st Cross, Rajajinagar, Bangalore	Mr. Manjunath D. Bhat Mr.A.S.Patil	23400532 9731218368 9448044105	odanataseva@ yahoo.co.in
18.	SVKT (Samaja Vikasa Kendra Trust), 227, 4th Main, Srinagar, Bangalore-50	Mr. Udaya kumar	26601048 9880599261	samjavikasakendra@ gmail.com
19.	TRUST (Trust for Rural Upliftment Strategies), No 6-E-1, Sri krishna mandira, 25th cross, 3rd C main, Sri Ragavendra layout, Hulimavu, Bangalore	Mr. Madhusudhan	26585745 9342303557	mnmadhu2000@ yahoo.co.in

20.	PROCEED (Promotion of Oppressed Communities Education And Economic Development), 739, 9th Main Road, Pillanna Garden, 3rd Stage, Bangalore-560045	Mr. S.B. Franklin	25497428 9742074272	proceed_blr@ yahoo.co.in
21.	VIDYANIKETHAN, Jaraganahalli, JP Nagar, 6th Phase, Bangalore-560078	Mr. Nagaraj	22909056 / 26641552 9986004464 9341239364	vidyanik@sify.com
22.	SHANTHA JEEVA JYOTHI [SJJ] # 348, Jalakanteswarapura, Behind KSRTC Quarters, Shanti Nagar, Bangalore-560030	Mr. Edwin. P.S. Sundaram	22234093 9449130499	sjj@sancharnet.in
23.	ABHIVRUDDI 3rd Cross, Mahalakshmi Nagar, Near Mahalakshmi Temple, Gubbi-572216	Mr. C. Narasimha Murthy	222292 9448370387 9341972408	abhigubbi@yahoo.com clrcepo7@gmail.com abhigubbi1@yahoo.com
24.	ICDSS (India Community Development Service Society) #16, 59th A Cross, 4th N Block, Near Sujatha Theater, Rajajinagar, Bangalore-10	Mr. Dhananjaya	23321132 9448304043	icdss.org@gmail.com dhananjaya.bn@ gmail.com
25.	CFAR (Centre for Advocacy and Research) No.2, 6th Main Road, Narayannappa Block, R.T. Nagar, Bangalore-32	Mrs. Sudha	41511821 41512949 9663491858	cfarbng@gmail.com
26.	GWA (Gowthamnagar Welfare Association) No.231, HSI charitable Trust, Gowthamnagar, Yeshwanthpura, Bangalore - 22	Mr. Poongavana	9742074272	gowthamnagarwelfare@ yahoo.co.in
27.	JANANI TRUST (R) No.99/4, 1st Floor, 5th Cross, Bagalkunte Main Road, Bagalkunte, Nagasandra Post, Bangalore - 73	Mr. Rammurthy	9743436025 9731721338	
28.	ADARSHA RURAL DEVELOPMENT SOCIETY 10/4, Vakappa Building, 1st Main, 6th Cross, Opposite Laxmi Store, Chokasandra, T. Dasarahalli, Bangalore - 57	Mr. Hanumaraju	9880241450 9901987470	adarsha.rds@gmail.com
29.	NIRANTHARA BENGALURU, No.30/1, TCM Royan Road Cottonpet, Bangalore-560 053	Mr. Mallikarjuna Mr. Raghavendra Prasad	9986009335 9448205111	nirantharabl@ gmail.com

**Names of the Investigators who participated
in Urban Homeless survey**

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1	Mr. I.S. Patil	APSA	Mahadevpura
2	Ms. Ramadevi .K	APSA	
3	Mr. Venkatesh .B	APSA	
4	Ms. Pushpalatha	APSA	
5	Mr. Subramani	APSA	
6	Mr. Issac	APSA	
7	Mr. Sireesha	APSA	
8	Ms. P. Chithra	APSA	
9	Mr. Prasanna	APSA	
10	Mr. Nayak	VEDS	Mahadevpura
11	Mr. Mahesh Kumar	VEDS	
12	Ms. Soumya	VEDS	
13	Ms. Veena	VEDS	
14	Mr. Annadhanappa Swamy	VEDS	
15	Ms. Mahadevi	Paraspara Trust	West Zone
16	Ms. Veena	Paraspara Trust	
17	Mr. Shivalingiah	Paraspara Trust	
18	Mr. Suhas (MSW)	Paraspara Trust	
19	Ms. Mamatha	Paraspara Trust	
20	Mr. Narayanaswamy	Paraspara Trust	
21	Ms. Munivenkatamma	Paraspara Trust	
22	Ms. Nagarathna	Paraspara Trust	
23	Mr. Venkatesh	Paraspara Trust	
24	Mr. Kumaraswamy	Paraspara Trust	
25	Ms. Rathna .N	Paraspara Trust	
26	Ms. Jamuna .V	Paraspara Trust	
27	Mr. Narendra	Paraspara Trust	
28	Mr. Anand	Paraspara Trust	
29	Mr. Vashanthkumar .R (MSW)	Paraspara Trust	
30	Mr. Shivakumar (MSW)	Paraspara Trust	
31	Mr. Naveen	Paraspara Trust	
32	Mr. Muniraju .R (MSW)	Paraspara Trust	
33	Ms. Arogyamma	Paraspara Trust	
34	Ms. Cecily	Paraspara Trust	
35	Mr. Muniraju .P	Paraspara Trust	
36	Mr. Radha Krishna .M (MSW)	Paraspara Trust	
37	Mr. Gopal .R	PROCEED	East Zone
38	Mr. Ananda .A.N	PROCEED	
39	Mr. Harish .D.N.	PROCEED	
40	Mr. Vishu Kumar .G.K.	PROCEED	
41	Mr. Benjamin	PROCEED	

42	Ms. Jahnavi Pai	ATREE	
43	Mr. Raghunandan Hegde	Hippo campus Reading Foundation	
44	Mr. Sridhar Raman	Map unity	
45	Mr. Vinay Sreenivasa	CSTEP	
46	Mr. Hemanth Kumar .T.T	CWC	
47	Mr. Manjunath Gudeeyangadi	CWC	
48	Mr. Wahid Ahmed	CWC	
49	Mr. K. Hanumanthappa Gowda	CWC	
50	Ms. Vidhya .M.M	CWC	
51	Mr. Lolichen .P.J	CWC	
52	Ms. Anupama .A.S	CWC	
53	Ms. Roshni K. Nuggehalli	CWC	
54	Mr. Umesh Moolya	CWC	
55	Ms. Kavya Prabha .U	SVKT	
56	Ms. Sharmila	SVKT	
57	Mr. Naveen Chandra	SVKT	
58	Mr. Chethan Kumar	SVKT	
59	Mr. Pradeep Kumar	SVKT	
60	Ms. Anitha	GilGal Trust	Byatarayanapura Zone
61	Ms. Roopa	GilGal Trust	
62	Mr. Manjunath	GilGal Trust	
63	Mr. Ramachandra	GilGal Trust	
64	Ms. Manjula	GilGal Trust	
65	Mr. Diwakar	Sparsha Trust	Byatarayanapura Zone
66	Mr. Somunaik	Sparsha Trust	
67	Ms. Mary Jyothi	Sparsha Trust	
68	Mr. Manjunath	Sparsha Trust	
69	Mr. Srinivas	Sparsha Trust	
70	Mr. Devendra Naik	Niranthara Trust	Byatarayanapura Zone
71	Mr. Suresh Babu	Niranthara Trust	
72	Mr. Nagaraj Naik	Niranthara Trust	
73	Mr. Thippanna Ballari	Niranthara Trust	
74	Mr. Shashikumar	Niranthara Trust	
75	Mr. Gangadhar	CURDS	
76	Mr. Suresh Babu	CURDS	
77	Mr. Manjunath .T.C	CURDS	
78	Mr. Shivanandha D. Surakod	CURDS	
79	Mr. Rajesh	CURDS	
80	Mr. Shivaswamy	IPDP	West Zone
81	Mr. Srinivas	IPDP	
82	Mr. Mahadev	IPDP	
83	Ms. Varalakshmi	IPDP	
84	Mr. Seetharam	IPDP	
85	Ms. Shivamma	IPDP	
86	Ms. Vijayalakshmi	IPDP	
87	Mr. Chandrashekar	IPDP	
88	Mr. Shivakumar	IPDP	
89	Ms. Rathna	CFAR	West Zone and
90	Ms. Mary	CFAR	

91	Mr. Manjunath	CFAR	Dhasarahalli Zone
92	Mr. Siddhalingaswamy	CFAR	
93	Mr. Shivakumar .M.L	CFAR	
94	Mr. Rajgopal	Adarsha Rural Development Society	
95	Mr. Kariyanna	Adarsha Rural Development Society	
96	Mr. Manjunatha	Adarsha Rural Development Society	
97	Mr. Ramamurthy	JANANI	Dhasarahalli Zone
98	Mr. Ramanji	JANANI	
99	Mr. Ravikumar	JANANI	
100	Mr. Yoganandha	JANANI	
101	Mr. Mallesh	JANANI	
102	Mr. Rajgopal	JANANI	
103	Ms. Jancy	BOSCO	West Zone
104	Ms. Emily Elizabeth	BOSCO	
105	Mr. Robert	BOSCO	
106	Mr. Balaraju	BOSCO	
107	Fr. Edward Thomas	BOSCO	
108	Mr. Wasim	BOSCO	
109	Mr. Devaraju	BOSCO	
110	Mr. Gnana Prakash	BOSCO	
111	Sr. Sarah	BOSCO	
112	Mr. Anjaneya	BOSCO	
113	Sr. Sheela	BOSCO	
114	Mr. Shivamallu	BOSCO	
115	Ms. Mary Shyamala	BOSCO	
116	Mr. Ramamurthy	GWA	West Zone
117	Mr. Raju	GWA	
118	Mr. Sauresh	GWA	
119	Mr. Anil	GWA	
120	Mr. T.V. Girish	MSSS	
121	Mr. C.G. Doddarange Gowda	MSSS	
122	Mr. Vijay Kumar .D.K.	MSSS	
123	Mr. Mahadevaswamy	MSSS	
124	Mr. Umashankar	MSSS	
125	Mr. Ramachandrappa	ICDSS	
126	Mr. Siddabasav gowda	ICDSS	
127	Mr. Kumar .G	ICDSS	
128	Mr. Manjunatha Babu	ICDSS	
129	Ms. Siddamma	ICDSS	
130	Mr. G. Venkatesh Kumar	Jeevan Public Trust	
131	Mr. Rajappa Shetty	Jeevan Public Trust	
132	Mr. Surendra	Jeevan Public Trust	
133	Ms. Stella Anthony	Jeevan Public Trust	
134	Mr. Henry	Jeevan Public Trust	
135	Mr. Wilsan	Jeevan Public Trust	
136	Mr. Vijay .N	GRACE	
137	Mr. Thulasi Ram .M.R	GRACE	
138	Mr. Lokesh .K.V.	GRACE	
139	Mr. Ashwath	GRACE	
140	Mr. Ashok	GRACE	

141	Mr. M. Nagaraj	Vidyanikethan	
142	Ms. Susheela .S	Vidyanikethan	
143	Mr. Thimmappa	Vidyanikethan	
144	Mr. Savithamma	Vidyanikethan	
145	Ms. Dhanalakshmi	Vidyanikethan	
146	Mr. Dinesh	Vidyanikethan	
147	Mr. Shashikiran	Vidyanikethan	
148	Mr. Harsha	Vidyanikethan	
149	Mr. Muruges	Vidyanikethan	
150	Mr. James	Vidyanikethan	
151	Mr. Srinivas	Vidyanikethan	
152	Mr. Dilipkumar	Vidyanikethan	
153	Mr. Naveenkumar	Vidyanikethan	
154	Mr. Pavan	Vidyanikethan	
155	Mr. M. Mallikarjuna	Niranthara, Bengaluru	
156	Mr. C. Raghavendra Prasad	Niranthara, Bengaluru	
157	Mr. Kanthraja	Niranthara, Bengaluru	
158	Mr. Srinivasa	Niranthara, Bengaluru	
159	Mr. Shivakumar	Niranthara, Bengaluru	
160	Ms. Mahalaxmi	Dhivya Jyothi Trust	
161	Mr. Shridar	Dhivya Jyothi Trust	
162	Mr. Shashikumar	Dhivya Jyothi Trust	
163	Mr. Huliya	Dhivya Jyothi Trust	
164	Mr. Srinivas	Dhivya Jyothi Trust	
165	Ms. Dhanalakshmi	Odanata Seva Samsthe	
166	Ms. Rajeshwari	Odanata Seva Samsthe	
167	Ms. Shantha .C	Odanata Seva Samsthe	
168	Ms. Lakshmiddevamma	Odanata Seva Samsthe	
169	Mr. Gangadhar	Odanata Seva Samsthe	
170	Ms. Prameela .P	TRUST	
171	Ms. Anuradha .G.N.	TRUST	
172	Ms. Umadevi .V	TRUST	
173	Ms. Prashanthi .K.P	TRUST	
174	Ms. S.K. Chandrika	TRUST	
175	Mr. Rajesh Kadade	Shanta Jeeva Jyothi	
176	Ms. Jayamma	Shanta Jeeva Jyothi	
177	Ms. Roopa	Shanta Jeeva Jyothi	
178	Ms. Venkatlakshmi	Shanta Jeeva Jyothi	
179	Ms. Vijayakumari	Shanta Jeeva Jyothi	
180	Mr. Jalagires	Abivrudhi	
181	Mr. Madhusudhan	Abivrudhi	
182	Mr. Muniraju .K.H.	Abivrudhi	
183	Mr. Laxmikanth	Abivrudhi	
184	Mr. Mallikarjun	Abivrudhi	
185	Mr. Prem kumar	Abivrudhi	
186	Mr. Shishikumar .G	Abivrudhi	
187	Mr. Ravindra .B.S	Abivrudhi	
188	Mr. Hanumantharaya .K.N.	Abivrudhi	
189	Mr. Srivarada	Abivrudhi	
190	Ms. Kasturi	Abivrudhi	
191	Mr. Naveen	Abivrudhi	

LIST OF BANGALORE CITY ZONES AND WARD NAMES - 2010

Sl. No.	ZONE NAME	WARD NO.	WARD NAME
1	BYATARAYANAPURA ZONE	1	Kempe Gowda
		2	Choudeshwari
		3	Atooru
		4	Yelahanka Satellite Town
		5	Jakkur
		6	Thanisandra
		7	Byatarayanapura
		8	Kodigehalli
		9	Vidyaranyaपुरa
		10	Doddabommasandra
		11	Kuvempu Nagar
2	DHASARAHALLI ZONE	12	Shettihalli
		13	Mallasandra
		14	Bagalakunte
		15	T. Dasarahalli
		39	Chokkasandra
		40	Doddabidarakallu
		41	Peenya Industrial Area
		70	Rajagopalanagar
		71	Heggenahalli
		72	Herohalli
3	WEST ZONE	16	Jalahalli
		17	J.P. Park
		18	Radha Krishna Temple
		19	Sanjaynagar
		20	Ganganagar
		21	Hebbal
		33	Manorayanapalya
		34	Gangenahalli
		35	Aramane Nagar
		36	Mathikere
		37	Yeshwanthpur
		38	HMT
		42	Lakshmidevi Nagar
		43	Nandini Layout
		44	Marappanapalya
		45	Malleswaram
		64	Rajamahall Guttahalli
		65	Kadu Malleswaram
		66	Subramanyanagar
67	Nagapura		
68	Mahalakshmiपुरam		
69	Laggere		

	WEST ZONE (Contd.)	75 76 93 94 95 96 97 98 99 100 104 105 106 107 108 109 118 119 120 121 122 123 138 139	Shankaramath Gayathrinagar Vasanthanagar Gandhinagar Subhashnagar Okalipuram Dayanandanagar Prakashnagar Rajajinagar Basaveshwaranagar Govindarajanagar Agrahara Dasarahalli Dr. Rajkumar Shivanagar Srirama Mandir Chikpet Sudhamanagar Dharmaraya Swamy Cottonpet Binnypet Kempapur Agrahara Vijayanagar Chalavadipalya K.R. Market
4	EAST ZONE	22 23 24 25 27 28 29 30 31 32 46 47 48 49 50 57 58 59 60 61 62 63 88 89 90 91 92 110	Vishwanatha Nagenahalli Nagawara H.B.R. Layout Horamavu Banaswadi Kammanahalli Kacharakanahalli Kadugondanahalli Kushalnagar Kavalbyrasandra J.C. Nagar Devarajeevanahalli Muneshwaranagar Lingarajapur Benniganahalli C.V. Raman Nagar New Tippasandra Maruthi Sevanagar Sagayapuram S.K. Garden Ramaswamypalya Jayamahall Jeevan Bhima Nagar Jogupalya Ulsoor Bharati Nagar Shivajinagar Sampangiramanagar

	EAST ZONE (Contd.)	111 112 113 114 115 116 117 148	Shantala Nagar Domlur Konena Agrahara Agaram Vannarpet Neelasandra Shantinagar Ejipura
5	SOUTH ZONE	73 74 77 78 79 80 101 102 103 124 125 126 127 132 133 134 135 136 137 140 141 142 143 144 145 146 147 151 152 153 154 155 156 157 158 161 162 163 164 165 166 167 168 169 170	Kottigepalya Shaktiganapatinagar Dattatreya Temple Pulikeshinagar Sarvajna Nagar Hoysala Nagar Kamakshipalya Vrushabhavatinagar Kaveripura Hosahalli Marenahalli Maruti Temple Moodalapalya Attiguppe Hampi Nagar Bapujinagar Padarayanapura Jagjeevanram Nagar Rayapuram Chamarajpet Azadnagar Sunkenahalli V.V. Puram Siddapura Hombegowda Nagar Lakkasandra Audugodi Koramangala Suddaguntepalya Jayanagar Basavanagudi Hanumanthanagar Srinagar Ghali Anjaneya Deepanjalinagar Hoskerehalli Girinagar Kathriguppe Vidyapeetha Ganesha Mandira Karisandra Yedyur Pattabhiramanagar Byrasandra Jayanagar East

	SOUTH ZONE (Contd.)	171 172 176 177 178 179 180 181 182 183 185 186	Gurappanapalya Madiwala BTM Layout J.P. Nagar Sarakki Shakambarinagar Banashankari Temple Kumaraswamy Layout Padmanabhanagar Chikkakallasandra Yelachenahalli Jaraganahalli
6	MAHADEVAPURA	26 51 52 53 54 55 56 81 82 83 84 85 86 87 149	Ramamurthynagar Vijnanapur K.R. Puram Basavanapura Hoody Devasandra A. Narayanapura Vigyan Nagar Garudacharpalya Kadugodi Hagadooru Doddanakundi Marathhalli HAL Airport Vartur
7	RAJARAJESHWARI NAGAR ZONE	128 129 130 131 159 160 184 197 198	Nagarbavi Jnana Bharathi Ullal Nayandahalli Kengeri Rajarajeshwari nagar Uttarahalli Vasanthapura Hemmigepura
8	BOMANAHALLI	150 173 174 175 187 188 189 190 191 192 193 194 195 196	Bellandur Jakkasandra HSR Layout Bommanahalli Puttenahalli Bilekahalli Hongasandra Mangammanapalya Singasandra Begur Arakere Gottigere Konankunte Anjanapura



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